Far North District Council

Te Kaunihera o Tai Tokerau ki te Raki

AGENDA

Strategy and Policy Committee Meeting

Tuesday, 19 October 2021

Time: **1.00 pm**

Location: **held virtually via Microsoft TEAMs**

Membership:

Cr Rachel Smith - Chairperson
Cr David Clendon - Deputy Chairperson
Mayor John Carter
Deputy Mayor Ann Court
Cr Dave Collard
Cr Felicity Foy
Cr Kelly Stratford
Cr Moko Tepania
Cr John Vujcich
Member Belinda Ward

Far North District Council	**Authorising Body**	Mayor/Council
	Status	Standing Committee
COUNCIL COMMITTEE	**Title**	Strategy and Policy Committee Terms of Reference
	Approval Date	19 December 2019
	Responsible Officer	Chief Executive

Purpose

The purpose of the Strategy and Policy Committee (the Committee) is to set direction for the district, determine specific outcomes that need to be met to deliver on that vision, and set in place the strategies, policies and work programmes to achieve those goals.

In determining and shaping the strategies, policies and work programme of the Council, the Committee takes a holistic approach to ensure there is strong alignment between the objectives and work programmes of the strategic outcomes of Council, being:

- Better data and information
- Affordable core infrastructure
- Improved Council capabilities and performance
- Address affordability
- Civic leadership and advocacy
- Empowering communities

The Committee will review the effectiveness of the following aspects:

- Trust and confidence in decision-making by keeping our communities informed and involved in decision-making.
- Operational performance including strategy and policy development, monitoring and reporting on significant projects, including, but not limited to:
    - FN2100
    - District wide strategies (Infrastructure/ Reserves/Climate Change/Transport)
    - District Plan
    - Significant projects (not infrastructure)
    - Financial Strategy
    - Data Governance
    - Affordability
- Consultation and engagement including submissions to external bodies / organisations

To perform his or her role effectively, each Committee member must develop and maintain

his or her skills and knowledge, including an understanding of the Committee's responsibilities, and of the Council's business, operations and risks.

Power to Delegate

The Strategy and Policy Committee may not delegate any of its responsibilities, duties or powers.

Membership

The Council will determine the membership of the Strategy and Policy Committee.

The Strategy and Policy Committee will comprise of at least seven elected members (one of which will be the chairperson).

Mayor Carter
Rachel Smith – Chairperson
David Clendon – Deputy Chairperson
Moko Tepania
Ann Court
Felicity Foy
Dave Collard
John Vujcich
Belinda Ward – Bay of Islands-Whangaroa Community Board

Non-appointed Councillors may attend meetings with speaking rights, but not voting rights.

Quorum

The quorum at a meeting of the Strategy and Policy Committee is 5 members.

Frequency of Meetings

The Strategy and Policy Committee shall meet every 6 weeks but may be cancelled if there is no business.

Committees Responsibilities

The Committees responsibilities are described below:

Strategy and Policy Development

- Oversee the Strategic Planning and Policy work programme
- Develop and agree strategy and policy for consultation / engagement.
- Recommend to Council strategy and policy for adoption.
- Monitor and review strategy and policy.

Service levels (non-regulatory)

- Recommend service level changes and new initiatives to the Long Term and Annual Plan processes.

Policies and Bylaws

- Leading the development and review of Council's policies and district bylaws when and as directed by Council
- Recommend to Council new or amended bylaws for adoption

Consultation and Engagement

- Conduct any consultation processes required on issues before the Committee.
- Act as a community interface (with, as required, the relevant Community Board(s)) for consultation on policies and as a forum for engaging effectively.
- Receive reports from Council's Portfolio and Working Parties and monitor engagement.
- Review as necessary and agree the model for Portfolios and Working Parties.

Strategic Relationships

- Oversee Council's strategic relationships, including with Māori, the Crown, and foreign investors, particularly China
- Oversee, develop, and approve engagement opportunities triggered by the provisions of Mana Whakahono-ā-Rohe under the Resource Management Act 1991
- Recommend to Council the adoption of new Memoranda of Understanding (MOU)
- Meet annually with local MOU partners
- Quarterly reviewing operation of all Memoranda of Understanding
- Quarterly reviewing Council's relationships with iwi, hapū, and post-settlement governance entities in the Far North District
- Monitor Sister City relationships
- Special projects (such as Te Pū o Te Wheke or water storage projects)

Submissions and Remits

- Approve submissions to, and endorse remits for, external bodies / organisations and on legislation and regulatory proposals, provided that:
  - If there is insufficient time for the matter to be determined by the Committee before the submission "close date" the submission can be agreed by the relevant Portfolio Leaders, Chair of the Strategy and Policy Committee, Mayor and Chief Executive (all Councillors must be advised of the submission and provided copies if requested).
  - If the submission is of a technical and operational nature, the submission can be approved by the Chief Executive (in consultation with the relevant Portfolio Leader prior to lodging the submission).
- Oversee, develop, and approve any relevant remits triggered by governance or management commencing in January of each calendar year.
- Recommend to Council those remits that meet Council's legislative, strategic, and operational objectives to enable voting at the LGNZ AGM. All endorsements will take into account the views of our communities (where possible) and consider the unique attributes of the district.

Fees

- Set fees in accordance with legislative requirements unless the fees are set under a bylaw (in which case the decision is retained by Council and the committee has the power of recommendation) or set as part of the Long Term Plan or Annual Plan (in which case the decision will be considered by the Long Term Plan and Annual Plan and approved by Council).

District Plan

- Review and approve for notification a proposed District Plan, a proposed change to the District Plan, or a variation to a proposed plan or proposed plan change (excluding any plan change notified under clause 25(2)(a), First Schedule of the Resource Management Act 1991);
- Withdraw a proposed plan or plan change under clause 8D, First Schedule of the Resource Management Act 1991.
- Make the following decisions to facilitate the administration of proposed plan, plan changes, variations, designation and heritage order processes:
  - To authorise the resolution of appeals on a proposed plan, plan change or variation unless the issue is minor and approved by the Portfolio Leader District Plan and the Chair of the Regulatory committee.
  - To decide whether a decision of a Requiring Authority or Heritage Protection Authority will be appealed to the Environment Court by council and authorise the resolution of any such appeal.
  - To consider and approve council submissions on a proposed plan, plan changes, and variations.
  - To manage the private plan change process.
  - To accept, adopt or reject private plan change applications under clause 25 First Schedule Resource Management Act (RMA).

Rules and Procedures

Council's Standing Orders and Code of Conduct apply to all the committee's meetings.

Annual reporting

The Chair of the Committee will submit a written report to the Chief Executive on an annual basis. The review will summarise the activities of the Committee and how it has contributed to the Council's governance and strategic objectives. The Chief Executive will place the report on the next available agenda of the governing body.

STRATEGY AND POLICY COMMITTEE - MEMBERS REGISTER OF INTERESTS

Name	Responsibility (i.e. Chairperson etc)	Declaration of Interests	Nature of Potential Interest	Member's Proposed Management Plan
Hon John Carter QSO	Board Member of the Local Government Protection Programme	Board Member of the Local Government Protection Program		
	Carter Family Trust			
Rachel Smith (Chair)	Friends of Rolands Wood Charitable Trust	Trustee		
	Mid North Family Support	Trustee		
	Property Owner	Kerikeri		
	Friends who work at Far North District Council			
	Kerikeri Cruising Club	Subscription Member and Treasurer		
	Vision Kerikeri	Financial Member		
Rachel Smith (Partner)	Property Owner	Kerikeri		
	Friends who work at Far North District Council			
	Kerikeri Cruising Club	Subscription Member		
	Vision Kerikeri	Financial Member		
	Town and General Groundcare Limited	Director. Shareholder		
David Clendon (Deputy Chair)	Chairperson – He Waka Eke Noa Charitable Trust	None		Declare if any issue arises
	Member of Vision Kerikeri	None		Declare if any issue arises
	Joint owner of family home in Kerikeri	Hall Road, Kerikeri		
David Clendon – Partner	Resident Shareholder on Kerikeri Irrigation			
David Collard	Snapper Bonanza 2011 Limited	45% Shareholder and Director		
	Trustee of Te Ahu Charitable Trust	Council delegate to this board		
Deputy Mayor Ann Court	Waipapa Business Association	Member		Case by case
	Warren Pattinson Limited	Shareholder	Building company. FNDC is a regulator and enforcer	Case by case
	Kerikeri Irrigation	Supplies my water		No
	District Licensing	N/A	N/A	N/A
	Ann Court Trust	Private	Private	N/A

Name	Responsibility (i.e. Chairperson etc)	Declaration of Interests	Nature of Potential Interest	Member's Proposed Management Plan
	Waipapa Rotary	Honorary member	Potential community funding submitter	Declare interest and abstain from voting.
	Properties on Onekura Road, Waipapa	Owner Shareholder	Any proposed FNDC Capital works or policy change which may have a direct impact (positive/adverse)	Declare interest and abstain from voting.
	Property on Daroux Dr, Waipapa	Financial interest	Any proposed FNDC Capital works or policy change which may have a direct impact (positive/adverse)	Declare interest and abstain from voting.
	Flowers and gifts	Ratepayer 'Thankyou'	Bias/ Pre-determination?	Declare to Governance
	Coffee and food	Ratepayers sometimes 'shout' food and beverage	Bias or pre-determination	Case by case
	Staff	N/A	Suggestion of not being impartial or pre-determined!	Be professional, due diligence, weigh the evidence. Be thorough, thoughtful, considered impartial and balanced. Be fair.
	Warren Pattinson	My husband is a builder and may do work for Council staff		Case by case
Ann Court - Partner	Warren Pattinson Limited	Director	Building Company. FNDC is a regulator	Remain at arm's length
	Air NZ	Shareholder	None	None
	Warren Pattinson Limited	Builder	FNDC is the consent authority, regulator and enforcer.	Apply arm's length rules
	Property on Onekura Road, Waipapa	Owner	Any proposed FNDC capital work in the vicinity or rural plan change. Maybe a link to policy development.	Would not submit. Rest on a case by case basis.
Felicity Foy	Flick Trustee Ltd	I am the director of this company that is the company trustee of Flick Family Trust that owns properties Seaview Road – Cable Bay, and Allen Bell Drive - Kaitaia.		
	Elbury Holdings Limited	This company is directed by my parents Fiona and Kevin King.	This company owns several dairy and beef farms, and also dwellings on these farms. The Farms and	

Name	Responsibility (i.e. Chairperson etc)	Declaration of Interests	Nature of Potential Interest	Member's Proposed Management Plan
			dwellings are located in the Far North at Kaimaumau, Bird Road/Sandhills Rd, Wireless Road/ Puckey Road/Bell Road, the Awanui Straight and Allen Bell Drive.	
	Foy Farms Partnership	Owner and partner in Foy Farms - a farm on Church Road, Kaingaroa		
	Foy Farms Rentals	Owner and rental manager of Foy Farms Rentals for dwellings on Church Road, Kaingaroa and dwellings on Allen Bell Drive, Kaitaia, and property on North Road, Kaitaia, one title contains a cell phone tower.		
	King Family Trust	This trust owns several titles/properties at Cable Bay, Seaview Rd/State Highway 10 and Ahipara - Panorama Lane.	These trusts own properties in the Far North.	
	112 Commerce Street Holdings Ltd	Owner of commercial property in Commerce Street Kaitaia.		
	Foy Property Management Ltd	Owner of company that manages properties owned by Foy Farms Rentals and Flick Family Trust.		
	Previous employment at FNDC 2007-16	I consider the staff members at FNDC to be my friends		
	Shareholder of Coastline Plumbing NZ Limited			
Felicity Foy - Partner	Director of Coastline Plumbing NZ Limited			
	Friends with some FNDC employees			
Kelly Stratford	KS Bookkeeping and Administration	Business Owner, provides book keeping, administration and development of environmental management plans	None perceived	Step aside from decisions that arise, that may have conflicts
	Waikare Marae Trustees	Trustee	Maybe perceived conflicts	Case by case basis

Name	Responsibility (i.e. Chairperson etc)	Declaration of Interests	Nature of Potential Interest	Member's Proposed Management Plan
	Bay of Islands College	Parent Elected Trustee	None perceived	If there was a conflict, I will step aside from decision making
	Karetu School	Parent Elected Trustee	None perceived	If there was a conflict, I will step aside from decision making
	Māori title land – Moerewa and Waikare	Beneficiary and husband is a shareholder	None perceived	If there was a conflict, I will step aside from decision making
	Sister is employed by Far North District Council			Will not discuss work/governance mattes that are confidential
	Gifts - food and beverages	Residents and ratepayers may 'shout' food and beverage	Perceived bias or predetermination	Case by case basis
	Taumarere Counselling Services	Advisory Board Member	May be perceived conflicts	Should conflict arise, step aside from voting
	Sport Northland	Board Member	May be perceived conflicts	Should conflict arise, step aside from voting
	He Puna Aroha Putea Whakapapa	Trustee	May be perceived conflicts	Should conflict arise, step aside from voting should they apply for funds
	Kawakawa Returned Services Association	Member	May be perceived conflicts	Should conflict arise, step aside from voting should they apply for funds
	Whangaroa Returned Services Association	Member	May be perceived conflicts	Should conflict arise, step aside from voting should they apply for funds
	National Emergency Management Advisor Committee	Member		Case by case basis
	Te Rūnanga ā Iwi o Ngāpuhi	Tribal affiliate member	As a descendent of Te Rūnanga ā Iwi o Ngāpuhi I could have a perceived conflict of interest in Te Rūnanga ā Iwi o Ngāpuhi Council relations	Declare a perceived conflict should there appear to be one
	Te Rūnanga ā Iwi o Ngāti Hine	Tribal affiliate member	Could have a perceived conflict of interest	Declare a perceived conflict should I

Name	Responsibility (i.e. Chairperson etc)	Declaration of Interests	Nature of Potential Interest	Member's Proposed Management Plan
				determine there is a conflict
	Kawakawa Business and Community Association	Member		Will declare a perceived conflict should there appear to be one
Kelly Stratford - Partner	Chef and Barista	Opua Store	None perceived	
	Māori title land – Moerewa	Shareholder	None perceived	If there was a conflict of interest, I would step aside from decision making
Moko Tepania	Teacher	Te Kura Kaupapa Māori o Kaikohe.	Potential Council funding that will benefit my place of employment.	Declare a perceived conflict
	Chairperson	Te Reo o Te Tai Tokerau Trust.	Potential Council funding for events that this trust runs.	Declare a perceived conflict
	Tribal Member	Te Rūnanga o Te Rarawa	As a descendent of Te Rarawa I could have a perceived conflict of interest in Te Rarawa Council relations.	Declare a perceived conflict
	Tribal Member	Te Rūnanga o Whaingaroa	As a descendent of Te Rūnanga o Whaingaroa I could have a perceived conflict of interest in Te Rūnanga o Whaingaroa Council relations.	Declare a perceived conflict
	Tribal Member	Kahukuraariki Trust Board	As a descendent of Kahukuraariki Trust Board I could have a perceived conflict of interest in Kahukuraariki Trust Board Council relations.	Declare a perceived conflict
	Tribal Member	Te Rūnanga ā-Iwi o Ngāpuhi	As a descendent of Te Rūnanga ā-Iwi o Ngāpuhi I could have a perceived conflict of interest in Te Rūnanga ā-Iwi o Ngāpuhi Council relations.	Declare a perceived conflict

Name	Responsibility (i.e. Chairperson etc)	Declaration of Interests	Nature of Potential Interest	Member's Proposed Management Plan
John Vujcich	Board Member	Pioneer Village	Matters relating to funding and assets	Declare interest and abstain
	Director	Waitukupata Forest Ltd	Potential for council activity to directly affect its assets	Declare interest and abstain
	Director	Rural Service Solutions Ltd	Matters where council regulatory function impact of company services	Declare interest and abstain
	Director	Kaikohe (Rau Marama) Community Trust	Potential funder	Declare interest and abstain
	Partner	MJ & EMJ Vujcich	Matters where council regulatory function impacts on partnership owned assets	Declare interest and abstain
	Member	Kaikohe Rotary Club	Potential funder, or impact on Rotary projects	Declare interest and abstain
	Member	New Zealand Institute of Directors	Potential provider of training to Council	Declare a Conflict of Interest
	Member	Institute of IT Professionals	Unlikely, but possible provider of services to Council	Declare a Conflict of Interest
	Member	Kaikohe Business Association	Possible funding provider	Declare a Conflict of Interest
Belinda Ward	Ward Jarvis Family Trust	Trustee		
	Kenneth Jarvis Family Trust	Trustee		
	Residence in Watea			
Belinda Ward (Partner)	Ward Jarvis Family Trust	Trustee and beneficiary		
	Kenneth Jarvis Family Trust	Trustee and beneficiary		
	Residence in Watea	Trustee		

Far North District Council
Strategy and Policy Committee Meeting
will be held in the held virtually via Microsoft TEAMs on:
Tuesday 19 October 2021 at 1.00 pm

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1 KARAKIA TIMATANGA – OPENING PRAYER

2 NGA WHAKAPĀHA ME NGĀ PĀNGA MEMA / APOLOGIES AND DECLARATIONS OF INTEREST

Members need to stand aside from decision-making when a conflict arises between their role as a Member of the Committee and any private or other external interest they might have. This note is provided as a reminder to Members to review the matters on the agenda and assess and identify where they may have a pecuniary or other conflict of interest, or where there may be a perception of a conflict of interest.

If a Member feels they do have a conflict of interest, they should publicly declare that at the start of the meeting or of the relevant item of business and refrain from participating in the discussion or voting on that item. If a Member thinks they may have a conflict of interest, they can seek advice from the Chief Executive Officer or the Team Leader Democracy Support (preferably before the meeting).

It is noted that while members can seek advice the final decision as to whether a conflict exists rests with the member.

3 TE TONO KŌRERO / DEPUTATION

- Jane Johnston – representing Kerikeri & Surrounds Ratepayers & Residents Association, and the Paihia & Districts Residents & Ratepayers.

4 CONFIRMATION OF PREVIOUS MINUTES

4.1 CONFIRMATION OF PREVIOUS MINUTES

File Number: **A3052749**

Author: **Marlema Baker, Meetings Administrator**

Authoriser: **Aisha Huriwai, Team Leader Democracy Services**

PURPOSE OF THE REPORT

The minutes of the previous Strategy and Policy Committee meeting are attached to allow the Committee to confirm that the minutes are a true and correct record.

RECOMMENDATION

That the Strategy and Policy Committee agrees that the minutes of the meeting held 7 September 2021 be confirmed as a true and correct record.

1) BACKGROUND

Local Government Act 2002 Schedule 7 Section 28 states that a local authority must keep minutes of its proceedings. The minutes of these proceedings duly entered and authenticated as prescribed by a local authority are prima facie evidence of those meetings.

2) DISCUSSION AND OPTIONS

The minutes of the meeting are attached. Far North District Council Standing Orders Section 27.3 states that no discussion shall arise on the substance of the minutes in any succeeding meeting, except as to their correctness.

Reason for the recommendation

The reason for the recommendation is to confirm the minutes are a true and correct record of the previous meeting.

3) FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no financial implications or the need for budgetary provision.

ATTACHMENTS

1. 2021-09-07 SPP Meeting Minutes - A3373641 ⇩

Compliance schedule:

Full consideration has been given to the provisions of the Local Government Act 2002 S77 in relation to decision making, in particular:

1. A Local authority must, in the course of the decision-making process,
    a) Seek to identify all reasonably practicable options for the achievement of the objective of a decision; and
    b) Assess the options in terms of their advantages and disadvantages; and
    c) If any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Māori and their culture and traditions with their ancestral land, water sites, waahi tapu, valued flora and fauna and other taonga.
2. This section is subject to Section 79 - Compliance with procedures in relation to decisions.

Compliance requirement	**Staff assessment**
State the level of significance (high or low) of the issue or proposal as determined by the Council's Significance and Engagement Policy	This is a matter of low significance.
State the relevant Council policies (external or internal), legislation, and/or community outcomes (as stated in the LTP) that relate to this decision.	This report complies with the Local Government Act 2002 Schedule 7 Section 28.
State whether this issue or proposal has a District wide relevance and, if not, the ways in which the appropriate Community Board's views have been sought.	It is the responsibility of each meeting to confirm their minutes therefore the views of another meeting are not relevant.
State the possible implications for Māori and how Māori have been provided with an opportunity to contribute to decision making if this decision is significant and relates to land and/or any body of water.	There are no implications on Māori in confirming minutes from a previous meeting. Any implications on Māori arising from matters included in meeting minutes should be considered as part of the relevant report.
Identify persons likely to be affected by or have an interest in the matter, and how you have given consideration to their views or preferences.	This report is asking for the minutes to be confirmed as true and correct record, any interests that affect other people should be considered as part of the individual reports.
State the financial implications and where budgetary provisions have been made to support this decision.	There are no financial implications or the need for budgetary provision arising from this report.
Chief Financial Officer review.	The Chief Financial Officer has not reviewed this report.

**MINUTES OF FAR NORTH DISTRICT COUNCIL
STRATEGY AND POLICY COMMITTEE MEETING
HELD AT THE HELD ELECTRONICALLY VIA MICROSOFT TEAMS
ON TUESDAY, 7 SEPTEMBER 2021 AT 9.30 AM**

PRESENT: Chair Rachel Smith, Cr David Clendon, Mayor John Carter (HWTM), Deputy Mayor Ann Court, Cr Dave Collard, Cr Felicity Foy, Cr Kelly Stratford, Cr Moko Tepania, Cr John Vujcich, Member Belinda Ward

IN ATTENDANCE:

STAFF PRESENT: Shaun Clarke (Chief Executive Officer), William J Taylor, MBE (General Manager Corporate Services), Andy Finch (General Manager Infrastructure and Asset Management), Darren Edwards (General Manager Strategic Planning and Policy)

1 KARAKIA TIMATANGA – OPENING PRAYER

Chair Rachel Smith opened the meeting with a karakia/prayer.

2 NGĀ WHAKAPĀHA ME NGĀ PĀNGA MEMA / APOLOGIES AND DECLARATIONS OF INTEREST

2.1 APOLOGIES

COMMITTEE RESOLUTION 2021/34

Moved: Cr John Vujcich
Seconded: Cr Moko Tepania

That the Strategy and Policy Committee receive apologies from CE Shaun Clarke and Dean Myburgh and a leave of absence granted.

In Favour: Crs Rachel Smith, David Clendon, Mayor John Carter, Deputy Mayor Ann Court, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

3 NGĀ TONO KŌRERO / DEPUTATION

Nil

4 CONFIRMATION OF PREVIOUS MINUTES

4.1 CONFIRMATION OF PREVIOUS MINUTES

Agenda item 4.1 document number A3052731, pages 16 - 22 refers.

COMMITTEE RESOLUTION 2021/35

Moved: Deputy Mayor Ann Court
Seconded: Cr John Vujcich

That the Strategy and Policy Committee agrees that the minutes of the meeting held 20 July 2021 be confirmed as a true and correct record.

In Favour:	Crs Rachel Smith, David Clendon, Mayor John Carter, Ann Court, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward
Against:	Nil

CARRIED

5 REPORTS

5.1 UPDATE OF POLICY - APPOINTMENT OF DIRECTORS TO COUNCIL ORGANISATIONS

Agenda item 5.1 document number A3326738, pages 23 - 31 refers.

COMMITTEE RESOLUTION 2021/36

Moved: Mayor John Carter
Seconded: Cr Kelly Stratford

That the Strategy and Policy Committee recommend Council approve the updated Policy 2117 – Appointment and Remuneration of Directors for Council Organisations.

Amendment

Moved: Cr David Clendon
Seconded: Deputy Mayor Ann Court

b) that the Chair of each CCO board shall be selected by the members of that board.

In Favour:	Crs David Clendon, Mayor John Carter, Deputy Mayor Ann Court, Felicity Foy, Kelly Stratford and Member Belinda Ward
Against:	Crs Rachel Smith and John Vujcich
Abstained:	Crs Dave Collard and Moko Tepania

CARRIED 6/2

The amendment becomes the substantive motion.

Moved: Mayor John Carter
Seconded: Cr Kelly Stratford

That the Strategy and Policy Committee;

a) recommend Council approve the updated Policy 2117 – Appointment and Remuneration of Directors for Council Organisations.
b) that the Chair of each CCO board shall be selected by the members of that board.

In Favour:	Crs Rachel Smith, David Clendon, Mayor John Carter, Deputy Mayor Ann Court, Felicity Foy, Kelly Stratford, John Vujcich and Member Belinda Ward
Against:	Nil
Abstained:	Crs Dave Collard and Moko Tepania

CARRIED

5.2 VEHICLE CROSSINGS BYLAW - RECOMMENDATIONS FOR MAKING THE NEW BYLAW

Agenda item 5.2 document number A3367916, pages 32 - 72 refers.

COMMITTEE RESOLUTION 2021/37

Moved: Cr Felicity Foy
Seconded: Cr John Vujcich

That the Strategy and Policy Committee recommend Council:

a) agree to the recommendations in the Staff report on submissions and recommendations for consideration in Attachment 1 that:

i) No changes are made to clauses 12, 15, 16, 18, 21, 22 and 23 in the draft bylaw.

ii) Clause 4 is changed by:

1) Adding the words "reconstruction, upgrading and relocation" after the word "construction"

2) Deleting the words "and repair" after the words "and relocation";

3) Inserting the word "vehicular" after the words "vehicle crossings giving";

4) Adding the words "or another design approved by the council" after "engineering standards for vehicle crossings".

iii) Clause 5 is changed by:

1) Deleting the definition of berm;

2) Adding to the definition of vehicle crossing, the words ", but does not include paddock entrances with less than ten (10) stock movements per month" after "accessing the property";

3) Deleting subclause (2) and replacing with a new Clause 2:

"2. Related information boxes

Boxes headed 'Related information' in this bylaw are for information purposes only, and –

(a) they do not form part of the bylaw; and

(b) cannot be considered in the interpretation or application of a provision of this bylaw; and

(c) may be inserted, amended or removed without formality"

4) Adding a "related information box" referring to a new diagram to supplement the written definition of a vehicle crossing:

"The terminology associated with vehicle crossings is illustrated in diagram 1 in the Schedule to this bylaw".

iv) Clause 6 is changed by:

1) In subclause (1), deleting the word "widen" and replacing with the word "upgrade";

2) In subclause (2), replacing the word "widened" with "upgraded";

3) In subclause (2), adding the words: ", or permission has been granted by the council for a private road or right-of-way under section 348 of the Local Government Act 1974" after "has been granted for this work";

4) Adding a new subclause (3): "An approval is not required to conduct minor repairs or to maintain a vehicle crossing";

5) Adding further information to the "related information" box as follows:

"Approvals are required for:

- **Construction i.e. building a new vehicle crossing**
- **Reconstruction i.e. rebuilding a crossing which is broken and/or not fit for purpose**
- **Upgrading e.g. widening a crossing, replacing metal with tarseal, replacing a culvert, or making safety improvements to a crossing**
- **Relocating i.e. moving a crossing from one place to another.**

Approvals are not required for:

- **Minor repairs i.e. refurbishing a crossing that is showing signs of wear and tear but is not broken (such as repairing a pothole)**
- **Maintenance e.g. resealing the surface of the crossing with existing seal material or cleaning a culvert.**

Whether or not an approval is required for work on the vehicle crossing, a Work Access Permit is required for all work on the road corridor (see clause 17). This is required under the National Code of Practice for Utility Operators' Access to Transport Corridors".

v) Clause 7 is changed by:

1) Adding "or other council-approved design" after "appropriate engineering standard";

2) Adding "Council will respond to the applicant in 30 working days or less" after "the proposed vehicle crossing".

vi) Clause 8 is changed by:

1) Adding the words "in its sole discretion" after "may grant an approval";

2) Adding the words "or other design approved by the council" after "the appropriate engineering standard";

3) Adding a new paragraph (b): "the council is satisfied that the proposed vehicle crossing will not cause undue impacts involving road safety or damage to the environment".

vii) Clause 9 is changed by:

1) Adding the words "or other design approved by the council" after "appropriate engineering standard" in paragraph (a);

2) Adding the words "or other design approved by the council" after "specified engineering standard" in paragraph (b);

3) Replacing the word "mention" with "notice" in paragraph (b).

viii) Clause 10 is changed by:

1) Adding a "related information box" below paragraph (a).

"Chapter 15 of the District Plan ('Transportation') covers areas such as parking and access to private properties including where access is permitted and not permitted. It lists the criteria that will be used to assess road access such as traffic safety and congestion, foreseeable future changes to traffic patterns in the area, and the safety of pedestrians, disabled persons and cyclists, etc.";

2) Adding the words "the positioning of grates, and compliance with any covenants relating to the site" after "sump or utility connection" in paragraph (b).

ix) Clause 11 is changed by:

1) Adding the words "at a time" after "twelve (12) months" in subclause (1);

2) Adding a "related information box" after subclause (2):

"If a temporary crossing is not being used currently but will be used again in many years' time, as is common in the forestry industry, it will not have fulfilled its purpose and there is no need to remove the crossing unless it is unsafe or is causing damage to the road or drainage system".

x) Clause 13 is changed by:

1) Deleting the words "twelve (12) months" and replacing with the words "3 years" in subclauses (1) and (2).

xi) Clause 14 is changed by:

1) Deleting the words "to another person or" and add the words "or to a different location at the property concerned" after the words "to another property" in subclause (2);

2) Adding a new subclause (3): "Approvals may be transferred to another person at the same property, such as a new property owner, if the council has been notified in writing of this transfer".

xii) Clause 19 is changed by:

1) Deleting the word 'repair' from subclause (1);

2) Adding a new subclause (2): "Before issuing a written notice, the council will consult with the property owner regarding the best course of action. This discussion will cover observed issues with the vehicle crossing such as safety concerns, and the crossing's current and intended future use".

xiii) Clause 20 is changed by:

1) Adding a new subclause (2): "Before issuing a written notice, the council will consult with the property owner regarding the best course of action. This discussion will cover why the council considers the vehicle crossing is redundant or in excess of the reasonable requirements of the owner or occupier and will ascertain what is the crossing's current and intended future use, if any".

b) agree the Vehicle Crossings Bylaw in Attachment 2:

i) is the most appropriate form of bylaw; and

ii) does not give rise to any implications under the New Zealand Bill of Rights Act 1990.

c) under section 145 of the Local Government Act 2002 and section 22AB(zk) of the Land Transport Act 1998, make the Vehicle Crossings Bylaw in Attachment 2.

In Favour: Crs Rachel Smith, David Clendon, Mayor John Carter, Deputy Mayor Ann Court, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

5.3 TREATED WATER SUPPLY BYLAW - RECOMMENDATIONS FOR MAKING NEW BYLAW

Agenda item 5.3 document number A3290593, pages 73 - 127 refers.

COMMITTEE RESOLUTION 2021/38

Moved: Chair Rachel Smith
Seconded: Mayor John Carter

That the Strategy and Policy Committee recommend the Council:

a) agree to the recommendations in the Staff report on submissions and recommendations for consideration in Attachment 1 that:

i) No changes are made to clauses 6, 8, 10, 16, 17 to 19, 24, 26 to 30, 32 and 36 in the draft bylaw.

ii) Clause 4 is changed by:

1) Adding the words "This applies to the supply of treated water from council-owned water schemes, not privately owned schemes." after "from misuse":

iii) Clause 5 is changed by:

1) Adding a new definition:

"Drinking water emergency means a situation where water supply restrictions or interruptions may arise from:

(a) water supply shortage or drought; or

(b) water supply contamination or pollution; or

(c) water supply infrastructure emergency repair; or

(d) a natural failure or disruption to water supply which may endanger public health.

These emergencies may be initiated by the following authorities: The Minister of Health, the Medical Officer of Health, the Regional Council, the Council, and the Civil Defence Emergency Management Group".

2) Adding a new "related information" box:

"In section 4 of the Civil Defence Emergency Management Act 2002 the definition of emergency includes failure or disruption to a lifeline utility. An entity that supplies or distributes water to inhabitants of a city or district is a lifeline utility.

Section 69S of the Health Act 1956 provides the council may restrict or interrupt the supply of water in the event of emergency repairs but must notify the Medical Officer of Health within 24 hours and take all practicable steps to advise affected persons.

Section S69T of the Health Act 1956 provides the council must notify authorities if it identifies or foresees a risk to the adequate supply of drinking water and request these authorities apply their powers to mitigate the water supply risk. The authorities include the Medical Officer of Health, Fire and Emergency New Zealand, and the Northland Regional Council.

S69ZZA of the Health Act 1956 provides for the Minister of Health to declare a drinking water emergency if there is a serious risk of harm to public health arising from drinking water or if there is a lack of drinking water available.

Section 329 of the Resource Management Act 1991 provides the Northland Regional Council the right to issue water shortage directions which may restrict water takes".

3) Deleting subclause 5(2) and replacing with a new clause (clause 2):

"2. Related information boxes

Boxes headed "Related information" in this bylaw are for information purposes only, and –

(a) they do not form part of this bylaw; and

(b) cannot be considered in the interpretation or application of a provision of this bylaw; and

(c) may be inserted, amended or removed without any formality."

iv) Clause 7 is changed by:

1) Adding the following "related information" box after subclause (3):

"Approximately 400mm of the service pipe between the meter reader and the customer's pipe is technically on council-owned property. Any work required by the customer on this section of the customer's pipe is acceptable to the council"

v) Clause 9 is changed by:

1) Adding the words: "Customers can receive both ordinary and extraordinary supply" at the end of the existing "related information" box.

vi) Clause 11 is changed by:

1) Adding a new subclause "(3) A person who wants water supplied under subclause (1)(a) must be registered with the drinking water regulator";

2) Adding a "related information" box after the new subclause (3):

"The Director General of Health maintains the drinking water register. Under section 69G of the Health Act 1956, the drinking water register means the register of drinking water suppliers and supplies maintained under section 69J of the Health Act 1956, which includes bulk water carriers"

vii) Clause 12 is changed by:

1) Adding a "related information" box after subclause (2):

"Section 69S(3) of the Health Act 1956 states a maximum timeframe of 8 hours for a planned interruption to supply, after which the supplier must have taken all reasonable steps to notify affected parties".

viii) Clause 13 is changed by:

1) Adding a new "related information" box:

"The council applies a tolerance of ±3% to determine whether a customer's water meter is reading correctly or incorrectly".

ix) Clause 14 is changed by:

1) Adding the words ", excluding drinking water" after the words "treated water" in subclause (1);

2) Adding the following words to the "related information" box:

"The Council can put in place treated water restrictions for health and safety reasons under section 145 of the Local Government Act 2002 as a precautionary step to avoid running out of water. As of June 2021, these

restrictions are explained on the waterwise website (Be water wise | Be water wise Northland), as follows:

Level Two: No sprinklers

Level Three: No hoses or sprinklers

Level Four: Essential use only - water suppled can only be used for drinking or cooking, to wash clothes and take showers".

x) Clause 15 is changed by:

1) Replacing subclause (1) with: "During a drinking water emergency, the council may restrict, interrupt or prohibit the use of treated water.";

2) Adding a "related information" box after subclause (2):

"Examples of a drinking water emergency are when:

- **drought or water supply shortage has been identified;**
- **water supply has been polluted or contaminated;**
- **water supply infrastructure requires emergency repairs;**
- **a natural failure or a disruption to the water supply occurs which is likely to endanger public health".**

xi) Clause 21 is changed by:

1) Replacing the words "in accordance with the following criteria" with "by considering the following matters";

2) Replacing the word "assess" with "consider" in subclauses (2), (3), (4) and (5).

xii) Clause 22 is changed by:

1) In subclause (1) adding the words "or decline" after "may grant" and replacing the words "if it is satisfied the application meets the assessment criteria" with "at its sole discretion based on consideration of the factors";

2) Deleting subclause (2) "The council may decline an application for an approval if it does not meet the assessment criteria in clause 22".

xiii) Clause 23 is changed by:

1) Adding ", except where drinking water is involved" after "may be supplied" in paragraph (c).

xiv) Clause 25 is changed by:

1) Adding a new paragraph (b) in subclause (2) "providing any information requested by the council to demonstrate that any conditions under Clause 23 continue to be met";

2) Adding a new subclause (2) "An application for renewal must be made in the same manner as an application for an approval, with any necessary modifications";

3) Adding a new subclause (3) "The application for renewal will be assessed based on consideration of the factors described in clause 21".

xv) Clause 26 is changed by:

1) Adding a new subclause (3) "The application for amendment will be assessed based on consideration of the factors described in clause 21".

xvi) Clause 28 is changed by:

1) Adding the words "or the health and safety of any person" after "the water supply system" in subclause (1) paragraph (b).

xvi) Clause 31 is changed by:

1) In subclause (3) deleting the words "5 working days" and substituting "10 working days, except if the notice is given under subclause (2)(c), where the customer must comply within 5 working days";

2) In subclause (4) deleting the word "shall" and substituting the word "must".

xvii) Clause 35 is changed by:

1) Deleting the amount "$20,0000" and substituting the amount "$20,000".

xviii) Clause 37 is changed by:

1) In subclause (1) adding the words ", except for ordinary supply approvals," after the words "in clause 36".

b) agree the Treated Water Supply Bylaw in attachment 2:

i) is the most appropriate form of bylaw; and

ii) the bylaw provisions are considered reasonable limits on the rights in the New Zealand Bill of Rights Act 1990.

c) under sections 145 and 146 of the Local Government Act 2002, make the Treated Water Supply Bylaw in Attachment 2.

In Favour: Crs Rachel Smith, David Clendon, Mayor John Carter, Deputy Mayor Ann Court, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

5.4 NEW PARKING BYLAW - APPROVAL OF DRAFT FOR PUBLIC CONSULTATION

Agenda item 5.4 document number A3275664, pages 128 - 146 refers.

COMMITTEE RESOLUTION 2021/39

Moved: Mayor John Carter
Seconded: Cr Kelly Stratford

That the Strategy and Policy Committee:

a) approves the proposal for a new Parking Bylaw in Attachment 1 to be released for public consultation to meet the requirements of section 22AD of the Land Transport Act 1998 and section 156 of the Local Government Act 2002.

b) authorises the Chief Executive to make minor changes to the proposal for a new Parking Bylaw to correct grammatical or spelling errors, or formatting.

c) agrees the period for making written submissions on the proposal be from 13 September 2021 to 15 October 2021.

d) agrees the Committee will hear any people who want to present their submissions orally on Tuesday 26 October 2021.

e) agrees to delegate, to the Chair, the power to change the date of the oral presentations of submissions.

f) directs Council staff to make all necessary logistical arrangements for people to be heard, on 26 October 2021, either in person in the Council Chambers or online via Microsoft Teams.

In Favour: Crs Rachel Smith, David Clendon, Mayor John Carter, Deputy Mayor Ann Court, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

ADMIN NOTE:

- That Community Boards will be engaged in the development of Local Parking Management Plans, separate to this Bylaw process.

Meeting adjourned 11:00 am – 11:10 am.

5.5 NEW ROAD USE BYLAW - APPROVAL OF DRAFT FOR PUBLIC CONSULTATION

Agenda item 5.5 document number A3277425, pages 147 - 176 refers.

COMMITTEE RESOLUTION 2021/40

Moved: Cr Kelly Stratford
Seconded: Cr John Vujcich

That the Strategy and Policy Committee:

a) approves the proposal for a new Road Use Bylaw in Attachment 1 to be released for public consultation to meet the requirements of section 22AD of the Land Transport Act 1998 and section 156 of the Local Government Act 2002.

b) authorises the Chief Executive to make minor changes to the proposal for a new Road Use Bylaw to correct grammatical or spelling errors, or formatting.

c) agrees the period for making written submissions on the proposal be from 13 September 2021 to 15 October 2021.

d) agrees the Committee will hear any people who want to present their submissions orally on Tuesday 26 October 2021.

e) agrees to delegate, to the Chair, the power to change the date of the oral presentations of submissions.

f) directs Council staff to make all necessary logistical arrangements for people to be heard, on 26 October 2021, either in person in the Council Chambers or online via Microsoft Teams.

In Favour: Crs Rachel Smith, David Clendon, Mayor John Carter, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

Abstained: Deputy Mayor Ann Court

CARRIED

5.6 NEW ON-SITE WASTEWATER DISPOSAL SYSTEMS BYLAW - APPROVAL OF DRAFT BYLAW FOR PUBLIC CONSULTATION

Agenda item 5.6 document number A3287395, pages 178 - 190 refers.

COMMITTEE RESOLUTION 2021/41

Moved: Cr Felicity Foy
Seconded: Chair Rachel Smith

That the Strategy and Policy Committee:

a) **approves the proposal for a new On-site Wastewater Disposal Systems Bylaw in Attachment 1 to be released for public consultation to meet the requirements of section 156 of the Local Government Act 2002.**

b) **agrees the period for making written submissions on the proposal be from 13 September 2021 to 15 October 2021.**

c) **agrees the Committee will hear any people wanting to present their submissions orally on Tuesday 26 October 2021 and agrees to delegate, to the Chair, the power to change the date of the oral presentations of submissions.**

d) **directs Council staff to make all necessary logistical arrangements for people to be heard, on 26 October 2021, either in person in the Council Chambers or online via Microsoft Teams.**

In Favour: Crs Rachel Smith, David Clendon, Mayor John Carter, Deputy Mayor Ann Court, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

6 INFORMATION REPORTS

6.1 RESIDENT OPINION SURVEY 2020/2021

Agenda item 6.1 document number A3367554, pages 191 - 286 refers.

COMMITTEE RESOLUTION 2021/42

Moved: Cr Moko Tepania
Seconded: Cr John Vujcich

That the Strategy and Policy Committee receive the report Resident Opinion Survey 2020/2021.

In Favour: Crs Rachel Smith, David Clendon, Deputy Mayor Ann Court, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

.**CARRIED**

At 12:15 pm, Mayor John Carter left the meeting

6.2 KAIKOHE CIVIC HUB WORKING PARTY UPDATE

Agenda item 6.2 document number A3270171, pages 287 - 288 refers.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Kaikohe Civic Hub Working Party update.

Deferred to 12 October 2021 Meeting

6.3 NATURAL AND BUILT ENVIRONMENTS ACT EXPOSURE DRAFT SUBMISSION

Agenda item 6.3 document number A3320129, pages 289 - 384 refers.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Natural and Built Environments Act Exposure Draft Submission.

Deferred to 12 October 2021 Meeting

6.4 AUDIT REPORT FOR THE 2021-31 LONG TERM PLAN

Agenda item 6.4 document number A3334278, pages 385 - 398 refers.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Audit report for the 2021-31 Long Term Plan.

Deferred to 12 October 2021 Meeting

6.5 FUTURE LIBRARIES PROGRESS REPORT

Agenda item 6.5 document number A3344015, pages 399 - 410 refers.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Future Libraries progress report.

Deferred to 12 October 2021 Meeting

6.6 STRATEGY AND POLICY ACTION SHEET UPDATE JULY 2021

Agenda item 6.6 document number A3352503, pages 411 - 415 refers.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Action Sheet Update July 2021.

Deferred to 12 October 2021 Meeting

7 TE WĀHANGA TŪMATATI / PUBLIC EXCLUDED

RESOLUTION TO EXCLUDE THE PUBLIC

COMMITTEE RESOLUTION 2021/43

Moved: Cr Kelly Stratford
Seconded: Cr Moko Tepania

That

a) the public be excluded from the following parts of the proceedings of this meeting. The general subject matter of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48 of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under section 48 for the passing of this resolution
7.1 - i-SITE NZ Future Strategy Consultation	s7(2)(i) - the withholding of the information is necessary to enable Council to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations)	s48(1)(a)(i) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7

b) Member Adele Gardner be allowed to remain during public excluded with speaking rights, in relation to item 7.1 I-SITE NZ Future Strategy Consultation to provide input as Te Hiku Community Board Chairperson.

In Favour: Crs Rachel Smith, David Clendon, Deputy Mayor Ann Court, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

MOTION TO DEFER ITEMS DUE TO TIME CONTRAINTS

COMMITTEE RESOLUTION 2021/44

Moved: Chair Rachel Smith
Seconded: Cr Moko Tepania

That items 6.2, 6.3, 6.4, 6.5, and 6.6, be deferred to the next Strategy and Policy Committee meeting. due to time constraints.

In Favour: Crs Rachel Smith, David Clendon, Deputy Mayor Ann Court, Mayor John Carter, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

CONFIRMATION OF INFORMATIONS AND DECISIONS TO BE RELEASED IN PUBLIC

COMMITTEE RESOLUTION 2021/45

Moved: Chair Rachel Smith
Seconded: Cr Moko Tepania

That the Strategy and Policy Committee confirms the decision on item 7.1 I-Site NZ Future Strategy Consultation, contained in the part of the meeting held with public excluded, be restated in public meeting as follows:

In Favour: Crs Rachel Smith, David Clendon, Deputy Mayor Ann Court, Mayor John Carter, Dave Collard, Felicity Foy, Kelly Stratford, Moko Tepania, John Vujcich and Member Belinda Ward

Against: Nil

CARRIED

8 KARAKIA WHAKAMUTUNGA – CLOSING PRAYER

Chair Rachel Smith closed the meeting with a karakia/prayer.

9 TE KAPINGA HUI / MEETING CLOSE

The meeting closed at 12:58 pm.

The minutes of this meeting will be confirmed at the Strategy and Policy Committee meeting to be held on 12 October 2021.

.....

CHAIRPERSON

5 REPORTS

5.1 ADOPTION OF FAR NORTH 2100

File Number: **A3377402**

Author: **Roger Ackers, Manager - Strategy Development**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

That Committee recommend to Council the adoption of the Far North 2100 Strategy.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- In December 2018 Council approved a project to deliver on the Council adopted vision 'He Whenua Rangatira – A District of Sustainable Prosperity and Wellbeing'.
- The project to deliver this strategy was named Far North 2100.
- The Far North 2100 project included a wananga, a combined iwi and Council hui, a summit, the distribution of a discussion document and then in 2021 consultation on a draft strategy as part of combined consultation on the District Plan, The Long Term and the Representation Review.
- Elected Members workshopped 'what next?' for the Far North 2100 Strategy on 10 August 2021 where it was agreed that staff would put forward to committee the adoption of the Far North 2100 Strategy by Council.
- The document Far North 2100 Strategy is attached to this report with a recommendation by staff to adopt this as the long-term strategy for the Far North District Council.

TŪTOHUNGA / RECOMMENDATION

That Committee recommend to Council the adoption of Far North 2100 Strategy.

1) TĀHUHU KŌRERO / BACKGROUND

The District Vision, He Whenua Rangatira – A District of Sustainable Prosperity and Wellbeing was adopted in August 2015.

On 13 December 2018 Council approved the development of a District Strategy. The concept of a strategy with and 80-year strategic planning horizon was realised by the name Far North 2100 given that the year 2100 represents that 80-year horizon.

Between January – September of 2019 staff completed and environmental scan, ran wananga with elected members and iwi invitees followed by a Council and iwi workshop and then concluding with a summit of strategic stakeholders and partners.

Following the workshops, a discussion document was developed and provided to workshop and summit attendees for feedback.

During the Covid-19 lockdown period of early 2020 staff developed a series of eight place based 'graphic novel' transformational opportunities to progress the thinking around an 80 year strategic planning horizon;

- Health and Culture (Kawakawa 2100)
- Transport and Industry (Ōtiria/Moerewa 2100)
- Just add water (Kaikohe 2100)
- Urban Sustainability (Bay of Islands City 2100)
- Gateway - Te Hiku o Te Ika (Kaitāia in 2100).

Two District wide transformation opportunities based around economic development and connecting communities were also developed as part of this tranche of the Far North 2100 project.

The transformational opportunities were workshopped with elected members and community board members during 2020.

In the second half of the 2020 calendar year an internal steering group of key staff was established to oversee the drafting of Far North 2100.

Two planned hui with iwi and hapū were cancelled due a lack of committed attendees.

On 17 February 2021 staff held a workshop with elected members on the draft Far North 2100 District Strategy. Following the workshop, it was decided to include consultation on the draft Far North 2100 strategy in with the consultation on the District Plan, Long Term Plan and Representation Review. Consultation on the draft Far North 2100 District Strategy closed in the first week of April 2021 with 49 submissions received on the Draft Far North 2100 District Strategy.

On 10 August 2021 staff led a workshop with elected members on 'what next?' for the Far North 2100 District Strategy now that consultation was complete. Prior to the workshop attendees received the Far North 2100 Feedback Report that summarised submissions received during the informal community engagement undertaken during March and April 2021.

2) MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND OPTIONS

Option One: Adopt Far North 2100 (recommended)

- Advantages
  - Council will have a higher-level strategy to inform all other strategies and plans going forward
  - The implementation plan contained in the strategy can now be implemented in alignment with approved LTP budgets that include budgets for Area (Spatial) Planning. The 10 August 2021 workshop provided a clear direction to commence a review of the 2007 Kerikeri / Waipapa Structure Plan as the first Spatial Planning Project
  - This will further reinforce and support the implementation of the Far North District Council climate change roadmap
  - This will reinforce the development of an Economic Development Strategy for the Far North
  - This will further reinforce the development of Wellbeing measures that are appropriate for the Far North.
- Disadvantages
  - Far North 2100 was drafted prior to the detailed announcements of local government reforms. However, the strategy itself is at a level that drivers of change and objectives should endure through these reforms. The strategy should be reconsidered when the local government reforms are more clearly understood by the Council and the District.

Option Two: Do not adopt Far North 2100

Under this option Council will not adopt the Far North 2100 Strategy. This will end the Far North 2100 project.

- Advantages
  - Council will be able to decide again on the form and context of how the district's long-term aspirations and vision will be developed, captured and realised through an implementation plan that includes, strategic relationship development and management, spatial planning, district plans and long-term plans going forward.
- Disadvantages
  - There is no strategic objectives or response to any drivers of change as a justification for current work (no strategic context)

that Council is currently undertaking beyond responding to operational matters.

Take Tūtohunga / Reason for the recommendation

Staff presented options on 'what next?' for Far North 2100 to a Council workshop on 10 August 2021. The outcome this workshop was a direction for staff to put forward to Council the adoption of the Far North 2100 Strategy.

3) PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no direct financial implications or the requirement for budgetary provisions that would result from the approval of the recommendation to adopt Far North 2100.

ĀPITIHANGA / ATTACHMENTS

1. Far North 2100 - A3377422 ⇩

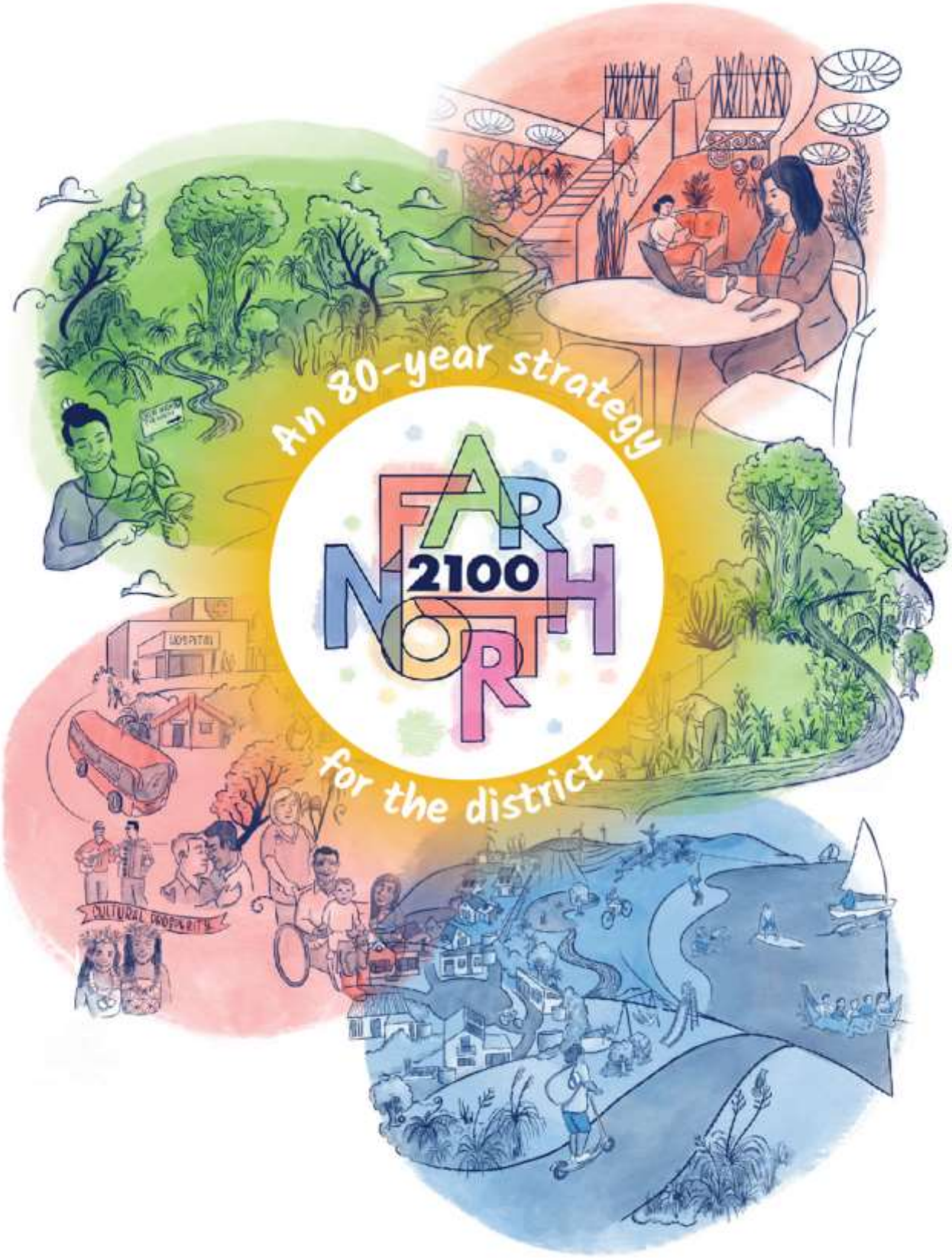
Hōtaka Take Ōkawa / Compliance Schedule:

Full consideration has been given to the provisions of the Local Government Act 2002 S77 in relation to decision making, in particular:

1. A Local authority must, in the course of the decision-making process,
   a) Seek to identify all reasonably practicable options for the achievement of the objective of a decision; and
   b) Assess the options in terms of their advantages and disadvantages; and
   c) If any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Māori and their culture and traditions with their ancestral land, water sites, waahi tapu, valued flora and fauna and other taonga.
2. This section is subject to Section 79 - Compliance with procedures in relation to decisions.

He Take Ōkawa / Compliance Requirement	**Aromatawai Kaimahi / Staff Assessment**
State the level of significance (high or low) of the issue or proposal as determined by the Council's Significance and Engagement Policy	Far North 2100 is a non-statutory strategy. It was consulted on via public engagement events over the months of March and April 2021.
State the relevant Council policies (external or internal), legislation, and/or community outcomes (as stated in the LTP) that relate to this decision.	Local Government Act 2002
State whether this issue or proposal has a District wide relevance and, if not, the ways in which the appropriate Community Board's views have been sought.	The Far North 2100 District Strategy has district-wide relevance but is not within the delegations of Community Boards to consider.
State the possible implications for Māori and how Māori have been provided with an opportunity to contribute to decision making if this decision is significant and relates to land and/or any body of water. State the possible implications and how this report aligns with Te Tiriti o Waitangi / The Treaty of Waitangi.	Internally members of the Te Hono team have provided support, guidance and advice on the development of the Far North 2100 Strategy Māori have been provided with the opportunity to provide feedback via; • A wananga in 2019 with invites to iwi chairs • A combined Council and iwi chairs hui in 2019 • An invitation to hui on 2020 on the development of the draft Far North 2100 Strategy • The community engagement on the draft Far North 2100 over March and Early April 2021
Identify persons likely to be affected by or have an interest in the matter, and how you have given consideration to their views or preferences (for example – youth, the aged and those with disabilities).	The people that make up the Far North Community have been provided with the opportunity to provide their views and preferences on the Far North 2100 District Strategy via public engagement on the Strategy over the Months of March and April 2021.

State the financial implications and where budgetary provisions have been made to support this decision.	There are no specific budgetary implications that go with the approval of the recommendation in this document. In the 2021-31 Long Term Plan
Chief Financial Officer review.	The Chief Financial Officer has reviewed this report


An 80-year strategy
FAR NORTH
2100
for the district
HOSPITAL
CULTURAL DISPARITY

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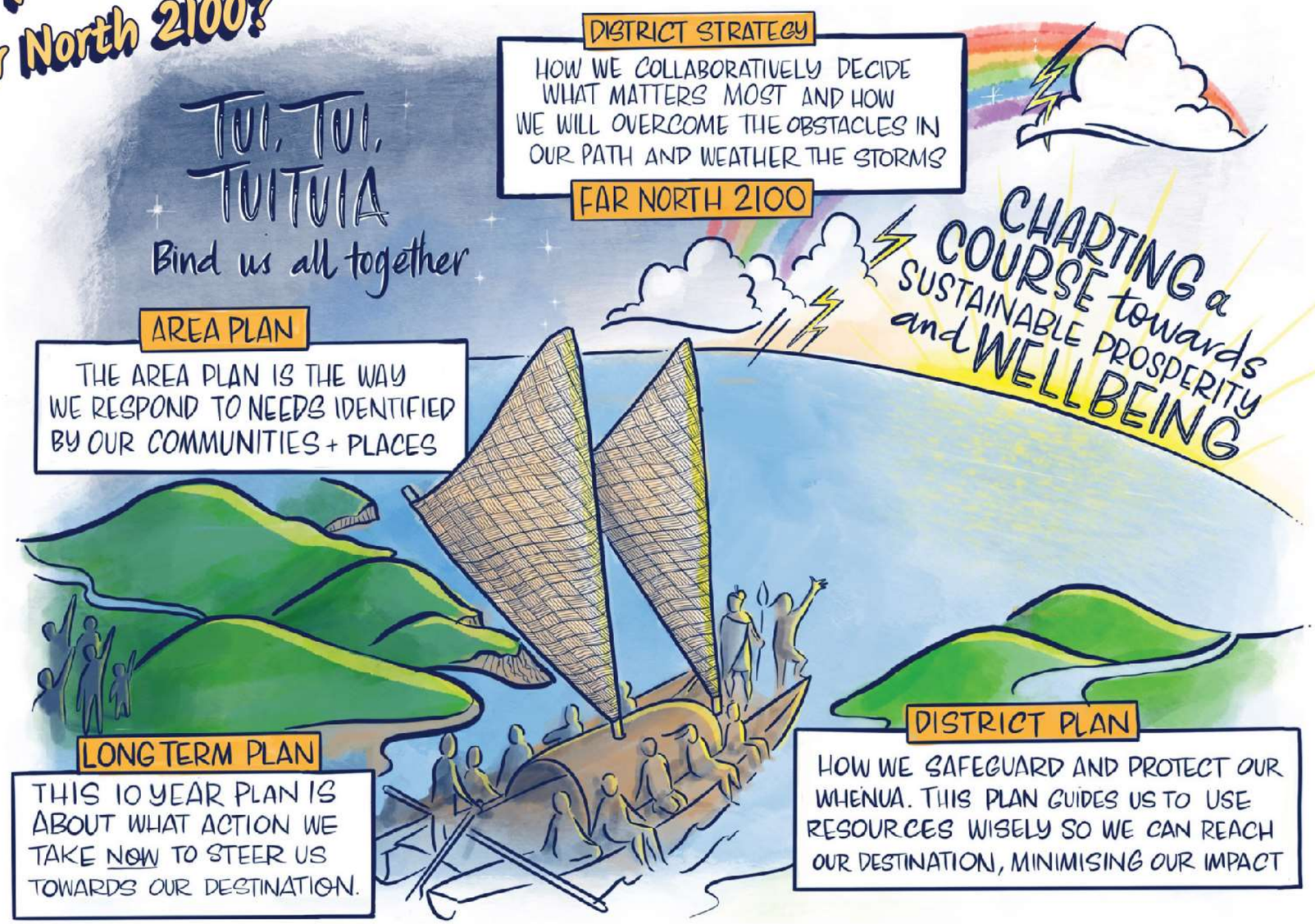
What is the purpose of Far North 2100?

The purpose of Far North 2100 is to support the District to realise its vision of He Whenua Rangatira – a district of sustainable prosperity and wellbeing.

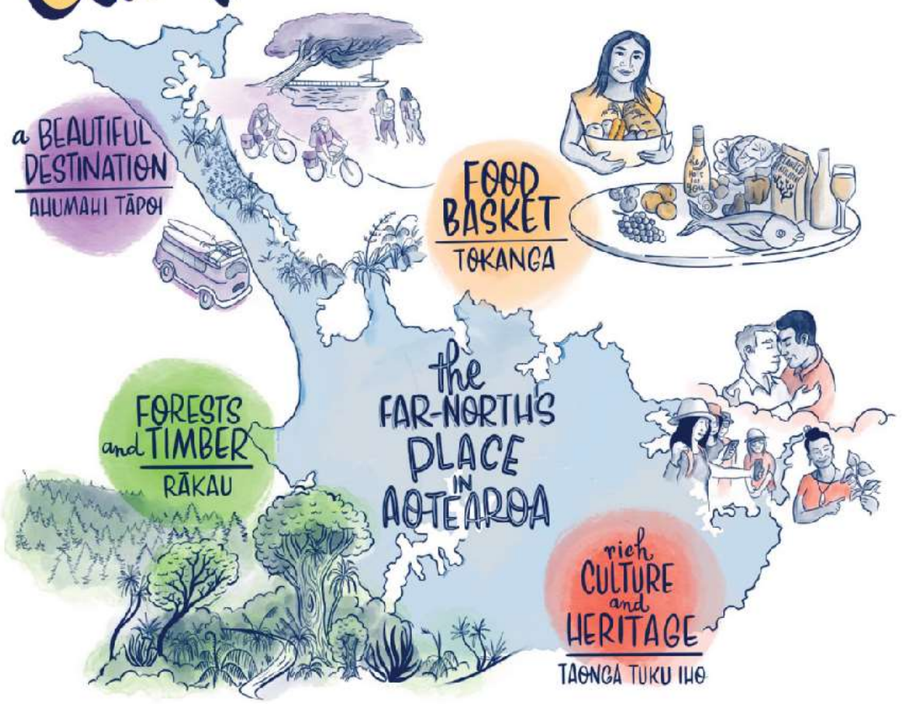
In 2020, the Far North District experienced one of the worst droughts on record. In addition, the effect of the COVID-19 pandemic has resulted in an economic downturn that many predict will be long and deep, especially with the pandemic-related collapse of international tourism. There are many other changes happening nationally and globally, including climate change, advances in renewable energy, degradation of water quality and soils, biodiversity loss, increasing digital connectivity, and mounting challenges with housing affordability and supply.

It is timely to set a course that will enable the District to navigate the challenges and opportunities ahead. A collective vision for the future, and an actionable plan to achieve that vision, provides a frame of reference and a guide, even when times are hard.

Far North 2100 can be applied to both the Council and the wider district. For the Council, it guides the direction for land-use, infrastructure and service planning. It supports the District Plan, the Long-Term Plan and infrastructure plans. For the wider district, it is expected to provide guidance for investment decisions, community development and our cultural identity.



The Far North District Our place



The Far North District is the most northern territorial local authority in New Zealand and shares borders with the Whangarei and Kaipara Districts. It has a land area of 669,251 hectares and an estimated residential population of 69,300. The population of the Far North is predicted to grow to 78,443 by 2043, which is an increase of over 21 per cent from today.

The Far North is characterised by coastal harbours and bays on the east coast and long beaches interrupted by deep harbours on the west coast. Inland, the Far North is made up of rugged bush covered areas, farmland, and horticulture. There is no single main centre. Instead our urban population is focused in a series of towns across the district, with Kerikeri, Kaitaia, Kaikohe and Kawakawa being the largest.

The Far North economy is dominated by primary production and the service industries based around horticulture, agriculture, and tourism.

Historically the Far North has played a founding and significant role in the shaping of Aotearoa and is cultually important as the tail of Te Ika a Maui.

Te Paerangi Our Vision

During 2014 and 2015, the Council worked with communities to develop a shared long-term vision for the Far North District. Nearly 1,200 residents contributed through public submissions, attendance at meetings, social media engagement and emails.

The goals were to create:

- a better future for the Far North
- a clear statement of what is important to us
- a platform for better decision-making and action; and
- momentum for change.

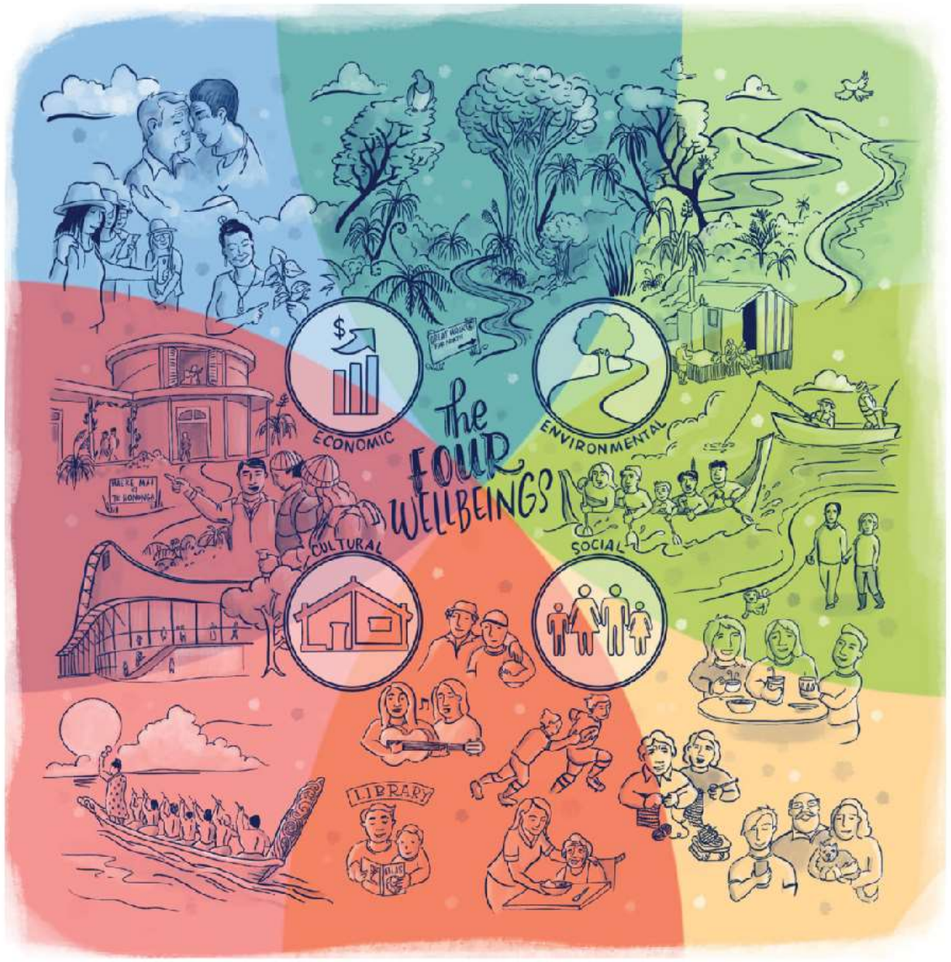
The vision of He Whenua Rangatira – a district of sustainable prosperity and wellbeing was the culmination this community conversation. Far North 2100 aims to give practical effect to the values and expectations that support this vision for the Far North District.



Community wellbeing

In 2019, the four aspects of community wellbeing – social, economic, environmental, and cultural – were reinstated into the Local Government Act.

The reinstatement of the four well-beings acknowledges that local government has a broader role in fostering liveable communities than simply providing core services. Under the revised legislation, the Far North District Council has a significant role to play in lifting the quality of life of all communities in the district.



Where we are now

Over the course of 2019 Council completed a hui, a summit and the release of a discussion document to attendees to the summit held in June 2019. The outcome of these events culminated in the proposed strategic objectives of communities of care, growth, and stewardship.

Before we start out on the path to building a thriving and resilient future, we must take stock of the district's current state.

Communities of Care

Social Prosperity

Inequality is a growing issue in the Far North. This is evident in the disparity between those who own homes, enjoy educational opportunities, and have access to services, and those who do not. The inequalities are accentuated by large travel distances – if you live in a small rural community and cannot afford to own or run a car you are disadvantaged. This situation creates divided communities in which only some people have all their needs met. Full social cohesion and inclusiveness cannot be achieved while inequality exists.

Cultural Prosperity

Our Māori community has a strong cultural identity across Mātauranga Māori, Tikanga and Te Reo. This is influencing the wider community as younger generations, both Māori and non-Māori, embrace Te Ao Māori. However, race-based issues still exist and considerable progress is required before Māori norms and practices, including Te Reo Māori, become an accepted and normal feature of Aotearoa-New Zealand's culture. The Far North is well positioned to lead this cultural shift given its rich Māori and non-Māori history, and its growing Māori population.

Growth

Economic Prosperity

The economy of the Far North is low in GDP (Gross Domestic Product) per capita. Incomes are low in comparison to other areas of New Zealand. The district also has high unemployment and is structurally skewed towards primary production (forestry, agriculture, and horticulture) and supporting industries. This makes us vulnerable to fluctuations in the marketplace and environmental conditions, like droughts and flooding. Historically, the district has suffered more than other parts of New Zealand from economic downturns. The horticulture and agriculture sectors, which are large income earners for owners of capital, are well-positioned to benefit from the automation of repetitive tasks but this is likely to have a negative impact on the labour market with fewer jobs available in the primary sector.

Stewardship

Environmental prosperity

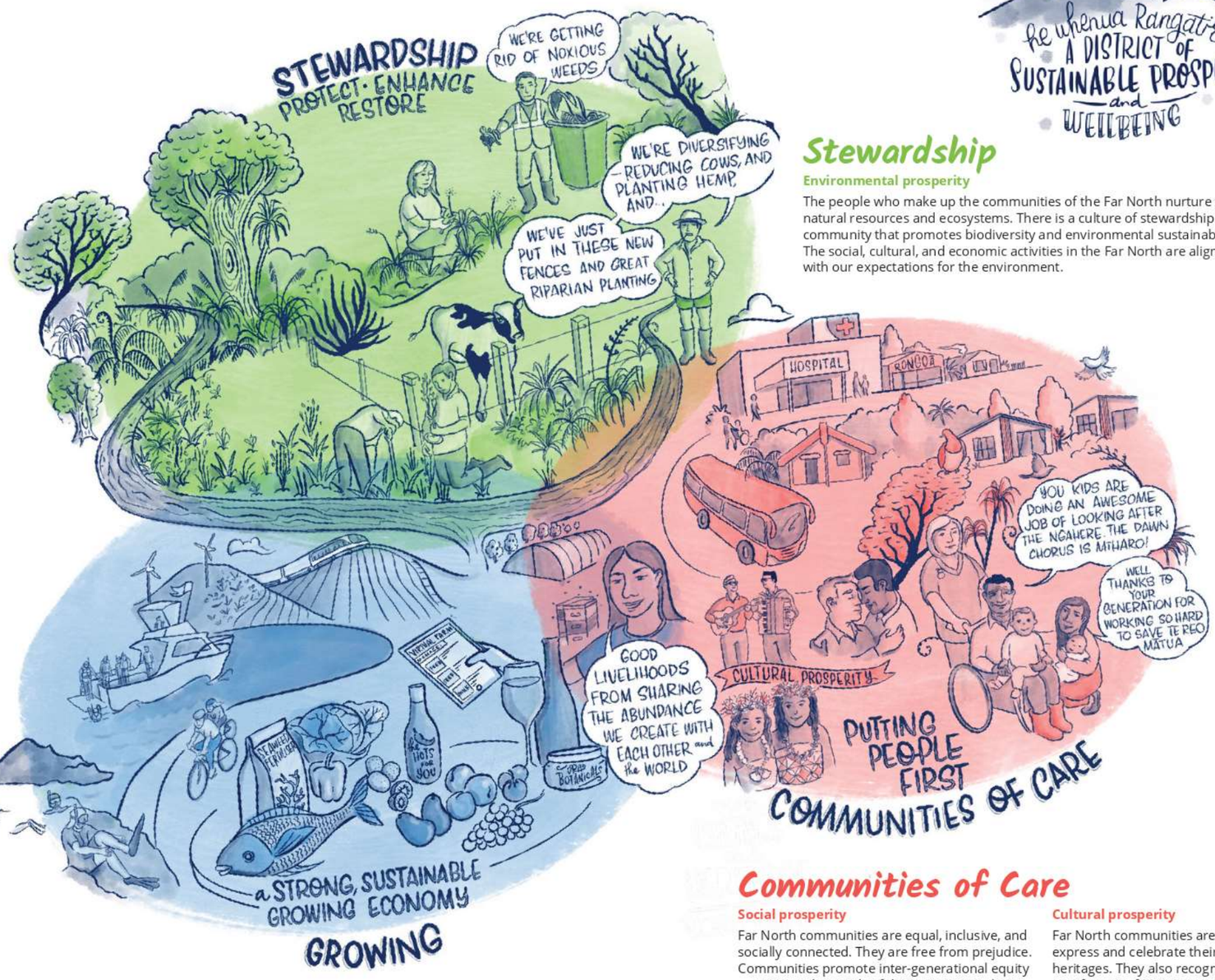
The Far North has benefited economically from the exploitation of the natural environment. This has not always been managed sustainably. We have low levels of water quality in both freshwater and marine environments, our flora and fauna are endangered, and biodiversity is decreasing. There is heightened awareness that past practices are unsustainable and that there is inherent social, cultural, and economic value in looking after the environment.

Where we are going

Ko te pae tawhiti whāia kia tata,
Ko te pae tata whakamaua kia tina.

Seek out the distant horizons, while cherishing those achievements at hand.

We look to a place where our communities are flourishing, and the natural environment thrives. There is respect and partnership, a strong identity and connected people. The four aspects of wellbeing are aligned with our strategic objectives of communities of care, growth, and stewardship.



Stewardship

Environmental prosperity

The people who make up the communities of the Far North nurture their natural resources and ecosystems. There is a culture of stewardship in the community that promotes biodiversity and environmental sustainability. The social, cultural, and economic activities in the Far North are aligned with our expectations for the environment.

Growth

Economic prosperity

The Far North has a sustainable economy. It is high in productivity and provides the opportunity for all people in the Far North to contribute and succeed. The Far North economy supports a standard of living that enables our people to lead happy, healthy lives.

Communities of Care

Social prosperity

Far North communities are equal, inclusive, and socially connected. They are free from prejudice. Communities promote inter-generational equity — meeting the needs of the present population, without compromising the ability to meet the needs of future generations.

Cultural prosperity

Far North communities are empowered to express and celebrate their diverse cultural heritages. They also recognise the cultural significance of Māori as tangata whenua of Aotearoa – New Zealand.

Drivers of change

If we compare where we are now with where we want to be, there is a clear gap. From an analysis of this gap, combined with an understanding of the national and global issues we face, we can identify the drivers of change we must consider. In this strategy, we break these drivers of change down into smaller, actionable pieces so we can progress from the current state toward our desired future state — He Whenua Rangatira — a district of sustainable prosperity and wellbeing — by the year 2100.

Putting the wellbeing of the communities and people first

Driver of change 1

The promotion of the four aspects of wellbeing has been re-introduced as a purpose of local government under the Local Government Act. It is now a requirement that we consider social, cultural, economic, and environmental wellbeing as part of Council decision-making.

Parts of the Far North District are deprived, and wellbeing measures are low. These areas are not progressing and, in some cases, they have lost their sense of place and purpose. Total populations in some parts of the district are also falling and aging. Currently, more people in the Far North live rurally than in urban settings. This can contribute to either high or low wellbeing outcomes depending on the connections within those communities.

Social connectivity has a significant role in the future wellbeing of the district. This might play out through the provision of multimodal transport linkages (walking, cycling and public and private transport options) between places. This, and high-speed internet will contribute to the economic and social wellbeing of the Far North by re-connecting communities to each other, the nation, and the world.

How we get there:

a. The four aspects of wellbeing will be re-introduced into decision making by:

- **Tracking consistent and standard wellbeing measures aimed at achieving defined goals and outcomes. This aims to:**
  - Set a baseline for wellbeing that must be achieved for every member of the community
  - Provide clear, measurable wellbeing goals for initiatives that can be included in organisation and agency strategies and plans.
- **Recognising and including social connectivity measures and baselines as core wellbeing goals for the Far North. This aims to:**
  - Acknowledge the remoteness and, in some cases, isolation of the people of the Far North from social connections and wellbeing services
  - Emphasise this measure and baseline when it comes to prioritising community-led and Council-led initiatives.

b. Tikanga guides the cultural and spiritual wellbeing of Tangata Whenua.

The use of Tikanga ensures the environmental wellbeing of the land and sea, enabling Māori as Kaitiaki to use the resources to support their economic wellbeing. By 2050, over 50 per cent of the Far North population will be of Māori descent, so the significance of Tikanga will increase.

Te Ao Māori will be embedded into decision-making and Māori will be integral to decision-making-through:

- **Acknowledging Tangata Whenua as Kaitiaki aims to:**
  - Create opportunities for Kaitiaki in decision-making on the cultural, spiritual, environmental, and economic wellbeing of the community
- **Embed Tikanga Māori within Council as part of decision-making. Having Tikanga as part of decision-making aims to:**
  - Bring a Te Ao Māori (worldview) to all decisions made by the Council to ensure decisions made on behalf of the parts of the community that identify as Māori are representative
- **Working in partnership with iwi and hapū on initiatives that will support the wellbeing of Tangata Whenua across the district. This aims to:**
  - Deliver on the wellbeing outcomes for Tangata Whenua that are designed by Tangata whenua based on Tikanga and Te Ao Māori.

c. A shared vision, and a consistent approach to achieving that vision will make it easier for inter-agency partnerships and collaboration.

At present, there are many organisations, government agencies and community groups with aspirations to improve the wellbeing of Far North communities. However, individually most are operating with limited capability, capacity, and funding. Few achieve what they set out to do in any substantial and/or long-lasting manner.

The delivery of long-lasting wellbeing outcomes for the community, led by the communities of the Far North will be achieved by:

- **Working collaboratively with government agencies and community groups that have similar wellbeing strategic goals. This aims to:**
  - achieve wellbeing outcomes in the form of improved public health, social connections, and the wellbeing of communities
  - build partnerships with agencies, iwi and hapū, so we benefit from collective knowledge and experience, and diverse worldviews
  - pool the expertise, capacity and capability into focused projects that have common outcomes.

Driver of change 1



How we get there (continued)

d. Community wellbeing is bolstered by a sense of place and purpose.

Council plans and decisions have a direct impact on how people choose to live and on the places they call home. The place-making role played by Council has a direct impact on the people who make up the communities in the Far North. This will be achieved by:

- **Taking a placemaking approach to 'urban planning'. This aims to:**
  - ensure that the wellbeing of the people who live in and visit towns and places in the Far North is considered first when it comes to planning towns and places.

Promoting resilient economic growth for sustainable prosperity

Driver of change 2

The Far North has one of the lowest GDP (Gross Domestic Product) per capita measures in New Zealand. Historically, the Far North economy has been hard-hit by economic downturns. The impact of events such as drought, floods or pandemics tend to be delayed and long lasting. The Far North economy is dominated by primary sector industries like farming, horticulture, fishing and quarrying. It is less represented by secondary sector industries, which process raw materials from the primary sector into manufactured goods and products.

In the coming decades, growth and high incomes are expected to emerge from the quaternary sector – that is knowledge-based industries focused on technology, research and development. At present, the quaternary sector's contribution to GDP in the Far North lags behind other parts of New Zealand.

Our workforce is changing. Almost half of New Zealand jobs are at risk of automation before 2050. This is likely to be higher in the Far North, due to automation within the primary sector. One third of New Zealand's working population is in a job that is not salaried full-time employment. Research suggests half the people in temporary work are doing so through choice. Thirty-one per cent of the of the Far North's population is expected to be over 65 by 2043.

How we get there:

Sustainable, resilient economic growth will be achieved by:

- **Making use of the strategic advantage of the environment, climate, soils culture and people of the Far North. This aims to:**
  - Create a local economy in that is self-sustaining, higher in per capita GDP than most other rural districts and regions, is resilient to economic shocks and is growing based on high-income sustainable businesses
  - Reinforce and support existing industries and enterprises in the Far North that can continue to prosper under volatile and changinga economic conditions
  - Diversify the local economy so it is high in earning and resilient to downturns
- **Investing in the tourism experience based on the Far North's cultural and natural heritage. This aims to:**
  - Fully realise the tourism potential of the Far North as part of a journey and a destination in its own right
- **Actively promoting inwards investment in sustainable business ventures both within New Zealand and from other Countries. The aim is to:**
  - Grow the economy of the Far North in total GDP and per capita GDP
  - Provide an increased number and diversity of jobs to people of the Far North and those who can move to the Far North.
- **Promoting localism by supporting local entrepreneurship with the aim to:**
  - Enable those with entrepreneurship potential but without the means to start up their businesses. Successful start-ups will provide a diversity of positions in the Far North.
- **Providing pathways for young people from secondary to tertiary education into vocations that are high earning. This aims to:**
  - Retain, highly motivated, educated and skilled people in the North
  - Realise the economic strategic advantages that the Far North has in its people.
- **Promoting and supporting new ventures and initiatives that are premised on creating employment and growing the economy. Promoting new ventures and initiatives aims to:**
  - Grow value add, high-earning sustainable businesses in the Far North.

Driver of change 2



Active response to Climate Change

Driver of change 3

Climate change is a global issue we all face and is due, largely, to the increasing levels of greenhouse gases in the atmosphere. The entire Far North is predicted to experience temperature increases and more extreme weather events. Our coastal communities will be affected by sea level rise. Climate change will impact what can be grown in the District and where people can live.

How we get there:

a. Council's goal[1] is to reduce its greenhouse gas emissions in line with the Government's national emission reduction targets or better.

Council will reduce its greenhouse gas emissions through:

- **A carbon emissions reduction programme for the Council. This will start in the 2021-31 LTP and will prepare the Council for reporting and compliance under the Climate Change Response (Zero Carbon) Amendment Act 2019. This aims to:**
  - position Council to take advantage of the anticipated rise in price of carbon credits as the Governments
  - drives the Country towards a carbon zero 2050 through emissions trading drive
- **A sustainable procurement policy. This will incorporate outcomes such as the supplier's contribution to net zero carbon, waste minimisation, responsible water management and environmental guardianship.**

b. Council has a goal to support Far North businesses and communities of the Far North towards a carbon zero 2050, with gradual reductions through the years.

Council is a significant provider of infrastructure therefore can play a leading role in making this happen. Council will support Far North businesses and communities towards carbon zero 2050 through:

- **The development of a co-designed work programme aimed at a carbon zero 2050. This aims to:**
  - highlight projects that have net positive and negative impact on the district's emissions and
  - demonstrates to the community the Council's commitment to a carbon zero 2050
- **The provision of a public environmental dashboard that displays current district emissions and other environmental measures, including water storage and consumption. This aims to:**
  - inform and include the community in moving the district towards a carbon zero 2050.

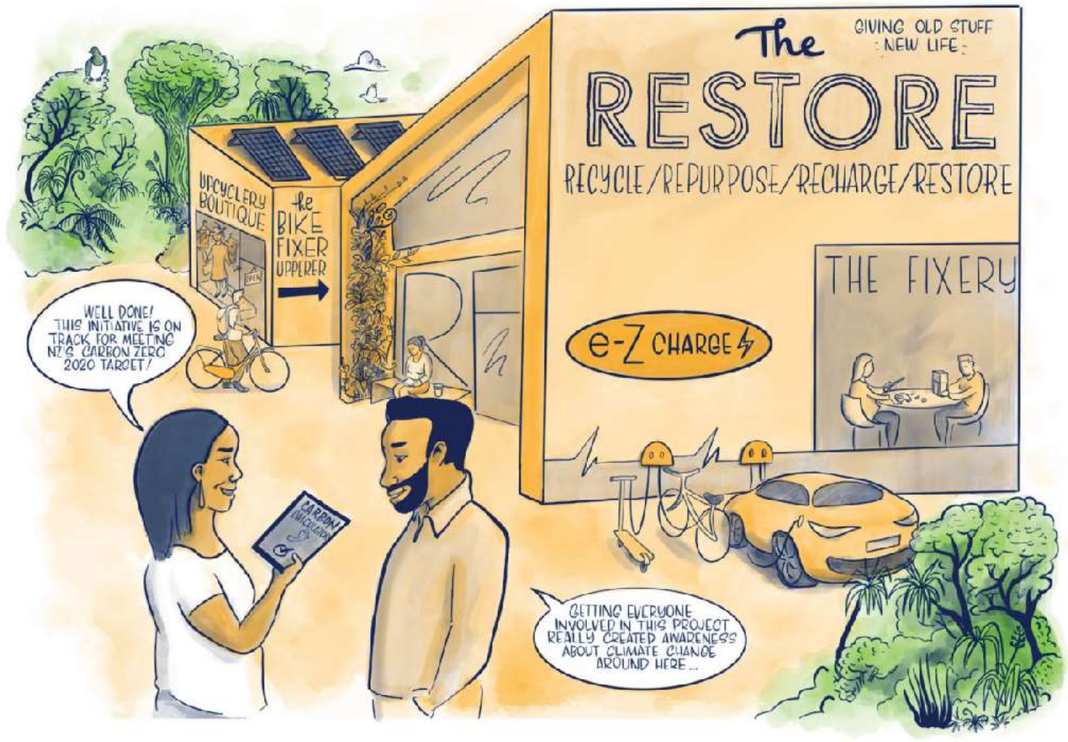
c. Council will future-proof its resources, assets, and services from the risks of climate change.

This means Council must incorporate predicted impacts of climate change as part of its forward planning and build infrastructure designed to withstand the impacts of climate change. Futureproofing of Council's resources, assets, and services from the risks of climate change will be achieved by:

- **The acknowledgment of climate change and the science behind it**
- **Including climate change disclosure, reporting and assessment policies into the decision-making processes of Council. The aim is to:**
  - Ensure transparency in reporting on climate change mitigation activities to Government
  - minimise Council's legal risk by applying evidence-based, science-based, best practice methodology to support transparent and consistent decision-making
  - minimise insurance costs and the risk of Council not being insurable
  - ensure Council continues to be eligible for borrowing as it has incorporated climate-related financial disclosure into its processes and reporting.
- **Adopting best adaptive planning tools, which aims to:**
  - Ensure Council decision-making on the future provision of assets and services to communities vulnerable to climate change is defensible
  - ensure all records and data on the impacts of climate change on Council assets and services is approved, relevant, correct, current and accessible to decision makers in Council.
- **Capturing data on climate change impacts on Council services and assets according to information management best practice. This aims to:**
  - Ensure all new data is captured and made available for input into decision making. This includes data from community engagement.
- **Regulatory enforcement, which aims to:**
  - Ensure the Council is compliant with legislation and its own regulatory plans like the District Plan.
- **Establishing appropriate governance oversight for all future climate change work. This aims to:**
  - Ensure long term, strategic thinking is applied to decision making on climate change adaptation initiatives.

1 Council adopted the Far North District Climate Change Roadmap on 7 May 2020.

Driver of change 3



How we get there (continued)

d. Council will work with communities to prepare for and adapt to the impacts of climate change.

This will be achieved by:

- **Engaging with communities, iwi and hapū using the Council-adopted adaptive planning and financial modelling tools. This aims to:**
  - Ensure that future infrastructure and community planning is informed by a process that is transparent, repeatable, and defensible
  - Provide the community with options that enables short term actions while keeping options open for larger adaptation measures in future years
  - Allow the community to decide on how they want their place to adapt to the impacts of climate change. The tools will support an approach to planning that is not too little nor too much, and not too early nor too late
  - Ensure a clear line of sight for the community on how the climate change adaptation projects they have decided on will be paid for
  - Provides input into future LTPs on projects that prepare the community, their places, and the supporting infrastructure for climate change.
- **Regulatory enforcement, which aims to:**
  - Ensure that Council is compliant with all current legislation requirements and is prepared for new regulatory requirements as scheduled.
- **Including a programme in future Long Term Plans that are informed by the outcome of community consultation on climate change. The inclusion of a community-informed programme in Long Term Plans aims to:**
  - Ensure Council is delivering on the community decision for how they will prepare for climate change
  - Ensure there is full transparency on who and how climate change adaptation projects will be paid for
  - Ensure Council can make decisions on future infrastructure planning where conditions are uncertain and invest not too little nor too much, and not too early nor too late.
- **Regular monitoring of the effectiveness of the adaptive planning and financial modelling tools and their application the Far North District. This aims to:**
  - Ensure that, with changing modelling and uncertainty, the tool sets – both regulatory and non-regulatory are fit for purpose.

Driver of change 4

Connecting people, businesses, and places

The Far North District is made up of many small communities, some remote, that rely on an extensive road network to physically connect people and places, businesses, amenities, and services. The geography of our district means these roads require high levels of maintenance. Due to its small ratepayer base, the cost of maintaining the road network is a challenge for the Far North District Council. Severe weather events dramatically increase the roading bill and leave communities temporarily cut off. These events are are expected to increase due the effects of climate change.

Access to a private car is often a necessity to access services. This disadvantages those who do not drive or cannot afford to drive. The cost of running a petrol or diesel vehicle is expected to rise as the nation pursues its goal of becoming carbon zero by 2050.

Currently, access to and within the Far North is via the State Highway and district road network. There are few affordable alternative modes of transport around the District beyond use of private or commercial vehicles.

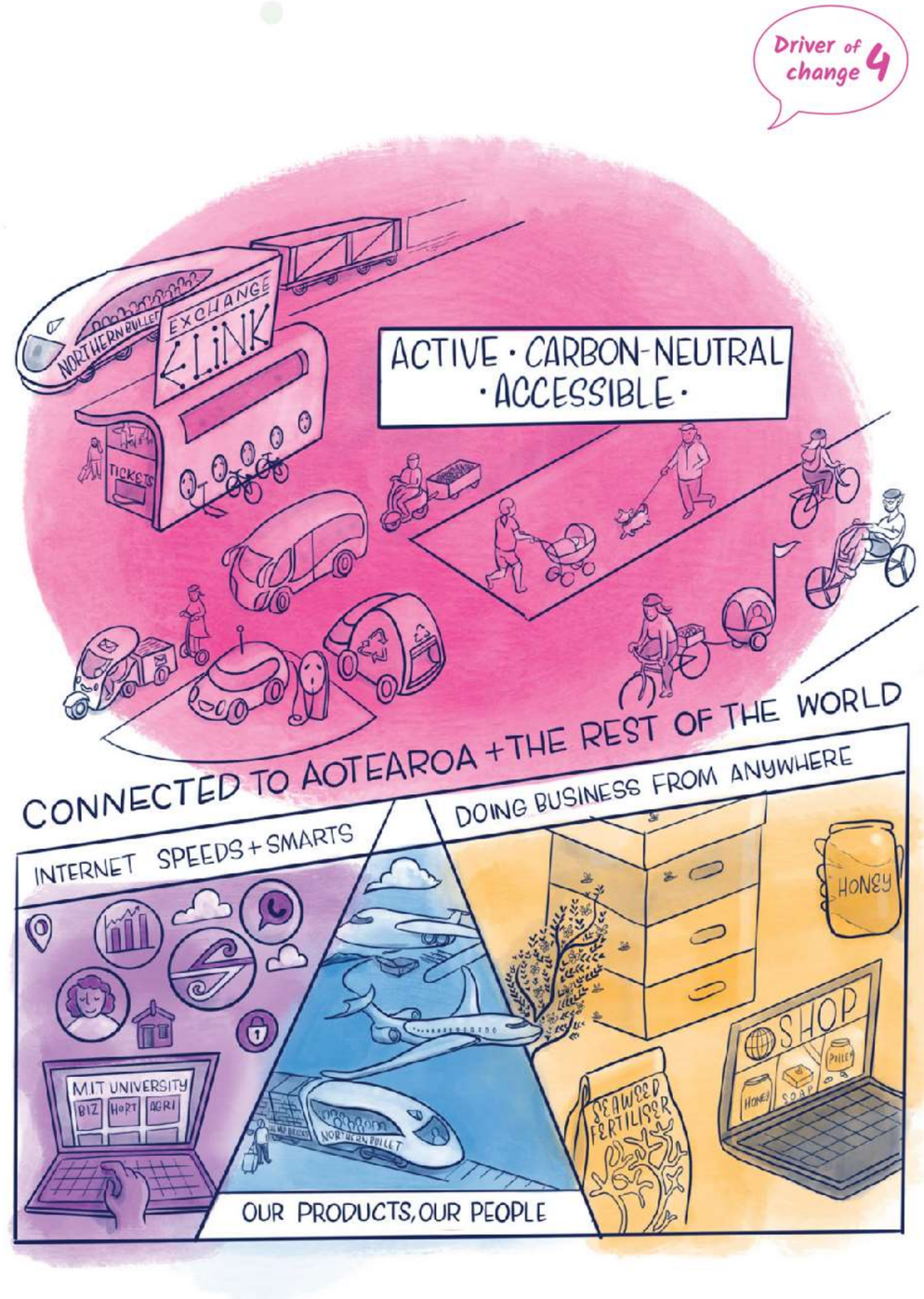
Whangārei is positioned to benefit from Auckland's growth north, which the Far North can also take advantage of.

In terms of digital connectivity, there is a heavy reliance on a stretched limited fibre and 3G/4G backbone with some people resorting to satellite internet. The lack of affordable and reliable internet access in the Far North creates a 'digital divide', in which people without are excluded from opportunities available to others who do have good internet.

The Far North has made a lot of progress to narrow the digitial divide through government-funded infrastructure initiatives.It is predicted that by 2023 there will be adequate connectivity to most households in the Far North. Most marae will also be well connected, as will popular tourist spots. There will still be gaps on our State Highways and Public Conservation Areas (that is land administered by the Department of Conservation which accounts for 16.8% across the Far North) will have limited coverage.

Poor reliability and capacity of broadband to the District has been a deterrent to tech-based businesses setting up and staying in the district, which has a knock-on effect on the Far North economy.

Driver of change 4



How we get there:

Connecting people, business and places will be achieved by:

- **Investing in high speed internet to everyone with a 'no-one left behind' policy. This aims to:**
  - Improve the economic, environmental, and social wellbeing of all in the District
  - Make the District an attractive place in which to establish and retain an internet-based business.
- **Taking a regional approach to transport planning by applying the climate change adaptive planning processes and a regional spatial planning and placemaking approach to the physical transport network.**
- **Developing and implementing an improved multimodal network built to accommodate walking, cycling and alternative modes of transportation (e-bikes, scooters and e-vehicles)**
- **Investing in cost-effective transport hubs and networks (inland ports, airports, and rail)**
- **Planning based on an end to petrol-driven vehicles in the District by 2050**
- **Planning for driverless commercial and public transport in the District by 2050**
- **Taking a regional spatial planning approach to transport planning aims to:**
  - Connect services, markets, and public amenities across the District in way that is not excessive in travel times or unsafe
  - Plan a transport network that is future-ready and considers the big shifts in automation and climate change
  - Invest just enough now based on current transport modes while preparing for the anticipated changes
  - Plan urban areas around walking instead of planning around roads
  - Position the Far North to benefit socially, and economically from the planned growth north from Auckland to Whangārei
  - Provide viable alternatives for producers of goods and services to get their goods to market out of the District.

Driver of change 5

Protect the natural environment for future generations

The Far North has a nationally-unique environment containing many endangered species of plants and animals, as well as significant habitats such as natural wetlands and dune lakes. A sizeable percentage of the Far North is considered a Significant Natural Area, recognised for its natural values and because of the native species present.

The Far North has extensive areas of versatile, high-class soils. Sixty-five per cent of land cover is agriculture, forestry, and horticulture with just under 30 per cent supporting indigenous vegetation.

Rugged hill and mountain ranges present challenges in terms of access and land management.

There is 2,347km of coastline (including islands), numerous rivers and eight major harbours. We have a high proportion of unique freshwater and marine environments that should be treasured.

Biosecurity risks remain high through border control breaches. The risks of exotic species encroaching into protected natural areas increases because of temperature rise through climate change.

Other natural phenomena are expected to increase through climate change including droughts, changes to rainfall patterns, higher temperatures, more fires in forestry plantations, rising sea levels, more frequent storm events and significant levels of coastal erosion.

Littering is a visible and ongoing issue in the Far North.

High quality natural (potable) water resources are scarce and compromised by primary production activities. The water quality of the marine environment is also degraded. There is increased competition for use of water resources. In 2020, the Council signed the Local Government Leaders' Water Declaration, which provides a continuing and absolute commitment to valuing and managing water as a precious resource.



How we get there:

Protecting the natural environment for future generations will be achieved by:

- **Acknowledging the Mauri o te wai. This aims to recognise the mana of the harbours and water ways of the Far North.**
- **The active management of indigenous biodiversity including protecting indigenous vegetation, significant natural areas and outstanding natural landscapes and features from the adverse effects of human activity and introduces species including predators. This aims to:**
  - Ensure that there is abundant biodiversity for future generations
  - To free the Far North from pests and predators that threaten the native and endangered flora and fauna.
- **Actively encouraging, with incentives and true economic valuations, and leveraging the move to a carbon zero 2050 a return of land to indigenous vegetation and the introduction of indigenous species. Realising the true economic value of indigenous flora and fauna aims to:**
  - Ensure that landowners and Kaitiaki reap the benefits from protecting and creating areas of natural vegetation that support native flora and fauna. This includes the tourism benefits such as dark sky reserves and 'off-line' nature retreats.
- **Protect versatile soils from the adverse effects of development and human activity. This aims to:**
  - Ensure that the soils are productive for the generations to come as food security becomes an imperative.
- **Complying with consent conditions for discharge of pollutants on to the land, into waterways and into the air. This aims to:**
  - Make the Council compliant with current legislation.
- **Building high trust collaborative relationship with iwi and hapū who have aspirations to protect indigenous flora and fauna. This aims to:**
  - Support tangata whenua as Kaitiaki and their right to protect flora and fauna.

Implementation, monitoring and reviewing Far North 2100

Implementation plan:

In Far North 2100 we propose a set of immediate, medium and long-term actions or interventions that can be practically applied and adapted through time to ensure the District is working consistently towards the vision of a district of sustainable prosperity and wellbeing.

Implementation plan for:

Putting the wellbeing of the communities and people first

Driver of change 1

On adoption	2021 - 2024	2024 - onwards
Approve the set of wellbeing measures that Council will use.	Develop or enhance social connectivity wellbeing measures specific to the Far North and include these in the adopted wellbeing measures.	Apply wellbeing measures to Long Term Plan programme of work 2024 -34.
	Agree, develop, and adopt a baseline for wellbeing for the Far North as a goal for all agencies to aspire to.	
	Develop policy that requires Council initiatives to demonstrate improvements in wellbeing based on the agreed measures and the adopted baseline.	
	Include measurable improvements in wellbeing as a criterion for prioritisation of programmes and projects that go into Long Term Plans.	

Continued:

On adoption	2021 - 2024	2024 - onwards
Develop guidelines and frameworks for partnerships with iwi and hapū.	Take stock of plans and strategies of iwi and hapū that share common wellbeing outcomes with Council.	Commit to partnership projects in the 2024 -34 with iwi and hapū that have tangible wellbeing outcomes. that lift the community
	Take stock of partnering and collaborative opportunities by analysing the current and proposed projects and programmes in the Long Term Plan.	
	Include opportunities to partner and collaborate to achieve wellbeing outcomes as a criterion for prioritising initiatives in the Long Term Plan.	
	Partner with iwi and hapū to develop frameworks to build understanding of cultural heritage.	
	Wellbeing outcomes are included in procurement policies and project management frameworks in Council.	
Develop guidelines for partnerships with agencies and community groups.	Take stock of plans and strategies of agencies and community groups that share common wellbeing outcomes with Council.	Commit to collaborative projects in the 2024-34 with strategic partners and agencies that have tangible, measurable wellbeing outcomes.
	Identify partnering and collaborative opportunities by analysing the current and proposed projects and programmes in the Long Term Plan.	
	Develop a health strategy with key partners that ensures that we have health in all policies.	
	Include opportunities to partner and collaborate to achieve wellbeing outcomes as a criterion for prioritising initiatives for long term plans.	
	Invest in establishing and maintaining partnerships with like-minded organisations and agencies who share common wellbeing strategic goals.	
	Include community wellbeing outcomes in procurement policies and project management frameworks in Council.	

Continued:		
Develop and implement a placemaking policy, including the form in which community views are captured and realised to ensure wellbeing principles are central to any spatial or placemaking plan or project.	Apply the placemaking policy and Te Ao Māori polices to the development of spatial plans for the District that at a minimum create plans for: • Kaikohe • Kerikeri/Bay of Islands/ Russell • Doubtless Bay • Kaitāia • Moerewa/Otiria • Pukenui • Kawakawa • South Hokianga • North Hokianga • Karikari Peninsula These will include clear, doable implementation plans that will inform the Council's next Long Term Plan.	

Implementation plan for:

Promoting resilient economic growth for sustainable prosperity

Driver of change 2

On adoption	2021 - 2024	2024 - onwards
Set long term Gross Domestic Product growth goals for the Far North through the Northland Inc.	Complete an assessment of economic potential and advantages of the Far North and the barriers to becoming a high per capita Gross Domestic Product, high income earning District under changing economic conditions. This must include input from successful entrepreneurs in industries that are sustainable, carbon neutral and in the quaternary sector. Develop a long term sustainable economic development plan for the Far North in partnership with iwi and hapū and organisations like Federated Farmers, Hort Research, Northland Inc, Ministry of Social Development, Ministry of Education, Ministry of Business Innovation and Employment, that complements the economic recovery initiatives already in place in Northland. Execute an economic development plan that is cross agency/iwi governed and has hard targets of increasing overall GDP (Gross Domestic Product) and per capita GDP (Gross Domestic Product) in the Far North. Restart the Far North Inwards Investment Strategy. Put in place an 'open for business' unit in Council designed to bring in new business and guide the new business through Council processes and a point of contact for other partnering agencies. Create opportunities through a sustainable procurement for Far North businesses to participate in the delivery of services to the Council and grow their resilience in the wider market. Review and amend any policies, plans and bylaws that do not actively support the sustainable economic development of the Far North. Adopt a prioritisation criterion for future projects that requires a comprehensive evaluation of the economic impact of each project that demonstrates the creation of long term employment. This includes an economic assessment of any placemaking projects or social infrastructure projects.	Execute on the near term and medium term projects that can demonstrate a multiplier effect in the creation of secondary permanent jobs in related industries beyond direct creation of short term 'project' jobs.

Implementation plan for:

Driver of change 3

Active response to Climate Change

On adoption	2021 – 2024	2024 – onwards
The development of emissions reduction measures to justify emission reduction projects (for example – the reductions in tonnage of CO2 and a return on investment within a specified timeframe).		
The execution of a carbon footprint reduction programme via projects in the 2021-31 Long Term Plan that uses the approved emission reduction measures as a justification for the programme of work.		
The implementation of a sustainable procurement policy.		
The development of a communications and engagement plan that articulates Council's commitment to working with the community and businesses of the Far North to reduce the District's carbon footprint.	Commence engagement with key partners, including iwi and hapū, and stakeholders on the topic of reducing the carbon footprint of the district.	Execute opportunities for collaboration by including community, iwi, hapū and business lead collaborations in the Long Term Plan 2024-34.
	Identify opportunities for collaboration with iwi / hapū and key stakeholders that have mutual carbon reduction and wellbeing goals.	
	Implement an environmental dashboard displaying emissions goals, targets, current emissions, and future emissions, with data sourced from community, businesses, and Council initiatives.	
Develop a climate change assessment policy that applies to all decisions in Council.	Commence a project that embeds climate change provisions into Council reporting with the aim of implementing climate change disclosure reporting into the Long Term Plan 2024-34	Undertake all compliance remediation work so that Council is compliant with all environmental legislation including the Climate Change Amendment (Zero Carbon) Act 2019.
Complete and adopt the Northland Regional Climate Change Adaptation Strategy that is being delivered by the Climate Adaptation Te Tai Tokerau working group. This will promote adaptation plan tools that can be used consistently across all communities in Northland	Commence a climate change information management stock take and gap analysis. This should include any future projects that could capture climate change data related to council services and assets	
Establishment of a Joint Committee of Councils that will oversee the implementation of the Northland Regional Climate Change Adaptation Strategy.	Complete a regulatory compliance stocktake and assess future regulatory compliance requirements for current legislation and upcoming legislative changes.	
Establish a climate change communications and engagement position within Council	Task the climate change communications and engagement position to develop a programme of community engagement based on the applied prioritisation criteria	Execute programme of work and communications plan in Long Term Plan 2024–34

Continued:

Create a prioritisation criterion that will inform an order of communities that will be engaged in adaptive planning.	Create a communications, engagement and information capture plan that communicates and applies the adaptive planning toolkit adopted in the Northland Regional Climate Change Adaptation Strategy	Execute an implementation plan to secure water for now and into the future for the people who live in the Far North.
	Develop a strategy to improve our water resilience and storage capacity based on the acknowledgement that a changing climate is contributing to the changing weather.	

Implementation plan for:

Driver of change 4

Connecting people, businesses, and places

On adoption	2021 – 2024	2024 – onwards
Commit to providing broadband to all through the implementation of the initiatives in the Nothing but Net Digital Strategy.	Commence a long term district wide spatial planning approach to transport based on the big shifts to electric vehicles, driverless cars, climate change, the reintroduction of rail and the use of many modes of transport (walking, cycling, public transport) as viable alternatives to cars.	Execute long term transport plan for 2024 – 34 Long Term Plan.
	Complete an economic viability investigation into an inland port that applies an economic multiplier effect	
	Ensure that area planning in Kaikohe considers the possibility of air freight from Kaikohe as a mode transport of people, produce and goods.	

Implementation plan for:

Driver of change 5

Protect the natural environment for future generations

On adoption	2021 - 2024	2024 - onwards
As part of the development of wellbeing measures and Te Ao Māori polices develop qualitative methods with partners that can be a 'baseline' of the health and mana of waterways in the Far North.	Adopt, implement, and enforce the provisions in the Draft District Plan on: - Indigenous biodiversity - Outstanding natural landscapes and features - Coastal environment.	Execute plans for the development of mainland islands
	Work with custodians and Kaitiaki to develop a mainland 'island' for the release of indigenous flora and fauna	Implement education programmes
	Advocate for the protection of marine biodiversity	Execution of zero pollution plan as part of the 2024 - 34 Long Term Plan
	Adopt policies that limit or ban the use of chemicals for the control of pests that result in the degradation of the land and waterways of the Far North	Enforcement and monitoring of the District Plan.
	Develop incentives and educate landowners, custodians and Kaitiaki on how they can benefit from protecting and creating areas of indigenous vegetation. This will include promoting eco-tourism	
	Develop a zero pollution, 100% compliant strategy/plan with a goal of becoming fully compliant with all consent conditions of discharge into the environment by 2030.	

Monitoring and reviewing Far North 2100

The first implementation activities proposed in this document aim to define the measures and then triggers that would warrant a formal review of the strategy. These measures and the triggers will be across the four wellbeings - social, economic, cultural, and environmental.

The commencement of a Long Term or District Plan Review will also trigger a review of this document.

It is expected that over time Far North 2100 will constantly evolve though a series of phases, that will be built, rebuilt, refined, and adapted to respond to changing challenges and opportunities for the district if monitoring and evaluation of strategy and implementation initiatives are no longer appropriate.

Far North District Council
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5.2 ROADING POLICIES REVIEW

File Number: **A3379712**

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TAKE PŪRONGO / PURPOSE OF THE REPORT

The purpose of this report is for the Strategy and Policy Committee to consider several policies that have been reviewed and recommend to Council that each policy either continue with amendment, continue without amendment, or be revoked as recommended for each policy in this report.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- Eight roading related policies have been reviewed concurrently.
- The review identified that a policy is still the most appropriate way to address road related issues of than for the installation of road mirrors.
- Dust from unsealed roads, private roads and right of ways serving five lots or more, and the procurement of roading contractors for road maintenance are already covered by more appropriate policy instruments.
- A separate options report will be presented for the Road Naming and Property Numbering Policy.
- The Road Speed Limits Policy should continue without amendment until central government proposals are finalised later in 2021.
- The Community Initiated Infrastructure – Roading Contributions Policy, and the Limits of Council Responsibility for Formation / Maintenance of Roads Policy should be continued with amendment.
- The Dust Management Policy, Private Roads and Rights of Way Policy, Road Maintenance Policy, and Road Mirrors – Private Crossings Policy should be revoked.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee recommend that Council:

a) **agree, the Road Speed Limits Policy continue without amendment.**

b) **agree, the Community Initiated Infrastructure – Roading Contributions Policy, and the Limits of Council Responsibility for Formation / Maintenance of Roads Policy be continued with amendment.**

c) **agree, the Dust Management Policy, Private Roads and Rights of Way Policy, Road Maintenance Policy, and Road Mirrors – Private Crossings Policy be revoked.**

1) TĀHUHU KŌRERO / BACKGROUND

Local government best practice is to review non-legislated policies every six years, which is in line with section 17A of the Local Government Act 2002.

All eight roading related policies are due for review and have been reviewed concurrently to reduce the risk of policies being developed in isolation. The review includes the following eight policies:

- Community Initiated Infrastructure – Roading Contribution (2015)
- Dust Management Policy (2016)
- Limits of Council Responsibility for Formation / Maintenance of Roads Policy (2014)
- Private Roads and Rights of Way Policy (1998)
- Road Maintenance Policy (1998)
- Road Mirrors – Private Crossings Policy (2014)
- Road Naming and Property Numbering Policy (2014)

- Road Speed Limits Policy (2016)

The Council is required to consider whether a policy is still the most appropriate way to support decision making regarding roading related problems.

2) MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND OPTIONS

The Review Research Report – Roading Policies (Attachment 1), describes and discusses the review of the eight policies. An overview of the policies and review findings is outlined below.

Community Initiated Infrastructure – Roading Contribution Policy

The Community Initiated Infrastructure – Roading Contribution Policy outlines the process for neighbourhood communities who wish to fund the upgrade of their road. Since the policy was implemented, two communities have opted to self-fund their roading upgrades.

The policy:

- empowers communities to make their own decisions about local roading infrastructure
- ensures agreement of affected parties

However, the policy:

- may lead to consultation bias as communities are expected to undertake consultation themselves
- no longer aligns with the Waka Kotahi Funding Assistance Rate
- includes components which refer to operational procedures.

Dust Management Policy

Dust from unsealed roads can impact adjacent residents, affecting their health as well as general quality of life.

The Dust Management Policy outlines:

- the process for prioritising dust mitigation on roads e.g., full seal extension
- potential financial assistance available for the community.

In June 2019, the components of the policy outlining the prioritisation process were superseded by the *Far North District Council Road Prioritisation to Guide the Delivery of Road Asset Upgrades* (Dust Matrix).

The potential financial assistance referred to in the policy is no longer available.

Limits of Council Responsibility for Formation / Maintenance of Roads Policy

Council receives approximately 20 requests per year for Council to form and maintain a road.

The policy:

- commits Council to continue to maintain roads as per the road maintenance schedule (Road Asset Maintenance Management)
- outlines criteria for Council to follow when considering a request to maintain a road
- outlines at which point along a road Council will accept responsibility for maintenance.

The review identified that the decisions regarding road maintenance are not strategically aligned with other Council decisions. Decisions regarding the prioritisation of road maintenance are often made in a reactive, ad-hoc manner.

Private Roads and Right of Ways Policy

The policy supports landowners who are finding it difficult to maintain their private roads or right of ways when multiple properties are involved by:

- encouraging landowners to apply to have private roads and rights of ways serving five or more lots declared a public road

- ensuring all future subdivisions with access serving five or more lots, access shall be declared public roads.

The policy has been superseded by the Operative District Plan.

Road Maintenance Policy

The Road Maintenance policy outlines the guidelines for procuring contractors to undertake road maintenance in the district.

The policy has been superseded by the following policy instruments:

- some activities referred to in the policy are now subsidised by Waka Kotahi
- Council sets the road maintenance strategy via the Regional Activity Management Plan
- Council's current Sustainable Procurement Policy outlines the process for roading procurement.

Road Mirrors – Private Crossings Policy

The policy outlines the exceptional circumstances in which an application to install a road mirror on a road would be accepted.

Road encroachments are regulated by section 357 of the Local Government Act 1974, therefore a policy regarding road encroachments duplicates legislation.

Components of the policy refer to operational matters. An external facing policy is not required for operational matters.

Internal guidelines should be developed to support staff to assess applications for road mirrors.

Road Naming and Property Numbering Policy

The policy aims to ensure correct addressing, so that emergency services and other services can locate a property.

The review identified that the policy gives appropriate guidance to ensure clear and unambiguous addressing.

However, elected members have identified that the current policy offers no guidance on the social and cultural aspects of naming and placemaking.

Road Speed Limits Policy

Council is required to use the New Zealand Transport Agency (NZTA) document *Land Transport Rule – The Setting of Speed Limits* when considering whether a speed limit should be changed.

The policy aims to ensure that:

- speed limits are safe, appropriate, and credible
- speed limits are consistent with national standards
- applications are processed effectively.

Only an initial review of the Policy has been completed as central government consulted on the Setting of Speed Limits Rule 2021 in June 2021. The draft Setting of Speed Limits Rule 2021 proposes to amend the way in which speed limits are set by Road Controlling Authorities. The Regional Council will most likely become responsible for setting speed limits and the Road Speed Limits Policy may need to be revoked.

Summary of Review Findings

The review has identified that a policy is not the most appropriate way to address the installation of road mirrors.

The review has identified that a policy is still the most appropriate way to address the following seven roading related issues:

- Communities wishing to financially contribute to roading
- Dust from unsealed roads

- Prioritisation of roads for maintenance
- Private roads and right of ways serving five lots or more
- Procurement of roading contractors for road maintenance
- Naming of roads
- Setting of Speed Limits.

However, the review identified that for the Dust Management Policy, Private Roads and Rights of Way Policy, and the Road Maintenance Policy the form of policy is no longer appropriate as the following issues are already covered by other more appropriate policy instruments:

- Dust from unsealed roads
- Private roads and right of ways serving five lots or more
- Procurement of roading contractors for road maintenance.

The review identified that the Community Initiated Infrastructure – Roading Contribution Policy contains provisions that are not consistent with legislation nor best practice. Therefore, amendments are required to ensure that the form of the policy is appropriate particularly regarding:

- consistency with current Waka Kotahi guidelines
- removing potential for consultation bias
- removing operational procedures.

Consultation and engagement is required to develop amendments.

The review identified that the Limits of Council Responsibility for Formation / Maintenance of Roads Policy does not support strategic alignment with other Council decisions. Therefore, amendments are required to ensure that the form of the policy is appropriate.

Further research and engagement is required to identify the appropriate form of policy.

The review identified that the Road Naming and Property Numbering Policy does not provide appropriate guidance regarding social and cultural aspects of road naming. Therefore, amendments are required to ensure that the form of the policy is appropriate.

Further research and engagement is required to identify the appropriate form of policy. A separate report will be provided to Council to discuss options regarding the Road Naming and Property Numbering Policy.

Central government proposals regarding speed limits are to be finalised later this year. The proposals may lead to significant amendments to the Road Speed Limits Policy. Further review of the Road Speed Limits Policy should occur once the central government proposals are finalised.

Options

The full options analysis is described in Attachment 2: Options Analysis – Roading Policies. An overview of the options analysis is described below.

The recommended option is to revoke the Dust Management Policy, Private Roads and Rights of Way Policy, Road Maintenance Policy, and Road Mirrors Private Crossings Policy as these policies duplicate more appropriate policy instruments.

To adhere to best practice, it is recommended to amend the Community Initiated Infrastructure Roading Contributions Policy.

The Limits of Council Responsibility for Formation Maintenance of Roads Policy does not strategically align with other Council policy instruments. The recommended option is to amend the policy. However, more research and engagement is required to identify the most appropriate form of policy.

The Road Speed Limits Policy will most likely require significant amendments once central government proposals are finalised later this year. Therefore, the recommended option is to continue the policy without amendment. A full review will be conducted once the central government proposals are finalised.

Table 1: Table showing summary of recommended options and key considerations for roading related polices

	Recommended Option	Key Considerations
Community Initiated Infrastructure Roading Contribution (2015)	Continue with amendment	• Communities continue to make decisions about local road infrastructure. • Policy aligns with current legislation. • Policy will adhere to best practice. • Policy will ensure impartial consultation.
Limits of Council Responsibility for Formation Maintenance of Roads Policy (2014)	Continue with amendment	• Policy strategically aligned with other Council policy instruments • More efficient use of resources with streamlined implementation.
Dust Management Policy (2016)	Revoke	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments. • Increases clarity as financial assistance no longer applies.
Private Roads and Rights of Way Policy (1998)	Revoke	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments.
Road Maintenance Policy (1998)	Revoke	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments.
Road Mirrors Private Crossings Policy (2014)	Revoke	• Council adheres to best practice by not including operational matters in external policy instruments and not duplicating legislation.

Road Speed Limits Policy (2016)	Continue without amendment	• Policy sufficiently supports requests for road speed limit amendments. • Efficient use of resources to review policy once central government proposals are finalised.

Take Tūtohunga / Reason for the recommendation

A policy is not the most appropriate method to address the installation of road mirrors. A policy is the most appropriate method to address other roading related issues. Dust from unsealed roads, private roads and right of ways serving five lots or more, and the procurement of roading contractors for road maintenance are already covered by more appropriate policy instruments.

A new form of policy is required for the Community Initiated Infrastructure – Roading Contributions Policy, and the Limits of Council Responsibility for Formation / Maintenance of Roads Policy.

A new form of the Road Speed Limits Policy may be required once central government proposals are finalised later in 2021.

Next Steps

If Council agrees with the recommendation, a new form of the Community Initiated Infrastructure – Roading Contributions Policy, and the Limits of Council Responsibility for Formation / Maintenance of Roads Policy will be drafted and presented to the Strategy and Policy Committee in 2022. The Road Speed Limits Policy will be reviewed once central government proposals are finalised.

3) PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

The cost of continuing the policies with amendment will be met from existing operation budgets.

ĀPITIHANGA / ATTACHMENTS

1. **Review Research Report - Roading Policies - A3392455**
2. **Options Analysis - Roading Policies - A3392454**
3. **Community Initiated Infrastructure - Roading Contribution 2015 - A1949904**
4. **Dust Management Policy 2016 - A2125294**
5. **Limits of Council Responsibility for Formation Maintenance of Roads Policy 2014 - A2685292**
6. **Private Roads and Rights of Way Policy 1998 - A2685309**
7. **Road Maintenance Policy 1998 - A2685323**
8. **Road Mirrors - Private Crossings Policy2014 - A1949932**
9. **Road Speed Limits Policy 2016 - A2685346**

Hōtaka Take Ōkawa / Compliance Schedule:

Full consideration has been given to the provisions of the Local Government Act 2002 S77 in relation to decision making, in particular:

1. A Local authority must, in the course of the decision-making process,
   a) Seek to identify all reasonably practicable options for the achievement of the objective of a decision; and
   b) Assess the options in terms of their advantages and disadvantages; and
   c) If any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Māori and their culture and traditions with their ancestral land, water sites, waahi tapu, valued flora and fauna and other taonga.
2. This section is subject to Section 79 - Compliance with procedures in relation to decisions.

He Take Ōkawa / Compliance Requirement	**Aromatawai Kaimahi / Staff Assessment**
State the level of significance (high or low) of the issue or proposal as determined by the Council's Significance and Engagement Policy	In line with the Significance and Engagement Policy the recommendations to either continue, continue with amendment or revoke, the policies will have little effect on financial thresholds, ratepayers, specific demographics, or levels of service. The recommendation is consistent with existing plans and policies. Therefore, the level of significance is low.
State the relevant Council policies (external or internal), legislation, and/or community outcomes (as stated in the LTP) that relate to this decision.	The Local Government Act 1974 and Land Transport Act 1998 applies to the decisions recommended in this report.
State whether this issue or proposal has a District wide relevance and, if not, the ways in which the appropriate Community Board's views have been sought.	The roading policies have district wide relevance. However, views of the community boards will be sought when developing amendments to the policies that have been recommended to continue with amendment.
State the possible implications for Māori and how Māori have been provided with an opportunity to contribute to decision making if this decision is significant and relates to land and/or any body of water. State the possible implications and how this report aligns with Te Tiriti o Waitangi / The Treaty of Waitangi.	Seeking the views and input of iwi in the development of policies is integral. Māori will be given an opportunity to contribute during the early engagement and consultation stage of the policy development process.
Identify persons likely to be affected by or have an interest in the matter, and how you have given consideration to their views or preferences (for example – youth, the aged and those with disabilities).	Affected and interested parties will be given an opportunity to share their views and preferences during the consultation phase including: • Community groups concerned about roading related issues in their community • Northern Transport Alliance

	• Property owners particularly affected by unmaintained roads.
State the financial implications and where budgetary provisions have been made to support this decision.	The cost of continuing the policies with amendment will be met from existing operation budgets.
Chief Financial Officer review.	The Chief Financial Officer has reviewed this report

1 Purpose

To describe and discuss the review of the:

- Community Initiated Infrastructure – Roading Contribution (2015)
- Dust Management Policy (2016)
- Limits of Council Responsibility for Formation / Maintenance of Roads Policy (2014)
- Private Roads and Rights of Way Policy (1998)
- Road Maintenance Policy (1998)
- Road Mirrors – Private Crossings Policy (2014)
- Road Naming and Property Numbering Policy (2014)
- Road Speed Limits Policy (2016)

2 Context and Situation

Local government best practice is to review non-legislated policies every six years, which is in line with section 17A of the Local Government Act 2002. The eight roading related policies are therefore all due for review.

The Council is required to consider whether a policy is still the most appropriate way of addressing the perceived problem with respect to roading.

2.1 Council's role relating to roading

Under section 10 of the Local Government Act 2002, the purpose of local government is to "… promote the social, economic, environmental, and cultural wellbeing of communities, in the present and for the future". Roading plays a role in all aspects of wellbeing by providing connectivity and accessibility. Providing safer roads through activities such as maintenance, sealing and speed limits improves public health and safety.

2.1.1 Local Government Act 1974

Council has discretionary powers under Part 21 of the Local Government Act 1974 to form and maintain roads in the Far North District (District). The Local Government Act 1974 does not compel Council to form and maintain carriageways on legal roads within their District.

In the Far North, there are approximately 2500 kilometres of legal roads which are shown on maps but are not maintained by the Council. There is no legal obligation to form or maintain any of these roads.

3 Objectives

3.1 Purpose of review

To determine whether a policy is still the most appropriate way to address problems regarding roading in the Far North District.

3.2 Review objectives

- To define roading related problems in the Far North District that are within Council's function to control.
- To identify if a policy is still the most appropriate way to address roading related problems in the Far North District.
- To identify if the policies meet current legislative requirements.

4 Community Initiated Infrastructure – Roading Contribution Policy (2015)

Council's role relating to roading infrastructure

The decision to develop roading infrastructure in the District is the responsibility of Council and Waka Kotahi. Waka Kotahi is responsible for state highways and Council is responsible for local roads. Local roading infrastructure is funded through rates and subsidies from Waka Kotahi.

An unsealed road is a metal or gravel road without any bitumen/tarmac surfacing. Council has a programme of maintenance that includes grading and pothole repair. The cycle for this programme is determined by traffic volume, or use. High volume traffic unsealed roads receive regular maintenance.

To best plan for roading upgrades, Council adopted the *Far North District Council Road Prioritisation to Guide the Delivery of Road Asset Upgrades* matrix in June 2019. Utilising this matrix, the Infrastructure Committee adopted a three-year unsubsidised seal extension programme in July 2021.[1]

Purpose of current policy

Council sometimes receives requests by a community to extend, renew, or develop new roading infrastructure that has not been planned for by Council. The Community Initiated Infrastructure – Roading Contribution Policy outlines the process for neighbourhood communities who wish to fund the upgrade of their road.

Review of policy

Since the implementation of the policy, two communities have agreed to self-fund their roading upgrades.

The policy follows best practice in that it:

- empowers communities to make their own decisions about local roading infrastructure
- ensures agreement of affected parties

The policy aims to ensure that appropriate consultation is conducted. Communities are to undertake their own consultation, following guidance from Council. However, it may be more appropriate for Council to undertake consultation as an impartial party. More research is required to identify the most appropriate method of consultation.

The policy currently states that "The Community must contribute the equivalent of the NZTA subsidy (Funding Assistance Rate) which is currently 59% and Council shall fund the balance of all costs". However, the Waka Kotahi subsidy has since increased to 69%. Further discussion is required with Elected Members to decide what the appropriate subsidy should be i.e., continue to remain at 59% or continue to align with Waka Kotahi subsidies.

Components of the policy refer to operational procedures. Best practice strategic policy should not include internal operational procedures. Therefore, the components referring to operational procedures should be revoked. However, internal guidelines could be developed to support staff to assess and process applications for roading contributions.

Therefore, a policy is an appropriate mechanism to manage community-initiated infrastructure roading contributions. However further research is required to ensure that the Policy is in the appropriate form.

5 Dust Management Policy (2016)

Dust from unsealed roads can impact adjacent residents, affecting their health as well as general quality of life; for example, dust on washing lines, roof dust contaminating water supplies, and dust inside homes.

Increased logging truck movements during periods of dry weather can increase the number of complaints regarding dust nuisance.

Council's role relating to dust management of unsealed roads

The District has 2,508 km of roads, only 35% (858km) of which are sealed. The decision to upgrade local roading infrastructure in the District is the responsibility of Council. Local roading infrastructure is funded through rates and subsidies from Waka Kotahi.

An unsealed road is a metal or gravel road without any bitumen/tarmac surfacing. Council has a programme of maintenance that includes grading and pothole repair. The cycle for this programme is determined by traffic volume, or use. High volume traffic unsealed roads receive regular maintenance.

Purpose of current policy

The purpose of this policy is to support the Council in allocating funding to address the worst affected

[1] Infrastructure Committee Meeting 21 July 2021

properties with a clear and consistent method that identifies health risk priority areas and potential mitigation options.

Review of policy

The policy outlines

- the process for prioritising dust mitigation on roads e.g., full seal extension
- potential financial assistance available for the community.

The components of the policy outlining the prioritisation process have since been superseded by the Dust Matrix. Council adopted the *Far North District Council Road Prioritisation to Guide the Delivery of Road Asset Upgrades* matrix in June 2019. The Dust Matrix provides a more substantial criteria than the Policy. Utilising this matrix, the Infrastructure Committee adopted a three-year unsubsidised seal extension programme in July 2021.[1]

The matrix ranks unsealed roads according to criteria including:

- traffic volumes
- the number of homes, schools, marae and community facilities nearby
- the distance between these buildings and roads
- whether the road is a significant detour or is used by forestry traffic and heavy vehicles.

An algorithm selects the roads according to the prioritisation criteria and the data that is fed into the matrix. This ensures that roads are ranked fairly and objectively.

Council staff work closely with the forestry industry to align harvest activities with the matrix, so that roads where logging is planned are given higher priority for seal extensions.

Council's website is up to date with clear, transparent information regarding the matrix and the prioritisation of seal extensions. The Dust Management Policy is not referred to on the webpages regarding road maintenance. The policy can still be found on Council's *Policies* webpage.

The potential financial assistance referred to in the policy is no longer available.

Therefore, a policy is an appropriate mechanism to manage dust from unsealed roads. However, the Dust Management Policy is not the most appropriate form of policy. More appropriate policy instruments are already in place.

6 Limits of Council Responsibility for Formation / Maintenance of Roads Policy (2014)

Council's role relating to formation / maintenance of roads

Council has discretionary powers under Part 21 of the Local Government Act 1974 to form and maintain roads in the District. Once public roads are formed Council does have some responsibility regarding maintenance to prevent public nuisance.

Purpose of current policy

The policy outlines the criteria for the prioritisation of the maintenance of roads in the District.

Review of policy

The policy:

- commits Council to continue to maintain roads as per the road maintenance schedule (Road Asset Maintenance Management)
- outlines criteria for Council to follow when considering a request to maintain a road
- outlines at which point along a road Council will accept responsibility for maintenance.

Council receives approximately 20 requests per year for Council to form and maintain a road. The policy is used to support responses to requests. If a request meets the criteria as outlined in the policy, the request is put before the governing body to decide if Council will maintain the road.

Staff have identified that the decisions regarding road maintenance are not strategically aligned with other Council decisions. For example, Council facilities have been installed along roads which are not currently maintained. The maintenance of roads can align with several strategic policy instruments (e.g., stormwater provisions, accessible walking and cycling network provisions, and travel demand management).

Consequently, decisions regarding the prioritisation of road maintenance are often made in a reactive, ad hoc manner.

A policy is an appropriate mechanism to manage the prioritisation of the maintenance of roads. However, further research is required to ensure that the Policy is in the appropriate form.

7 Private Roads and Rights of Way Policy (1998)

Council's role relating to private roads and rights of way

Under the Local Government Act 1974, Section 349, Council may declare any private road or right of way to be a public road, subject to the roads being properly formed by the owners.

Purpose of current policy

Landowners can find it particularly difficult to arrange for the maintenance of private roads or right of ways when multiple properties are involved. Therefore, the policy was developed to support landowners who are struggling to maintain their private roads or right of ways.

Review of policy

The policy consists of two clauses as follows:

- landowners may apply to have private roads and rights of ways serving five or more lots declared a public road
- all future subdivisions with access serving five or more lots, access shall be declared public roads.

The policy has been superseded by other policy instruments. Landowners can apply to vest a road as a public road by subdivision through the District Plan. Roads must meet the physical requirements of the Environmental Engineering Standards.

Therefore, a policy is an appropriate mechanism to manage private roads and right of ways serving five lots or more. However, the Private Roads and Rights of Way Policy is not the most appropriate form of policy. More appropriate policy instruments are already in place.

8 Road Maintenance Policy (1998)

Council's role relating to road maintenance

Council has discretionary power to maintain roads within the District, under Part 21 of the Local Government Act 1974. The maintenance of roads adheres to prioritisation criteria and is funded by both Waka Kotahi and rates.

Purpose of current policy

The Road Maintenance policy outlines the guidelines for procuring contractors to undertake road maintenance in the District.

Review of policy

The policy has been superseded by other policy instruments as follows:

- some activities referred to in the policy are now subsidised by Waka Kotahi
- Council sets the road maintenance strategy via the Regional Activity Management Plan.
- Council's current Sustainable Procurement Policy[2] outlines the process for roading procurement.

[2] Sustainable Procurement Policy

An operational database, the Road Asset Maintenance Management (RAMM), supports the Regional Activity Management Plan. The RAMM is a platform to hold all maintenance contract information and includes a hierarchy process for each road, in which contractors base their work programmes.

Therefore, a policy is an appropriate mechanism to manage procurement for road maintenance. However, the Road Maintenance Policy is not the most appropriate form of policy. More appropriate policy instruments are already in place.

9 Road Mirrors – Private Crossings Policy (2014)

Council's role relating to road mirrors

Council does not have a specific role relating to road mirrors. However, Council has the power to regulate all road encroachments under section 357 of the Local Government Act 1974.
Council also has an obligation to ensure that activities and buildings on Council owned land do not negatively impact public health and safety.

Purpose of current policy

The policy outlines the exceptional circumstances in which an application to install a road mirror on a road would be accepted.

Review of policy

All road encroachments are regulated by the Local Government Act 1974 section 357 which states that all road encroachments must obtain approval from Council. A policy is not required regarding road encroachments which will duplicate the legislation.

The components of the policy refer to operational matters regarding requests to encroach on a road to erect a road mirror. An external facing policy is not required for operational matters.

Therefore, an external facing policy is not the most appropriate way to manage the installation of road mirrors. However, internal guidelines should be developed to support staff to assess applications for road mirrors.

10 Road Naming and Property Numbering Policy (2014)

Council's role relating to road naming and property numbering

Council has the power to name roads under the Local Government Act 1974, part 21, 319(j).

Purpose of current policy

The policy aims to ensure correct addressing, so that emergency services and other services can locate a property. It applies to both public and private roads.

Review of policy

The review has identified that the policy gives appropriate guidance to ensure clear and unambiguous addressing.

However, elected members have identified that the current policy offers no guidance on the social and cultural aspects of naming and placemaking.

Research has identified that naming processes are included in other policies including the *Reserves Policy* and *Art and Memorials in Public Places Policy*. Best practice would be to ensure consistency of naming procedures across Council. Some local councils (e.g. Wellington City Council, Hamilton City Council) have general naming policies in place and some local councils are in the process of developing general naming policies.

More research is required to ensure that policies regarding the naming of community spaces and places follow consistent guidelines and are not reviewed in isolation.

Therefore, a policy is an appropriate mechanism to manage road naming and property numbering. However further research is required to ensure that the Policy is in the appropriate form.

11 Road Speed Limits Policy (2016)

Council's role relating to speed limits

Under the Land Transport Act 1998, Council as a Road Controlling Authority has the responsibility to set speed limit restrictions on local roads (i.e., all roads other than state highways).

Council is required to use the New Zealand Transport Agency (NZTA) document *Land Transport Rule – The Setting of Speed Limits*[3] when considering whether a speed limit should be changed. The *Setting of Speed Limits* document sets out the method for calculating the speed limit for a section of road based on the following information:

- the existing speed limit
- the character of the surrounding land environment (e.g., rural, fring
- e of city, fully developed)
- the function of a road (i.e. arterial, collector or local)
- detailed roadside development data (e.g. number of houses, shops, schools, etc.)
- the number and nature of side roads.

Purpose of current policy

The policy aims to ensure that:

- speed limits are safe, appropriate, and credible
- speed limits are consistent with national standards
- applications are processed effectively.

Review of policy

Waka Kotahi is in the process of implementing the *Tackling Unsafe Speeds*[4] programme. The programme aims to streamline the speed management process through a number of proposals including amending the Land Transport Act 2008 and implementing a new Settings of Speed Limits Rule (2021).

Central government completed consultation on the Settings of Speed Limits Rule 2021 in June 2021. The draft Setting of Speed Limits Rule 2021 proposes to amend the way in which speed limits are set by Road Controlling Authorities.

The Regional Council will become responsible for setting speed limits. A Regional Speed Management Plan will be developed by the Regional Council which will:

- align with the Regional Land Transport Strategy
- identify roads which may require speed limit changes
- outline the implementation process
- outline the consultation process (to reduce consultation fatigue).

Components of the implementation of the new Setting of Speed Limits Rule 2021 are still unclear until the proposal is finalised.

If central government implements the proposed changes, the Road Speed Limits Policy will need to be revoked. Therefore, it would not be an efficient use of resources to undertake an extensive review of the policy including potential amendments at this time.

[3] Land Transport Rule – The Setting of Speed Limits
[4] Tackling Unsafe Speeds

It is important to note that a National Speed Limits Register is being developed. Once established, the Council's Speed Limits Bylaw will also need to be revoked.

Therefore, a policy is an appropriate mechanism to manage road speed limits. Further review of the Road Speed Limits Policy should occur once the central government proposals are finalised.

12 Discussion

The roading policies were reviewed as a collective to ensure that policies were not developed in isolation.

12.1 Is a policy still the most appropriate way to address roading issues in the Far North District?

The review has identified that a policy is still the most appropriate way to address the following roading related issues:

- Communities wishing to financially contribute to roading
- Dust from unsealed roads
- Prioritisation of roads for maintenance
- Private roads and right of ways serving five lots or more
- Procurement of roading contractors for road maintenance
- Naming of roads
- Setting of Speed Limits

The review has identified that a policy is not the most appropriate way to address the installation of road mirrors.

12.2 Is the policy in the most appropriate form?

The following issues are already covered by other more appropriate policy instruments and a separate policy is no longer required:

- Dust from unsealed roads
- Private roads and right of ways serving five lots or more
- Procurement of roading contractors for road maintenance

The Community Initiated Infrastructure – Roading Contribution Policy should be amended to ensure consistency with current Waka Kotahi guidelines, remove potential for consultation bias, and to remove operational procedures.

The Limits of Council Responsibility for Formation / Maintenance of Roads Policy should be amended to ensure the policy supports strategic decision making of road maintenance.

The Road Naming and Property Numbering Policy should be amended to ensure appropriate guidance is provided regarding social and cultural aspects of road naming. However, further research is required to identify if a general naming policy would be a more appropriate form of policy.

The review identified the Road Speed Limits Policy is an appropriate form of policy. Further review of the Road Speed Limits Policy should occur once the central government proposals are finalised.

13 Conclusion

Policies regarding roading related issues remain a necessary mechanism for efficient and effective roading management in the Far North District. However, Council needs to ensure that the policies are in the most appropriate form to enable consistency across Council resources.

1 Purpose

This report identifies and assesses options for the review of the following seven roading related policies:

- Community Initiated Infrastructure – Roading Contribution (2015)
- Dust Management Policy (2016)
- Limits of Council Responsibility for Formation / Maintenance of Roads Policy (2014)
- Private Roads and Rights of Way Policy (1998)
- Road Maintenance Policy (1998)
- Road Mirrors – Private Crossings Policy (2014)
- Road Speed Limits Policy (2016)

2 Context and Situation

Local government best practice is to review non-legislated policies every six years, which is in line with section 17A of the Local Government Act 2002. The eight roading related policies are therefore all due for review. The Council is required to consider whether a policy is still the most appropriate way of addressing the perceived problem with respect to roading.

2.1 Council's role relating to roading

Under section 10 of the Local Government Act 2002, the purpose of local government is to "… promote the social, economic, environmental, and cultural wellbeing of communities, in the present and for the future". Roading plays a role in all aspects of wellbeing by providing connectivity and accessibility. Providing safer roads through activities such as maintenance, sealing and speed limits improves public health and safety.

2.1.1 Local Government Act 1974

Council has discretionary powers under Part 21 of the Local Government Act 1974 to form and maintain roads in the Far North District (District). The Local Government Act 1974 does not compel Council to form and maintain carriageways on legal roads within their District.

In the Far North, there are approximately 2500 kilometres of legal roads which are shown on maps but are not maintained by the Council. There is no legal obligation to form or maintain any of these roads.

3 Problem Definition

Research has identified the roading policies were originally made to address the following roading related problems:

- Communities wishing to financially contribute to upgrading roads not planned to be upgraded by Council
- Dust from unsealed roads causing nuisance and a risk to public health and safety
- Prioritisation of roads for maintenance
- Coordinating the maintenance of private roads and right of ways serving five lots or more
- Procurement of roading contractors for road maintenance
- Residents wishing to install road mirrors which may cause risk to public health and safety
- Communities requesting to amend road speed limits

4 Objective

The objective of a policy response is to ensure appropriate policy statements are in place to support Council decision making regarding roading related problems.

5 Methods to address problems

To determine the appropriateness of the provisions of the current policies, they have been assessed for:

- Legality – are they consistent with applicable legislation?
- Clarity – can the public and elected members easily understand their obligations?

- Necessity – is there evidence of a problem that is being addressed?
- Consistency – do they align with other Council policy instruments?

The policies have been assessed as a collective to ensure that the policies are not developed in isolation from each other. This process aims to utilise resources effectively.

6 Options

Under section 77 of the Local Government Act 2002, the Council is required to:

- seek to identify all reasonably practicable options
- assess the options in terms of their advantages and disadvantages
- take into account the relationship of māori and their culture and traditions with their ancestral land, water, sites, wāhi tapu, valued flora and fauna, and other taonga.

6.1 Community Initiated Infrastructure – Roading Contribution (2015)

Option one: Maintain the status quo – Continue the policy without amendment

Maintaining the status quo will allow for communities to continue to make decisions about local road infrastructure.

However, the policy does not align with Waka Kotahi current practice. Maintaining the status quo will potentially lead to confusion and discrepancies in trying to interpret the policy. For example, will communities be expected to subsidise 59% or 69%. The policy does not follow best practice in that it includes operational procedures. Operational procedures are subject to change more often than strategic decisions. Maintaining the status quo will not address that the policy currently allows for potential bias in consultation procedures.

Option two: Continue the policy with amendment (Recommended option)

Amending the policy will allow for communities to continue to make decisions about local road infrastructure. Elected members will decide on a reasonable subsidy amount for communities to contribute, which may or may not align with Waka Kotahi but will set a clear standard. Amendments to the consultation requirements may be able to reduce potential for consultation bias. Council will be able to adhere to best practice policy development by removing reference to operational procedures. Operational procedures are subject to change more often than strategic decisions and may therefore require amendments more often.

Option Three: Amalgamate the policy with the Limits of Council Responsibility for Formation / Maintenance of Roads Policy

This option has similar advantages and disadvantages as in Option two: Continue the policy with amendment. Amalgamating the policy with the Limits of Council Responsibility for Formation / Maintenance of Roads Policy may be a more efficient use of resources than having two separate policies. However, more research is required to identify the most appropriate form of policy for the Limits of Council Responsibility for Formation / Maintenance of Roads Policy, which may unnecessarily delay the process for the Community Initiated Infrastructure – Roading Contribution policy amendments and lead to unclear policy statements. Once specific amendments to both policies are completed, staff can still present a report recommending amalgamation if appropriate.

Option Four: Revoke the policy

Not having a policy in place may lead to ad hoc decisions regarding communities who wish to self-fund roading infrastructure. Increased resources may be required to respond to community requests.

Table 2: Table showing summary of options for the Community Initiates Infrastructure - Roading Contribution Policy

Community Initiated Infrastructure – Roading Contribution (2015)

	Advantages	Disadvantages
Option one: Maintain status quo	• Communities continue to make decisions about local road infrastructure.	• Policy does not follow best practice by including operational procedure. • Policy does not ensure impartial consultation. • Policy is not certain (clear)
Option two: Amend the policy (recommended)	• Communities continue to make decisions about local road infrastructure. • Policy aligns with current legislation. • Policy will adhere to best practice. • Policy will ensure impartial consultation.	
Option three: Amalgamate the policy	• Communities continue to make decisions about local road infrastructure. • Policy aligns with current legislation. • Policy will adhere to best practice. • Policy will ensure impartial consultation.	• Potential inefficient use of resources in developing amalgamated policy. • Potential for policy to not be certain (clear).
Option four: Revoke the policy		• May lead to ad hoc decisions regarding communities who wish to self-fund roading infrastructure. • May lead to increased resources managing requests.

6.2 Dust Management Policy (2016)

Option one: Maintain the status quo – Continue the policy without amendment

Maintaining the status quo may lead to reputational risk for the Council, as the policy refers to financial assistance which does not exist. Increased resources may be required for staff to process customer requests regarding financial assistance.

Option two: Continue the policy with amendment

Amending the policy will allow for the policy to align with current procedures and remove reference to financial assistance which no longer applies. However, best practice policy process is to not duplicate other policy instruments. Increased resources are required to refer to and review multiple policy instruments and to ensure consistency between policies. Reputational risk may occur if discrepancies in policy instruments lead to inconsistent decisions.

Option three: Amalgamate the policy with the Limits of Council Responsibility for Formation / Maintenance of Roads Policy

This option has similar advantages and disadvantages as in Option two: Continue the policy with amendment. However, amalgamating the policy with the Limits of Council Responsibility for Formation / Maintenance of Roads Policy will be a more efficient use of resources than having two separate policies.

Option Four: Revoke the policy (Recommended option)

The components of the policy which refer to the process for prioritising dust mitigation on roads have been superseded by the *Far North District Council Road Prioritisation to Guide the Delivery of Road Asset Upgrades* (Dust Matrix). The Dust Matrix provides a more substantial equity focused criteria than the policy and the

associated algorithm provides a fair and transparent approach. Reduced resources are required to respond to community enquiries as information regarding specific road prioritisation can be easily sourced and shared.

Table 3: Table showing summary of options for the Dust Management Policy

Dust Management Policy (2016)

	Advantages	**Disadvantages**
Option one: Maintain status quo	None	• Reputational risk as financial assistance no longer applies. • Policy does not follow best practice by duplicating other policy instruments. • Increased resources required to review and refer to multiple policy instruments.
Option two: Amend the policy	• Policy aligns with current procedures.	• Policy does not follow best practice by duplicating other policy instruments. • Potential for reputational risk and Increased resources to review and refer to multiple policy instruments.
Option three: Amalgamate the policy	• Policy aligns with current procedures. • Allows for slightly more efficient and effective use of resources than option two.	• Policy does not follow best practice by duplicating other policy instruments. • Potential for reputational risk and Increased resources to review and refer to multiple policy instruments.
Option four: Revoke the policy **(recommended)**	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments.	None

6.3 Limits of Council Responsibility for Formation / Maintenance of Roads Policy (2014)

Option one: Maintain the status quo – Continue the policy without amendment

Maintaining the status quo will ensure existing processes and policy criteria remain. No implementation process will be required. However, decisions regarding the maintenance of roads will continue in a reactive manner, with no alignment to other Council strategic decisions.

Option two: Continue the policy with amendment (Recommended option)

Amending the policy will allow for the policy to be strategically aligned with other policy instruments.
An amended policy should support streamlined implementation of road maintenance requests, allowing for more efficient use of resources.

Further research, consultation and engagement is required to identify the most appropriate form of policy.

Option Three: Revoke the policy

Council staff receive several requests regarding road maintenance every month. Revoking the policy without a viable option in place will lead to inefficient use of resources. Decisions regarding road maintenance will be made completely ad hoc.

Table 4: Table showing summary of options for the Limits of Council Responsibility for Formation / Maintenance of Roads Policy

Limits of Council Responsibility for Formation / Maintenance of Roads Policy (2014)

	Advantages	Disadvantages
Option one: Maintain status quo	• Existing processes and policy criteria remain.	• Reputational risk as reactive decisions continue. • Policy does not allow for cross-council strategic alignment.
Option two: Amend the policy (recommended)	• Policy strategically aligned with other Council policy instruments • More efficient use of resources with streamlined implementation.	
Option three: Revoke the policy		• No policy in place to support requests from the community, leading to inefficient use of resources. • Reputational risk as ad hoc decisions made.

6.4 Private Roads and Rights of Way Policy (1998)

Option one: Maintain the status quo – Continue the policy without amendment

Maintaining the status quo is not a practically viable option as the policy does not align with other Council policy instruments. The Operative District Plan is a more appropriate form of policy to manage private roads and rights of way.

Option two: Continue the policy with amendment

Amending the policy will allow for the policy to align with other Council policy instruments. However, best practice policy process is to not duplicate other policy instruments. Increased resources are required to refer to and review multiple policy instruments and to ensure consistency between policies. Reputational risk may occur if discrepancies in policy instruments lead to inconsistent decisions.

Option Three: Revoke the policy (Recommended option)

Revoking the policy will improve consistency and clarity for policy decisions regarding private roads and rights of ways. No implementation process is required as the Operative District Plan already outlines the policy direction for private roads and rights of ways.

Table 5:Table showing summary of options for the Private Roads and Rights of Way Policy

Private Roads and Rights of Way Policy (1998)

	Advantages	**Disadvantages**
Option one: Maintain status quo	None	• Policy does not follow best practice by duplicating other policy instruments. • Increased resources required to review and refer to multiple policy instruments.
Option two: Amend the policy	• Policy aligns with other Council policy instruments	• Policy does not follow best practice by duplicating other policy instruments. • Increased resources required to review and refer to multiple policy instruments.
Option three: Revoke the policy **(recommended)**	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments.	None

6.5 Road Maintenance Policy (1998)

Option one: Maintain the status quo – Continue the policy without amendment

Maintaining the status quo is not a practically viable option as the policy does not align with current legislation or other Council policy instruments. The Sustainable Procurement Policy is a more appropriate form of policy to manage the process for roading procurement.

Option two: Continue the policy with amendment

Amending the policy will allow for the policy to align with current legislation and other Council policy instruments. However, best practice policy process is to not duplicate other policy instruments. Increased resources are required to refer to and review multiple policy instruments and to ensure consistency between policies. Reputational risk may occur if discrepancies in policy instruments lead to inconsistent decisions.

Option Three: Revoke the policy (Recommended option)

Revoking the policy will improve consistency and clarity for policy decisions regarding road maintenance procurement. No implementation process is required as the Sustainable Procurement Policy already outlines the policy direction for roading procurement.

Table 6:Table showing summary of options for the Road Maintenance Policy

Road Maintenance Policy (1998)

	Advantages	**Disadvantages**
Option one: Maintain status quo	None	• Policy does not follow best practice by duplicating other policy instruments. • Policy does not align with current legislation • Increased resources required to review and refer to multiple policy instruments.
Option two: Amend the policy	• Policy aligns with current legislation • Policy aligns with other Council policy instruments	• Policy does not follow best practice by duplicating other policy instruments. • Increased resources required to review and refer to multiple policy instruments.
Option three: Revoke the policy **(recommended)**	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments.	None

6.6 Road Mirrors – Private Crossings Policy (2014)

Option one: Maintain the status quo – Continue the policy without amendment

Maintaining the status quo will ensure existing processes and policy criteria remain. No implementation process will be required. However, the policy does not follow best practice in that it duplicates legislation and refers to operational procedures. It is not an effective use of resources to review a policy which refers to operational matters.

Option Two: Revoke the policy (Recommended option)

Revoking the policy will ensure council adheres to best practice policy development.
Implementation will include the development of internal guidelines to support staff to assess applications for road mirrors and updates to Council's website to provide clear communication regarding the installation of road mirrors.

Table 7: Table showing summary of options for the Road Mirrors - Private Crossings Policy

Road Mirrors – Private Crossings Policy (2014)

	Advantages	**Disadvantages**
Option one: Maintain status quo	• Existing processes and policy criteria remain	• Policy does not follow best practice by duplicating legislation • Policy does not follow best practice by including operational procedures • Inefficient use of resources to review a policy which refers to operational matters
Option two: Revoke the policy (recommended)	• Council adheres to best practice by not including operational matters in external policy instruments.	None

6.7 Road Speed Limits Policy (2016)

Option one: Maintain the status quo – Continue the policy without amendment (Recommended option)

A full review of the Road Speed Limits Policy was not conducted as there are significant central government proposals regarding speed limits due to be finalised later in 2021. A full review of the policy will be required once the central government proposals are finalised. Internal consultation identified that the policy sufficiently supports requests for road speed limits. According to the policy, new requests for road speed limits will not be considered until May 2022.

Option Two: Undertake a full review of the policy

A full review of the policy will identify if the policy requires amendments. However, the policy will most likely require major amendments once the central government proposals are finalised.

Table 1: Table showing summary of options for the Road Speed Limits Policy

Road Speed Limits Policy (2016)

	Advantages	Disadvantages
Option one: Maintain status quo (recommended)	• Policy sufficiently supports requests for road speed limit amendments. • Efficient use of resources to review policy once central government proposals are finalised.	None
Option two: Undertake a full review of the policy	• Identify potential amendments	• Inefficient use of resources as upcoming central government proposals may require major amendments.

7 Conclusion and Recommendation

The recommended option is to revoke the Dust Management Policy, Private Roads and Rights of Way Policy, Road Maintenance Policy, and Road Mirrors Private Crossings Policy as these policies duplicate more appropriate policy instruments.

To adhere to best practice, it is recommended to amend the Community Initiated Infrastructure - Roading Contributions Policy.

The Limits of Council Responsibility for Formation / Maintenance of Roads Policy does not strategically align with other Council policy instruments. The recommended option is to amend the policy. However, more research and engagement is required to identify the most appropriate form of policy.

The Road Speed Limits Policy will most likely require significant amendments once central government proposals are finalised later this year. Therefore, the recommended option is to continue the policy without amendment. A full review will be conducted once the central government proposals are finalised.

Table 8: Table showing summary of recommended options and key considertations for roading related polices

	Recommended Option	Key Considerations
Community Initiated Infrastructure Roading Contribution (2015)	Continue with amendment	• Communities continue to make decisions about local road infrastructure. • Policy aligns with current legislation. • Policy will adhere to best practice. • Policy will ensure impartial consultation.
Dust Management Policy (2016)	Revoke	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments. • Increases clarity as financial assistance no longer applies.
Limits of Council Responsibility for Formation Maintenance of Roads Policy (2014)	Continue with amendment	• Policy strategically aligned with other Council policy instruments • More efficient use of resources with streamlined implementation.
Private Roads and Rights of Way Policy (1998)	Revoke	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments.
Road Maintenance Policy (1998)	Revoke	• Council follows best practice by streamlining policy instruments. • Cost effective as less resources required to review and refer to multiple policy instruments.
Road Mirrors Private Crossings Policy (2014)	Revoke	• Council adheres to best practice by not including operational matters in external policy instruments and not duplicating legislation.
Road Speed Limits Policy (2016)	Continue without amendment	• Policy sufficiently supports requests for road speed limit amendments. • Efficient use of resources to review policy once central government proposals are finalised.

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Community Initiated Infrastructure – Roading Contribution Policy (#4112)

Adopted: 2013

Reviewed: 5 June 2015

Background

Council can assist the community to develop and provide their own facilities and services, which in turn helps to deliver Community outcomes.

Council has developed a Community Assistance framework to provide fair, consistent and strategically aligned decision making when considering community requests for Council support. Policy # 4112 is aligned with Council's Community Assistance framework.

From time to time, Council will be approached by a Community of place, use, or interest to extend, renew, or develop new roading infrastructure that has not been planned for by Council. This policy is developed to ensure that the percentage of contribution by both Council and Community is known and that those that are directly affected or are in the area of benefit are consulted and agree to fund the community share.

Objectives

1. To support communities to develop community infrastructure which fulfils a demonstrated community need and aligns with Council's strategic priorities.
2. To enhance access and use by the general public of community infrastructure
3. To enhance services that align with Council's strategic prioritie
4. To enhance community and Council capability for the development, renewal or replacement of Council owned roading infrastructure
5. To ensure that the community and Council are aware of the obligations of each party prior to entering into a partnership to fund community infrastructure

Policy Statements

1. The decision to develop infrastructure; whether extensions or improvements to existing roading is the Council's alone and must align with Council's strategic priorities and will be assessed against the following criteria:
    a. Whether the Council has a budget available to fund its share of the cost.
    b. Whether the works proposed are appropriate, taking into account maintenance and other ongoing costs.
    c. The traffic count on the road concerned
    d. Whether dust nuisance is a major issue where the sealing of a metal road is proposed
    e. Whether the works complete the sealing or other improvements to a road so it is all to one standard
    f. Whether, if a cost / benefit analysis was carried out, the quotient would be greater than 1.

2. The Community must contribute the equivalent of the NZTA subsidy (Funding Assistance Rate) which is currently 59% and Council shall fund the balance of all costs.
3. Where a targeted rate is used, funding for ongoing maintenance, including depreciation, over a defined timeframe (dependent on expected life of the asset) may be incorporated into the project cost.

4. The responsibility to consult shall fall on the Community; however Council will need to ensure itself that the consultation process is fair and appropriate. This would mean that the Community would present to Council a consultation plan and an indicative method for apportioning the Community cost if the Community decides it would like to pay a lump sum toward the project.

5. Appropriate funding arrangements will be entered into with local property owners and/ or ratepayers where:
   a. Council has agreed in principle to the project;
   b. 75% of the affected persons or those in the defined area of benefit, agree with such funding arrangements (in cases other than a targeted rate, if some owners refuse to contribute to the scheme it can still proceed provided the remaining owners agree to meet the total contribution between them);
   c. For the purpose of this proposal, Community group members, affected persons or those in an area of benefit are all defined as affected property owners for targeted rating.

6. The total cost calculation for the scheme and the calculation of the Community contribution are to be documented and will include quotations from suppliers, including professional services. If Council Staff are to manage the scheme, an allowance of at least 5% will be included in the total cost.

7. Funding arrangements options will include:
   a. The full and final payment from the Community Group; or
   b. The full and final lump sum payment for the project pro-rated to affected property owners; or
   c. A targeted rate over a fixed number of years, incorporating all financial charges (loans, interest etc.).

8. If the funding agreement allows for all or part of the Community contribution to be received after the work has been completed an interest charge will be included as per Clause 6.

9. Where the funding arrangement is as per Item 7 a. or b., legally binding agreements covering the total Community contribution must be received from property owners prior to the scheme proceeding. These documents will be prepared and finalised by the Council's Legal Department.

10. Where the works are to be funded by a targeted rate, Council will then, pursuant to the Local Government Act 2002 and Local Government (Rating) Act 2002, consult on the proposed new rate in its next available Long Term Plan or Annual Plan. (Note any new rate has to be introduced as part of the Annual or Long Term Plan process).

11. Should the project payment be by way of a targeted rate, the Community must be made aware of the delay caused by fulfilling the Annual or Long Term Plan process.

12. Where the agreement is with one party (e.g. a forestry company) the arrangement must be documented in the same way as set out in Item 9.

13. Annual budgets for this activity need to be approved through either the Long Term Plan or the Annual Plan processes. Unspent budgets will not normally be carried forward to the next financial unless the Council decides otherwise.

Procedures

1. A request is received from the community for the upgrading of a public road on a cost share basis with Council.

2. A copy of the Policy is sent out to the requestor

3. The documentation required to accompany a formal request is received.

4. The Roads Professional Services Unit (RPSU) arranges for the works proposed to be costed, for use in the consultation process. The costs are to include :
   a. Physical works
   b. Professional services including supervision
   c. GST at the current rate
   d. In the case of road sealing works to be funded by way of a targeted rate, the cost of maintaining the road for the life of the pavement
   e. Interest at the current borrowing rate where payment of contributions is delayed until after the work is completed.

5. Prior to the costing being sent to the requestor the payment schedule is checked by the Finance Department to ensure that it represents 65% of the cost of the works proposed.

6. The payment schedule is sent to the requestor.

7. The Council receives the completed documentation required from the requestor so that the proposal can be put before Council.

8. The RPSU prepares an item on the application to go to the Infrastructure Committee of Council, including a recommendation.

9. The recommendation of the Committee goes to the Council for acceptance or otherwise.

10. If Council resolves not to fund its share of the cost of the works, then a letter is sent to the requestor, by the Governance Department, informing of the decision.

11. If Council resolves to fund its share of the cost (in the case of a cost share by the affected property owners), all the documentation relating to the proposal is sent to the Council's Legal Department for preparation of the agreements required by Item 9 of the Policy.

12 A standard legal agreement is prepared by the Legal Department to ensure that payment is legally binding and can be pursued through normal debt collection processes, if not paid.

13 The specific legal agreements are prepared and sent out to the affected parties by the Legal Department.

14 The signed legal agreements are returned to Council's Legal Department.

15 Once the Department receives all the agreements, it advises the RPSU that all have been received.

16 The RPSU checks with the Finance Department to confirm whether all payments have been made, if the arrangement is to pay prior to the works commencing.

17 The RPSU arranges for plans to be drawn up and for the work to be carried out using the method it determines to be the most appropriate.

18 The work is completed and invoices are sent to the affected property owners, where it has been agreed that payment is delayed until the work is done.

19 If Council resolves to fund its share of the cost, and the Community has chosen to fund its share by way of a targeted rate, all the proposal information is sent to the Finance Department which arranges for the project and targeted rate to be included in the next Annual Plan or Long Term Plan, whichever is soonest.

20 When the project and rate are approved, the Finance Department advises the RPSU to proceed.

21 Where the agreement is with one party in regard to road works, the arrangement must include the standard legal agreement to pay the non-Council share of the cost.

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Dust Management Policy (#4116)

Adopted: June 2014

Background

Dust nuisance has always been an issue in rural areas of the Far North. However, as the volume of wood being harvested has increased in the Far North, so have the number of complaints of dust nuisance on un-sealed roads from adjoining properties.

Increased logging truck movements on unsealed roads is impacting adjacent residents, affecting their health as well as general quality of life; for example, dust on washing lines, roof dust contaminating water supplies, and dust inside homes.

Historical solutions such as applying used-waste oil are no longer environmentally acceptable. There are new products on the market but they are more expensive. Any surface treatment is temporary and repeat applications are necessary.

There has been a demand from residents to seal road frontages to reduce dust nuisance. Sealing is an expensive option both in terms of capital outlay and the on-going cost of maintaining small sections of sealed road outside of the main sealed road network.

This issue is not confined to the Far North, and Northland Regional Council (NRC) has developed a Dust from Unsealed Roads Mitigation Strategy (dust mitigation strategy) that provides standard criteria to prioritise affected sites and a toolbox of mitigation options.

This strategy is a short term response to existing dust nuisance issues and a long term solution is being progressed through the development of a Northland Forestry Route Management Strategy to support an application to central government for additional funding.

The purpose of this policy is to support the Council in allocating funding to address the worst affected homes with a clear and consistent method that identifies health risk priority areas and potential mitigation options.

Reducing the effects of dust nuisance will require on-going collaboration with the forestry industry. The funds available in any one year will only address the worst impacted homes and help is required from the industry to support appropriate driver behaviour.

Definitions

PM_{10} – Particle is a collective term used to describe dust, fume, smoke, mist or fog, and particles less than 10 microns are called PM_{10}. These particles are small enough to inhale and are responsible for respiratory problems including coughs, chronic bronchitis, exacerbations of asthma and post-neonatal respiratory mortality. Results of PM_{10} testing will be provided by Northland Regional Council

Objective

Health impacts and nuisance to adjoining properties from traffic on un-sealed roads is minimised as a result of the community, industry and the Council working together to implement affordable solutions.

Policies

1. Council will use the policy criteria to assess the priority for each site as a health issue and/or a nuisance or other issue and allocate a numerical weighting representing the severity of each criteria measured.

2. The Council will prioritise affected areas that have health issues by allocating a weighted weighting score if a PM_{10} dust particle level is recorded in close proximity e.g. 1.0m from the front of the house.

3. The Council will seek to maximise the number of houses by clustering them for inclusion in a larger scale site assessment.

4. The Council will develop a three year program of mitigation works using the most cost effective method that can be achieved within the available Dust Mitigation funding for the term of the harvest.

5. The Council will re-assess the program if new sites are identified that are a higher priority and this may result in some existing sites being relegated down the list of priority.

6. The Council will use road user management tools such as speed restriction and if practicable an alternative route as soon as health issues or dust nuisance has been identified.

7. The Council will support requests from the property owners under Policy # 4112- Community Initiated Infrastructure – Road Contribution Policy should a property owner and /or high road users fund the balance. Council's contribution will not come from dedicated Dust Mitigation budgets.

8. Council will continue to investigate methods that will provide greater control over the effects of forestry activity on roads such as resource consent conditions or bylaws that provide greater control over traffic.

9. The Council will develop an alliance agreement with the Northland Wood Council members that will include:
    a. Quarterly meetings with FNDC, WDC, KDC and NRC
    b. Discussion of areas of common strategic interest including:
        i. social assessment at existing and new harvest sites
        ii. Support for temporary speed restrictions
        iii. Advocating to members for alternative routes.
        iv. Other dust mitigation methods
    c. Promote the use of technology such as GPS data
    d. Keep the Council informed of new harvest sites and harvest periods

10. The Council will actively encourage the community to:

    a. apply water to the road surface to reduce dust nuisance if practicable
    b. invest in windbreaks/landscaping to reduce wind speeds and minimise dust where appropriate
    c. have an EECA Healthy Home assessment including consideration of the installation of water supply filter and/or positive pressure roof cavity ventilation system.

11. should these methods be determined to benefit the home owner, the Council may provide a level of subsidy of up to $3,000.

Procedures

1. Council staff will assess all roads that are currently being used by forest traffic against the criteria to develop a road priority list.

2. Sites will be identified and prioritised by:

    a. Health criteria: Residential houses where the standard for PM_{10} is exceeded 1m from the house.

    b. Nuisance and other criteria

    - number of occupied dwellings e.g. milking sheds, pack houses, homes
    - access to public facilities
    - deposition of dust
    - total suspended particles
    - total traffic volume and number/percentage of heavy vehicles in 24 hour period
    - duration of problem each day and for what period of time [months or years]
    - seasonality of problem

3. Due to the scale of the problem and the limited funds available to address the issue, affected sites will be prioritised by assessing each site as a health issue and/or a nuisance or other criteria and then prioritise each site by allocating a numerical weighting representing the severity of each criteria measured.

4. Council will ask NRC to test these sites to determine if the standard for PM_{10} is exceeded. NRC will fund this from their budgets.

5. Any sites with a PM_{10} dust particle level will receive an additional 100 points as a positive weighting.

6. Council staff will cluster as many houses as practicable in each site assessment to maximise the homes that might benefit from the mitigation work.

7. Council staff will assess the highest priority sites to determine the most cost effective method/or methods over the life of the harvest to reduce dust and the options will consider road surface treatments, road user management and adjoining property enhancements.

8. This list will be developed so that a 3 year program can be adopted by Council that can be implemented within the available budget.

9. Council will identify sites of dust nuisance and:

    a. Investigate if a more direct route to the sealed network is available that should be used even if it might be longer.
    b. Investigate if speed restrictions need to be imposed.

c. Contact the Northland Wood Council and/or the local forestry contractor to advise them that dust is a nuisance and an alternative route must be used and/or implement voluntary speed restrictions.
d. Contact Northland Wood Council should this collaborative approach not work and introduce formal traffic control measures and issue drivers not abiding by the speeds with infringement notices.

10. The most cost effective methods below will be used to develop any mitigation works program:

    a. Road Surface Treatments:
        - Full seal extension
        - Seal road frontage
        - Apply an approved dust suppression product
        - Water the road
        - Treat the road surface

    b. Road Users Management:
        - Reduce traffic by using an alternative route
        - Reduce speed

    c. Adjoining Property Enhancements:
        - Slow the wind – planting of shelter belts
        - Reduce dust entering the home and water supply

11. Community development staff will help property owners that wish to have an EECA Healthy Home assessment and provide assistance with funding and/or subsidy applications.

Appendix A – Site Scoring – Dust Management

Road Name	houses/km	PM10 and PM2.5 test	Dust Deposition	Traffic Volume	% Heavy traffic	Duration and seasonality	Total Score
Princes Street							

The scoring will be based on the following ranges:

Criteria	1	2	3	4	5
Houses/km	1-5	6-10	11-15	15-20	>20
PM_{10}					
Dust Deposition					
Number of vehicles/day	0-50	51-100	101-200	201-500	>500
% Heavy vehicles	0-20	20-40	40-60	60-80	>80
Duration of Harvest	0-1yr	1-2yr	2-3yr	3-5yr	>5yr
No. of public facilities on the road	0	1	2	3	4

Highlighted data needs to be confirmed by technical qualified person

Far North District Council

Policy # 4103 LIMITS OF COUNCIL RESPONSIBILITY FOR FORMATION / MAINTENANCE OF ROADS

Date issued: 23 November 1998
Reviewed: 4 September 2012 and 16 October 2014
Adopted by Council:

POLICY STATEMENTS

There are a substantial number of legal but unformed roads throughout the District. From time to time property owners and/or road users request the Council to form and maintain such roads however the Council has no legal obligation to form and maintain legal roads in its District.

However, with the exception of State Highways, when public roads are formed the Council does have some responsibility in relation to maintenance particularly when and where the public have general access to such roads as it has a general duty not to allow the continuance of a public nuisance.

There is also a substantial length of roading currently being maintained which is not within legally defined road reserve boundaries.

The Council's Policy regarding maintenance of roads shall be as follows:

1 The Council will continue to maintain those roads listed in its current road maintenance schedule as the Council may from time to time determine.

2 The Council will maintain other formed roads subject to the following criteria being met:

2.1 The road is within a legally defined public road reserve;

2.2 The road connects with a road which is presently being maintained by the Council;

2.3 The road has been or will be formed to a standard appropriate to the planned use of the road to the satisfaction of, and, unless otherwise resolved by Council, at no cost to the Council; and

2.4 There is no alternative access to the properties which the road serves.

Provided that in any case the Council may resolve not to maintain any road which is within a public road reserve but which serves only to provide access for less than five properties, or for any other specific reason.

3 Subject to the above conditions being satisfied, Council shall accept responsibility for routine maintenance and repairs of roads, from the point at which it commences i.e. at its first intersection with another road, or the District boundary, to:

3.1 its final intersection with another road;

3.2 the District boundary; OR

3.3 the nearest boundary of the last property served by the road, held in one ownership whichever is the **shorter** distance.

4 Where the Council has given consent to a gate being erected across a public road, pursuant to Section 344 of the Local Government Act 1974, it will not be responsible for any road works whatsoever beyond the position of that gate. Furthermore, when such a gate has been erected across a public road and is subsequently removed, Council will assume responsibility for the maintenance of that road beyond the position of the gate, only after the road has been formed or reformed to a standard appropriate to the class of road to the satisfaction of, and at no cost to, the Council.

Policy # 4105 - Private Roads and Right of Ways

Date Issued: 23 November 1998

Under the Local Government Act 1974, Section 349, Council may declare private roads or right of ways to be public road, subject to them being "properly formed by the owners thereof...".
In considering the status of private roads or multiple right of ways, it is important to note that the greatest difficulty experienced by landowners is in respect to arranging for, and carrying out, maintenance. This factor increases substantially the larger the number of properties involved.

1 That landowners may apply to have private roads and right of ways serving five (5) or more lots declared public road, in accordance with Section 349 of the Local Government Act 1974. The application will thereafter be subject to Policy # 4103 (Limits of Council Responsibility for Formation/ Maintenance of Roads).

2 It shall be a condition of all future subdivisions with access serving five or more lots, that such access be declared public roads. This will become a condition of subdivision consent, involving the "creation" or "upgrading" of the road to a standard satisfactory to Council.

Far North District Council

Policy # 4106 – ROAD MAINTENANCE

Date issued: 23 November 1998
Reviewed:
Adopted by Council:

Transfund New Zealand provides funding assistance for all of the Council's basic road maintenance.

The Council's road maintenance programme accounts for the majority of its total annual roading expenditure.

The Council has adopted a Road Asset Maintenance Management System (RAMM's). This is a management tool for collecting data relevant to arriving at decisions on where, what type and what level of maintenance should be applied to roads.

1 General road maintenance (and daily management thereof), of all roads and associated roading features which are the responsibility of the Far North District Council, shall be contracted out on the basis of competitive tendering. The activities specifically covered by this contract shall include:

- Pavement surface maintenance;
- Minor pavement restoration;
- Drainage maintenance;
- Vegetation control;
- Minor maintenance of bridge superstructure;
- Maintenance of safety furniture.

In addition, the contract shall make provision for:

- Emergency works (e.g. clearing slips etc); and

[**Note**: Council may add other activities as and when required]

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Road Mirrors – Private Crossings Policy (#4114)

Adopted: August 2014

Background

Council's policy to date has been to not use or allow road mirrors. Council's position was that road mirrors are not considered safe for public use due to distortion which may encourage unfamiliar users to make bad decisions.

It is now considered that the use of road mirrors may be acceptable in some circumstances to enhance road safety. However, they should be subject to specific criteria and conditions.

Mirrors should only be used in specific situations due to the problems associated with them, such as limited visibility when raining or at dawn or dusk, difficulty for non- regular users and slight distortions of image.

Nevertheless, the provision of these devices at locations where other factors make it difficult to achieve the necessary sight distance may be considered an effective mitigation measure, providing the following specific requirements are met.

Mirrors are not always the most appropriate solution. Accordingly, the approval of a road mirror is expected to be the exception rather than the norm.

This policy relates to existing private vehicle crossings. It is not for use in regard to public roads.

Objectives

1. To allow the use of road mirrors to improve safety at the intersections of driveways, private ways and other forms of private access with formed roads under the control of the Council.

2. To promote a consistent decision making process in regard to approving road mirrors.

Definitions

In terms of this Policy, the following definitions apply:

ACCESS WAYS – include driveways that cross legal roads and paths, or steps that provide access to private property.

LEGAL ROAD – a road as defined by the Local Government Act; generally this means any land owned by the Council that:

- is laid out or constructed as a road or street or public highway is intended for the use of the general public
- is vested in the Council for the purpose of a road as shown on a deposited survey plan or any other enactment
- includes land from the centre-line to the private property boundary and includes kerbs, footpaths, berms, any green unoccupied space not formed as a road or footpath, and airspace above legal road.

ROAD MIRROR – a convex mirror installed for the purposes of aiding access to and from a site.

ENCROACHMENT LICENSE – provides the license holder with permission to erect and use a road mirror to aid with access to and from their site only. It does not create any legal interest in the land.

CORRIDOR ACCESS REQUEST (CAR) – is required for any activity that will alter or cause to be altered the surface of any part of the road reserve, including but not limited to excavating, drilling, resurfacing, and placement of any pipe, duct, pole, cabinet, or other structure below, on, or above the legal road.

Policies

1. The safety and efficiency of the road network will not be unduly compromised by the erection of the mirror, consistent with policies for Resource Management purposes and the duties of Council under the Local Government Act.

2. Mirrors will only be installed in areas with a 50km/hr speed limit or less, as speed environment relates directly to the stopping distance and consequently to the severity of an accident if one were to occur.

3. A mirror will only be approved if it is impossible to improve sight distances by some other, practical means. These means may include:

    - removal of vegetation,
    - trimming of a bank
    - realignment or removal of a structure such as a fence
    - relocation or realignment of a driveway
    - making the desired driving manoeuvre at another location

4. A mirror is used only where the benefits of providing off-street parking will make the route safer for existing road users. It is seen as appropriate to encourage off street parking in these areas to improve the deficiencies of the road network, which can sometimes only be achieved by the construction of a driveway with substandard sight distances relying on the installation of a mirror.

5. In areas where parking on street does not create a congestion or safety issue and there is ample parking available, the application will be refused as the hazards associated with the driveway, even including the mitigation provided by a mirror, outweigh the adverse effects of the cars continuing to be parked on the street.

6. Mirrors must be erected at such a height so as not to compromise pedestrian or vehicular safety (Typically 2.5 metres above any ground to which pedestrians have access).The
higher the mirror, the greater the benefit to motorists and the less likely it is to be vandalised.

7. An Encroachment Licence is obtained if a road mirror is to be installed on a private structure within the boundaries of legal road. All private structures within the road reserve are required to be covered by a Licence to Occupy to protect both the Council's and installer's interests. The licence must be sought and gained prior to installation of the mirror.

8. Council officers have the right to require a traffic report from a reputable traffic engineer at the applicant's expense should they be uncertain whether the mirror will be beneficial or create additional hazards, though this is likely to be required in very few cases.

Procedures

The following procedures will be followed to ensure a consistent approach is taken with applications to install road mirrors:

1. The applicant submits a request to be able to install a mirror for traffic safety reasons with the proposed

location of the mirror attached and lists the perceived benefits of its installation.

2. The request initially goes to the Development Consents & Engineering Standards Manager (DC & ES Manager).

3. The relevant Roading Area Engineer carries out an assessment as to whether the mirror is warranted in regard to each item in the Policy Statement.

4. The Area Engineer reports back to the DC & ES Manager on whether the mirror meets the requirements of the Policy.

5. If the Area Engineer reports that the mirror is warranted, the DC & ES Manager will write to the applicant confirming that the mirror can be installed within the legal road subject to a Licence to Occupy (LTO) application being approved if a new supporting pole is required and a Corridor Access Request obtained. The Manager includes an LTO application form with the letter.

6. The LTO application is received and processed by Council.

7. A further letter is sent to the applicant with the License enclosed, requesting that a CAR be applied for prior to installing the mirror.

8. If the Engineer reports that the proposed mirror does not meet the Policy then the DC & ES Manager writes to the applicant confirming this.

Far North District Council

Policy # 4113 – Road Speed Limits

Date Formulated: February 2014
Date Issued: March 2014
Adopted by Council: August 2014
Reviewed: September 2016

BACKGROUND

Council is regularly approached by persons or organisations wanting speed limits changed on various roads within the roading network. There are a number of reasons why these requests are made, including pedestrian and driver safety.

Council has the responsibility to set speed limit restrictions on local roads (i.e. all roads other than State Highways).

The Council is required to use the New Zealand Transport Agency (NZTA) document "Land Transport Rule – The Setting of Speed Limits" when considering whether a speed limit should be changed. The objective of the Rule is to promote national uniformity in speed limits across the country as well as balance the needs of road users to travel on New Zealand roads at reasonable and appropriate speeds. The NZTA document ensures a consistent approach across the country which is necessary in order to achieve compliance by drivers to the limits set.

The NZTA "Setting of Speed Limits" document sets out the method for calculating the speed limit for a section of road based on the following information:

- the existing speed limit
- the character of the surrounding land environment (e.g., rural, fringe of city, fully developed)
- the function of a road (i.e. arterial, collector or local)
- detailed roadside development data (e.g. number of houses, shops, schools, etc.)
- the number and nature of side roads

OBJECTIVE

The objective of the road speed limits policy is to:

a) Balance the interests of mobility and safety by ensuring speed limits are safe, appropriate, and credible for the level of roadside development and the category of road for which they are set.

b) Ensure that the limits set are consistent with national standards.

c) Ensure that each application for a speed limit change is dealt with in a timely and consistent manner at the same time each year (unless there are extenuating circumstances that require an urgent review of the speed limit.)

POLICY STATEMENTS

1. Applications for a speed limit change are considered on an annual basis, just prior to the end of the financial year (May).

Far North District Council

2. Requests will be referred to the relevant Community Board, who will recommend to the Infrastructure Committee those applications that the Board considers necessary to be put through the process.

3. The Infrastructure Committee will initiate a review and recommend any changes to Council for adoption.

4. The Council will respond to the requestor and the Community Board with the result of the application.

PROCEDURES

1. The customer sends in a letter to Council requesting a change to a speed limit or the request comes from a Community Board.

2. The request goes to the relevant Community Board.

3. The Board makes a recommendation to the Infrastructure Committee to consider/carry out a review of the speed limit or informs the requestor that it considers that the request will not be forwarded to Council.

4. The Infrastructure Committee initiates the review. Once completed, the results of the review are considered and changes recommend to Council. (Where there are extenuating circumstances that require an immediate review of the speed limit, this is be undertaken as soon as possible)

5. The review is carried out in accordance with document "Land Transport Rule – The Setting of Speed Limits" by the Roading Business Unit (RBU).

6. The Council adopts speed limit changes put forward by the Infrastructure Committee for consideration.

7. The RBU will advise the Community Board and the requestor of the result of the review.

8. The Council will cover all costs associated with the review and change to signage, etc. if a change to the limit is warranted by the review

9. If the review results in a recommendation to lower the speed limit, the RBU arranges for new signage.

10. The gazetting of the new limit and the other paperwork required to make the new limit enforceable is carried out by the Roading Asset Team.

11. The Council completes all paperwork required to make the new limit enforceable.

5.3 NAMING POLICY PROPOSAL

File Number: **A3382702**

Author: **Kirsten Griffiths, Strategic Planner**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

The purpose of this report is for the Strategy and Policy Committee to recommend to Council to develop a Naming Policy.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- Council has three policies that contain guidance for naming infrastructure: the Road Naming and Property Numbering Policy 2014, the Reserves Policy 2017, and the Art and Memorials in Public Places Policy 2017.
- The three policies are inconsistent.
- Problems have been identified with the consultation process in the Road Naming and Property Numbering Policy.
- Opportunities have been identified to promote the use of te reo Māori and enhance cultural wellbeing in the Far North District.
- A policy is still the most appropriate way to manage naming of community infrastructure.
- The current policies are no longer in the most appropriate form because they are inconsistent and lack sufficient guidance for consultation on road naming.
- A new, general Naming Policy should be developed.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee recommend that Council agree to develop a new Naming Policy for roads, open spaces, and Council facilities.

1) TĀHUHU KŌRERO / BACKGROUND

Council has three policies that contain guidance for naming infrastructure: the Road Naming and Property Numbering Policy 2014, the Reserves Policy 2017, and the Art and Memorials in Public Places Policy 2017. The policies are inconsistent. The review of the Road Naming and Property Numbering Policy 2014 identified that other councils were developing general naming policies.

Problems have been identified with the process for consultation with iwi on road names. Elected members have expressed a desire to improve the road naming process, and to promote and support the use of appropriate names in te reo Māori.

2) MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND OPTIONS

Council's role in naming infrastructure

The Local Government Act 1974, part 21, 319(j), provides councils the power to name and to alter the name of roads. Under the Reserves Act 1977, section 16 (10), territorial authorities have the power to name reserves.

Section 10 of the Local Government Act 2002 outlines the purpose of local government - "to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future." Promoting the use of te reo Māori and ensuring that the names we give to community infrastructure reflect our people and their stories, will contribute to cultural wellbeing in the Far North District.

Research findings

The review of the existing policy guidance for naming infrastructure has identified that a policy is the most appropriate way to manage:

- road naming and property numbering
- the naming of reserves
- requests to name community infrastructure after notable individuals
- social and cultural aspects of naming and placemaking.

The review has also identified that a policy could be an appropriate way to manage the naming of other Council facilities, in order to have a consistent approach.

The review identified that the form of the Road Naming and Property Numbering Policy is no longer appropriate. Some provisions in the Policy are not certain. Therefore, amendments are required to improve clarity particularly regarding guidance on the social and cultural aspects of naming and placemaking.

The social and cultural aspects of naming and placemaking represent issues that are wider than road naming alone. A new naming policy would.

- streamline and clarify the Council's policies
- ensure that names reflect the unique culture and identity of the Far North District
- encourage and enable the use of te reo Māori names where appropriate
- enhance the social and cultural wellbeing of the Far North District.

Option One: Status quo: Current policies related to naming remain in place

The provisions for naming in the Road Naming and Property Numbering Policy 2014, the Reserves Policy 2017, and the Art and Memorials in Public Places Policy 2017 will be retained in their current form.

Advantages and disadvantages of the status quo

Advantages	No resources required for implementation.
Disadvantages	Reputational impact to Council, because the continuing dissatisfaction expressed by iwi representatives and property owners will erode communication and relationships.
	Lack of appropriate and clear guidance for elected members.
	Inconsistent guidance for naming different types of community infrastructure.

Option Two: The Road Naming and Property Numbering Policy is amended

The Road Naming and Property Numbering Policy will be amended to include guidance and support to encourage the use of te reo Māori, and an improved consultation process, co-designed with iwi representatives. Appropriate and clear guidance will be provided for elected members to make decisions on road names. The provisions for naming in the Reserves Policy and the Art and Memorials in Public Places Policy will be unchanged.

Consultation and engagement is required to develop amendments.

Advantages and disadvantages of amending the Road Naming and Property Numbering Policy

Advantages	Addressing the specific policy that is currently causing problems.
	Opportunity to encourage the use of te reo Māori road names, as part of promoting social and cultural wellbeing
Disadvantages	Inefficient use of consultation and resource costs, as this would only deal with one category of infrastructure.
	Inconsistent guidance for naming different types of community infrastructure.

Option Three: A general Naming Policy is developed (recommended option)

A new, general Naming Policy is developed for infrastructure (roads, open spaces, and council facilities)

Consultation and engagement is required to develop policy.

Advantages and disadvantages of a new Naming Policy

Advantages	Opportunity to encourage the use of te reo Māori, as part of promoting social and cultural wellbeing.
	Opportunity to enhance placemaking through a more strategic approach to choosing names that reflect our communities.
	Consistency and clarity through streamlined policy for naming.
	Best practice approach.
Disadvantages	Implementation may require a change management process and additional resources.

Take Tūtohunga / Reason for the recommendation

The development of a new Naming Policy is an appropriate way to address issues identified with the Road Naming and Property Numbering Policy 2014, and to promote social and cultural wellbeing in the district through encouraging the use of names in te reo Māori. A consistent policy for naming community infrastructure is a best practice approach.

Next steps

If Council agrees with the recommendation, a new naming policy will be drafted and is planned to be presented to the Strategy and Policy Committee by July 2022.

3) PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

The cost of consulting on developing a Naming Policy will be met from existing operating budgets.

ĀPITIHANGA / ATTACHMENTS

1. Naming Policy - Research Report - A3384850 ⇩

Hōtaka Take Ōkawa / Compliance Schedule:

Full consideration has been given to the provisions of the Local Government Act 2002 S77 in relation to decision making, in particular:

1. A Local authority must, in the course of the decision-making process,
   a) Seek to identify all reasonably practicable options for the achievement of the objective of a decision; and
   b) Assess the options in terms of their advantages and disadvantages; and
   c) If any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Māori and their culture and traditions with their ancestral land, water sites, waahi tapu, valued flora and fauna and other taonga.
2. This section is subject to Section 79 - Compliance with procedures in relation to decisions.

He Take Ōkawa / Compliance Requirement	**Aromatawai Kaimahi / Staff Assessment**
State the level of significance (high or low) of the issue or proposal as determined by the Council's Significance and Engagement Policy	In line with the Significance and Engagement Policy, the recommendation to develop a new Naming Policy will have little effect on financial thresholds, ratepayers, specific demographics, or levels of service. Therefore, the level of significance is low.
State the relevant Council policies (external or internal), legislation, and/or community outcomes (as stated in the LTP) that relate to this decision.	The Local Government Act 1974, part 21, 319(j), the Reserves Act 1977, section 16 (10), and the Local Government Act 2002, section 10, apply to the decision recommended in this report.
State whether this issue or proposal has a District wide relevance and, if not, the ways in which the appropriate Community Board's views have been sought.	This proposal is to commence the development of a Naming Policy. The views of the Community Boards will form an important part of the development of this policy.
State the possible implications for Māori and how Māori have been provided with an opportunity to contribute to decision making if this decision is significant and relates to land and/or any body of water. State the possible implications and how this report aligns with Te Tiriti o Waitangi / The Treaty of Waitangi.	Seeking the views and input of iwi in the development of policy is integral. Māori will be given an opportunity to contribute during the policy development process.
Identify persons likely to be affected by or have an interest in the matter, and how you have given consideration to their views or preferences (for example – youth, the aged and those with disabilities).	Affected and interested parties will be given an opportunity to share their views and preferences during the development of the Policy including: • Iwi / Hapū • Northland Transportation Alliance • Developers • Public

State the financial implications and where budgetary provisions have been made to support this decision.	The cost of consulting on developing a Naming Policy will be met from existing operating budgets.
Chief Financial Officer review.	The Chief Financial Officer has reviewed this report

1 Purpose

To describe and discuss issues related to naming of roads, open spaces, and council facilities, and to explore opportunities that a new, wider naming policy could create.

2 Context and Situation

Council currently has three policies that contain guidance for naming infrastructure: the Road Naming and Property Numbering Policy 2014, the Reserves Policy 2017, and the Art and Memorials in Public Places Policy 2017.

Elected members and other interested parties have expressed a desire to improve the road naming process, and to promote and support the use of appropriate names in te reo Māori. The review of the Road Naming and Property Numbering Policy 2014 identified that other councils were developing general naming policies. A concurrent review of the Reserves Policy 2017 identified that it contained a section on the naming of reserves and walkways. Further research identified provisions for naming infrastructure in the Art and Memorials in Public Places Policy 2017.

2.1 Council's role in naming infrastructure

Territorial authorities play a significant part in the choice and approval of names, particularly with regard to infrastructure such as roads, parks and reserves, and Council facilities. Under the Local Government Act 1974, part 21, 319(j), councils have power to name and to alter the name of roads. Under the Reserves Act 1977, section 16 (10), territorial authorities have the power to name reserves.

Beyond the practical considerations for naming roads and reserves, under Section 10 of the Local Government Act 2002 the purpose of local government is "to promote the social, economic, environmental, and cultural well-being of communities in the present and for the future." Ensuring that the names we give to community infrastructure reflect our people and their stories, and promoting the use of te reo Māori, will contribute to cultural wellbeing in the Far North district.

3 Objectives

- To review the existing policy guidance for naming infrastructure.
- To determine whether a new, broader naming policy for infrastructure is the most appropriate way to address issues related to the road naming process.
- To assess whether a broader naming policy for infrastructure could offer the opportunity for significant additional benefits, particularly with regard to promoting the use of te reo Māori and enhancing cultural wellbeing in the Far North District.
- To determine whether a new naming policy could streamline and clarify the Council's policies.

4 Problem and Opportunity Statement

4.1 Scope

The scope is limited to infrastructure that is within Council's power to name, in the Far North district. A naming policy could include guidance for naming several types of infrastructure: roads (both public and private); open spaces (reserves, parks, walkways); and Council facilities (community halls, civic spaces, recreation facilities). The precise scope will need to be developed in consultation with elected members and interested parties.

4.2 Requirements for road naming and property numbering

The Road Naming and Property Numbering Policy 2014 addressed a number of problems that were arising due to inaccurate naming and/or numbering of properties in the Far North district.[5] The ability to accurately identify specific locations is essential for emergency services. It is also crucial for many other services such as utilities, postal deliveries, and couriers.

The requirements for correct and straightforward identification of properties remain essential. Any new or amended policy must ensure that all problems with the accuracy of road naming and numbering are addressed.

-

4.3 Implementation of the current road naming policy

The problem that has prompted the proposal of a new naming policy has arisen from the implementation of the road naming policy. The Bay of Islands-Whangaroa Community Board have required that all road names are approved in consultation with iwi. However, the current policy does not include procedural guidance for this consultation, and staff are under-resourced to undertake this work. Dissatisfaction with this process has been expressed by iwi representatives and elected members.

Any new or amended policy must ensure that problems with consultation with iwi, and communication between all interested parties, are addressed.

4.4 Naming in Aotearoa New Zealand and the Far North District

A naming policy offers opportunities to enhance cultural wellbeing in our district. Names have special significance. They connect people to the unique identity, stories, culture, and environment of the places to which they belong. Names should reflect the identity, culture, history, and geography of our unique places and communities.

Te Ture mō Te Reo Māori 2016 / The Māori Language Act 2016 recognises te reo Māori as a taonga and an official language of Aotearoa New Zealand. Promoting and revitalising te reo Māori is part of the wider partnership between the Crown and tangata whenua, as expressed in Maihi Karauna.[6]

The Far North District Council is uniquely positioned to be at the forefront of promoting te reo Māori, as part of the Council's mandate to promote social and cultural wellbeing. Over 50% of our people are Māori. While the number of speakers of te reo Māori averages 4% nationally, in the Far North around 16% of our population speaks te reo Māori.[7] Adopting policies that encourage the use of Māori names offers an opportunity to enhance relationships between Council and iwi.

It should be noted that road naming, and names in general, can become a contentious issue. Recent reports in the media underline the reputational risk to the Council if this discussion is not conducted thoughtfully and with sensitivity.[8]

5 Review of current policies for naming infrastructure

5.1.1 Road Naming and Property Numbering Policy 2014

FNDC's Road Naming and Property Numbering Policy 2014 aims to ensure correct addressing, so that emergency services and other services can locate a property.

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[5] Document number A1579311

[6] Maihi Karauna: The Crown's Strategy for Māori Language Revitalisation 2019-2023.

[7] 2018 Census.

[8] "Hamilton politicians shy away from mandatory Māori street names" Stuff, 5 August 2021. It should be noted that mandatory Māori street names was not in fact part of the proposed policy.
"John Bryce was a 'fundamentally awful person' but Kiwis name streets after him" Stuff, 15 August 2021.

The practical need for clear and unambiguous addressing continues to be relevant. That aspect of this policy is fit for purpose, and should be retained within any future policy. However, the current policy offers no guidance on the social and cultural aspects of naming and placemaking.

When property owners and developers apply for a road name to be approved by Council, the application form used has an appendix offering guidelines for choosing a road name. This guidance refers to the superceded Road Naming Policy 2012, and it is not included in the current 2014 policy. The appendix provides suitable categories from which names should be chosen: history associated with the area, cultural significance, geographic and natural features, a common theme in the location, or noteworthy people. It also states that all Māori names should be submitted to an iwi representative to ensure that they are correct, appropriate, and not offensive.

The Community Boards have delegated authority to approve road names on behalf of Council. At present, the Te Hiku and Kaikohe-Hokianga Community Boards follow the guidance in the application form, and seek feedback from iwi representatives on all Māori road names. Issues have not been reported with this process.

The Bay of Islands-Whangaroa Community Board have required that all road names are approved in consultation with iwi. While this request goes further than the guidelines taken from the superceded 2012 policy, it aligns with the Terms of Reference for Community Boards, namely, that they are expected to "4. Have special regard for the views of Māori." It is also in alignment with the Council's values of manaakitanga and respect for te Tiriti.

However, the implementation of this request has not been delivering satisfactory results. It does not appear to have resulted in any increase in the adoption of names in te reo Māori, or any improvement in communication between interested parties.

Staff report various problems. While many professionals involved in property developments are accustomed to consultation processes, and willing to complete the necessary work, there has sometimes been friction with property owners needing to seek council approval for names for private roads and right-of-ways, which they may view as council infringing on their rights over their property. A further problem arises when the time required to seek approval from LINZ and feedback from iwi representatives causes a delay in the consenting process. Council officers are under-resourced for consultation, and are not currently in a position to facilitate the level of dialogue and communication that may have been envisioned.

The current application form requires applicants to come up with a choice of three names, which are then submitted to LINZ for approval and to iwi representatives for feedback. For some property owners, particularly those who may have little other experience of consultation with iwi, and little knowledge of te reo Māori, the guidance in the form is unlikely to encourage them to consider a name in te reo Māori. There is no assistance offered for how to go about sourcing suggestions for appropriate names, should they wish to, and there is a risk that inappropriate names are submitted.

Correspondence received by FNDC suggests that some iwi representatives are unhappy with the way the road naming consultation process is working. For iwi representatives, the current process involves them receiving a list of three names with brief notes, to comment on. This post hoc approach to consultation does not offer the opportunity for iwi to have meaningful discussion or input. This does not encourage positive dialogue and relationship building.

While the request to consult on all road names aimed to improve communication between Council and tangata whenua, in practice it has not achieved the desired outcome. The implementation of the request does not appear to have been designed with input from Council officers or iwi representatives. Further research, and in particular seeking input from iwi and hapu as to their priorities and capacity, is required to co-design a more meaningful consultation process. Enlisting the advice and support of iwi representatives will be paramount if we are to improve the road naming policy and its implementation.

A policy is the most appropriate mechanism to manage road naming and property numbering. However, further research is required to ensure that the policy is in the appropriate form, and consistent with naming guidelines for other community infrastructure.

5.1.2 Reserves Policy 2017

Council's Reserves Policy 2017 includes a section on the naming of reserves and walkways. It states that names should reflect the history and use of the site, and that the public will be given one month to comment on a proposed name. The policy recommends that a Māori name should be considered if there is a strong Māori connection to a reserve, in consultation with tangata whenua. It also recommends that an appropriate 'European' name should be chosen when there is a strong 'European' cultural connection to a reserve. The policy also allows for dual naming (Māori/'European'). All names for reserves require consultation with tangata whenua, reserve users, neighbours, and other interested parties.

As is the case with road naming, the Council Delegations to Community Boards (January 2013) authorise Community Boards to allocate names for reserves.

Staff do not report problems with the implementation of this policy. However, the description of the cultures of the Far North district as either Māori or 'European' is less than ideal. There is an opportunity to consider how the naming of reserves and the consultation process could be improved.

A policy is the most appropriate mechanism to manage the naming of reserves. However, further research is required to ensure that the policy is in the appropriate form, and consistent with naming guidelines for other community infrastructure.

5.1.3 Art and Memorials in Public Places Policy 2017

The third policy which makes reference to naming is the Art and Memorials in Public Places Policy 2017, which provides guidance when Council receives requests for public buildings, roads, and other facilities to be named after notable local individuals. The policy permits roads, buildings, structures, and open spaces to be named after individuals, as a memorial if the person has died, or with written consent if the individual is still living.

This policy does not include reference to consultation with iwi. Research up to this point has not identified problems arising from this policy.

A policy is an appropriate mechanism to manage the naming of roads, buildings, structures, and open spaces after individuals. However, further research is required to ensure that the policy is in the appropriate form, and consistent with naming guidelines for other community infrastructure.

5.1.4 Naming of other Council facilities in the Far North District

We do not have a policy for the naming of our public buildings. However, the process of naming new council facilities has worked well. Council officers report that names for Te Ahu in Kaitaia and Te Hononga in Kawakawa grew out of an organic, people-centred process, and reflect the kaupapa of their communities. There is an opportunity to draw on learnings from these successful initiatives to improve the way other infrastructure is named.

A policy could be an appropriate mechanism to manage the naming of other Council facilities. However, further research is required to ensure that such a policy is in the appropriate form, and consistent with naming guidelines for other community infrastructure.

5.1.5 Lack of consistency across the current policies

Of the three policies which include guidance for naming infrastructure, road naming is the one which has proven to be problematic in its implementation. However, there is also a broader issue, in that the policies do not present a consistent, strategic approach to this aspect of place-making. There is an opportunity to streamline and clarify Council's approach to naming infrastructure in a broader naming policy, in the context of promoting social and cultural wellbeing and supporting the taonga of te reo Māori.

6 Discussion

The policy guidance for naming community infrastructure, found in three separate policies, was reviewed together, to ensure a consistent, best practice approach.

6.1 Is a policy still the most appropriate way to manage naming in the Far North district?

The review has identified that a policy is still the most appropriate way to manage road naming and property numbering, the naming of reserves, and requests to name community infrastructure after notable individuals.

The review has also identified that a policy could be an appropriate way to manage the naming of other Council facilities, in order to have a consistent approach.

6.2 Are the policies in the most appropriate form?

The Road Naming and Property Numbering Policy 2014 contains guidance on clear and unambiguous addressing, which is still fit for purpose, and this aspect of the policy should be retained. The policy does not include guidance on the social and cultural aspects of road naming. This aspect of the policy requires amendment or incorporation into a new, more general policy.

The guidance on naming in the Reserves Policy 2017 should be amended to describe the cultures of the Far North District more appropriately. The naming provisions in the policy require amendment or incorporation into a new, more general policy.

The Art and Memorials in Public Places Policy 2017 provides guidance when Council receives requests for public buildings, roads, and other facilities to be named after notable local individuals. The policy does not include reference to consultation with iwi. This aspect of the policy requires amendment or incorporation into a new, more general policy.

There is no Council policy for the naming of our public buildings. However, a policy could be an appropriate mechanism, in order to be consistent with naming guidelines for other community infrastructure.

6.3 Is a new, general naming policy the most appropriate mechanism?

Research undertaken to date indicates that a new, general naming policy is the most appropriate way to address the current problems related to the road naming process. While the current road naming policy covers the requirements for clear and unambiguous addressing, it offers no guidance on the social and cultural aspects of naming and placemaking.

With regard to road naming, the development of a strategic, cohesive naming policy offers the opportunity to:-

- ensure that the views of interested parties are taken into account;
- invite iwi representatives to have input into designing the level of communication and consultation that they would consider appropriate for road names;
- promote the use of te reo Māori in road names; and,
- improve guidance and support for developers and property owners to seek input from iwi and hapu for suggested road names, should they wish to.

The social and cultural aspects of naming and placemaking represent issues that are wider than road naming alone. Significant problems have not been reported with the implementation of the other policies that offer guidance on naming. However, there is an opportunity to improve the guidance in these policies, to mitigate the risk of future problems.

6.4 Could a broader naming policy for infrastructure offer the opportunity for additional benefits?

A new naming policy would offer several benefits, as it would:-

- ensure that names reflect the unique culture and identity of the Far North district;
- encourage and enable the use of te reo Māori names where appropriate;
- take into account the social and cultural aspects of placemaking;
- align with the Far North District Council's values of manaakitanga and respect for te Tiriti; and,
- enhance the social and cultural wellbeing of the Far North District.

6.5 Could a new naming policy streamline and clarify the Council's policies?

Best practice is to provide consistency in naming across a variety of community infrastructure, and a more general naming policy would do this. Some local councils already have comprehensive naming policies in place (e.g. Wellington City Council, Waipa District Council, Tauranga City Council), and some are developing such policies (e.g. Hastings District Council).

7 Conclusion

At present, Council has three policies that make reference to naming: the Road Naming and Property Numbering Policy 2014, the Reserves Policy 2017, and the Art and Memorials in Public Places Policy 2017. These policies are not cohesive. In particular, dissatisfaction has been expressed with the current road naming policy.

This research report has identified that the development of a new naming policy is an appropriate way to address issues identified with the Road Naming and Property Numbering Policy 2014, and to promote social and cultural wellbeing in the district through encouraging the use of names in te reo Māori. Further research, consultation with interested parties, and workshops with elected members are required to determine the most appropriate form and precise scope of this naming policy.

5.4 FAR NORTH SPACES AND PLACES PLAN

File Number: **A3389446**

Author: **Roger Ackers, Manager - Strategy Development**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To seek approval in principle for the Far North Spaces and Places Plan as the plan to deliver on Kōkiri ai Te Waka Hourua Regional Sports, Active Recreation and Play Strategy in the Far North

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- Sport Northland commissioned the development of a regional sport, active recreation and play strategy called Kōkiri ai Te Waka Hourua 2021-2030 and the development of an implementation plan for the strategy in the Far North - the Far North Spaces and Places Plan.
- Council staff contributed to the development of these documents which aim to provide high-level strategic frameworks to guide Council's future decision making.
- On 1 July 2021 Council agreed in principle to support Kōkiri ai Te Waka Hourua Regional Sports, Active Recreation and Play Strategy to allow time to plan how this strategy will be resourced and implemented.
- Sport Northland consulted on the Far North Spaces and Places Plan with partner and stakeholder representatives of the Far North.
- The resulting final Far North Spaces and Places Plan is attached to this report.
- It is recommended that Council supports in principle the Far North Spaces and Places Plan as the plan to implement Kōkiri ai Te Waka Hourua 2021-2030.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee recommend that Council supports in principle the Far North Spaces and Places Plan as the plan to implement Kōkiri ai Te Waka Hourua 2021-2030.

1) TĀHUHU KŌRERO / BACKGROUND

Sport Northland commissioned Recreation, Sports and Leisure (RSL) consultants to work with key stakeholders (e.g. hauora organisations, councils, sporting codes, communities, and Sport New Zealand) to develop a regional sport, active recreation and play strategy.

The resulting strategy, Kōkiri ai Te Waka Hourua 2021-2030, was presented to the Strategy and Policy Committee on 20 June 2021. The Committee recommended that Council agree to support in principle Kōkiri ai Te Waka Hourua Regional Sports, Active Recreation and Play Strategy to allow time to plan how this strategy will be resourced and implemented. Council carried this recommendation on 1 July 2021.

Sport Northland also commissioned Recreation, Sports and Leisure (RSL) to develop an implementation plan for Kōkiri ai Te Waka Hourua 2021-2030 in the Far North, the Far North Spaces and Places Plan.

The draft Far North Spaces and Plan was provided to representatives of Sport Northland partner and stakeholder groups in the Far North for feedback with the feedback period closing 23 July 2021.

Council staff have contributed to the development of both the Strategy and the Plan.

2) MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND OPTIONS

Option No.	Option	Advantages	Disadvantages

1	Support in principle the Far North Spaces and Places Plan as the implementation plan for the strategy Kōkiri ai Te Waka Hourua 2021-2030	Allows time to plan how this strategy will be implemented and who will 'drive' it. This will be including the preparation of business cases for annual and long-term plans	Key stakeholders frustrated by slow progress within Far North District and support for strategy could appear to be 'tepid'.
2	Adopt the Far North Spaces and Places Plan as the implementation plan for the strategy Kōkiri ai Te Waka Hourua 2021-2030	Gives the impression that Council is fully supportive and resourced to deliver everything in the Far North Spaces and Places Plan	Without required resources such as a project owner / 'driver' or budgets, implementation is likely to be unsuccessful.
3	Do not support the Far North Spaces and Places Plan	No extra resourcing required and focused on BAU can continue without interruption	Opportunity lost to review and improve how we deliver on sports, rec, parks and play in the Far North. Sector relationships may become fractured.

Take Tūtohunga / Reason for the recommendation

Option 1 is recommended - Support in principle the Far North Spaces and Places Plan as the implementation plan for the Kōkiri ai Te Waka Hourua strategy as there are resourcing issues that need to be addressed to ensure the successful implementation of Kōkiri ai Te Waka Hourua 2021-2030.

3) PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no direct financial implications and budgetary provisions that would result from the approval of the recommendation in this report.

ĀPITIHANGA / ATTACHMENTS

1. Far North Spaces and Places Plan - A3389443 ⇩

Hōtaka Take Ōkawa / Compliance Schedule:

Full consideration has been given to the provisions of the Local Government Act 2002 S77 in relation to decision making, in particular:

1. A Local authority must, in the course of the decision-making process,
   a) Seek to identify all reasonably practicable options for the achievement of the objective of a decision; and
   b) Assess the options in terms of their advantages and disadvantages; and
   c) If any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Māori and their culture and traditions with their ancestral land, water sites, waahi tapu, valued flora and fauna and other taonga.
2. This section is subject to Section 79 - Compliance with procedures in relation to decisions.

He Take Ōkawa / Compliance Requirement	**Aromatawai Kaimahi / Staff Assessment**
State the level of significance (high or low) of the issue or proposal as determined by the Council's Significance and Engagement Policy	The level of significance is considered to be low for the following reasons; · any financial implications can be planned for over time · the document is not a statutory requirement · it is consistent with legislation and council policies.
State the relevant Council policies (external or internal), legislation, and/or community outcomes (as stated in the LTP) that relate to this decision.	Council's community development framework is relevant as it defines the approach, we take in supporting the development of Far North communities. The framework includes; Increasing opportunities for communities to determine the things they care about, Providing communities a chance to have their say and engage in meaningful dialogue on the things that affect them Empowering communities to design, prioritise and engage on local initiatives Building community spirit The following Long Term Plan community outcomes are also considered to be of relevance; Communities that are healthy, safe, connected, and sustainable Proud, vibrant communities Prosperous communities supported by a sustainable economy A wisely managed and treasured environment that recognises the special role of tāngata whenua as kaitiaki The Far North Spaces and Places Plan also supports the delivery of FN2100, Council's vision of He Whenua Rangatira and Sections 3 and 10 of Local Government

	Act 2002 to "…promote the social, economic, environmental, and cultural wellbeing of communities, in the present and for the future" and the Resource Management Act 1991 (RMA) Section 5, to "…promote the sustainable management of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety." Also relevant is Section 1 (Reserves and Parks Management and Preservation) of the Council's current 2017 Reserves Policy, in which item 16 states: "Council may encourage other bodies and individuals to meet the recreation, leisure, and amenity needs of the district by providing land, works and services, and funding".
State whether this issue or proposal has a District wide relevance and, if not, the ways in which the appropriate Community Board's views have been sought.	This strategy has regional relevance. Implementation needs to work closely with the Community Boards, with these Boards having delegations for "civic amenities", including; Amenity lightingFootpaths/cycle ways and walkwaysPublic toiletsReservesHallsSwimming pools
State the possible implications for Māori and how Māori have been provided with an opportunity to contribute to decision making if this decision is significant and relates to land and/or any body of water. State the possible implications and how this report aligns with Te Tiriti o Waitangi / The Treaty of Waitangi.	Iwi, hapū and whanau have engaged in the development of the strategy and the implementation plan via working groups and surveys.
Identify persons likely to be affected by or have an interest in the matter, and how you have given consideration to their views or preferences (for example – youth, the aged and those with disabilities).	The Far North Spaces and Places Plan will be of interest to a large proportion of the Northland population. Sports, recreation, parks, and play is something our communities really care about.
State the financial implications and where budgetary provisions have been made to support this decision.	There are no financial implications or budgetary provisions required to the support recommended decision in this report.
Chief Financial Officer review.	The Chief Financial Officer has reviewed this report

Far North Spaces & Places (Facilities) Plan 2021-2030



RSL

Mihi

E mihi ana ki ngā mate kua wheturangitia haere hoki atu ki Hawaiki nui, Hawaiki roa, Hawaiki pamamao.
Huri noa ki a tātou te kanohi ora, e mihi ana.

RSL

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RSL

1. Tuhinga whakarāpopoto | Executive Summary

The Far North Spaces & Places Plan is a facility-focussed plan that helps support the regional strategy for play, active recreation and sport – Kōkiri ai te waka hourua. The regional strategy provides the high-level strategic framework to guide future decision making, with the district level plan providing more detailed guidance for the Far North part of the region. Both documents will help inform Far North District Council's (FNDC) Long Term Plans (LTPs) and work programmes across the full range of sector organisations in the Far North District.

The Far North, like the rest of the Te Tai Tokerau region has experienced strong growth in recent years, with a 16.8% increase in population from 55,845 in 2006 to 65,250 in 2018. All of this growth occurred between 2013-2018 with the mid-north areas including Kerikeri and surrounds showing some of the strongest growth.

The 2013 high series population projections[1] for the Far North District indicate that the total population is expected to continue to grow, reaching a total population of 73,700 by 2043, a projected increase of 21.6% between 2013 and 2043. Projections also show that rapid ageing of the Far North District population is expected with those aged 65 years and over becoming the largest segment of the population by 2033[2]. When planning spaces and places for play, active recreation and sport in the Far North District it is important to do so in the context of expected rapid aging of the population, alongside ongoing district and regional population growth.

The Far North District, experiences high levels of deprivation. With many people experiencing deprivation, the costs of participation in play, active recreation and sport can be a significant barrier to participation. This includes costs associated with travel requirements.

The Far North District has a much lower population density than the New Zealand average. The population is unevenly distributed with many small settlements and a large rural area. Relatively long travel times are required to access sport and recreation facilities both within the Far North District and in the wider Te Tai Tokerau region. Many Far North residents regularly travel long distances for active recreation and sport opportunities, including some travelling to Whangarei for both competitions and training. However, for many Far North residents the requirement to travel to Whangarei for some activities is a barrier, restricting participation choices.

The regional strategy - Kōkiri ai te waka hourua identifies a number of challenges influencing play, active recreation and sport. These are relevant to the Far North District and have helped inform the direction of this plan. The Far North District also has some specific challenges and opportunities. For example, inconsistencies with facility access across the district, particularly for small communities and to courts and aquatic facilities. Inconsistent quality of facilities with different approaches to asset management and operations for different facilities and communities. Opportunities to increase partnership approaches between sports and with other community organisations, including schools[3] need to be identified.

Data on the participation rates for the Far North population shows that most participation is through active recreation rather than traditional team sports. This, along with demographic trends, indicate that provision of a variety of safe walking, jogging/running and bike/cycle routes is an important way to support people in the Far North being active.

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[1] StatsNZ 2013 high series subnational population projections sourced from http://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE7566#

[2] Ibid

[3] Use of the term 'Schools' refers to all state schools and state integrated schools.

Access to both natural and built swimming facilities and demand for gym/work out options, along with group exercise classes will continue to be important in the district.

The facility inventory of the district identifies 145+ play, active recreation and sport sites across the district, providing a wide range of facilities including multi-use sport and recreation sites, playgrounds, sports fields, pools, a variety of courts, community halls, gym/fitness centres, tracks, trails, skateparks, and club room buildings. It is positive that the district already has a number of multi-use sport and recreation facilities, with 10 of the main sites providing for three or more sport and recreation facilities and activities at one site.

Providing facilities to cater to a rapid population growth and an aging population is a challenge for the district. Another key challenge is maintaining play, active recreation and sport facilities at appropriate standards as they age. There are opportunities to maximise use of existing facilities through provision of features such as lighting (e.g. outdoor courts and sports fields). To help improve access to local facilities there is a need to increase partnerships between play, active recreation, sport and community groups, including with schools, marae and iwi both for multiuse facilities and also to increase activation through locally led programming.

Section eight outlines key district-wide recommendations, while section nine outlines specific recommendations by facility type and where relevant by sports code and activity type.

In order to support the regional strategy - Kōkiri ai te waka hourua, it is important that the Far North Spaces & Places Plan aligns with the overarching intent of the regional strategy. To achieve the vision and address the priorities of the regional strategy along with the recommendations of this plan, a new way of working will be required. A greater focus on partnerships, collaboration and working with the community on locally led initiatives is important going forward.

RSL

2. He timatanga kōrero | Introduction

This plan has been developed alongside work on the regional strategy for play, active recreation and sport – Kōkiri ai te waka hourua. It is important that this plan is read in conjunction with the regional strategy, which provides high-level, overarching regional direction for future planning for play, active recreation and sport across Te Tai Tokerau.

Te Whakaputanga o te Rangatiratanga o Nu Tirene me Te Tiriti o Waitangi.
We acknowledge the mana of the articles of He Whakaputanga and Te Tiriti o Waitangi and in doing so acknowledge Māori as mana whenua.

The purpose of the Far North Spaces & Places Plan 2021-2030 is to support the regional strategy by providing more specific, district level guidance for spaces and places (facilities) planning. It is largely focussed on built (rather than natural) sport, active recreation and play facilities in the Far North District. Planning for play, active recreation and sport facilities is important as the network of facilities provided in a district (and region) should be fit-for-purpose and sustainable. This plan, along with the regional strategy, provides a pathway to achieving a well-planned facilities network through:

- Reflecting on and considering the Far North District's unique attributes, challenges and advantages.
- Identifying principles and criteria for assessing future spaces and places (facility) development priorities.
- Providing a picture of current and projected future facility demand and supply.
- Aligning with the regional strategy - Kōkiri ai te waka hourua.
- Providing clear recommendations to influence and guide future spaces and places planning, funding and development decisions.

This plan is intended to help inform the FNDC's Long Term Plan (LTP) process and work programmes across the full range of sector organisations in the Far North District. This plan provides high-level direction that will need to be supported by more detailed, community and project specific planning. It is intended that the plan provides guidance not only to new facility developments and upgrades, but crucially it also provides direction on opportunities to maximise existing facilities, reduce duplication, and help provide improved return on investment into play, active recreation and sport spaces and places (facilities) in the Far North District.

Definitions

For the purpose of the regional strategy and this plan the following definitions are used:

Active Recreation and Sport is considered to be activities that are done for fun, challenge and fitness that involve movement and getting the heart rate up. Active Recreation and Sport includes a wide range activities such as walking, fishing, stand-up paddle boarding and a huge range of individual and team sports. Participation can occur in a range of settings from informal to organised competitions and individual to group/club environments. Typically Active Recreation is non-competitive physical activity undertaken for wellbeing and enjoyment. Whereas Sport is typically more formally organised and often competitive.

Play is considered to be fun, accessible, challenging, social and repeatable activity that is spontaneous and can happen anywhere. Play has no pre-determined outcome and has limited or no adult involvement. It is intrinsically motivated, personally directed and freely chosen.

Māori physical activity – a high portion of Māori participation is in ways that are not always recognised as traditional sport and recreation. It is instead a lifestyle and way of living that is purposeful, that benefits the whole whānau (whānau centric). An example of this is

providing for whānau and/or hui through diving/hunting/māra kai, rongoa Māori is seen as a purposeful activity.

Schools is used as a simple way of referring to all state schools and state-integrated schools in the district. It is intended that use of the term schools captures all the state schools and state-integrated schools in the area.

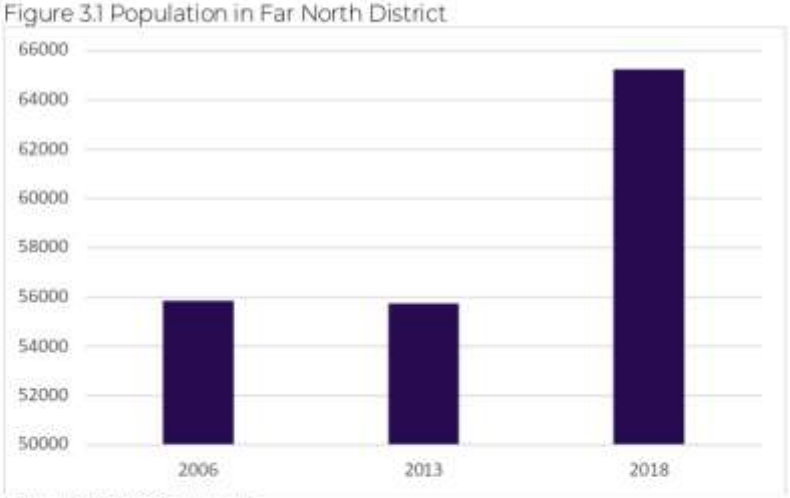
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3. Ngā taupori o te rohe o Far North | Far North District Demographics

3.1 Demographic Considerations for Far North District

The Far North, like the rest of Te Tai Tokerau has experienced strong growth in recent years, with a 16.8% increase in population from 55,845 in 2006 to 65,250 in 2018. All of this growth occurred between 2013-2018 as there had been a slight dip in the district population between 2006-2013.

Figure 3.1 Population in Far North District



Source: 2006-2018 Censuses[4]

Kerikeri[5] has grown approximately 33% between 2006 and 2018 Censuses. Kaitaia[6] has grown approximately 12.8% and nearby Ahipara also growing at over 12% over the same period. Other towns have also shown strong growth including Kaikohe (9.7%), Kaeo (10.5%), Kawakawa (10.4%)[7].

At the 2018 Census the highest proportion(43.2%) of the Far North District population was in the 30-64 age category with another 19.3% of the population aged over 65 years. There is also a notable portion of the population (21.6%) aged under 15 years, with the remaining 15.9% in the 5-19 year category of the population.[8]

[4] Graph sourced from https://www.stats.govt.nz/tools/2018-census-place-summaries/far-north-district

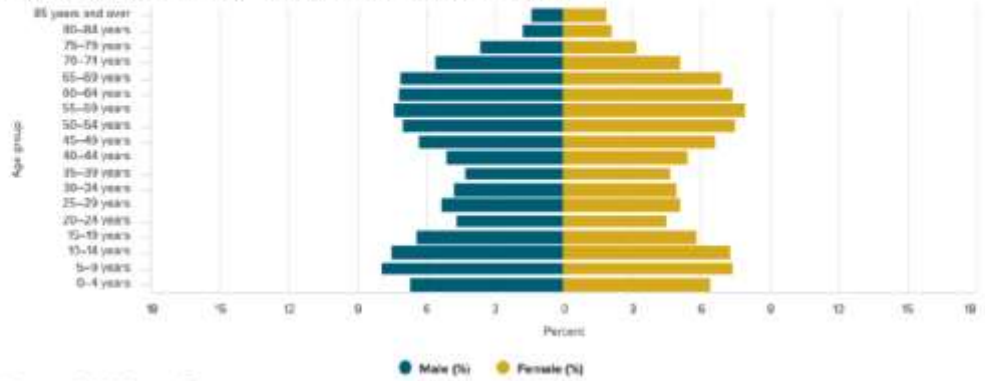
[5] Based on the combined population of Kerikeri South, Kerikeri Central, Waipapa and Riverview areas. Sourced from StatsNZ Dataset: Age and sex by ethnic group (grouped total responses), for census usually resident population counts 2006, 2013 and 2018 censuses (RC, TA, SA2, DHB). http://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE8277#

[6] Based on the combined population of Kaitaia East and West sourced from http://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE8277#

[7] Sourced from http://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE8277#

[8] The projected future impacts of this are shown in the growth projections section.

Figure 3.2: Age and sex of people in Far North District



Source: 2018 Census[9]

Ethnic Profile of the Far North District

2018 Census data[10] shows the following regarding the ethnicity of the Far North population:

- 64.2% European ethnic group.
- 48.3% Māori ethnic group[11].
- Between 2006 and 2018 people reporting as European ethnic group increased 4.7% from 59.5%.
- Between 2006 and 2018 people reporting as Māori ethnic group increased 4.4% from 43.9%.
- Those reporting as Pacific peoples increased from 3.1% in 2006 to 4.8% in 2018.
- Those reporting as Asian almost doubled from 1.6% in 2006 to 3% in 2018.

Based on regional and national trends it is expected that the Far North population will continue to become more diverse, with increasing proportions of Māori, Asian and Pacific peoples over time.

[9] Graph sourced from https://www.stats.govt.nz/tools/2018-census-place-summaries/far-north-district

[10] Sourced from https://www.stats.govt.nz/tools/2018-census-place-summaries/far-north-district#ethnicity-culture-and-identity

[11] Note: percentages do not total to 100% as some people report belonging to more than one ethnic group.

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Growth Projections

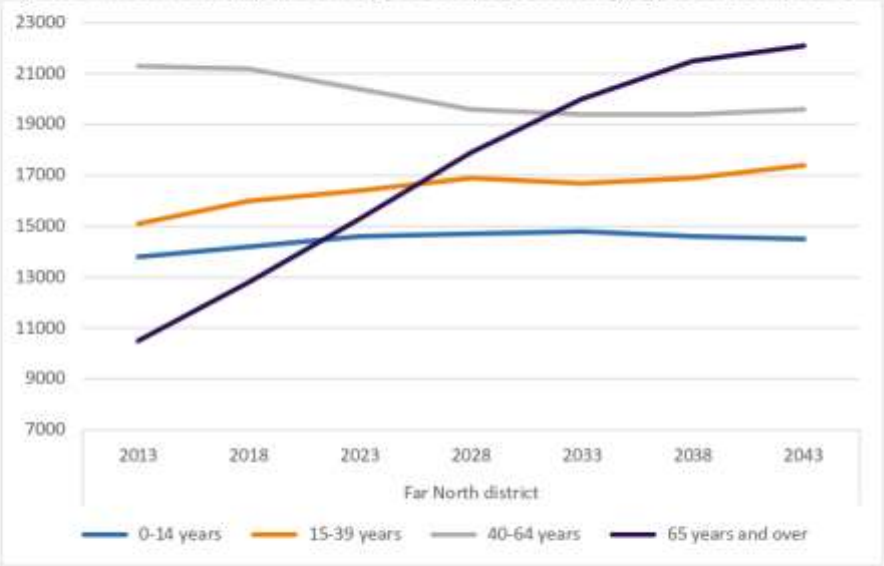
Growth projections based on the 2018 Census are not available, therefore the Stats NZ 2013 medium and high series projections have been provided here. Due to the age of the 2013 projection information it can provide an indication of expected future trends but should be used with caution.

Figure 3.3: 2013 High Series Growth Projections – Far North District

Year	Projected population	
	2013 medium series	2013 high series
2013	60,600	60,600
2018	62,900	64,100
2023	64,100	66,700
2028	64,900	69,100
2033	65,200	71,000
2038	64,900	72,500
2043	64,200	73,700

It is important to note that the 2018 Census usually resident population count of 65,250 was higher than the 2013 high series growth projections (64,100). It is also noted that the 2013 medium series projections show an expectation of the Far North population starting to decline from 2033 onwards to only be 64,200 in 2043. The 2013 high series projections indicate that the total population of the Far North District is expected to continue to grow, reaching a total population of 73,700 by 2043, a projected increase of 21.6% between 2013-2043.

Figure 3.4: Far North population high series projections by age 2013 (base)-2043[12]



Projections show that rapid ageing of the Far North District population is expected with those aged 65 years and over becoming the largest segment of the population by 2033. However, despite older adults being the largest segment of the population those aged 15-39 years and 40-64 years will remain significant portions of the population in 2043.

[12] statsNZ 2013 high series subnational population projections sourced from http://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE7566#

Projections indicate that planning for a reducing proportion of young people aged 0-14 will be important from 2033 onwards.

Based on recent growth trends the 2013 high series projections are considered most realistic for future planning purposes at this stage. Therefore, the Far North District should plan for increased demand on play, active recreation and sport facilities and services due to population growth. This is particularly relevant in the mid-north which has shown a trend of strong recent population growth. There may be easing of the population in some parts of the district, particularly rural communities.

Growth projections should be reviewed and refined once population projections based on the 2018 Census become available.

Other Demographic Indicators for the Far North District

When the Far North District is compared to New Zealand averages over time it has some notable demographic trends including:

- 21% of Far North residents are regular smokers compared to 13.2% for NZ as a whole. It is noted that the Far North has seen a positive decline in number of regular smokers between the 2006 and 2018 census, along with a positive increase in the number of people who have never smoked.
- 9.3% of Far North residents have one or more activity limitations (such as difficulty hearing, seeing, walking or other disability). Each age category shows a higher percentage of activity limitations than New Zealand as a whole, with Māori also having a greater prevalence of activity limitations.
- At the 2018 census 39.4% of Far North residents were employed full-time compared to 50.1% for all NZ. 6.6% of Far North residents were unemployed compared to 4% for all NZ.
- On average people in the Far North District are likely to earn less than the NZ average. 29.7% of people in the Far North earn $15,000pa or less, compared to 24.5% for all New Zealand. Those earning over $100,000pa was 3.2% in the Far North, compared to 7.6% for all NZ.
- On average, people in the Far North have lower qualification levels than the NZ average. 23.7% of Northlanders have no qualifications compared to 18.2% for all NZ. 8.8% of Far North residents have a Bachelor's degree/level 7 qualification compared to 14.6% for NZ as a whole.
- 77.2% of Far North residents have access to the internet compared to 86.1% for all NZ.

Northland, in particular the Far North District, experiences high levels of deprivation. With many people experiencing deprivation, the costs of participation in play, active recreation and sport can be a significant barrier to participation. This includes costs associated with travel requirements.

It is also important to note that Whangarei, the largest urban area in the Te Tai Tokerau region is also experiencing rapid growth. Approximate travel times from some Far North communities to Whangarei include:

- Kaitaia 2 hours 30+ mins
- Kerikeri 1 hour 10 mins
- Kaikohe 1 hour 10 mins – 1 hour 15 + mins
- Rawene 1 hour 40 mins
- Paihia 1 hour+

As Whangarei is the largest urban area in Te Tai Tokerau it provides many sport and recreation facilities that are used by residents from outside of the Whangarei District area. Some parts of the Far North are relatively close to Whangarei and its facilities also provide some benefit to Far North residents. However, for many Far North residents the

requirement to travel to Whangarei for some activities is a barrier, restricting participation choices.

Demographic Conclusion

When planning spaces and places for play, active recreation and sport in the Far North District it is important to do so in the context of expected, ongoing district and regional population growth overall. Specific attention needs to be given to planning for rapid population growth in some parts of the district (particularly Kerikeri and surrounds) but also to the potential for some easing in population in parts of the district.

3.2 Geographic Considerations for Far North District

The Far North District is the most northerly district in New Zealand. The southern boundary of the district is shared with the Far North District from Waipoua River on the West Coast to part way along the Mangakahia River. From there it shares its southern boundary with Whangarei District, across past Hukerenui, to above Whangaruru on the East Coast.

Figure 3.5: Population Density 2018

Area	Population	Land Area (km²)	Population Density (people / km²)
Far North	65,250	6,683	9.76
Te Tai Tokerau	179,079	12,502	14.32
Aotearoa	4.7m	268,021	17.54

The Far North District has a much lower population density than the New Zealand average. The district population is unevenly distributed with many small settlements and a large rural area. Relatively long travel times are required to access sport and recreation facilities both within the district and in the wider Te Tai Tokerau region. Many Far North residents regularly travel long distances for active recreation and sport opportunities, including some travelling to Whangarei for both competitions and training.

The dispersed nature of the population makes it difficult to provide a consistent level of service and access to opportunities across the district's communities. Providing a local level of service, to cater to training needs in particular, is important to help reduce the negative impacts of travel and encourage more participation. However, this is also balanced with an acceptance that people will need to continue to travel to access higher level competition and more specialised spaces and places.

The district also has a significant area of coastline, many harbours and rivers. These natural features provide many opportunities for water-based active recreation and sport, including hunting and fishing. However, there are also risks associated with water as access to learn to swim programmes (all ages) is one of the challenges in the district.

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4. Ngā wero o te rohe | District Challenges and Trends

4.1 Summary of Regional Key Challenges

The regional strategy - Kōkiri ai te waka hourua identifies a number of challenges influencing play, active recreation and sport. These are entirely relevant to the Far North District and are summarised below:

Key strategic challenges in Te Tai Tokerau:

Population Distribution	"It can be hard to find enough teams, or (players for), full 15 or 13 a-side teams. Regular small sided, (7 or 9 a-side), competition would be more realistic" - survey respondent
Equity Issues	There are social and economic barriers that limit opportunities for some people to participate and thrive in play, active recreation and sport.
Transport Challenges	The need to travel and the distances involved can put people off participating.
Small Ratepayer Base and Limited Council Funds	Councils must carefully balance delivery of all core services including support for play, recreation and sport.

Key sector challenges:

- Declining volunteerism - the availability of volunteers including referees, coaches, administrators.
- Membership retention - including youth drop-off and youth leaving the region.
- Funding and operational sustainability - ability to fund maintenance of facilities and operations, including programmes. Resources required for compliance.
- Affordability - Regional Sport Organisation (RSO) & National Sport Organisation (NSO) affiliation fees affect affordability.
- Accessibility for all.
- Facility distribution and quality throughout the region.
- Centralisation of competitions and facilities can challenge the ability to deliver to local communities.
- Improving awareness of existing opportunities.
- Active recreation and play are not 'organised' and do not have a voice.
- Skill gaps within the sector in volunteer and paid roles.
- Changing expectations and demands for enhanced services including paid staff.

Key challenges for Māori:

- Accessibility to facilities / spaces.
- A sense of disconnect is felt in spaces and places around the rohe (area) by Māori.
- Access to information.
- Cost of travel and participation in play, active recreation and sport.
- The level of service in smaller communities tends to drop off making it more difficult to access opportunities.
- Lack of time to volunteer and coach – many other responsibilities and commitments to our own people first.
- Some are disconnected to whānau, hapū, iwi and therefore lack understanding and connection with whakapapa, mātauranga, taiao and a whānau centric approach or way of living.

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4.2 The Far North's Key Challenges and Opportunities

Community engagement[13] in the Far North District identified some key themes regarding challenges, opportunities. These included:

- Resourcing challenges faced by the Far North District Council in supporting this sector.
- Balancing the desire of small communities for facility access with the costs of provision and use levels required to make facilities sustainable.
- Planning for and catering to rapid population growth in some parts of the district (particularly Kerikeri and surrounds).
- Inconsistent quality and maintenance of facilities, particularly aging facilities. Concern regarding the condition of playing surfaces and lighting (e.g. courts, playing fields, halls) was a common theme.
- Access to aquatic facilities and programmes, particularly for learn to swim (all ages) and for smaller communities.
- Access to court space, both indoor and outdoor courts.
- Opportunities for increased partnerships between, across sporting codes and with other community organisations such as schools, marae, churches.
- Opportunities for modified delivery to cater to small communities e.g. small sided or mixed gender teams.

There is a mixture of ownership and management models for the key sport and recreation assets in the Far North District. The range of different approaches can lead to inconsistencies with asset management and operations between different facilities and communities. With single club facilities in particular, there is a risk of facility decline, if maintenance is not prioritised, or even facilities being lost from the district network if a club does not remain viable for any reason.

It is positive that the district already has a number of multi-use sport and recreation facilities. However, there is an opportunity for more sharing between codes and enhanced multi-use facilities, particularly in locations where each individual club at a site has a separate clubrooms facility.

4.3 Summary of National and Regional Trends

The regional strategy - Kōkiri ai te waka hourua identifies a range of national trends that are impacting on participation in play, active recreation and sport in Te Tai Tokerau.

- Decreasing physical activity - The 'electronic revolution' has transformed movement patterns. People sleep less, sit more, walk less, drive more, and generally do less physical activity than they used to.
- Decline in traditional sport participation - Changing lifestyles and the often highly competitive nature of some traditional team sports is seeing declining levels of participation in these activities, for both young people and adults.
- Individual versus team and recreation versus sport - a paradigm shift in participation from the overwhelming popularity of traditional team-based sports to more non-traditional, often individual, sport and recreation activities.
- Embracing the impact of technology – e-bikes, smart watches, MapMyRun, virtual clubs and a range of new technologies can benefit and encourage participation.
- Pay to play – many sport and recreation activities are being offered in a more casual, pay to play format rather than through traditional club membership.
- Increased expectations - participants in sport and recreation are now 'customers' expecting a higher level of service both in terms of the facility standards, flexibility and ease of use.

[13] Through input to online surveys and workshops held in Kaitaia, Kerikeri and Kaikohe.

- Communities of interest - whether they be ethnic or gender communities, people often like to be active within their own communities.
- Equipment costs - the cost of equipment and uniforms can be prohibitive to many particularly in low socio-economic communities. Sports equipment recycling is common in a number of communities throughout New Zealand.
- Cultural activities – kapa haka, mau rākau, ki o rāhi and waka ama are becoming increasingly popular not only for māori. Dance and martial arts are also popular across a wide range of participants.
- Role models - continue to be strong influencers not just of product purchase but also participation. The use of role models/leaders within communities can contribute to the success of participation focussed programmes.
- Increasing recognition of the importance of play - There is a renewed recognition of everyday play opportunities being an important part of the development of young people. Gymnastics provides a number of play-based programmes supporting this.

These trends are also relevant to the Far North District. For full details see the full regional strategy Kōkiri ai te waka hourua at https://www.sportnorthland.co.nz/Regional-Strategy.

Key Regional Participation Trends

Northlanders, on average are less active than the New Zealand average.

- Only 67% of Northland adults are active (72% nationally).
- Less Northlanders are physically active for 5 hours or more per week (38.9% compared to 43.8% nationally).
- Less Northlanders achieve at least 2.5 hours of activity per week (43.3% compared to 49.5% nationally).
- Northlanders are more likely to participate in little or no physical activity (16.6% compared to 14.3% nationally).

Participation data for the region and participation data by age group at a national level indicates there is strong current and projected future demand for:

- Walking/jogging and cycling trails and facilities that support those activities (i.e. car parking, toilets).
- Gym facilities (providing equipment-based exercise as well as activity space suitable for group classes including dance, pilates/yoga).
- Swimming facilities.
- Fishing facilities such as boat ramps, piers and jetties.

4.4 Participation Considerations for the Far North District

The Sport NZ Insights Tool provides data on the participation rates expected for the Far North population for various sport and recreation activities. This is modelled off participation data in the Active NZ survey 2018[14]. Key points of note from the top ranked activities include:

- Walking is the top participation activity (49.9%).
- Inactivity is high, at 31%.
- Jogging/running and gardening are the 3rd and 4th most common activities (26.6% and 22.8%).
- Participation in individual recreation and sport activities is much more common than participation in team sports.
- Individual workout, swimming, dancing and group exercise classes are the most common facility-based activities.
- Cycling/biking is the 11th most popular activity (8.6%).
- Golf is the highest ranked sport (4.2%).

[14] Sourced November 2020 from https://sportnz.org.nz/resources/insights-tool/ Note: low response numbers may reduce the validity of this data.

- Netball (outdoor) is the highest ranked team sport (at 4.6%), with football (soccer outdoor) at 4%.

For people in the Far North District the top sport and recreation activities participated in during the last 12 months[15] include:

- Walking/power walking (30%).
- Swimming/diving (17%).
- Fishing (16%)
- Going to the gym/working out (12%).
- Cycling/bike riding (10%).
- Run/jogging (9%).

This indicates that provision of a variety of safe walking, bike/cycle and jogging/running routes is an important way to support people in the Far North being active. It also shows that access to both natural and built swimming facilities is important. It is expected that demand for gym/work out options, along with group exercise classes will continue to be important in the district.

Other considerations:

Travel - It is apparent that generally people in the Far North District are generally accepting of the need to travel to access facilities, particularly those for competition purposes. However, travel is certainly a challenge that discourages participation for some in the Far North, or limits the choices people have when considering a sport or recreation activity.

Small communities - The smaller communities in the district do not have the population and demand levels to justify significant investment in facilities of a Sub-Regional/District standard. However, investment in maintaining and developing multi-use local level facilities will help support local participation opportunities.

Locally suitable programmes - For smaller communities it can be hard to secure enough players to maintain a full team for regular competitions. To encourage more participation in team sports it is apparent that small-sided games and mixed gender options might help address some of these challenges, particularly for junior level play.

Recreation options – It is more common for people to participate in recreation activities rather than traditional team sport. Maintenance of existing recreation facilities and consideration of investment in new facilities to support recreation and play is important to support this preference.

Aging population - With an aging population it is important to continue to provide opportunities and facilities that are suitable and attractive to older adults. For example, the demand for group exercise options, off-road walking and cycle trails, easy access, warm water swimming facilities and potentially hydrotherapy may increase as the population continues to age.

[15] Sourced from Sport NZ Insights Tool – https://sportnz.org.nz/resources/insights-tool/based on 2011-2019 data from the Nielsen Consumer & Media Insights report

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5. Mahere whakamua | Future Planning – Facility Hierarchy and Principles

5.1 Facility Hierarchy

A facility hierarchy is developed to help understand what level of provision facilities are planned for, and capable of meeting, based on the core needs of user groups at different levels. These hierarchy definitions are taken from the Sport NZ Data Dictionary. Having a consistent hierarchy with other areas of New Zealand allows direction comparisons to be made, and helps regional and cross-boundary prioritisation, where required.

When using the facility hierarchy a facility should be categorised at the level it is primarily/regularly used for. While some facilities may meet some international standards e.g. a basketball court meeting FIBA requirements, if the majority of use is for local to regional level it should be categorised at regional level.

It is also important to understand that a facility at a higher hierarchy level may meet the needs right through to a local level.

Figure 5.1: Facility Hierarchy Diagram



International: A facility with the ability to host international competitions / events (between nations). For example: Semenoff Stadium, ITM Hockey Centre (Whangarei).

National: A facility with the ability to host regional representative competitions (including professional and semi-professional franchise competitions involving teams from outside New Zealand) and / or to serve as a national high-performance training hub for one or more sports codes. For example: Kauri Cliffs Golf Club, Cobham Oval (Whangarei).

Regional: A facility with the ability to host inter-regional and internal regional competitions and /or serves as a regional high-performance training hub for one or more sports codes. For example: McKay Stadium (Whangarei), Kerikeri Cruising Club.

Sub Regional/District: A facility with the ability to draw significant numbers of participants/teams/competitors from a whole district or across adjacent territorial authority boundaries for either competition or training purposes. For example: Lindvart Park, Mangonui Netball Centre, Waitangi Mountain Bike Park.

Local: A facility which often facilitates people's introduction to sports and recreation and primarily serves a town or suburb (or potentially two suburbs) only. For example: Houhora Bowling Club, Awanui Sports Complex, Simpson Park.

5.2 Facility Planning Principles

A set of key principles have been developed to guide future decision making. These principles will need to be considered alongside agreed criteria. This will allow asset owners, user groups and decision makers to understand why and how spaces and places and programmes and services are planned for and prioritised.

Planning Principle	Description
Sustainability	Well used facilities able to meet their operational costs and with strong governance and management.
Partnerships and collaboration	Working together to achieve maximum return on investment.
Meeting an identified need	Clear demand is demonstrated within the community.
Multi-use (co-locating and hubbing)	Facilities should be designed to enable integrated uses such as hub facilities, multi-use facilities or co-located facilities, catering to sport and recreation and other complimentary community uses.
Future-proofed	Ability to adapt facilities to changing needs and trends. Designing or re-designing facilities and spaces in ways that enable them to be adapted, developed and extended in response to future demands.
Inclusive, accessible and affordable	Facilities, programmes and services that are accessible for all to get to, participate in, move within (physically accessible), and use (priced appropriately).
Spaces and places that deliver wider benefits to our communities	Multi-use facilities that serve the broadest range of community needs possible, providing advantages for the whole community beyond providing for just play, recreation and sport.
Reflect the unique needs of Te Tai Tokerau	Respond to the unique geography and population and the social and cultural needs of Northland communities.
Spaces and places are optimised through partnerships and activation	Before a new development is considered it is expected that existing facilities would be considered and maximised through partnerships and collaboration before new facility investment progresses. This helps give effect to the other key principles of identified need, partnering and collaboration, sustainability, multi-use and wider benefits.
We value the importance of play	There is a renewed recognition of everyday play opportunities being an important part of the development of young people. Including recognition of the right of young people to have varied, self-directed, playful experiences.

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5.3 Proposed Facility Project Evaluation / Decision-Making Criteria

The following criteria have been developed to reflect the key principles and can be used to assess both current and future planned spaces and places investments.

The criteria included in bold italics are considered to be Level one - Gateway Criteria. These criteria need to be considered first and met with a high degree of certainty before a more detailed assessment of any proposal is undertaken using the remaining (level two criteria).

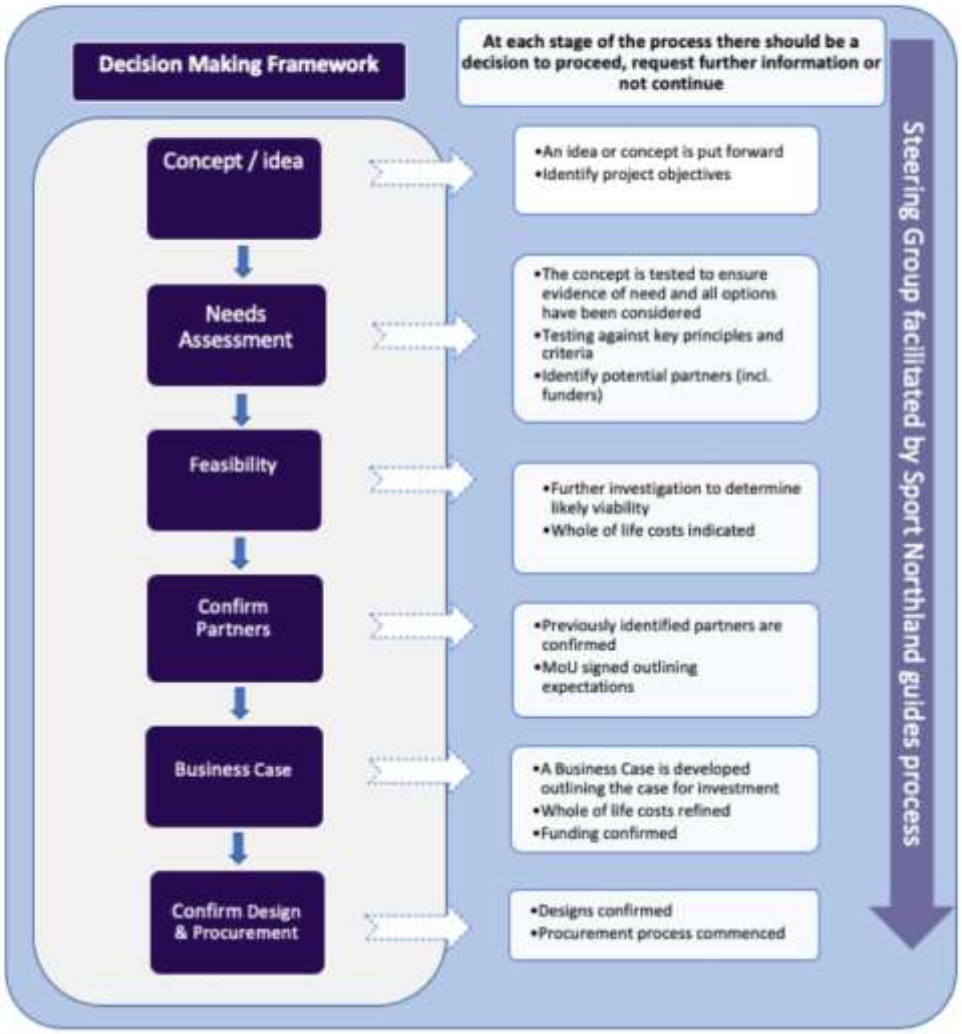
The principles and criteria will be applied to each concept put forward for consideration using the Decision Making Framework provided in Figure 5.2 below.

Table 5-1 Project Evaluation / Decision-making Criteria

Principle	Criteria
1. Sustainability	• *The capability of potential facility developers to develop and operate facilities.* • The degree to which the existing or proposed facility is operationally sustainable (taking a whole of lifecycle approach which looks at operational and maintenance costs throughout a facility's life).
2. Partnering and Collaboration	• The potential for operational and/or capital partnerships between multiple stakeholders.
3. Meeting an Identified Need	• *The degree to which any existing or proposed facility matches the projected needs of the community within its core catchment area. In the case of facilities with wide utilisation (such as aquatics facilities) this involves consideration of all potential users from general recreational users through to organised sports codes.* • *The degree to which demand exceeds supply (once all existing facilities are being run at an optimal operational level) and the facility or proposed facility can meet the identified gap.* • *The degree of alignment a facility or proposed facility has with national and regional facility strategies.* • The ability of the facility or proposed facility to progress the play, active recreation and sport objectives of Te Tai Tokerau, the Far North District and wider New Zealand society. • The needs identified can only be met through additional provision. • The degree to which the duplication of facilities (from an international to a local level) is avoided.
4. Multiuse	• The degree to which the proposed project will enable integrated uses such as hub facilities, multi-use facilities or co-located facilities. • The degree to which the facility will cater to play, active recreation and sport and other complimentary community uses.
5. Future-proofing	• The ability of the facility or proposed facility to reflect international and national best practice in its location, design and subsequent operation.

Principle	Criteria
	• The degree to which the facility or proposed facility will be designed or redesigned to enable it to be adapted, developed and extended in response to changing future demands.
6. Inclusive, accessible and affordable	• The degree to which the facility or proposed facility caters to all sectors of the community, including the level of physical accessibility for those the disabilities. • The level of affordability of use or participation in the facility or programme/services. • Alignment with wider strategic documents and plans such as those concerned with urban planning, infrastructure development, events strategies and transport networks.
7. Facilities that deliver wider community benefits	• The return on investment (capital and operational) that the facility or proposed facility can generate (measured in terms of community benefit). • The degree to which the facility or proposed facility will serve the broadest range of community needs possible, providing advantages for the whole community.
8. Reflect the uniqueness of Te Tai Tokerau	• The degree to which the proposed facility responds to the unique geography and population and the social and cultural needs of Northland communities.
9. Optimise existing facilities	• The degree to which the proposal optimises an existing facility e.g. through partnerships to increase use, enhancements to make a facility more fit-for-purpose. • The degree to which a facility or proposed facility compliments / optimises the existing or proposed facility network and builds on district and regional strengths.
10. Importance of play	• The degree to which the facility or proposed facility supports everyday play opportunities for young people within local communities.

Figure 5.2: Decision Making Framework



6. Ngā take wāhi mō te Far North | Gap & Oversupply Analysis – Far North District

6.1 Inventory Overview

The facility inventory data used for this report has been extracted, and summarised from the Sport NZ Inventory Tool. The detailed inventory, by facility type, is provided in Appendix 1[16]. It is noted that there will be other play, active recreation and sports facilities across the district that have not been captured in the current data. Further work needs to be done to improve the data capture and accuracy of existing facilities in the district, particularly facilities that are provided by schools and marae.

In summary, there are approximately 145+ play, active recreation and sport sites across the district, providing a wide range of facilities including multi-use sport and recreation sites, playgrounds, sports fields, pools, a variety of courts, community halls, gym/fitness centres, tracks, trails, skate parks, and club room buildings.

A number of aquatic facilities (pools) are shared between schools and the community. In addition to these shared facilities there are a wide range of other school provide facilities across the district, although many do not have access arrangements in place for the wider community. Opportunities to partner more effectively with schools for community access to facilities such as playing fields, playgrounds, courts and gymnasiums are important for improving local access to facilities in some communities.

6.2 Gap & Oversupply Summary Comments

It is positive that the district already has a number of multi-use sport and recreation facilities. 10 hub sites provide for three or more sport, play and recreation facilities and activities at one site. However, there is an opportunity for more sharing between codes and enhanced multi-use facilities. Particularly in locations where each individual club at a site has a separate clubrooms facility.

Currently, according to the data provided, bowling, netball, golf and tennis tend towards single use club facilities, although some are shared. There is only one 9 hole golf course provided in the district. All other courses are 18 hole, including some high cost, international standard courses. There are also a number of single use sports fields, particularly for rugby, while there are limited rugby league fields available. Overall, there is adequate sport field supply in most parts of the District, it is important to maximise use of these existing assets. There are a large number of club room buildings (the majority are single use), many of which require maintenance to bring them up to date with the current expectations of participants and spectators. Opportunities to increase sharing of sports fields and clubrooms should be pursued, over single use facilities.

The inventory indicates there are a number of facilities providing for water sports spread across the district. Many locations that are used for water sports may not have been captured in the inventory. It is important for future planning, that more detail on water sports facilities is gathered before the first review of this

[16] The time and effort of Far North District Council and Sport Northland staff who entered data is acknowledged.

plan is undertaken. Of those currently captured, many are focussed on a single activity type such as sailing. There is an opportunity to increase sharing of these facilities to support other water based sports that currently do not have many amenity facilities (toilets, changing rooms, storage, vessel wash down) available to them, such as canoe, kayak and waka ama.

The inventory indicates the majority of courts provided in the district are outdoor, many of which are single use. There is an opportunity to increase provision for basketball on existing outdoor courts through sharing arrangements with existing tennis and netball courts. Most indoor court provision in the district is single or two court facilities, some of which have undersized courts or restricted run-off. Schools provide most indoor court facilities in the district. Ensuring future indoor courts comply with spatial requirements of the main indoor sports codes is important going forward.

There are 20 playgrounds either owned or operated by the Far North District Council (FNDC) across the district. There are many play facilities owned by schools across the district. It is now recognised that built playground infrastructure is only one way of providing play experiences for young people. Increasingly play spaces, including natural spaces, are being recognised for their play value. The Far North District has a variety of open spaces and natural spaces, including bush and beach areas, encouraging use of these areas for creative play opportunities for children would be beneficial.

There is a comprehensive network of community hall facilities across the district. Many of these are aging, future maintenance and upgrades may provide an opportunity to improve the functionality of these for a wider range of uses.

There is a mixture of ownership and management models for the key sport and recreation assets in the Far North District. The range of different approaches can lead to inconsistencies with asset management and operations between different facilities and communities. With single club facilities in particular, there is a risk of facility decline, if maintenance is not prioritised, or even facilities being lost from the district network if a club does not remain viable for any reason.

7. Tiaroaro ki te Rautaki a Rohe | Alignment with the Regional Strategy

The Far North Spaces & Places Plan is a facility-focussed plan that helps support the regional strategy for play, active recreation and sport – Kōkiri ai te waka hourua. The regional strategy provides the high-level strategic framework to guide future decision making, with the district level plan providing more detailed guidance for the Far North area. Both the regional strategy and the Far North Spaces & Places Plan will help inform Council long term plans (LTPs) and work programmes across the full range of sector organisations in the Far North District.



In order to support the regional Kōkiri ai te waka hourua strategy it is important that the Far North Spaces & Places Plan aligns with the overarching intent of the regional strategy. To achieve the vision and address the priorities of the regional strategy, a new way of working will be required. A greater focus on partnerships, collaboration and working with the community on locally led initiatives is important going forward.

This section identifies some ways that Far North District Council can work to align with the pillars and objectives of the regional strategy.

Partnerships

- Support the implementation of the regional strategy.
- Proactively seek partnerships with other organisations to support local access to play, active recreation and sport facilities and programmes.

People

- Work directly with local communities, including mana whenua, to support and develop local capability and increase locally led initiatives.

Programmes & Participation

- Support culturally appropriate programmes.
- Focus on programmes that deliver quality opportunities for all sectors of the community.

Planning and Policy

- Where required, consider changing FNDC policies, to better support and align with the regional strategy and the recommendations of this plan.
- Review ways of working to reduce process and compliance barriers that sports groups and locally led initiatives (including events) may currently face.

Spaces and Places

- Maximise use of existing facilities in the first instance, before building new.
- Support multi-use facilities and hub sites (over single use facilities).
- Support and contribute to the next level of detailed, regional planning as required.

8. Tūtohitanga a Rohe | Key District Wide Recommendations

A range of general actions are required, to help the district progress towards achieving the future priorities identified in the regional Kōkiri ai te waka hourua strategy. These recommendations align with the pillars, objectives and priorities of the regional Kōkiri ai te waka hourua strategy.

Overarching Recommendations:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
1. Adopt the Far North Spaces & Places Plan and use it to guide planning for facility provision on a district-wide and local basis.	FNDC, Sport Northland	Regional Sports Organisations (RSOs), Northland Sports Coalition (NSC)	Immediate
2. Assign accountability and responsibility for sport, active recreation and play within the Far North District Council and resource appropriately. These resources should have a focus on planning for the provision of recreation assets and relationship management. This would assist sporting organisations and the local community to work more effectively with FNDC to provide appropriate facilities.	FNDC	Sport Northland	Immediate

The overarching recommendations are the immediate priorities for the District. It is important to note that many of the general and facility specific recommendations contained in this plan are highly dependent on the allocation of resource and accountability for play, active recreation and sport within the Far North District Council as detailed in recommendation 2 above.

General Recommendations:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
3. Establish a Far North Play, Active Recreation and Sport Forum (FNPARSF) to drive the implementation, monitoring and review of the Far North Spaces & Places Plan.	Sport Northland, FNDC	RSOs, active recreation groups	Short

General Recommendations:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
4. Undertake annual reviews of progress on the plan recommendations and a full review of the strategy every three years (with timing synchronised to allow the strategy to inform the FNDC Long Term Plan process).	FNPARSF, Sport Northland, FNDC	Sport Northland	Ongoing
5. Undertake regular reviews of the Sport NZ Inventory Tool data for the district to ensure the database is up to date and becomes a useful resource for future planning.	FNDC, FNPARSF	Sport Northland	Ongoing
6. Develop an integrated approach to play, with cross-council initiatives as part of a place making approach, to create well-functioning public places and improve access and use of these for play, including mahinga kai.	FNDC, Sport Northland, Sport NZ	Iwi/hapū	Short
7. Identify a local play advocate within FNDC to advocate for play and child-friendly design within both Council and community led projects. This advocate could also represent FNDC on the Te Tai Tokerau Play Coalition proposed through the regional Kōkiri ai te waka hourua strategy.	FNDC	Sport Northland	Immediate
8. Develop policy that encourages investment into multi-use sport and active recreation hub sites (over single use facilities where practical). In particular, support multi-use hubs that have governance and administration that is based on best practice.	FNDC, funders	Sport Northland, Asset owners	Short
9. Investigate developing local levels of service for multi-use, introductory level play, active recreation and sport facilities to ensure appropriate provision. These should give consideration to different community needs within the Far North District.	FNDC, Sport Northland	Community, whānau	Medium
10. Investigate the possibility of a contestable 'match' fund for community groups to obtain up to 50% contribution to a maximum project value for prioritised amenity facility enhancement projects (upgrades to toilets, storage, change rooms, shade and shelters). Seek partnerships with community funders and commercial entities to support this match fund concept.	FNDC, Sport Northland, funders	Clubs, community groups	Short

General Recommendations:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
11. Ensure that regional and district sport and active recreation facility hubs are supported with appropriate facilities at district or local level (a hub and spoke approach). For example, support regional competition facilities such as the Kensington Hockey Stadium with appropriate district or local turf provision for training and junior playing needs.	Sport Northland	FNDC, schools, RSOs, clubs	Ongoing
12. Encourage all asset owners to have Asset Management Plans in place and undertake ongoing, regular maintenance to ensure the district network of facilities remains in an appropriate condition to support participation. This is of particular importance due to the high proportion of non-Council owned sport and active recreation assets in the district.	Sport Northland, asset owners, RSOs,	FNDC, schools	Ongoing
13. Where possible, prior to renewing sports club's leases, Council should review lease conditions to facilitate increased sharing/sub-tenancy arrangements and consider implementing shorter lease terms so areas can be adapted to alternative future uses if demand declines. This may require specific changes to Council policy.	FNDC	RSOs, Clubs	Ongoing
14. When planning new or upgraded sport and active recreation facilities ensure that consideration is given to how opportunities for spontaneous play can be catered to within these sites and facilities.	Asset Owners	Sport Northland, FNDC, RSOs, Clubs	Ongoing
15. Work to support local Far North based community organisations and volunteers to activate play spaces, increasing the time, place and permission for play to occur, including mahinga kai.	Sport Northland	Community organisations	Ongoing
16. Review Council policies and procedures to consider ways Council can best support locally led initiatives, including events (where they are on Council land). This may include providing support to assist groups with planning, delivery and compliance barriers (such as health and safety paperwork, traffic management).	FNDC	Sport Northland	Short

General Recommendations:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
17. Where Marae are considered the hub of the community, engage with, and investigate ways in which funding and support can be provided to develop the spaces in order to provide participation opportunities within play, active recreation and sport.	Marae, Sport Northland	FNDC, funders	Ongoing

RSL

9. Wāhi taunakitanga | Key Facility Specific Recommendations

This section highlights recommendations that relate to specific play, active recreation and sport facilities and activities within the Far North District. These recommendations align with the pillars, objectives and priorities of the regional strategy - Kōkiri ai te waka hourua.

Overall, there are sufficient facilities to meet most identified needs in the district. The key challenge is maintaining play, active recreation and sport facilities at appropriate standards as they age. There are many opportunities to increase partnerships between sport, recreation and community groups both for multiuse facilities and programmes. There are also simple ways to maximise use of facilities through provision of features such as lighting (e.g. outdoor courts and sports fields). The following series of tables outlines specific recommendations by facility type and where relevant, by sports code or activity type.

9.1 Sport and Active Recreation Hubs

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
General	18. Continue to support existing multi-use sport and active recreation hub sites across the district as important community sport and active recreation assets. Work with all existing sport and active recreation hub sites to ensure they have asset management plans in place and are maintaining facilities in line with those plans. It is important to ensure that long term maintenance and replacement is planned for.	Sport Northland, Asset owners	FNDC, sport and active recreation hubs	Ongoing
Te Hiku	19. Support the completion of this major multi-sport hub project that is due to commence construction. This will provide a key sub-regional/district asset. Through the final detailed design and development phase, or future project stages, ensure that all ages and abilities (including youth) are provided for in the aquatic area through the provision of hydrotherapy space, learn to swim and general water space (including play features). This may require future-proofing considerations in the design phase to allow for future expansion or change if required.	Te Hiku Sports Inc.	Sport Northland, FNDC, Northland Regional Council (NRC), funders	Short

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
Bay of Islands Sports Hub (Waipapa)	20. Support the staged development of this new, multi-sport hub site which will become an important sub-regional sport, active recreation and play asset. Completion of stage one is the initial priority and will result in the development of playing fields (with lighting), car parking and an amenity block to support football and cricket. It is important to ensure that casual and informal play opportunities are also considered at all stages of site planning.	FNDC, sporting codes	Sport Northland, funders	Short
	21. In planning and prioritising future stages of development it is important that needs and feasibility assessments are undertaken regarding a potential sub-regional gymnastics' facility (2nd priority) and a multi-use turf suitable for a wide range of codes, including hockey (3rd priority). See sport specific comments for gymnastics and hockey for further details. Later stages of the hub development should also be informed by the regional courts plan and other relevant regional planning work.	FNDC, sporting codes	Sport Northland, funders	Medium
Sportsville Kaikohe	22. Support the completion of this important sub-regional level facility for the mid-North area. There is a strong need for provision of additional court space in the region. The indoor court component of this site development is an initial high priority and should be planned to cater for local and sub-regional needs in the first instance. Catering for wider regional needs should be informed by the outcomes of the regional courts plan.	Sportsville Kaikohe, FNDC, Sport Northland	Funders	Short
	23. Alongside traditional indoor codes, consider opportunities to provide indoor capacity within this venue for futsal (training and games) and cricket training (if sufficient demand exists). This will help address facility access shortfalls for these codes and also maximise use of the indoor court space.	Sportsville Kaikohe, FNDC, Sport Northland	RSOs	Short
	24. It is also important, at a later stage to progress further site development in line with the masterplan for the reserve area such as addressing safe access considerations and provision of a pump track and features suitable for casual and informal play.	Sportsville Kaikohe, FNDC, Sport Northland	Funders	Medium

RSL

9.2 Sports Fields

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
General	25. Undertake a sports field supply and demand study to assess current capacity, demand hours and the potential need to facilitate partnerships to increase allocation/access by some field-based codes where there is an imbalance in provision. This will inform development of a detailed implementation plan for sports field improvements (lighting, drainage, irrigation).	Sport Northland, FNDC, Asset owners	RSOs, clubs	Medium
	26. Continue to maintain existing sports fields to ensure a quality playing experience is provided. This may require field quality improvements such as irrigation and drainage at some sites (in line with the outcomes of the study above).	FNDC, Asset owners, schools	Sport Northland	Ongoing
	27. Work with clubs and active recreation groups to create a prioritised programme of amenity facility enhancements at key play, active recreation and sport sites across the district. Many facilities have had maintenance deferred meaning toilets, change rooms and storage facilities are in poor condition. When planning such upgrades ensure consideration is given to appropriate unisex changing facilities to support increases in female participation.	Asset owners, Sport Northland	FNDC, RSOs, clubs	Short
Taonga tākaro (traditional Māori sports)	28. Support the provision of appropriate space and time for taonga tākaro (traditional Māori sports) such as ki-o-rahi and mahi a te rehia on parks and reserves. This should include marked ki-o-rahi fields in multiple locations across the District. Existing sports fields could be used, or potential partnerships with non-Council owned sports fields.	FNDC, Asset owners, Marae, schools	Sport Northland, hapū, whānau	Short
Football	29. Complete the Bay of Islands Sports Hub (Waipapa) new fields project as a high priority, including the provision of quality, competition standard lighting to maximise field use for training and night games.	FNDC, Northern Football	Sport Northland, funders	Short

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
	30. Most Far North football training and competition occurs on school land (e.g. Kaeo, Taipa, Kaitaia). Investigate formalising partnerships with schools in the Far North to obtain long term certainty of field access for football. Community support may be required for maintenance or upgrades to school fields, including lighting.	Northern Football, Sport Northland	Clubs, funders	Medium
	31. The lease of Bledisloe Domain is due to come to an end in 2026. Find an alternative future location for the Paihia Football Club (and other Domain users) prior to the end of the lease.	Northern Football, Paihia FC, FNDC	Sport Northland, schools	Short
Rugby league	32. Work to secure access to additional lit playing fields for training purposes. This will require more sharing of rugby fields with league. Note: this is in addition to the Simpson Park Rugby and League field lighting upgrade that is due to occur in 2021	Rugby League Northland, FNDC	Clubs, Northland Rugby, Marae	Short
Rugby Union	33. Seek to maximise the use and sustainability of current clubroom facilities through potential partnerships with other codes, activities and community groups.	Northland Rugby	Clubs, Sport Northland, RSOs	Ongoing
	34. Investigate playing field, grandstand and club room renovations to improve the quality of the player and spectator experience at Kaitaia City Rugby Club (Arnold Rae Park - sports fields and Bedgood Park - clubrooms).	Northland Rugby, Kaitaia City Rugby Club	Sport Northland, FNDC	Short
	35. Seek other sport, active recreation and community users for the Taiamai Ohaeawai Rugby Football and Sports Club to maximise the community benefit from the planned clubroom renovations.	Taiamai Ohaeawai Rugby Football and Sports Club	Sport Northland	Short
Athletics	36. Continue to ensure the community has access to quality grass athletics tracks for local level participation and training. This may require turf quality enhancements and partnerships with schools.	Athletics Northland, FNDC, Asset owners	Sport Northland	Ongoing
Cricket	37. Support the provision of cricket fields at the new Bay of Islands Sports Hub (Waipapa) area to help address the undersupply of cricket facilities in Kerikeri/Bay of Islands part of the district.	FNDC, Northland Cricket	Clubs, Sport Northland	Short

RSL

9.3 Aquatic Facilities (Pools) and Water Based Sport and Active Recreation

Facility/Activity Type:	Recommendation:	Facilitator(s)	Supporters	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
General	38. Investigate formal partnerships with schools, where required, to increase community access to school provided pools.	Sport Northland, MoE	FNDC, schools	Medium
	39. Ensure there is a well-planned programme of ongoing facility maintenance and upgrades to ensure existing facilities continue to meet the needs of the community.	Asset owners, Sport Northland	FNDC, funders	Ongoing
Water Based Sport and Active Recreation				
Support facilities	40. Work with water based sport and active recreation groups to ensure appropriate natural water access, boat storage and amenity facilities (toilets, change, drinking and wash down water) in key locations throughout the District for waka ama, canoe/kayak, surfing, rowing and recreational water users. This may include facilitating partnerships with existing water-based sports groups e.g. sailing clubs. This approach will provide additional facility users, and support the ongoing viability of existing water based club facilities.	Sport Northland, water based RSOs	NSC, FNDC, clubs	Short
	41. Investigate the feasibility of developing a facility at Lake Ngatu that can be used by waka ama, stand up paddle boarding and other users.	Aquatic user groups	Sport Northland, FNDC	Short
Waka ama	42. Work with Omatai Waka Ama Club and Taipa Sailing Club regarding land access requirements to support the clubs ability to develop a secure boat storage area for waka adjacent to the existing sailing club.	FNDC, Omatai Waka Ama Club	Taipa Sailing Club, Sport Northland	Short
Programmes	43. Support the local implementation of the proposed regional partnership programme for water safety and basic water skills education.	Sport Northland, NSC	Water based sport and active recreation groups	Short

RSL

9.4 Court Based (Indoor and Outdoor)

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
General	44. Investigate maintenance and quality enhancements to existing indoor and outdoor courts to improve playing surface suitability. Where possible any playing surface upgrades should consider provision of additional line markings to cater to multiple uses, specifically basketball, futsal and also informal games where that is not already provided. Priority sites identified for court surface upgrades include the Northland College and existing Baysport facilities.	Asset Owners, RSOs, FNDC	Funders, Sport Northland, clubs	Ongoing
	45. Investigate formal partnerships with schools to increase community access to school provided courts (particularly for access to indoor courts along with outdoor courts).	Sport Northland, MoE	Schools, FNDC, RSOs	Short
	46. As part of the regional courts plan consider the need (demand) for more indoor court space provision in the Far North District, including the cost implications and use levels required for sustainability compared to other options such as school partnerships and/or covering outdoor courts.	Kōkiri Strategy Working Group (KSWG)	Sport Northland, Councils, NSC, RSOs, iwi, MoE	Short
	47. Subject to the outcomes of the regional courts plan, investigate installation of improved lighting and covers over some existing outdoor courts in the district to increase usability in all weather (rain and heat protection).	Netball Centres, Tennis clubs	Sport Northland, FNDC, RSOs, funders	Medium
Basketball	48. Subject to the outcomes of the regional courts plan, investigate the provision of additional multiuse outdoor courts (minimum of full ½ court basketball size) across the district to improve local access. Key opportunities are provision of additional line markings on existing courts, locating new courts at existing sport and active recreation hub sites or partnerships with schools.	Northland Basketball, Sport Northland	FNDC, asset owners, schools	Short

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
Netball	49. Work with Centres and Council to develop a long-term facility maintenance plan to ensure ongoing maintenance and regular surface renewals of outdoor courts are planned well in advance.	Netball Northern	Netball Centres, FNDC	Medium
Tennis	50. Some existing single use tennis sites are underutilised. Investigate options to increase sharing with other codes to maximise use of these assets. This may include provision of court markings and equipment (such as hoops and goals) to encourage casual utilisation, for example; basketball, futsal, play. This should be considered in conjunction with the Regional Courts Plan.	Tennis Northland, Tennis Clubs	Asset owners, NSC, FNDC	Short
Futsal	51. Futsal is currently constrained by a lack of access to suitable facilities. Ensure that future plans for additional court provision and enhancement consider the needs of futsal.	Sport Northland, Asset Owners	Northern Football	Ongoing

9.5 Community Halls

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
General	52. Work with Community Groups to support and maintain an appropriate network of multi-use community halls catering to a wide range of uses, including indoor sports and active recreation, where sufficient demand and use exist. This should include ongoing maintenance and minor facility upgrades (e.g. floor surface, climate control/heating) to enhance suitability for users.	FNDC, Asset Owners, Community groups	Sport Northland, user groups	Ongoing
	53. Where adjacent land is provided, and demand exists, consider opportunities to provide other play, active recreation and sport facilities adjacent to community halls to maximise the value of these sites as community hubs.	FNDC, Asset Owners, Community groups	Sport Northland, RSOs	Ongoing

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
Indoor Bowls	54. Continue to use the Dalmatian Society Hall and other existing multi-use facilities such as community halls. Where necessary installation of climate control to improve the suitability of these venues should be considered.	Indoor Bowls clubs, Asset Owners, Community groups	FNDC	Ongoing
Dance	55. Continue to use existing multi-use facilities such as community halls. Where possible future upgrades to community hall style facilities should consider the needs of dance groups (e.g. floor type, mirrors, climate control/heating).	Dance groups, Asset Owners, Community groups	FNDC	Ongoing
Yoga/pilates	56. Continue to use existing multi-use facilities such as community halls, community centres and gym/fitness facilities.	Yoga, pilates providers	Asset owners, Community groups, FNDC	Ongoing

9.6 Specialised Sport Facilities

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
Bowls (Outdoor)	57. Subject to the regional bowls facility plan, retain the existing network of single community bowling clubs where demand continues to exist. Seek partnerships with other sports, active recreation or community groups for clubroom use to increase sustainability of existing bowling clubs. Consider the balance of artificial and natural green provision noting that artificial greens provide some advantages where water resources are limited.	Bowls Northland, Bowling Clubs	Sport Northland	Ongoing
Croquet	58. Support the retention of the three croquet club facilities in the district where demand continues to exist. Prior to investment in significant upgrades or development of any new croquet facilities undertake needs and feasibility assessments.	Sport Northland, Northland Croquet Association	Clubs, FNDC	Ongoing
Golf	59. To enhance sustainability of the district golf clubs, investigate opportunities to increase clubroom sharing with other sports, active recreation and community groups. Also investigate	Golf Northland, Golf Clubs	Sport Northland	Short

Facility/Activity Type:	Recommendation	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
	alternative programme delivery and promotions to increase activity on existing courses and meet a wider potential player demographic.			
	60. Prior to investing in major renewals or upgrades to existing golf courses and facilities, undertake a needs and options analysis to determine the cost benefit of alternative delivery approaches such as Sportsville partnerships and developing differentiated service offerings e.g. conversion from 18 to 9-hole courses and partnering with other codes or commercial providers for use of the remaining land.	Golf Northland, Golf Clubs	Sport Northland	Medium
Equestrian	61. Continue to provide a network of equestrian facilities providing accessible participation opportunities. Encourage multi-use partnerships, firstly with different equestrian groups and disciplines and secondly with other community active recreation groups and activities to increase the community use and value of equestrian sites wherever possible. There may be opportunities to partner with the Kaitaia A & P Showgrounds for field access for football and/or rugby league to improve field supply issues these codes face.	Asset Owners, Equestrian organisations	Sport Northland, RSOs	Ongoing
Gymsports	62. Continue local provision of introductory gymsports opportunities where demand exists. In most communities it is appropriate to provide this through shared facilities such as community halls where pack-in and pack out of equipment is required.	Sport Northland, Asset owners, FNDC	RSO, private providers, gymnastics clubs	Ongoing
	63. There is community demand for a of a fit-for-purpose gymnastics facility to replace the current Kerikeri Gymnastics facility. Undertake work to revalidate the 2016 feasibility study for this facility to reconfirm the projected costs, potential funding arrangements and current utilisation data. Note: Gymnastics NZ 2017 Gymsports National Facilities Strategy identifies that Northland requires a sub-regional hub gymsports facility in Kerikeri.	Kerikeri Gymnastics Club, funders	Sport Northland, FNDC	Short

Facility/Activity Type:	Recommendation	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
	64. Continue to provide and maintain the existing purpose-built gymnastics facilities as long as demand continues to exist. This will require regular monitoring of demand for community facility access for gymsports across the district.	Asset owners, Sport Northland	Gymnastics clubs, private providers	Ongoing
Hockey	65. Investigate partnership options with schools to increase local access to hockey turf facilities to support the regional approach of hub and spoke provision. District and local turfs should be multi-use where possible and focussed on training and introductory level hockey needs, with the main competition facilities continuing to be based in Kaikohe and Whangarei.	Sport Northland, Northland Hockey	Schools, FNDC	Ongoing
	66. Continue to support the Top Energy Hockey Turf as a key sub-regional/district level hockey facility.	Sport Northland, Northland Hockey	FNDC, hockey clubs	Ongoing
	67. Undertake a needs and feasibility assessment for possible provision of a multi-use turf suitable for a wide range of codes, including hockey to be based at Bay of Islands Sports Hub (Waipapa).	FNDC, RSOs	Sport Northland, funders	Medium
Squash	68. Many squash facilities in the district are aging. Clubs should prioritise general maintenance and minor upgrades to raise existing facility standards and/or keep facilities fit-for-purpose. When undertaking maintenance and minor upgrades clubs should consider enhancing aspects such as court surfaces and walls, lighting (consider LED), heating/ventilation and improving the general amenity of the club including enhancing toilet and change room areas.	Squash Northland, All Squash Clubs	Funders	Ongoing
	69. To retain existing and attract new members, ensure quality programmes are being offered. Consider options and systems to make access for casual players easier to maximise the potential from growth in this player type.	Squash Northland	All Squash Clubs	Ongoing
	70. Progress the project to relocate and rebuild the Kerikeri Squash Club. The lack of squash facilities in Kerikeri is impacting on facility access for squash across the wider region (not just Kerikeri based players). This should be a regional level facility. It is important to	Kerikeri Squash Club, Squash Northland	Sport Northland, funders, FNDC	Short

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
	ensure the facility is future proofed to allow for ongoing population growth in the area.			
Softball	71. Continue to provide for softball on multiuse grass sites. Do not invest in single-use facilities (dirt diamonds) unless participation in softball significantly increases.	FNDC, schools	Northland Softball Association, Sport Northland	Ongoing
Kaikohe Speedway	72. Continue to maintain as an important district asset for motorsport. Consider opportunities to increase use of the site for other active recreation activities where it is practical and safe to do so.	Kaikohe Speedway, Kaikohe Burnouts	Active recreation and community groups	Ongoing
Kaikohe Clay Target Club	73. Consider opportunities to maximise the use of this site, it may have potential to support some wider regional shooting sport needs.	Kaikohe Clay Target Club	Shooting sports	Long

9.7 Play and Active Recreation Facilities

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
Walking & Cycling	74. Continue to implement key Far North based projects linked to the identified objectives and priorities in the Northland Walking and Cycling Strategy.	Sport Northland, FNDC, Walking & Cycling Strategy Group	Walking & cycling groups, funders	Ongoing
Cycling	75. Investigate additional pump track provision to support children's bike activity across the wider district where communities show a strong interest and desire to support implementation and future maintenance of these facilities. These tracks can support the pathway to BMX and mountain bike participation.	FNDC, Asset owners, Sport Northland	Walking & cycling groups, funders	Short
Waitangi Mountain Bike Park	76. Support the ongoing development of the site as a key regional resource for mountain biking. There is a clear plan for 30km of future trail development to be implemented in stages.	Asset owners, funders	Bike Northland, cycling groups	Ongoing

Facility/Activity Type:	Recommendation:	Facilitator(s):	Supporters:	Timeframe: Short 1-3 years, Medium 4-6, Long 7 plus
Skate	77. Continue to maintain existing skate-park facilities across the district. Where possible, maximise these sites with other play or active recreation events or facilities (e.g. pump tracks and play spaces) to increase overall utilisation of these areas.	FNDC, Asset owners	Local communities, whānau, funders	Ongoing
Playgrounds	78. Continue to maintain existing playground facilities across the district. When specific items of play equipment are nearing the end of their useful life, consider the changing needs of the community and potential for alternative provision such as play spaces and natural play options before replacing with new equipment of the same type.	FNDC, Asset owners, Marae, schools	Local communities, whānau	Ongoing
	79. Work with hapū, and iwi to identify opportunities for distinct Māori play opportunities that create pathways to celebrate and learn cultural identity. This could include consideration of creating Mara Hupara (traditional playground) space within the Far North District.	Marae, hapū, iwi, Sport Northland	FNDC, whānau	Short
Parks and Public Space	80. Neighbourhood parks and schools provide key sites for local communities. Work with local communities to develop and activate these places in a way that suits local community needs, with a focus on providing opportunities for tamariki and rangatahi for spontaneous, informal and casual play and active recreation.	Sport Northland, FNDC, schools	Local communities, whānau	Ongoing

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10. Appendix 1 – Site & Facility Inventory

10.1 Inventory by Facility Type

The data presented below has been extracted, and summarised from the Sport NZ Inventory Tool. Thanks to the Far North District Council and Sport Northland staff who entered data into the Sport NZ Inventory Tool. It is noted that there will be other play, active recreation and sports facilities across the district that have not been captured in the current data. Further work needs to be done to improve the data capture of existing facilities in the district, particularly facilities that are provided by schools and marae.

Current Sport & Active Recreation Hub Sites

Facility/site name	Owner	Operator	Description
Ahipara (Rarawa) Domain	Club	Te Rarawa Rugby Football Club	2 rugby fields; 2 touch rugby fields; 2 football/soccer (junior); 2 shared basketball, tennis, netball courts; large clubroom facility [includes an old relocated hall]; 4 changing rooms 1 shower/referee room; 2 bay storage garage. Also located on the Ahipara Domain is the Rarawa Football (Soccer) Club which has 2 containers on site for storage and 1 non-compliant soccer field that is too small. No permanent goal posts.
Araiawa Domain	Council	Council, Houhora Bowling Club	1 natural green with 8 rinks full size; 3 tennis courts; club building/changing room; 1 sports field - touch rugby. Araiawai or Raio Community Hall (15m X 13M) with covered carport and verandah Toilets - 2 women's and 1 men's and disabled toilet outside Kitchen Small stage area with under stage storage Mini library (Sat morning only). New football field.
Awanui Sports Complex	Council	Awanui Sports Complex	2 squash courts; 2 shared netball tennis courts; 2 rugby fields; clubrooms (upstairs) with bar, kitchen, toilets, balcony. Changing rooms: Rugby - 4, Squash - 1 women's & 1 men's 2 showers in each. Community Hall that doubles as an indoor court (2 courts) - portable goals, table tennis and area for gym users.
Kerikeri Domain	Council	Far North District Council	Multiuse site with 1 rugby league field, outdoor skate park, basketball court, 4 cricket wickets, playground, perimeter pathway and public toilets. Kerikeri Bowling Club holds a lease for an area providing 2 artifical bowling greens and a clubroom building. The bowling car park has limited reserved spaces for club days. Car park available for shoppers at all other times. There were previously 2 squash courts in the Kerikeri Domain building which was damaged by fire in 2016 and demolished in 2019. Kerikeri High School is located to the east of the site and a library is also adjacent to the park. The site provides for recreation and sports use. This facility is currently being redeveloped as part of a Provincial Growth Fund project.
Kerikeri Sports Complex	Council	Kerikeri Sports Trust	9 netball courts; 3 cricket fields; 3 rugby fields; club building/changing rooms.
Lindvart Park (including Robinson Park)	Council	Kaikohe and Districts Sportsville	3 football/soccer fields; 3 rugby / touch rugby fields; 1 softball field; 1 artificial hockey turf; 8 shared netball/tennis courts; 3/4 size rugby league field, playground. Buildings: Lindvart

Facility/site name	Owner	Operator	Description
			Park Pavilion (not fit for purpose) and Rugby Grandstand (500 seats); Rugby Clubrooms with changing rooms owned by Kaikohe Rugby Football and Sports Club includes a commercial kitchen and bar. Parking located in three separate areas.
Okaihau Domain	Council	Far North District Council	Multi-use domain providing grass athletics track; 2 tennis courts with basketball hoop/backboard in tennis court area. Clubrooms: small clubroom facility with kitchen, bar, outside deck, toilet facilities - male and female; site also includes Houhora Bowling club with 2 bowling greens and club building.
Simpson Park	Council	Moerewa Sports Clubs	Simpson Park is home to 3 clubs - Moerewa Netball, Moerewa Rugby Football Sports Club and Moerewa Tigers Rugby League Club. The site provides 4 netball courts; 3 sports fields (2 rugby / 1 rugby league) - each club has their own clubroom with social area, kitchen toilets and bar and two changing rooms and onsite parking.
Taipa Sports Ground	Club	Eastern United Rugby Football Club. Doubtless Bay Squash Club	Multi-use site providing for 2 football/soccer fields; 2 rugby fields; 1 artificial cricket wicket with field; Stand-alone squash building/clubroom with 2 X squash courts - one with glass back, 2 toilets/changing room, kitchenette/bar and small clubroom space. Eastern Rugby Club clubrooms (433m2) includes kitchen, toilets, decking (125m2) and bar. 4 changing rooms shared showers room - wet room refs changing room - with shower & toilet;
Te Ahu Kaitaia	Te Ahu Charitable Trust	Te Ahu Charitable Trust	A multi-functional community facility housing a library, museum, i-SITE visitor information centre, Council customer service centre, café, theatre, art space. The facility also features a main hall, banquet room and different meeting rooms that are available for hire and support a range of community uses, including some recreation outcomes.
Waipapa Sports ground, BaySport	Land: Council Buildings: BaySport Inc.	BaySport Inc.	Multi-purpose sport and recreation complex with indoor and outdoor facilities. Indoor stadium provides courts marked for basketball (2) and badminton (4) an inline skating rink, a judo dojo; toilets and changing rooms. Outdoor sports complex provides 2 full size football (soccer) fields + 1 junior field, football pavilion building includes a lounge area, kitchen, changing rooms, showers and basic outdoor tiered seating area; 10 astrograss tennis courts with clubroom building with kitchen, toilets, showers.
Waipapakauri Domain	Council	Waipapakauri Domain Committee	Multiuse site with 1 bowling green (4 rinks); 4 netball courts; 2 rugby fields, lights to 1 field + pony club field Also has an outdoor stage located overlooking the rugby fields. Clubroom: includes, kitchen, bar and chiller facility, men's and women's toilets and for people with disability, flat entry access. Also has pool tables and dart boards for competition. Changing: 5 shower areas.

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Sports Fields

Facility/site name	Owner	Operator	Field Type	Description
Bledisloe Domain	Waitangi Trust Board	Far North District Council	football/soccer	3 football/soccer fields; clubrooms: social area and small kitchen/bar / changing: home and away changing room with showers and toilets
Centre Park aka Moeroa Park	Council	Council and Club	multiuse	2 sports fields; club building/changing rooms. Site shared with Mangonui Netball Club who have a separate lease with FNDC.
Kaeo Rugby Club, Waikoura Domain	Council	Kaeo Rugby Club	rugby	2 rugby fields; 2 netball courts; clubrooms/changing
Kaitaia City Rugby Club, Arnold Rae Park (sports fields) and Bedgood Park (clubrooms)	Council	Kaitaia Rugby Club	rugby	1 rugby field; clubroom with connected kitchen facility that can be used as a canteen.
Ohaeawai Sports Ground, Taiamai Sports Ground	Council	Ohaeawai Rugby Football Club	rugby	1 rugby field; clubrooms: 2 sets of clubrooms with 2 kitchens used by JMB and Seniors. No JMB at the moment / changing:2 changing sheds, referees room and 2 sets of showers
Russell Sports Ground	Council	Russell Sports Trust	football/soccer	1 Football/Soccer field – outdoor (Junior); Fitness Centre - Weights; various weight equipment, rowing machine, treadmill, exercycle, step machine. Clubrooms: social area and kitchen / changing: male and female changing rooms.
Taheke Community Centre	Council	Far North District Council	rugby league	1 rugby league field
Okaihau Rugby Football Club	Council	Far North District Council	rugby	1 rugby field; 2 tennis courts.
Mangonui Rugby Football Union Inc, Arnold Rae Park	Private	Mangonui Rugby Football Union Inc	rugby	1 rugby field. Changing: 4 changing rooms under the grandstand with shared shower and separate small changing room for the referee. This relates to Sun Rae Park only - grandstand on site along with a sports field immediately in front of the grandstand. This site contains various titles, users, place names and owners. There is also Arnold Rae Park and Bedgood Park as part of this total site. Between Sun Rae Park and the road are sports fields used by the community but owned by the Ministry of Education.
United Kawakawa Rugby Football Club	Club	United Kawakawa Rugby Football Club	rugby	2 rugby fields with club / changing room building
Otiria Rugby & Sports Club Inc	Inc. Society	Otiria Rugby & Sports Club	rugby	2 rugby fields with club building / changing rooms.
Rawene Domain (Rawene Rugby Football Club)	Council	Rawene Rugby Football Club	rugby	

Facility/site name	Owner	Operator	Field Type	Description
Kaitaia Pirates Sports Club, Bedgood park	Council	Kaitaia Pirates Sports Club	rugby	Old club building located nearest to the Kaitaia Gymnastics building. Club uses 1 rugby field north of their clubrooms

Aquatic Facilities & Water Based

Facility/site name	Owner	Operator	Facility Type	Description
Te Puna Wai (Pool)	Council	Te Rangi Aniwaniwa School	Swimming pool (indoor)	25m 5 lane indoor pool, small toddlers pool 2 X changing rooms 1 X office
Te Rangi Aniwaniwa Kura kaupapa	Council	Te Rangi Aniwaniwa Kura kaupapa	Swimming pool (indoor)	2 lane indoor swimming pool; Site also has 1 multiuse sports field
Little Dippers Swim School	Private	Little Dippers Swim School	Swimming pool (indoor)	Private indoor swim teaching pool.
Kaitaia Memorial Swimming Pool	Council	Hapori Aquatics Ltd	Swimming pool (outdoor)	33.3m outdoor pool with six lanes, separate diving pool and a small toddler pool. Seasonal pool - open Oct / Nov through to April each year. May 2020 - swimming pool contract in place. Hapori Aquatics Ltd now manage this pool. Changing Rooms: men's changing rooms 2 toilets 2 showers, women's changing rooms 2 Toilets 2 showers, Disabled Toilet 1 Toilet 1 shower; Operations staff office; Separate Swimming Club rooms onsite with kitchenette and storage;
Kawakawa Swimming Pool (part of BOI Recreation Centre)	Sports trust	Hapori Aquatics Ltd	Swimming pool (indoor)	25m indoor heated swimming pool with changing/toilets - 6 showers & 1 toilet each Men's/Women's - 3 showers & 1 toilet each (5m x 5m approx.) Pool operation part of the BOI Recreation Facility (see Court Based section for details). May 2020 operation was officially contracted to Hapori Aquatics Ltd to manage on a daily basis. Facility continues to be developed and upgraded.
Kerikeri Swimming pool, Kerikeri Community Swimming pool	Ministry of Education	Hapori Aquatics Ltd	Swimming pool (outdoor)	25m 6 lane outdoor pool, separate dive pool and small toddler pool. Seasonal pool open October until March - open daily during school holiday periods and available for use to the public during school hours as long as school has access / use. Access to the schools changing and toilet facilities.

Facility/site name	Owner	Operator	Facility Type	Description
Whangaroa Community Pool	Ministry of Education	Whangaroa Recreation Centre & Community Trust	Swimming pool (outdoor)	Seasonal pool operated by the Whangaroa group with funding provided by Far North District Council. Whangaroa College use during normal school days and times. Community access after school and weekends.
Kororareka Canoe Club	Council	Far North District Council	Water sports venue	
Omatai Waka Ama Club	Council	Omatai Waka Ama Club	Water sports venue	River used by waka ama
Lake Manuwai	Other - list	Various water based sporting clubs	Water sports venue	Lake used by various water based sporting clubs including sailing, waka ama.
Lake Ngatu	Other central government agency		Waka Ama	Lake used by waka ama
Houhora Big Game and Sports Fishing Club	Council	Houhora Big Game and Sports Fishing Trust	Water sports venue	
Rawene Domain, Hokianga Sailing and Community Gym Club	Council	Hokianga Sailing Club	Water sports venue	
Taipa Sailing Club	Council	Taipa Sailing Club	Water sports venue	
Kerikeri Cruising Club Inc	Private	Kerikeri Cruising Club	Water sports venue	Water sports / sailing venue club building / changing rooms.
Opua cruising Club	Private	Opua cruising Club	Water sports venue	Water sports venue clubrooms.

Court Based Facilities

Facility/site name	Owner	Operator	Facility Type	Description
Bay of Islands Netball Centre	Council	Bay of Islands Netball Centre	Outdoor court – single-code	8 sealed courts with some lighting for training purposes on 4 courts. Clubrooms: Kitchen, storage areas, meeting room, area for netball administration and general social space. / Changing: Communal toilet shower area - men's and women's and 4 small team rooms.
Bay of Islands Recreation Centre	Other - list	Bay of Islands College	Indoor sport and recreation space	Multi-use court Basketball court - with limited area around court; 1 squash court; Clubrooms / Changing: 4 sets of changing rooms - 2 sets are dedicated to school use and 2 for community use; Facility includes Kawakawa Community Pool (see Aquatic section for more detail)

Facility/site name	Owner	Operator	Facility Type	Description
Kerikeri Netball Centre	Council	Kerikeri Netball Centre	Outdoor court – single-code	9 courts and game/training lights for 4 courts. Use 6 changing rooms in the rugby changing rooms building.
Mangonui Netball Centre, Centre or Moeroa Park	Council	Mangonui Netball Centre	Outdoor court – single-code	8 netball courts, fencing and 4 lights. Clubrooms: Pavilion that includes a clubroom/shared space, canteen area, netball control room, official's kitchen area and storage with a covered deck. Separate equipment storage shed / Changing: one changing room inside pavilion that includes 2 toilets and 3 showers Separate 2 toilets for umpires inside pavilion 1 toilet with outside access.
Te Puna Ora (Recreation / Gymnasium)	Council	Te Rangi Aniwaniwa School	Indoor sport and recreation space	Indoor court facility providing 2x basketball sized courts also marked for netball and used for indoor football/soccer; 2 X changing rooms, 2 X separate toilets for male and female and 1 X disability toilet; 1 X mezzanine floor houses a weight gym ; 1 X office; 1 X canteen/kitchen; 1 X storage room.
Russell Tennis Courts	Other central government agency	Russell Tennis Club	Tennis	2 tennis courts. Tiger turf surface installed in 2019.
Kawakawa Tennis courts	Private	Kawakawa Lawn Tennis Club	Outdoor court – single-code	2 tennis courts with modest shelter building.
Parkdale Reserve	Council	Far North District Council	Outdoor court – single-code	Outdoor basketball court, playground. Access off Allen Bell Drive, Kaitaia.
Paihia Tennis Club	Private	Paihia Tennis Club	Outdoor court – single-code	Single tennis court facility.
Kaitaia Tennis and Squash Racket Club	Club	Kaitaia Tennis & Squash Club	Outdoor court – single-code	4 tennis courts; 3 squash courts with upstairs clubrooms with covered deck looking out of tennis courts, kitchen and bar area. Has secure entry procedures. Changing: men's and women's changing rooms including showers located on bottom floor.
Doubtless Bay Squash Rackets and Tennis Club, Lake Crescent Recreation Reserve	Council	Doubtless Bay Squash Rackets and Tennis Club	Outdoor court – single-code	3 tennis courts; 2 squash courts. Clubrooms/Changing Rooms: small building that is adequate for needs - too small for social functions. See Taipa Sports ground p47 for information on other facilities at this site).

Community Halls

Facility/site name	Owner	Operator	Description
Kaikohe Memorial Hall	Council	Far North District Council	Community hall building providing an undersized basketball court, badminton and martial arts. Also has a raised stage, with curtains, in the main space. A kitchen area with servery, separate meeting space. Table and chairs available.

Facility/site name	Owner	Operator	Description
Kaikohe Senior Citizen hall	Council	Kaikohe Senior Hall Committee	Undersized basketball court. Used for pilates and yoga. Situated with the senior citizen units
Pakaraka Community Hall	Private	Pakaraka Memorial Hall Trust	Community hall used by indoor bowls.
Broadwood A&P Hall	Private	Broadwood Hall Committee	Multiuse community hall - range of users including pilates/yoga, martial arts.
Herekino Community Hall	Council	S & T Adams	Multiuse community hall.
Whangaroa (Kaeo) Memorial Hall	Council	Whangaroa Memorial Hall Committee	Multiuse community hall - range of users including badminton and community recreation.
Mangonui War Memorial Hall	Council	Mangonui Hall Committee	multiuse community hall with range of users including indoor bowls, community recreation. Public toilets located below the hall. Hall also location for a community run library service.
Horeke Hall	Council	Horeke Hall Committee	Horeke Hall has a public toilet facility and 2 netball courts beside it.
Kingston House	Other trust	Kingston House	Multipurpose community facility providing a large hall, side hall/meeting room. Catering kitchen with servery. The hall is used for dance, indoor bowls, community group meetings, performances and a range of private hire including weddings, conferences. Kerikeri Striders multisport clubrooms are attached to the main facility.
Totara North Hall	Council	Totara North Hall Committee	Multiuse community hall.
Karikari Community Hall	Other - list	Karikari Community Hall Committee	Multiuse community hall.
Kaingaroa Hall	Council	Kaingaroa Hall Committee	Multiuse community hall.
Lake Ohia Hall	Council	Lake Ohia Hall Committee	Multiuse community hall.
Maromaku Hall	Council	Maromaku Hall Committee	Multiuse community hall.
Paihia War Memorial Hall	Council	Paihia Hall Committee	Multiuse community hall.
Kohukohu Community Hall	Council	Kohukohu Community Hall Committee	Multiuse community hall.
Rawene Community Hall	Council	Rawene Community Hall Committee	Multiuse community hall.
Waipapa Community Hall	Council	Waipapa Community Hall Committee	Multiuse community hall.
Okaihau Community Hall	Council	Okaihau Community Hall Committee	Multiuse community hall.
Dalmatian Hall	Private	Dalmatian Society	Indoor Bowls Hall - also used for passive community recreation.
Opononi Hall	Council	Opononi Hall Committee	Multiuse community hall.
Mangonui Hall	Council	Mangonui Hall Committee	Multiuse community hall.

Facility/site name	Owner	Operator	Description
Oruru Hall	Council	Oruru Hall Committee	Multiuse community hall currently closed
Russell Hall	Council		Multiuse community hall

Specialised Facilities

Outdoor Bowls

Facility/site name	Owner	Operator	Description
Russell Bowling Club	Council	Russell Bowling Club	1 green; club building/changing rooms.
Far North RSA Bowling Club	Private	Far North RSA	1 artificial bowling green. Linked to the Far North RSA building.
Houhora Bowling Club at Araiawa Domain	Council	Council, Houhora Bowling Club	1 natural green. See Araiawa Domain entry p46 for more detail on other facilities at this wider site.
Kaitaia Church Road Bowling Club	Council	Kaitaia Church Road Bowling Club	1 artifical green with clubroom building.
Kaeo Bowling Club	Club	Kaeo Bowling Club	1 natural green with clubroom building.
Kaikohe Bowling Club	Club	Kaikohe Bowling Club	2 natural bowling greens; clubroom building.
Kawakawa Bowling Club	Private	Kawakawa Bowling Club	1 bowling green with clubroom building.
Kerikeri Bowling Club, at Kerikeri Domain.	Council	Kerikeri Bowling Club	2 artifical greens and a clubroom building. See Kerikeri Domain (p47) for details of the other sport and recreation facilities at the wider site.
Kohukohu Bowling Club	Council	Kohukohu Bowling Club	1 natural green with clubroom building.
Waitangi Bowling Club	Other trust	Waitangi National Trust Board	1 bowling green with clubroom building.
Okaihau Bowling Club	Council	Okaihau Bowling Club	1 bowling green with clubroom building. Located adjacent to Okaihau Rugby Football Club.
Opononi Bowling Club	Council	Opononi Bowling Club	1 bowling green with clubrooms building.
Oruru Bowling Club	Club	Oruru Bowling Club	1 natural green

Facility/site name	Owner	Operator	Description
Coopers Beach Combined Bowling Club	Club	Coopers Beach Bowling And Social Club	Two all-weather bowling greens, 3 top quality 8 Ball pool tables, dart boards, housie and a petanque court. Freedom camping available in rear car park.
Hokianga (Rawene) Bowling Club	Council	Hokianga (Rawene) Bowling Club	

Croquet

Facility/site name	Owner	Operator	Description
Cherry Park Reserve	Council	Keriken Croquet Club	2 lawns
Kaitaia Croquet Club	Private	Kaitaia Croquet Club	3 croquet lawns with club building / changing rooms. Part of the croquet club grounds are located on Council land known as Nau Mai Park, Kaitaia. Off street parking only
Doubtless Bay Croquet Club	Council	Doubtless Bay Croquet Club	2 croquet lawns

Equestrian

Facility/site name	Owner	Operator	Description
Kaitaia A & P Showgrounds	Private	Kaitaia and Districts Agricultural and Pastoral Association	Limited access to the site as privately owned. Currently set up for equestrian activities however the 'oval' has previously been used for Soccer, Rugby League, Rugby and community events. Site is also used for the annual Rodeo show.
Kaitaia Riding for the Disabled Facility	Private	Kaitaia RDA	40x20m covered equestrian arena with area for caregivers/children and a storage area at one end. There is a tack room and 7 stalls for preparing horses with a small yard beside it. These buildings have lighting and there is external security lights also. Two containers are used for storing hay and machinery. There are two very large concrete tanks and one small black tank to collect roof water for internal use and troughs in the paddocks. Clubrooms: We have a small Clubroom with a wheelchair access toilet, a kitchen bench & sink with water coming from a tank outside. Power points and lighting. Table and chairs. A small fridge and microwave oven. A veranda over the front of the building and outside seating which is enclosed by a wooden fence and gate.

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Facility/site name	Owner	Operator	Description
Paihia Pony Club	Club	Paihia Pony Club	Paddock with coral and cross country jumps on Haruru Falls Road.

Golf

Facility/site name	Owner	Operator	Description
Waitangi Golf Course	Other trust	Waitangi Golf Club	18 hole golf course with clubhouse facility and pro shop.
Okaihau Golf Club	Club	Okaihau Golf Club	9 hole golf course.
Bay of Islands Golf Club	Private	Kerikeri Golf Club	18 hole golf course with clubhouse building including café and golf shop.
Whangaroa Golf Club	Incorporated Society – single code		18 hole golf course with clubhouse building.
The Lodge at Kauri Cliffs, Kauri Cliffs Golf Club	Private	Kauri Cliffs Golf Club	18 hole, international standard golf course with applicable standard clubhouse, pro shop, practice range and putting and chipping greens. ($475 for a round of golf)
Houhora Golf Club	Private	Houhora Golf Club	
Kaitaia Golf Club	Club	Private	
Carrington Golf Club	Private	Private	18 hole golf club - high quality club with clubhouse and lounge complex. Adjacent to winery.
Kaikohe Golf and Squash Club*	Club	Kaikohe Golf and Squash Club	2 squash courts; 18 hole golf course; CLUBROOMS: large social area and bar/chiller and kitchen / CHANGING ROOMS :large men's and women's with showers.

* There are no stand-alone squash facilities captured in the district inventory. For squash facilities see the Court Based Facilities Section and the Current Sport and Recreation Hub sites section (where a squash facility is listed is dependent on the nature of the facility partnership).

Gymnastics / Gymsports

Facility/site name	Owner	Operator	Description
Kaitaia Gymnastics Club	Council	Kaitaia Gymnastic Club	Purpose built gymnastic gymnasium (approx. 35X20m) includes an office, foyer, mezzanine kitchen. 6 toilets plus 2 changing rooms.
Kerikeri Gymnastics Club	Private	Kerikeri Gymnastics Club	Gymnastics hall
All N Rhythm	Private	Leona Burrell	Gymsports centre
Bay of Islands Gymnastics Club	Private	Bay of Islands Gymnastics Club	Gymsports hall catering to pre-school to competition level children's gymnastics. Provides 9 classes per week in Opua. The club also runs a satellite class in Kaikohe.

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Gym/Fitness

Facility/site name	Owner	Operator	Facility Type
The Pa	Other trust	The Pa	Comment
The Mill Boxing Gym	Private	The Mill Gym	Fitness Centre & Bowing Gym.
CrossFit Kaikohe	Private		CrossFit Gym
Influence Kaikohe	Private	Influence Kaikohe	Gym / fitness training facility.
PATU Kaikohe	Private	PATU Kaikohe	Gym / fitness training facility.
Fight Fitness Moerewa	Private	Fight Fitness Moerewa	Fitness Centre
Community Fitness	Don't Know		Fitness Centre
Aligned Movement	Council	Aligned Movement	Gym / fitness training facility with pilates and yoga.
Toa Ngatihine Muay Thai Fitness Studio	Private	Toa Ngatihine Muay Thai Fitness Studio	Muay Thai focussed fitness centre.
Strength Works 24 Hour Fitness Centre	Private	Strength Works 24 Hour Fitness Centre	Fitness Centre
Fundamental Force Enterprises Ltd	Private	Fundamental Force	Fitness Centre
Northern Region Corrections Facility	Other central government agency	Northern Region Corrections	Gym/fitness training and indoor court multicode.
Sam's Place (Fitness Centre)	Private		Fitness Centre
Northland Boxing Gym	Private	Northland Boxing Gym	Boxing gym and fitness training.

Hockey

Facility/site name	Owner	Operator	Facility Type	Description
Top Energy Hockey Turf	Council	Far North District Council	Turf	Hockey astro turf with lights up to playing standard (yet to be activated) and a dug out with storage. 8 light poles.

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Other Specialised

Facility/site name	Owner	Operator	Facility Type	Comment
Kaeo Clay Target Club	Inc. Society	Kaeo Clay Target Club	Shooting range	Clay target shooting range with club building / changing rooms.
Kaikohe Speedway	Other - list	Kaikohe Speedway	Motor sports venue	1 dirt speedway track, 1 asphalt burn out area. Home to Kaikohe Car club including Kaikohe Speedway and Kaikohe Burnouts.
Kaikohe Clay Target Club	Private	Kaikohe Clay Target Club	Shooting range	Outdoor shooting range for clay target shooting.

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Play and Recreation Facilities

Playgrounds

The playgrounds identified here are either owned or operated by the Far North District Council. Schools and other providers such as playcentres and kindergartens also provide playground facilities across the district.

Facility/site name	Owner	Operator	Facility Type
Te Ti Bay	Other - list	Focus Paihia / Far North District Council	Playground
Korora Park	Council	Far North District Council	Playground
Awanui Reserve	Council	Far North District Council	Playground
Cable Bay Reserve	Council	Far North District Council	Playground
Coopers Beach	Council	Far North District Council	Playground
Marchant Road Reserve	Council	Far North District Council	Playground
Waiotaraire Reserve	Council	Far North District Council	Playground
Taupo Bay Reserve	Council	Far North District Council	Playground
Tauranga Bay Beach Foreshore Reserve	Council	Far North District Council	Playground
Falls View Road Reserve	Council	Far North District Council	Playground
Rangitane Reserve	Council	Far North District Council	Playground
Skudders Beach Reserve	Council	Far North District Council	Playground
Church Street Reserve	Council	Far North District Council	Playground
Johnson Park	Council	Far North District Council	Playground
Nisbet Park	Council	Far North District Council	Playground
Taumatamakuku Reserve	Council	Far North District Council	Playground
Marino Court Library Square	Council	Far North District Council	Playground
Horeke Roadside Reserve	Council	Far North District Council	Playground
Pukenui Road Reserve	Council	Far North District Council	Playground
Freese Park	Council	Far North District Council	Playground
Matthews Park	Council	Far North District Council	Playground
Parkdale Crescent	Council	Far North District Council	Playground
Centennial Playground, Kaeo	Council	Far North District Council	Playground

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Recreation Facilities

Facility/site name	Owner	Operator	Facility Type	Description
Kaikohe Memorial Park	Council	Far North District Council	Skate park	Outdoor skate park, 1 basketball court, playground.
Centennial Park including Jaycee Park (playground site)	Council	Far North District Council	Skate park	Outdoor skatepark and playground. Jaycee Park is the name of the playground site only however it is located within Centennial Park, Kaitaia. Centennial Park hosts a public toilet, Pioneer House (a facility that is leased out to a number of community groups) and various other play facilities including flying fox, ½ basketball court, drinking fountains.
Mathews Ave Park	Council	Far North District Council	Disc golf	Provides 6 hole disc golf course and playground.
Waitangi Mountain Bike Park	Other – trust	Focus Paihia Community Charitable Trust	Bike Park	40km of trails (30 trails) including beginner, cross country, jump trails and introductory downhill. Pump track and Grade 2, 3, 4, 5 and uphill trails. Provides a range of services - bike rental, bike shop, shuttle services, café and skills coaching.
Cycleway	Other - trust	Cycleway Trust	Cycleway	No other details provided.
Wairoa Stream Walking Track	Council	Far North District Council	Walking Track	No other details provided.
Te Araroa Trail	Other - trust	Various		The Trail crosses land across the district under various forms of ownership and operation including DoC land and private land.

11. Document Info & Acknowledgements

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Authors: Kiri Pope, Richard Lindsay

Whakamihi | Acknowledgements

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Project Team

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Roger Ackers – Far North District Council
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Disclaimer

Information, data and general assumptions used in the compilation of this report have been obtained from sources believed to be reliable. RSL Consultancy has used this information in good faith and makes no warranties or representations, express or implied, concerning the accuracy or completeness of this information. RSL Consultancy is acting as an independent consultant. In doing so, the recommendations provided do not necessarily reflect the intentions of the client. Interested parties should perform their own investigations, analysis and projections on all issues prior to acting in any way in regard to this project.

6 INFORMATION REPORTS

6.1 UPDATE ON SPATIAL PLANNING

File Number: **A3391562**

Author: **Roger Ackers, Manager - Strategy Development**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To provide the Committee with an update on the spatial planning projects that are in progress.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- Staff have initiated a project to review the 2007 Kerikeri/Waipapa Structure Plan as an outcome of the Far North 2100 workshop on 10 August 2021. This report provides a summary of the project plan to deliver on this review.
- An update on the Northland Urban Growth Partnerships is provided in this report.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Update on Spatial Planning.

TĀHUHU KŌRERO / BACKGROUND

On the 10th of August 2021 staff led a workshop with elected members on 'what next for Far North 2100?".

An outcome of the workshop was the direction to staff to undertake a review of the 2007 Kerikeri / Waipapa Structure Plan as the first spatial planning project initiated as part of the implementation of Far North 2100.

MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND NEXT STEPS

Kerikeri/Waipapa Structure Plan Review

The review of the Kerikeri / Waipapa Structure Plan will be guided by the National Policy Statement on Urban Development 2020 (NPS-UD) and will be based on the requirements of a Future Development Strategy as per Subpart 4 of the NPS-UD.

The review of the Kerikeri / Waipapa Structure Plan will guide, support, and inform the draft District Plan as we to notification of the District Plan.

Staff commenced the Kerikeri / Waipapa Spatial Plan review on 10 September 2021 with an initial meeting with Ree Anderson who has been engaged as the lead consultant on this project. A similar meeting with the Infrastructure Planning Team was also held the week of 13 September.

The high-level tasks, deliverables, milestones, and planned dates for this Spatial Planning Project are as follows. The planned dates below are being impacted by the continuation of Covid-19 alert levels across the Country:

Task, deliverable, milestone	Planned dates	Comment
Kick off workshop with elected member and the Bay of Islands / Whangaroa Community Board	September 2021	The workshop will cover the NPS -UD provisions, the 2007 Structure Plan, the elected rep views on the future, potential options for ways forward, potential governance structures and

Task, deliverable, milestone	Planned dates	Comment
		opportunities for stakeholder and community engagement
Key stakeholder workshops	October 2021	
Community consultation for Initial feedback	15 November 2021 – 15 December 2021	
Draft Spatial Plan	Early February 2022	
Iwi and community hui on draft Spatial Plan	Between 21 and 25 February 2022	
Formal consultation on a draft Spatial Plan	20 March 2022 – 20 April 2022	
Hearings	Between 5 May 2022 and 10 May 2022	
Final Kerikeri/Waipapa Spatial Plan to Committee and Council	June 2022	

Northland Urban Growth Partnerships

The Ministry of Housing and Urban Development (MHUD) has identified Northland as one of several priority geographic areas under the governments Urban Growth Agenda (UGA). The objective of the UGA is:

"…to improve housing affordability, underpinned by affordable urban land. This objective is supported by wider objectives to:

- improve choices about the location and type of housing.
- improve access to employment, education, and services.
- assist emission reductions and build climate resilience.
- enable quality-built environments, while avoiding unnecessary sprawl."

Urban growth partnerships formalise the relationships between the Crown, local government, iwi, and local communities in a particular geographic area to deliver the objective. The urban growth partnerships have three aspects:

1. Partnership – bringing together key Ministers, government agencies (e.g. Kāinga Ora, Ministry of Transport and Waka Kotahi), councils and iwi. The idea being that value can be gained from just sitting around the table and talking. Ministers Mahuta and Henare have been nominated for Northland.
2. Spatial plan – a high level plan which typically identifies growth areas and key infrastructure, within the context of constraints (such as flood hazards and high value natural areas).
3. Programme – identification of key projects (typically combined with the spatial plan).

Staff from Northland's four councils have been in discussions with MHUD and other central government agencies on the how an urban growth partnership model may look in Northland. The discussions have focussed on the geographic scope of the spatial plan and identifying an appropriate group to oversee the spatial plan - the following is a summary of the discussions:

- Whai Kāinga has been selected as the steering group for the urban growth partnership with Minister Mahuta directing that an existing group be used (rather than create a new one).
- Whai Kāinga leads the regional housing work programme which is one of four priorities under the Public Sector Regional Leads framework. It consists of CEOs from the three

territorial authorities (WDC, KDC and FNDC), Ngāpuhi and Kāinga Ora, MHUD Deputy Chief Executives and MSD, and TPK Regional Commissioners. It is chaired by Eru Lyndon (MSD) as the Regional Public Sector Lead.

- Northland Regional Council isn't represented on Whai Kāinga, but it's proposed they be invited on for the urban growth partnership work.
- Whai Kāinga were comfortable with the prospect of an urban growth partnership being developed within its work programme.
- Initial discussions have focussed on a corridor following State Highway 1 from Auckland to Bay of Islands. However, recently MHUD have suggested it be expanded to include the whole of Northland. The idea being it would achieve two goals –
    - address the high growth areas.
    - assist with spatial planning requirements as per the new Strategic Planning Act.

Northland Regional Council presented a report to the August Chief Executives Forum seeking the Mayoral Forums direction. The summary of direction is as follows:

The Mayors and Chairs.

- Are committed to the project.
- Support a whole of Northland approach.
- Continue with Whai Kāinga as the steering group.
- Look to further explore other governance options with the support of Te Kahu of Taonui and Minister Mahuta later in 2021.

MHUD has proposed that the Northland Urban Growth Partnerships include priority development areas (PDA). These could be nodes of existing growth or potential for growth with seed projects. The Far North District Council will be able to nominate places in the Far North as PDAs that would be reported back to the responsible minister as part of the regular reporting back by MHUD.

PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no financial or budgetary implications that would result from the information contained in this report

ĀPITIHANGA / ATTACHMENTS

Nil

6.2 KAIKOHE CIVIC HUB WORKING PARTY UPDATE

File Number: **A3270171**

Author: **Bill Lee, Special Projects Manager - Te Hono**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To provide the Strategy and Policy Committee with an update on the Civic Hub Working Party.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- A working party was formed under the Strategy and Policy Committee to advance the development of a Civic Hub with stage 1, the building of a new library as the priority.
- The Kaikohe Civic Hub Working Party (KCHWP) has commissioned a study to assist with the formation of a recommendation to Council.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Kaikohe Civic Hub Working Party update.

TĀHUHU KŌRERO / BACKGROUND

Council consulted on a Civic and Community Hub, including library, in the 2018-28 Long Term Plan. To incorporate the wider community facilities, Council needed partnerships and external funding of around $20 million for the Civic and Community Hub to be realised. While the partnerships developed, despite all good intentions and a significant amount of work, we were unable to secure the further funding.

Council has subsequently decided to advance the Civic Hub, including library and at the 23 March Strategy and Policy Committee endorsed the creation of a Kaikohe Civic Hub Working Party (KCWHP) to determine a suitable site and scope. The KCHWP consists of 4 Elected Members (with voting rights) along with 2 community representatives and 2 staff.

Funding for the Civic Hub and Library was carried over into the first 3 years of the 2021-31 Long Term Plan.

The principal purpose of the KCWHP is to work collaboratively with the community in reviewing the options for building a Civic Hub in Kaikohe and supporting Council to deliver the project. Phase 1 is the building of a new library facility, however, the KCWHP needs to consider it in the wider context of enhancing Kaikohe and the surrounding linkages.

The KCHWP has had 5 meetings during the 2020/21 financial year and has commissioned a study that will be undertaken by Ākau, which is discussed below.

MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND NEXT STEPS

The Kaikohe study / research work commissioned by the KCHWP comprises 3 pieces of interlinked work. The studies are expected to be completed by the end of October 2021, with a view that the KCHWP will in a position to make a recommendation(s) to the Strategy & Policy Committee at the meeting, 30 November 2021.

These are set out below.

1. **Kaikohe Masterplan** – To take a big picture overview of Kaikohe township and develop a masterplan of current and future opportunities. The starting point for the masterplan will be the Waka Kotahi Township Plan and consider Community Plans and other planning documents developed for Kaikohe. The plan will locate and map existing projects and identify next potential projects for development and funding.

2. **Broadway Concept Plan** – The purpose of this plan is to consider the issues, opportunities linked to the main street of Kaikohe and how it connects to both current key spaces and future priorities as identified in the Masterplan.

   The issues being considered, but not restricted to, are - user experiences (vehicle, cycling, pedestrians), important sites, connections to side streets, heavy vehicle bypass and parking. Consultation and engagement will be a key component for this study and the concept plan that emerges.

3. **Civic Hub Site Assessment** – An assessment of suitable potential sites for the Civic Hub (Library as phase 1) within the context of the 2 previous studies. This assessment will lead to a high-level spatial plan testing how the site would work, and any other projects required to facilitate the development. The study will also identify drivers so that design reflects Kaikohe identity.

PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

Budget provision for the Kaikohe Civic Hub (including Library) have been allocated in years 1 to 3 of the 2021-31 Long Term Plan.

ĀPITIHANGA / ATTACHMENTS

Nil

6.3 FUTURE LIBRARIES PROGRESS REPORT

File Number: **A3344015**

Author: **Chris Pigott, Manager - Libraries and Museums**

Authoriser: **Dean Myburgh, General Manager - District Services**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To provide an update about FNDC Libraries progress towards meeting Future Libraries strategic outcomes.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- FNDC Libraries Future Libraries strategy was signed off by council in 2018. Since then, considerable work has been undertaken by the library team to achieve the outcomes listed in the strategy.
- Progress in the last year includes the opening of the new library in Te Hononga in Kawakawa, improving access to children and teens through overdue fine removal, and an increase in the delivery of programming across the network. Online library use has also increased significantly over the past year.
- Key work that is underway but not yet completed includes the addition of customer self-check machines and the implementation of a local history online database. Both are on track to be completed by the end of the calendar year.
- One goal that has not significantly progressed is the development of a shared library network across all of Northland.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Future Libraries progress report.

TĀHUHU KŌRERO / BACKGROUND

The Future Libraries strategy document was signed off in 20218. This is an update on progress against key focus areas.

MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND NEXT STEPS

1. Completed in 2020-2021

Work was completed achieving the outcomes below:

I. Opening of the new Kawakawa Library

The Te Hononga Centre opened in November 2020. The library team has worked hard to ensure the local community received full benefit from the space, with a high-quality collection and an innovative range of programmes and services. These include robotics and Minecraft session for children, and a well-attended ongoing sustainability programme.

II. Removal of library fines for children and teens

Fines for children and teens were removed in July 2020. Over the next twelve months, borrowing by this group grew by 74%. This increase suggests that fees and charges had previously been viewed as a barrier by young people and their parents. Consideration should be given to the removal of all fines, with a clear benefit of more people using the libraries and reading.

III. Outreach services

The outreach service continues to grow, with more visits into schools and into community spaces to provide access to books and other services. Successful outreach initiatives include

the delivery of robotics sessions for children in Mangonui Hall, and increased use of the monthly pop-up library at Opononi. A van was secured for the service for two years with funding from the New Zealand Libraries Partnership Programme (NZLPP).

IV. Digital programmes and services

The NZLPP also provided funding for staffing in a specialist Digital Programmes role. This staff member has developed a programme framework, grown the robotics programme into more libraries and into schools, and implemented MineCraft club, the most well attended programme for youth in libraries. Digital borrowing kits are also about to be launched. These will enable families to experiment with new and creative technologies at home.

V. Services for Māori

The NZLPP also provided funding for staffing in a specialist Services for Māori role. This staff member has increased the size of the Māori book collection, developed an online Te Whare Pukapuka space that connects to useful resources, and started basic te reo and waiata classes with library staff. She has also connected with community groups to launch Purapura Pai at Kawakawa and Kaikohe, and with New Zealand Corrections to provide planter boxes for Matariki. An upcoming focus is building a framework for delivery of future services for Māori.

VI. NZLPP roles

The two roles above are funded by NZLPP until June 30, 2022. Both have added value to our community services. Sustained delivery against the Future Libraries strategy will be compromised when these roles come to an end.

VII. Programmes and services

An increased range of public programming is beginning to be offered across our library network. These include new early literacy programmes for 0-2-year old's, Crafternoons, Robotics clubs, Lego clubs, Virtual Reality in retirement villages, MineCraft club, sustainability events, sensory play spaces, and a range of adult programmes including Armchair Travel. English as a second language and CV writing programmes.

VIII. Increased online content

New online databases Press Reader and Beamafilm have proved popular with customers and have contributed to a significant growth in the use of online content. Other additions included an app to support the learning of Te Reo, a research database and online New Zealand history collections. These were supported by funding from the NZLPP.

IX. Partnerships

The library team has developed an increasing range of partnerships to support services. These include working with the digital team at Waitangi Museum for professional development, providing services into an increased number of schools, connecting with the team at Te Kono in Kaikohe and looking for opportunities for future collaborations with Creative Northland.

X. Review

Libraries are currently reviewing their capacity and capability to delivery on the Future Libraries strategy and implementation plan, including comparisons against other similar libraries.

2. Future work

Plans are underway to begin work in the areas below in the next financial year:

I. RFID

RFID is the implementation of technology to enable customer self-service. It also facilitates a reduction of staff manual handling of library books. This will enable a shift in the library service delivery model, with increased focus on transformational community programming and services, and less transactional work. It is scheduled to be life in December 2021.

II. Capturing the history of the Far North

Procurement has begun for a local history database that will enable the capture and telling of stories from across the Far North. This is planned to be live in early 2022.

III. Adult Literacy

Research has begun into the delivery of adult literacy programmes run out of public libraries.

IV. Northland libraries one card

Preliminary discussions have been held with Kaipara and Whangarei libraries about the potential for shared services, including one library card across the region.

PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

Nil

ĀPITIHANGA / ATTACHMENTS

1. Far North District Libraries Strategy - adopted Dec 2017 - A3369843 ⇩

Far North District Council

Future Libraries

Far North District Libraries Strategy

2018-2028



This strategy has been developed by the Far North District Council staff based on work done by Sue Sutherland Consulting. The company was engaged to review Library Service Delivery, undertake a Local Government Act 2002, Section17A review, and provide a draft strategy for future services.

October 2017

Introduction

The way people access information, learn, read for pleasure, socialise and do business is changing rapidly. This is due to the introduction and uptake of new devices, apps and interactions made possible by the 'always on, always connected' internet. Far North District Libraries recognises the need to strike a balance between sustaining traditional services for its members and playing its role in staying relevant and providing opportunities from these technologically driven advancements to all in the community not just those who love and use libraries now.

The Council provides six libraries to serve the learning, literacy and recreational needs of the district. There is good community support both from those who use the libraries and, to a lesser extent, from the community at large. However, there remain many in the community for whom the library is inaccessible, does not deliver in a way that meets their needs or who have had little or no exposure to what opportunities our libraries can offer them.

This ten year strategy has been architected based on a comprehensive service review and assessment of the trends, challenges and opportunities that the Library can provide to individuals, families and the community. It strikes a balance between affordability and service provision, recognising that partnership, alliances and community engagement is the primary mechanism to make the objectives in the strategy achievable.

Our Community

The Far North is New Zealand's northern-most district stretching over 200km north to south and with a land area of 7324 square kilometres. The population at 60,789 (2015), and projected to grow to 62,228 by 2043, is spread across a largely rural district with only three towns having a population greater than 4000 and less than 5500.



Over 40% of the population identify as Māori and 50% of the district's population live in the most deprived national quintile category. The high deprivation is more concentrated in the north and west of the district than in the east.

The proportion of over 65yr olds is projected to increase in all communities and the proportion of 15–24yr olds, and 25-45yr olds continues to be lower than might be expected given the number of children born and/or living in the district. This age cohort is tending to relocate out of the district for work and education, and lifestyle choices not available in the Far North.

These demographic trends have led to a diverse community with different needs. Far North District Libraries can make a difference to these needs by:

- Contributing to higher levels of educational achievement and literacy – including digital literacy
- Providing opportunities for people's learning, leisure activities and employment
- Utilising the growing digital connectivity to mitigate the need to travel for library services
- Contributing to digital inclusion by making technologies and Wi-Fi available and supporting digital learning, literacy and identity.

Our plan

The *Future Libraries Strategy* outlines where we need to focus our energy and resources together in order to be successful. The plan identifies a number of priorities under three Strategy Focus areas for investment over a ten year period as well as actions that can be undertaken in the next two years. Together these will deliver a library service which is responsive to our community needs in a rapidly changing world.

The plan is consistent with the Council's 2017 Strategic Priorities and Community Outcomes which include:

- Better data and information
- Empowering communities
- Affordable core infrastructure
- Improved Council capabilities and performance

- Address affordability
- Liveable communities that are healthy, safe, connected and sustainable
- 'Can do' communities prepared for the unexpected
- Proud, vibrant communities
- Prosperous communities supported by a growing economy

A survey provided an opportunity for local residents to feed in their ideas for how libraries should respond to the changing environment and this has informed the development of the plan.

Vision 2018 - 2028

Far North District Libraries are places that services Communities, develop learning, literacy and identity and enables opportunities.

Our purpose is to provide resources, spaces, technologies and services that enable individuals to learn, be informed, develop personally and contribute to society.

".... The nature of work is changing and so must we... school leavers should have a known learning centre (The library) ... that supports them to keep on recreating themselves so they can adapt to the changing nature of work."
- Respondent – Online survey

Principles

Some underpinning principles have guided the development of the strategy. We will:

- Be responsive to local needs at the same time working as one district network
- Partner with others to deliver services and stay current with content and technology
- Have a strong focus on customer service, community engagement and enabling opportunities

Strategy areas

Our strategy has three key focus areas for development over the next ten years:

- Servicing Communities;
- Learning Literacy and Identity and;
- Enabling Opportunities

Our response indicates how we intend to deliver on these elements. Some we can do within the first two years, others will take time and investment to achieve. A work programme will be developed annually.

Servicing Communities

Public libraries offer unique value as civic spaces often acting as the hub of communities. The trend is to bring together libraries with other community, cultural or development activities that contribute to creating great places and building community connections and opportunities.

Libraries provide accessible and open places for meeting, learning and inspiration. Increasingly they will become places for creativity and participation where people come together to develop ideas and create new knowledge.

Currently there are remote Far North communities that are a considerable distance from the six main libraries and also suffer from internet connectivity or mobile coverage challenges. To connect to these communities, our strategy provides for a new mobile library service and a schedule to bring select resources to these communities.



Outcomes we want:

- Connecting Far North communities with a mobile service
- Create library zones and spaces that cater for differing needs
- Well maintained fit-for-purpose facilities

Our libraries need to cater for needs ranging from quiet places for study and reading to social spaces for meeting and working with others. Libraries are used to providing children's activity space but there is also a need for activity areas to run programmes for adults. Good design is essential so that differing needs can be accommodated without impinging on each other. The physical libraries in our district vary in their condition, size and suitability for modern service delivery.

Our response:

- Refurbish Kaikohe Library. In the longer term, work with local initiatives to determine the appropriate development plan
- Refresh Procter Library interior, repaint the exterior and alter fit-out to create better zones
- Work with the Hundertwasser Charitable Trust Centre to develop library options for Kawakawa
- Partner to supply a mobile library service for remote and underserved communities

Learning, Literacy and Identity

Reading, literacy and increasingly digital literacy are fundamental skills without which life is more difficult and many doors are closed. Research has shown there is a strong link between reading for pleasure and educational achievement. Students who enjoy reading have consistently higher scores in reading, maths, logical problem solving and attitude (*Growing Independence report, 2006)*. An OECD research report from 2002 reported that reading for enjoyment is more important to a child's educational success than their parents' socio-economic status.

Our strategy recognises the rich cultural and historical Identity that the Far North possesses. Libraries are a key resource to capture, maintain and promote that identity. We will provide the means and promote the benefits of Far North residents sharing their past and stories with us to build our collective identity.

Our response:

- Deliver district wide programmes for pre-schoolers that encourage language development and gets them ready for reading
- Run school holiday programmes
- Work with other literacy agencies to support reading for young people and adults who have reading difficulties
- Shape our collections so they are relevant to our different communities' needs



Outcomes we want:

- Increased traditional and digital literacy
- Get children onto the literacy ladder early
- More people able to read and enjoy reading
- Great collections for reading, listening to and viewing
- Capture, maintain, present and promote the Far North's Identity
- Access to the stories of the past
- People telling and recording their own stories

The ability to read in one's own first language is also crucial. Encouraging more people to speak and read Te Reo means having more books and e-books in the language for both adults and children. For those who migrate to the Far North and who speak languages other than English or Māori having reading materials in their language is also important to their identity.

Our response:

- Increase our Te Reo collections
- Identify and work with new migrants to determine the need for other language materials

People want to know where they come from and how their community has developed. In the past the primary way for stories and history to be recorded was by writing or taking photographs. Today's medium is digital and the creation and recording of today's stories, which will become tomorrow's history, is important if we want to make sure our grandchildren have access to their history.

Our response:

- Partner with organisations that will allow us to capture, organise, present and promote our cultural and historical identity
- Extend our local history archive in the Procter Library to include oral and digital stories
- Digitise our unique material

Enabling Opportunities

Personal computers and digital tools are already part of our libraries, providing access to the internet for learning, and living. Getting a qualification, applying for a job, running a business or inventing something and becoming an entrepreneur now happen online. New technologies are beginning to change the way we learn, earn and have fun. Virtual reality, artificial intelligence, augmented reality, 3D printers and robotics are just the latest emerging of devices that are changing the way people will experience and interact with the world. A trend in libraries is for Maker spaces or digital labs which provide opportunities for people to experience and learn how to use these technologies for innovation. For young people in particular, access to these tools can lead to employment and provide a sense of creativity, purpose and challenge to their recreation and development.

Our response:

- Investigate and seek sponsorship and partners to showcase different digital technologies and capabilities in our Library spaces
- Invest in staff training, specialisation and resources to ensure we can articulate and present the main trends and benefits of these new technologies without having to continually fund and support the rapidly changing technologies themselves.



Outcomes we want:

- Partnerships to showcase technologies
- Trained staff who understand the changing technologies and benefits
- Provide resources to get the most from the digital world for opportunity creation and realisation
- Improved job and development opportunities
- Fostering creativity, innovation and entrepreneurship

Having access to different devices and applications is only one aspect of being a digital citizen. Knowing how to use a device, which software or application you need, how to keep safe online, what sites and information you can trust, how to download eBooks and search for the right piece of information are skills that everyone needs if they are to get the best from the digital world. The 20/20 Trust has partnered with libraries to provide the Stepping Up programme and their recently published Digital Inclusion Manifesto (2017), which is supported by the Public libraries of New Zealand, outlines what is needed to ensure everyone has the tools and skills to participate.

Our response:

- Continue to provide one-on-one support and advice for individuals needing help to use library technologies and their own devices
- Use new technologies for improved service provision
- Work with partners in our communities to provide digital literacy programmes
- Work with other agencies to promote and provide access to digital services such as digital job centres, creative and digital skills such as coding and design

Making it easier for people to use library services independently gives users choice and frees up staff time for more value added services. Almost 40% of public libraries in New Zealand have moved to RFID technology for self-check for customers which also provide online methods of payment. This technology has benefits in the management of collections as well.

In our goal to maintain a one region libraries network focus, and recognising the rapidly changing face of user and library technologies, we will revisit the case for exploring a regional alliance libraries model in 2021 so that we can benefit from shared resources, services and purchasing power.

Following this review in 2021, which will include a technology component, decisions will be made regarding migrating to, and implementing newer technologies that may better serve Far North Library patrons and community members.

Until then, investment will be focussed on quality content, connecting communities to services and ensuring staff can better serve the public.

Success factors

To deliver on our vision and focus areas we will need:

- Increased staff capability
- Partnerships with others
- Sustainable services

Increased staff capability

Strong and focussed leadership is required if we are to achieve the changes needed to deliver on our ten year Strategy. The appointment of a District Librarian is a priority.

We will need to invest in training and specialisation of staff who are resilient, adaptable and have the digital skills not only to help others access content and services, but can articulate how it can be used to create opportunities.

Libraries are learning organisations and as such we aspire to have a learning culture that embraces a community engaged service model. We will provide opportunities for staff to upskill and expect that they will want to keep abreast of new things happening in the wider sector.

It is vital that our core library management system and other technologies keep up to date with the latest developments for discovery and management of our data. As part of the 2021 service and technology review we will assess the core library management system options. Our catalogue and content will be incrementally upgraded until the 2021 review.

Partnership with others

Some of our aspirations are ambitious and we will not achieve them working on our own. Leveraging others' expertise and tapping into existing community, government and 3rd party technology, learning, literacy and development programmes will be critical in delivering the library strategy whilst keeping costs down.

We want to involve local communities in the design and delivery of future services. We will explore the use of Focus Groups around a particular initiative at the outset of a project so that we can be sure it is really meeting community needs and not just what we think is needed.

Offering opportunities for community volunteers with expertise to support services and programmes extends what library staff are able to do but does require good coordination.

Of particular importance will be partnering with other literacy, learning and social services provides with similar goals for greater impact.

We will continue to take advantage of national and regional shared services, building on those we already have with Northland libraries and the National Library.

Sustainable services

Wise investment will be needed to deliver on this plan. In collaboration with other council officers we will develop annual work programmes against our ten year strategy with prioritised projects and budget allocations supported in the long term plans.

We will seek sponsorship and financial partners for select digital services that can deliver economic and employment benefits to individuals.

Part of sustainability is good stewardship and reporting. We will develop meaningful indicators that measure the success of our Strategy and report on progress quarterly.

Outcomes we want

- The library team has the capacity and capability to deliver
- Keeping current and creating opportunities through partnerships and programmes
- Accountability for implementation of the 10 year strategy

"There are a number of opportunities to partner up with community organisations to offer programmes: either a mentor partnership (partnering people wanting tech help with community/student volunteers) or through classes (such as community education)"
- Respondent – Online survey

6.4 MUSEUM AT TE AHU STRATEGY UPDATE

File Number: **A3399124**

Author: **Chris Pigott, Manager - Libraries and Museums**

Authoriser: **Dean Myburgh, General Manager - District Services**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To provide an update about the Museum at Te Ahu's strategy.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- The Museum at Te Ahu is managed by FNDC, and is a key contributor to the cultural well-being of the district
- The Museum has launched a 2021-2026 strategy
- The strategy has six focus areas that will help shape future services

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Museum at Te Ahu Strategy Update.

TĀHUHU KŌRERO / BACKGROUND

The Museum at Te Ahu is managed by FNDC with governance provided by the Far North Regional Museum Trust.

In January 2021, the Museum team completed work that resulted in the publication of the Museum Strategy 2021-2026 (attached for optional reading). FNDC staff led this work, with funding for the delivery of the strategy sourced externally via the Trust.

The Strategy Planning and Policy team were involved in the development of the strategy. They provided advice and supported public consultation and stakeholder workshops that were completed.

The strategy has six key focus areas, listed below.

Strategic Focus Areas

1. Collaborate and respond.
2. Be a hive of learning, discovering, and creating.
3. Sustain ourselves financially (and become resilient).
4. Enrich our collections.
5. Go digital – both in the building and online.
6. Make our physical spaces bigger and better.

MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND NEXT STEPS

There are no immediate requests to FNDC to increase the level of funding for the Museum. However, the Trust and FNDC staff are considering future applications during Long Term Plan and Annual Plan submission processes.

While most projects the Museum completes are externally funded, areas that may be appropriate for FNDC to consider supporting in the future include:

- Increased staffing levels to support work to support local schools in the delivery of the new New Zealand History Curriculum
- Increased staffing to support the implementation of new digital resources, including a new website, supporting recent database improvements and the use of emerging technologies as part of the visitor experience
- Use of increased space within Te Ahu, leading to the development of an education space and an increased Taonga Māori collection

PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no financial implications.

ĀPITIHANGA / ATTACHMENTS

1. Te Ahu Museum Strategy - A3419678


MUSEUM @ TE AHU
Museum Strategy
Final version
February 2021-26

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ACKNOWLEDGEMENTS

Researched by Whina Te Whiu & Chris Pigott
Workshops facilitated by Lynne Carmichael
Written by Shelly Davies

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He honore, he kororia
He maungarongo ki te whenua
He whakaaro pai ki nga tangata
Tena koutou katoa

Ka nui te mihi ki a koutou
ki te tautoko i te rautaki
o te Whare Pupuri Taonga
o Te Ahu.

He mahere wawata ki te hononga
tangata ki nga taonga o te rohe
o Te Taitokerau ki Te Raki.

Kei te haere mai koutou nga kaihoe
I te waka ki te ara rere atu
ki te tai anga mua.

Welcome from the Trust Chair

Nau mai, haere mai!

Welcome to the future of our amazing museum.

First, some facts. The Museum @ Te Ahu operates under the guidance of the Far North Regional Museum Trust, with support from Far North District Council as a trusted partner.

Operationally, the museum is staffed by a full time Curator and part-time Museum assistant, with help from an enthusiastic team of volunteers.

As a Trust, we have worked tirelessly over past decades to ensure the integrity of the museum, the collection and the history and culture of the Far North.

Most recently, this has led to the integration of the museum into the Te Ahu centre in Kaitaia, a treasure within a treasure.

But now we're looking forwards. The Trust views this strategy as a roadmap to the future of the museum. With commitment and passion, we will achieve the goals laid out – let's be a digital leader, let's be the home of a truly significant taonga Maori collection, let's bring the collection to life for the next generation of tamariki in the Far North, let's tell our story to the world.

We welcome you aboard as we start this next phase of our journey – as we aim to make the treasures of our collection accessible to all of you, no matter where you are, Kaitaia or Kawakawa, Krakow or Karachi.

It's your museum. We hope you grow to love it as much as we do.

Kia mau kia manawa,
tihei wā mauri ora


We're going places.
Want to come with us?

An introduction to this strategy

It's so easy for a strategy document to feel bland, dry, lifeless – even with the best intentions. And so we present this strategy to you, personally, from us, personally. Because while the museum has four walls, it is people who imbue it with mauri – people today, people from the past whose lives are represented through the taonga we hold, and people who aren't here yet, but one day will be.

If we want to be different than we've been before (and we do), we have to behave differently.

So this strategy is the first statement of our bold new voice – a museum with a distinct, recognisable identity – a museum you can feel truly connected to.

You told us your experiences with museums are profound and deeply personal. They're emotional, eye-opening, sentimental, and sometimes confronting. There's no reason for us to present a strategy that doesn't acknowledge that.

So, to our people, to our rohe, and to the world, tēnā koutou, tēnā koutou, tēnā koutou katoa.




Who
we are.
Who we're
becoming.

Who we are

About us and our mission

We are a regional museum with a treasured responsibility to house and keep alive the history of our region. But why? Why is this so important, and therefore how should we keep making sure we're getting better at doing it, every day?

Museum @ Te Ahu has existed for 51 years, and our collective understanding about the role of museums has changed dramatically over that time. Like the rest of the world, Covid-19 has made us think about how important it is that we become and stay more connected.

We have a responsibility to become more resilient so that the precious history of Te Hiku o Te Ika – The Far North – and the learnings woven through that history are accessible to our community and to the world.

Who we're becoming

Our vision is:

To connect the world with the history and culture of the Far North, Aotearoa/New Zealand

What we believe in

Our values

We work hard to exemplify the key values of the District, especially those that highlight community, partnership, culture and guardianship.

1. **Kaitiakitanga** – Environmental stewardship and sustainability
2. **Te Tiriti o Waitangi** – Partnership
3. **Tū tangata** – Strong cultural identities
4. **Whanaungatanga** – Family, community, connecting, and sharing

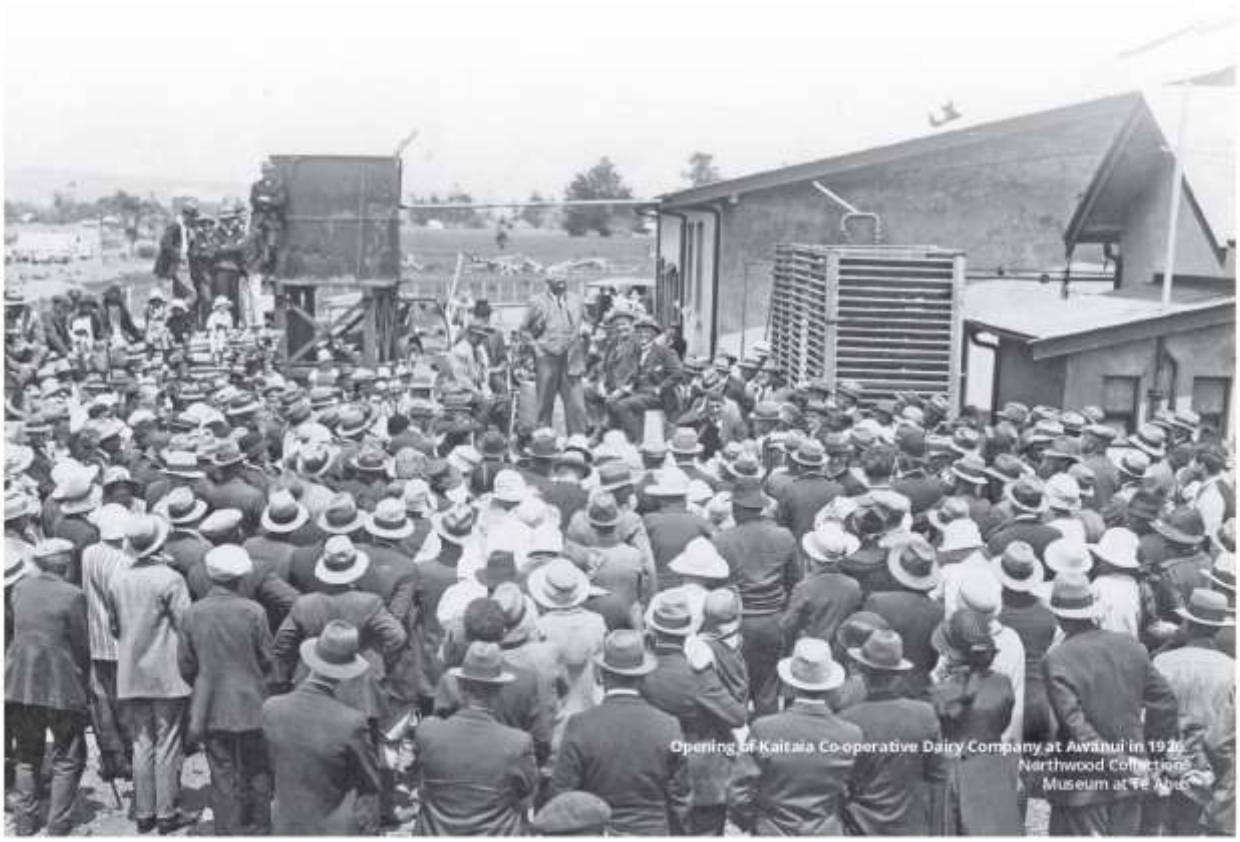
How we'll get there.

Our strategic goals

Both our research and our consultation confirmed loud and clear. Museum @ Te Ahu needs to:

1. Collaborate and respond
2. Be a hive of learning, discovering, and creating
3. Sustain ourselves financially and become resilient
4. Enrich our collections
5. Go digital – both in the building and online
6. Make our physical spaces bigger and better

The following pages dive deeper into how we'll achieve each of these goals (our strategic objectives). Each year, we will develop an action plan to deliver on the objectives.



Opening of Kaitaia Co-operative Dairy Company at Awanui in 1930
Northwood Collection
Museum at Te Ahu

Strategic goal 1:

Collaborate and respond

We will be more connected with our community. Only through partnership and relationship can we be a valued community hub, a trusted district museum, and a leader in our sector.

1. **Apply the principles of Te Tiriti o Waitangi in our relationships with iwi, hapū, and whanau, making sure they are mutually beneficial, especially when it comes to caring for and presenting taonga Māori**
    a. Set up an iwi reference group
    b. Embed Te Tiriti o Waitangi into museum policy
    c. Work with the iwi of Te Hiku o Te Ika to tell unique iwi stories through physical and digital exhibitions

2. **Purposefully, strategically, and in an informed way, identify key partnerships with community, iwi, funders, local, and central government, industry and sector**
    a. Create a partnership framework and marketing strategy advancing strategic alliances
    b. Position Museum @ Te Ahu as a regional hub to support other Far North museums
    c. Develop greater understanding of other Far North museums collections and the services they offer

3. **Keep ourselves relevant to our communities – local and international – by knowing what they want so we can meet their expectations**
    a. Actively seeking customer and audience feedback so we can keep improving our services
    b. Implement the recommendations from the August 2020 Audience report by clearly defining who our communities are and what they expect from us

4. **Have a stronger, clearer relationship between the Museum Trust Board and Far North District Council , so we are more connected, more representative, and more engaged and immersed in our roles and responsibilities.**
    a. Review Trust Deed, MOU, and Collections Policy to ensure they are future focussed and aligned
    b. Develop a governance plan with the Trust Board
    c. Review and define the catchment area of the museum with stakeholders

Strategic goal 2:

Be a hive of learning, discovering, and creating

We will offer fun and engaging experiences for all ages, satisfying many different areas of interest.

1. **Provide inspiring experiences – plan our learning sessions and resources for kura, schools, and adult learning with teachers, making sure we cover the needs of the national curriculum**
    a. Partner with local schools and learning institutions to co-create lessons and sessions to illuminate local Far North history
    b. Work with Te Papa, other museums nearby, community groups, and organised tours to share planning and delivery of events across the district
    c. Provide increased opportunities for interaction with the collection
    d. Explore opportunities for the development of a learning space and the addition of an education specialist to the museum workforce
    e. Provide opportunities for better understanding of preservation techniques

2. **Eliminate any barriers to enable access to learning programmes**
    a. Develop flexible learning programmes and tailor our sessions to the needs of different groups
    b. Build a relationship with MOE to help eliminate barriers to school children, and support literacy-based programming
    c. Outreach – take collections and programmes out to remote rural schools
    d. Build relationships with the MOE and work with them on implementing the new NZ History curriculum

3. **Create unforgettable experiences that make a genuine difference to visitors' lives**
    a. Develop a public programming schedule that provides the opportunity for discovery, creativity and learning
    b. Host events that showcase the unique cultural character of the Far North
    c. Present an increased range of public events that captivates the imagination
    d. Ensure the history of all cultures in the Far North are represented in the museum

4. **Increase the profile of the Museum@Te Ahu as a destination on the tourism map**
    a. Promote the museum more effectively to the tourism sector
    b. Provide experiences that engage and delight tourists to the Far North
    c. Actively work with others to create a localised infrastructure of events, tours, and groups with existing activities and innovate for new opportunities

Strategic goal 3:

Sustain ourselves financially and become resilient

We need a plan to build a secure financial future that will ensure we are able to deliver on the vision of this strategy.

1. Increase staffing to achieve strategic outcomes
    a. Design a workforce plan so that we have enough of the right staff and volunteer support
    b. Build a sustainable volunteer workforce
    c. Identify opportunities for local employment
2. Increase revenue by developing a 5 year financial plan
3. Maximise commercial opportunities and fundraising activities
    a. Museum Trust plays an active role in fundraising activities
4. Increase retail opportunities
    a. Become a more attractive collaborator with, and space for, retailers
5. Investigate digital and research revenue stream opportunities
    a. Develop the museum's digital presence and explore potential revenue streams from this offer
6. Explore opportunities for partnerships with corporate and funding agencies

Strategic goal 4:

Enrich our collections

We will build on our already impressive, well-cared-for collections for greater access and transparency. We'll make sure they're more readily available for research, display, and interpretation.

1. **Become recognised as the leading museum collection of Far North history and culture in the country**
   a. Improve our collection development policies, and make sure our collection goals are well defined and known in the sector
   b. Develop and implement a deselection plan that is informed by the Heritage New Zealand Pouhere Taonga Act 2014 and the Museum @ Te Ahu Collection Policy Management 2018
   c. Ensure the stories of all the peoples of the Far North are captured and accessible for future generations

2. **Establish strong collaborative relationships with museums and iwi for the**
   a. Repatriation of taonga Māori to the Far North region
   b. Work with other museums to facilitate the return of taonga
   c. Develop an exceptional collection of Māori taonga

3. **Grow the museum's role as a regional archive**
   a. Improve the access to the Museum's research space

Strategic goal 5:

Go digital – both in the building and online

To better connect and stay connected with our communities, by innovating through digital and emerging technologies. This will keep us visible and relevant in a connected digital world. We will be informed, and capable in telling our stories, experiencing our heritage and cultures, and creating opportunities for communities to engage with the museum.

1. **Enhanced museum online presence – access from anywhere, anytime, and through multiple channels**
   a. Develop a digital framework
   b. Take advantage of expanding online marketing opportunities
   c. Improve our online and onsite digital customer experience for better collection engagement
   d. Leverage new and emerging skills and technologies with potential digital partners
2. **Increase opportunities for visitors to interact with the collection through a digital showcase**
   a. Work with a technology provider to enhance the onsite digital experience
3. **Provide digitized collections available to anyone, anytime**
   a. Complete a project leading to the digitization of taonga and our documentary heritage

Strategic goal 6:
Make our physical spaces bigger and better

We will future-proof the physical museum for the growth of collections and audience engagement activities. This will mean we can continue to deliver our stories and narratives, increasing the joy of visiting the museum, and making the museum experience unforgettable.

1. **Conduct a feasibility study for growing and extending the museum**
    a. Develop a long-term facility and business plan that considers opportunities for expansion and rationalization
    b. Investigate the viability of an art workshop and display space, increased archives and research space as well as an educational space
    c. Explore opportunities for displaying more of the collection, more often, including an enhanced Taonga Maori and mana whenua display.

History of the Museum

The Museum @ Te Ahu (formerly known as the Far North Regional Museum) holds a remarkable collection. Its purposeis to illuminate the stories and histories of the Far North (Te Hiku o te Ika) of New Zealand. Treasures among the pre-European Māori collection include pounamu, early carvings and the 500 year-old skeletal remains of the extinct kuri (Polynesian dog).

Other major themes are gum digging and the Dalmatians, kauri gum and timber, early shipwrecks and missionary pioneers.

The museum has a large archives collection — documents, journals, newspapers, maps and photographs from the extensive Northwood Collection. It is the proud home of the first European item left in New Zealand, the mighty de Surville anchor.

On Friday 18 October 1940, the Centennial Memorial Library and Rest Room was officially opened by the Hon. W.E. Parry, Minister of Internal Affairs. Funded by public subscription andgovernment subsidy, the building was the district's New Zealand Centennial Memorial.

By 1967, the library had outgrown the premises and as interest in establishing a museum grew, a suggestion was put to the council that the old library building would be suitable as a repository to house artefacts and documents relating to our Far North people and district. The council agreed, providing funds were raised by the public to relocate the library and establish a museum.

Fundraising commenced in 1968 when Ivan Berghan, County Chairman, and Des Bell, Mayor, formally made donations. Foundation Memberships were available to the public for $100, and Life Membership for $20. Generous financial support came from the regional councils, private donations and public fund-raising events.



Gum digging at Waipapakauri, circa 1910.
Northwood Collection.
Museum of Te Ahu.


Full skeleton of a Kurehe (kuri) dog circa 1480,
discovered at Tohoraha (Mt Camel).
Museum at Te Ahu.


Fossilised scallop shell 150-200 million years old found
at top of Te Oneroa a Tohe(Ninety Mile Beach).
Matthews Collection.
Museum at Te Ahu.

As part of the Queen Carnival, a 'mini museum' was set up on the top floor of Vegar's Drapery Store where Arthur Northwood's Collection of over 400 photographs were displayed for the first time. As interest grew to establish a museum, the committee received numerous donations of display items for the exhibits.

The Far North Regional Museum opened in December 1969.

Our Far North history, in New Zealand terms, begins very early with the arrival of the French explorer Jean-François-Marie de Surville in Doubtless Bay in 1769. Thirty years later, whaling ships were dropping anchor in Mangonui Harbour. The settlement of an Anglican Mission Station in 1834 and a thriving industry of kauri timber spars, flax and kauri gum all contributed to a robust community.

The discovery of the de Surville anchor in 1974 provided a major boost of publicity for the museum and a new space was added to the old building to house the anchor, discovered by Mike Bearsley, and the growing collection.

From 1976 to 1985, Judy Evans was custodian and ran the Tourist Information Centre operating from the museum, assisted by an enthusiastic team of volunteers. During the 1980s, Olwyn Ramsey, recognising the need to collect historical documents about the district and its people, established the archives within the museum.

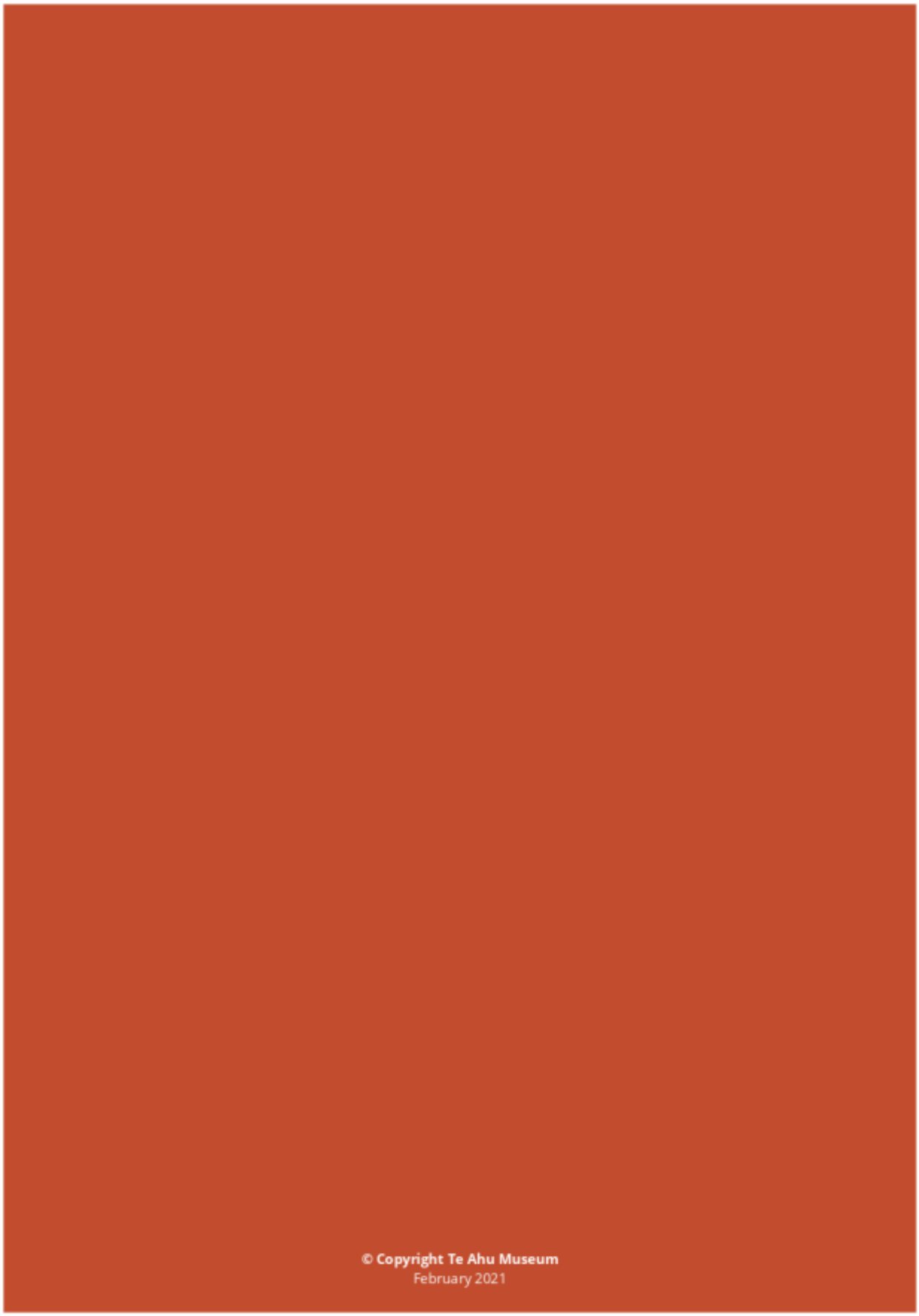
In 1985, archives became an important part of the museum and over the past 25 years have become a comprehensive asset.

In 2006, the concept of bringing all Far North District Council amenities under one roof was envisaged.
The new community centre, named Te Ahu, was completed in 2011 — incorporating the i-Site Visitor Centre, Library, Cinema, Café, Auditorium, Council Service Centre and Far North Regional Museum (Te Ahu Heritage).

In 2012, the museum and archives relocated to the new Te Ahu Centre and Museum @ Te Ahu was born.



Pupu Rangi or Pupu Harakeke, the flax snail.
Natural history collection.
Museum at Te Ahu


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February 2021

6.5 NATURAL AND BUILT ENVIRONMENTS ACT EXPOSURE DRAFT SUBMISSION

File Number: **A3320129**

Author: **Andrew McPhee, Senior Policy Planner**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

The purpose of the report is to inform the Strategy and Policy Committee of the submission prepared by the Far North District Council (Council) on the exposure draft for the Natural and Built Environments Act (NBA).

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

Central Government (Government) is in the process of reforming New Zealand's resource management framework. The Resource Management Act 1991 (RMA) will be repealed and replaced with three new pieces of legislation.

An exposure draft for the NBA is the first of those three new pieces of legislation available for comment and a submission was prepared and lodged by the Council on 3 August 2021.

A select committee will report their findings from the submission process for the NBA back to the House, which will inform further policy development on the reform process.

A second opportunity will be made available when the full NBA bill is introduced to Parliament, along with the Strategic Planning Act bill (SPA), in early 2022.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Natural and Built Environments Act Exposure Draft Submission.

TĀHUHU KŌRERO / BACKGROUND

In February 2021, Government announced it would repeal the RMA and enact new legislation based on the recommendations of the Resource Management Review Panel. Government is preparing three new Acts:

- Natural and Built Environments Act (NBA) - the main replacement for the RMA and is designed to protect and restore the environment while better enabling development;
- Strategic Planning Act (SPA) - requires the development of long-term regional spatial strategies to help coordinate and integrate decisions made under relevant legislation; and
- Climate Adaptation Act (CAA) - supports New Zealand's response to the effects of climate change and will address the legal and technical issues associated with managed retreat, as well as the funding and financing for adaptation.

In July 2021 Government released an exposure draft for the NBA, along with a parliamentary paper, and called for submissions on its content. No content has been made available for the SPA or CAA at this juncture.

A submission was prepared by Council on the exposure draft for the NBA and was lodged with the Ministry for the Environment on 3 August 2021 (see Attachment 1). The timing required for that submission meant approval could be obtained through the Strategy and Policy Committee (STRAT). The submission was prepared inhouse by a Council officer and content was consulted on with the following:

- the Chair of the STRAT;
- the Portfolio Leader;
- the Chief Executive; and

- the General Manager – Strategic Policy and Planning

The submission was lodged under delegated authority through the Strategy and Policy Committee Terms of Reference.

MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND NEXT STEPS

The content in the exposure draft for the NBA was high-level and did not provide a sufficient level of detail to allow Council to provide meaningful feedback. Any detail around the SPA or CAA and how they will relate to the NBA was also absent.

Council had a representative on the Resource Management Reform Reference Group (RMRRG) who had input into the submission on the exposure draft of the NBA for Taituarā. The Taituarā submission was comprehensive, and to reduce duplication to the Council submission concentrated on those matters of particular relevance to the Far North District (FND). Council's submission stated that it should be read in conjunction with the Taituarā submission (see Attachment 2).

Council's representative on the RMRRG also had an opportunity comment and feed into the Council submission.

In summary Council's submission concentrated on the following topics:

- Territorial authority functions – what role does local democracy have in the new legislative framework;
- Tangata whenua – what is tāngata whenua's role in the new legislation and how will that role will be resourced. What is the relationship with treaty settlement legislation;
- The purpose of the NBA – what is the relationship between the natural and built environments;
- Environmental limits and outcomes – how will environmental limits be set and will they be consistent across the country. Will there be a hierarchy for environmental outcomes;
- Implementation and resourcing – how will the transition from the RMA and implementation of the NBA will be resourced. Where will the responsibility lie to resource the research to set environmental limits.
- National planning framework (NPF) – what is the role of local government in developing the NPF and what functions will sit with territorial authorities vs planning committees;
- Planning committees – what level of local representation will there be on the planning committee.

A select committee will now process the submissions received across the county and report their findings back to the House. It is expected that the submissions will help inform further policy development on the reform process. Government has indicated that a second opportunity will be made available when the full NBA bill is introduced to Parliament, along with the SPA, in early 2022.

Government's intention is to enact both the NBA and the SPA in this parliamentary term.

PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no financial implications for Council contributing by way of submission to the exposure draft for the NBA. The preparation of the submission was absorbed within existing budgets.

ĀPITIHANGA / ATTACHMENTS

1. **FNDC Submission NBA exposure draft_August2021 - A3324027** ⇩
2. **Taituara_ submission on the exposure draft of the Natural and Built Environments Act - A3325384** ⇩

Far North District Council
Te Kaunihera o Tai Tokerau ki te Raki

HE ARA TĀMATA
CREATING GREAT PLACES
Supporting our people

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3 August 2021

Ministry for the Environment

RE: Far North District Council submission on the exposure draft for the Natural and Built Environments Act

The Far North District Council (Council) welcomes the opportunity to provide feedback to the Environment Select Committee (Select Committee) on the exposure draft for the Natural and Built Environment Act (NBA). Council acknowledges that the NBA is one element of the new legislative system replacing the Resource Management Act 1991 (RMA) and that drafts of the Spatial Planning Act (SPA) and the Climate Change Adaption Act (CAA) will be available for feedback over the coming years along with the balance of the NBA. Council looks forward to providing comment on the balance of the NBA and the remaining pieces of legislation once they become available for comment.

Council generally supports the stated objectives for reform as identified in the accompanying parliamentary paper but has concerns about some of the detail. Council is however limited in terms of what it can meaningfully feed back given the high-level content provided in the exposure draft of the NBA and the significant gaps in the information provided.

Further limiting is the absence of a National Planning Framework (NPF), as well as content for the SPA and the CAA. Understanding how the exposure draft meets the identified objectives will depend on further drafting of the NBA, SPA and the CAA and how well they integrate with other reforms being proposed such as three waters.

Council's CEO is a member of the Department of Internal Affairs led Local Government Chief Executive Forum for Resource Management Reforms. The aim of this forum is to ensure the reform policy is of high quality and that legislation will work for local government (and others) on the ground. It also has input into how the transition to the new system will be managed, as well as how it will be implemented in line with the reform objectives.

Council also has representation on the Resource Management Reform Reference Group (RMRG) that input into the submission on the exposure draft of the NBA by Taituarā and supports the content within that submission. To reduce duplication this submission concentrates on those matters in the exposure draft of the NBA that are of particular relevance to the Far North District (FND) and provide context. Council's submission should be read in conjunction with the Taituarā submission.

Territorial Authority functions

Council considers it fundamental that local democratic input must be maintained in any plan making process involving their communities and how they are developed. New Zealand has a well-developed democracy where grass roots participation of New Zealanders has insisted on, and won, influence in the way territorial authorities make decisions about the future of how their communities look and feel and how sustainable management is achieved.

We must have a structure where democratically elected local representatives retain the ability to have input into plan making that affects their constituents. Orthodoxy is anybody from any community being able to talk to a Community Board and/or Council, who are local government

representatives that are democratically accountable to their communities and are elected to make decisions on their behalf. While we appreciate that central government wants New Zealand to look a certain way, not enough conversation about what that looks like has been undertaken in a bottom up approach.

The NBA is regionalising issues and processes that are best addressed at the local level. What a community looks and feels like is highly localised, and something that should be determined by local people. Creating new regional plan making functions and regionalised rules has the potential to undermine the ability of local communities to influence and make decisions about the places in which they live.

We question whether local representation could be achieved through the proposed membership of planning committees that will be responsible for making NBA plans. The accountability relationship between planning committees and their constituent Territorial Authorities is unclear.

It is essential that Councils are given clear direction around the continuation of plan making under the RMA. We are currently undertaking a consolidated review of our district plan and intend to notify it at the end of this year. Significant time and resources have been invested to prepare the district plan and Council needs to understand if this process should be stopped. It is necessary for Council to understand how the legal framework applies if our plan is notified prior to the repeal of the RMA. Commentary on this matter is imperative so Council can focus resources in a timely manner that can best prepare us for the suite of changes that lay ahead.

We need to know what, if any, provisions from second generation plans can be transferred into the new resource management system. It is anticipated that it would take a number of years to write a 'regional plan' under the new legislation. In the interim the existing district plans would apply and it is unclear whether there will be scope for private plan change applications to still be made over that time.

Tangata whenua

Approximately half of the Far North population is of Māori descent and 17% of all the land in the FND is whenua Māori under Te Ture Whenua Māori Act 1993. This illustrates the importance of working in partnership with tangata whenua in the FND and ensuring the relationships and support/resource is available so meaningful contributions can be made. In that respect Council is concerned that tangata whenua have not been included in the conversation around the NBA early enough and have not been sufficiently included in the co-design of the legislation. While the language and intent of the legislation is one of inclusion, understanding what that means for Māori being able to exercise kaitiakitanga is not well understood.

FND have 11 iwi authorities for the purposes of the RMA 1991 and there are between 160 and 200 hapū. To contextualise this further, Te Rarawa have 23 hapū, Ngāti Kahu have 18 hapū and Ngāpuhi, Aotearoa's largest and most dispersed iwi, has 110 hapū, of which approximately 92 are located within the boundaries of the FND.

A core feature of Ngāpuhi is hapū rangatiratanga or the right to self-determination particularly in relation to social, economic, cultural, environmental and political development. To this end Ngāpuhi have established 10 Takiwā each with their own boundaries, which are made up of hapū and marae.

Additionally, Council is a signatory to a governance level relationship agreement between Tai Tokerau mayors and chair and Te Kahu o Taonui chairs called Whanaunga kī Taurangi, which was signed in 2019. Six of the eleven iwi authorities are signatories. Council have four other memoranda of understanding between iwi, hapū and an incorporation. Some of these are at governance level and others at the operational level. Council also has 14 iwi and hapū environmental management

plans lodged. This shows the level of complexity when working with tangata whenua in the FND which will need to be adequately provided for and resourced within the RMA reform.

Council also has six iwi in the district that have Treaty of Waitangi Claims Settlement Acts, enacted.

Council notes that there are a number of terms associated with tangata whenua that are not clearly identified within the exposure draft of the NBA, they include:

- kaitiakitanga
- mana whenua
- iwi and hapū
- customary rights
- Te Oranga o te Taiao
- cultural landscape

We note that clause 5(3) 'incorporates' a list of matters that relate to Te Oranga o te Taiao. Council considers that the concept must be clearly defined in clause 3 as the matters listed are not exclusive. Like many Māori words and concepts there may be numerous meanings or interpretations, and while there is guidance in clause 5(3) it is considered that implementation of this concept may suffer the same fate as 'sustainable management' in the RMA, in so far that it will likely take years/decades of case law to establish what it means and how it is applied.

Council would have expected 'cultural landscapes' to be defined separately or included within the definition of cultural heritage, given the context within which it is used in clause 8(h) which states *"cultural heritage, including cultural landscapes…"*

Council supports the approach of 'giving effect' to the principles of Te Tiriti, and the strategic role that is envisaged for tangata whenua in the new system. We would like to see the principles of Te Tīriti explicitly stated in the drafting of the NBA, so that they are generally understood and not up for debate.

The principles of Te Tīriti are not fixed but are broadly understood to be Partnership, Participation and Protection. However, tangata whenua will have strong views on these and without the principles being identified and codified within the NBA, we are concerned that persons exercising powers and performing duties and functions under it will not be clear on the obligations they are required to meet.

It will be important that this work is undertaken in close partnership with tangata whenua and that appropriate time and resource is provided by central government to ensure meaningful participation in decision-making processes. The wealth of tangata whenua representation in the FND will require significant investment in resources from central government if this process is to be successful.

Council also considers that the final NBA needs to clarify the relationship between NBA plans and the various pieces of Treaty settlement claims legislation. It must also clarify what will happen in respect of any existing or future Mana Whakahono ā Rohe (MWaR) arrangements. This is important to the FND in light of a MWaR request for implementation from Te Whiu.

Purpose of the Act

Council notes there is no explicit reference to the built environment in clause 5, although it does refer to enabling *"people and communities to use the environment"*. The focus however of clause 5 clearly appears to be more on resource use than developing the built environment. While Council acknowledges that these matters may be addressed in more detail in the final draft of the NBA or within the SPA, we would like to see more explicit reference to enabling urban development within the built environment.

Council would like to see a definition for the 'built environment' included in clause 3, similarly to that for the 'natural environment' for clarity.

Environmental limits and outcomes

Council agrees with the intent of setting environmental limits as it makes those limits clear to landowners. Council has concerns however around how environmental limits will be set and whether those limits will be consistent across the country or set at a regional/district level. The FND has extensive areas of undeveloped land and land that has been identified as requiring protection under the RMA as matters of national importance.

It would appear similar protection will be required to protect those natural environments through clause 8 of the NBA. Council considers that the responsibility needs to be fairly apportioned across the nation and not left to a handful of districts to protect, unless adequate resource and financial assistance is provided to compensate landowners that have for the most part had opportunity to develop their land removed.

Our district economically underperforms compared to other regions and New Zealand as a whole. It is vital that we do not end up carrying the environmental responsibilities for the benefit of the nation or region at the cost of improving our economic and social wellbeing. In addition, it is likely Māori land would be heavily affected as it has not been actively utilised due to lack of access to resourcing, complex multiple ownership issues, and historical migration to cities.

The government has signaled a desire to enable better utilisation of Māori land and increase regional productivity, but it is unclear how that might be achieved if large areas of the district can't be utilised, or if 'conventional' development is cost prohibitive. Assistance with research or other resourcing may be required if owners are to achieve an economic return without compromising environmental integrity or quality.

Council is concerned that the NBA continues the RMA mantra of 'first come first served' in terms of allowable degradation of the natural environment within any set limits. It is considered that a more nuanced limit setting regime will need to be constructed to ensure that a handful of properties do not reach the limit for built development in an area envisaged to accommodate more. This is considered particularly important in the context of providing for growth and having enough housing and business land to satisfy that growth.

The absence of a hierarchy for the environmental outcomes listed in clause 8 is problematic. If applications are referred back to Part 2 of the NBA, then that will inevitably lead to some outcomes being balanced against others. Strong direction will be needed for the environmental limits to ensure that development and wellbeing are to be achieved in ways that also improve the environment.

Implementation and resourcing

Limited detail has been provided around the transition from the RMA and implementation of the NBA, particularly in terms of how it will be resourced. It has been acknowledged by the local government sector that it is already experiencing significant difficulty attracting and retaining the capacity and expertise it needs to carry out its existing resource management functions. Many councils including our own are experiencing ongoing recruitment churn, which has significant time and financial implications.

The shift from managing adverse effects to complying with environmental limits and promoting outcomes for the benefit of the environment will require a change in culture. Resourcing of capability building, in terms of guidance and training, from local government will be needed for a smooth transition.

Arguably the transition from the Town and Country Planning Act to the RMA in the early 1990s could have been done better. The process was significantly impeded by a failure to adequately recognise and resource the necessary transition for professionals and other stakeholders, who had been trained and had practiced under a different set of imperatives and understandings. It would be unfortunate to repeat that historical error.

Council is interested in understanding how the baseline for environmental limits will be set and whether it will be a case of central government setting criteria by which each Council has to assess, investigate and report. If this is the case then it will be a resource intensive and expensive exercise if done properly and based on, amongst other disciplines, scientific and ecological evidence.

National Planning Framework (NPF)

Council generally supports the idea of having consistent and consolidated national direction in the form of a NPF. This should set a national direction from the start and should negate the need to continue to create national policy direction if and when required, as is the system we have now.

This will save Councils having to continuously change and update to reflect the latest national policy direction, which is a significant imposition on Councils' limited resources. However, the lack of detail around how it will work makes it difficult to provide meaningful feedback. For example, it is not clear what role local government will play in developing the NPF, nor is it clear what roles and functions will still sit with territorial authorities vs planning committees in terms of policy functions, compliance, monitoring, and enforcement functions.

Council supports the intent of clause 10(c) which as drafted proposes that the NPF is mindful that a 'one size fits all' may not be appropriate in all instances and may have unintended consequences for some parts of the country. By way of example, the impending National Policy Statement on Indigenous Biodiversity has significant implications for the FND.

Initial mapping indicates that approximately 42% of the FND is identified as SNA affecting approximately 9,000 landowners. This along with Outstanding Natural Landscapes, which cover approximately 22% of the FND, as well as high and outstanding natural character of the coastal environment, which covers approximately 50% of the terrestrial area identified in the coastal environment, already place a large burden on land owners in the FND.

With the further introduction of cultural landscapes in a district known as the birthplace of the Nation and where Māori settlement first occurred, the majority of the district could be identified with those values. Protection of such resources need to be proportionate to the communities that are protecting them for the benefit of the nation.

It would appear that the FND is over represented in this regard and it would not seem equitable for the FND to be the part of the country 'carrying the can' to protect these areas in perpetuity while other areas of the country do not.

Council is also concerned over the uncertainty of the protection of highly productive land. The exposure draft does not provide certainty that this land will be protected from land fragmentation and inappropriate land uses. Central government is creating a National Policy Statement for Highly Productive Land that needs to carry through and have a clear framework for its management and protection. Not requiring the outcome to promote highly productive land in clause 8(m)(iii) through setting a mandatory environmental limit in clause 13 seems at odds with the purpose of the NBA in enabling people and communities to use the environment in a way that supports the well-being of present generations, without compromising the well-being of future generations.

Planning committees

Council considers having limited local representation on the planning committee problematic. We have concerns around fair and appropriate community representation and the ability to garner feedback and contributions from the wealth of community relationships held by the FND and tangata whenua. While Council acknowledges the need for plan making processes to be efficient and not overly complex, this needs to be balanced with opportunities for the community to be provided genuine and meaningful input.

If communities and tangata whenua groups do not feel represented on the planning committee, they will likely feel disengaged which will make it difficult for NBA plans to reflect and meet the needs of the community.

Similarly, if the planning committee secretariat sits within regional councils and has little to no territorial authority input there will inevitably be issues around achieving appropriate representation of local interests.

Summary

Council is thankful for the opportunity to provide feedback on the expose draft for the NBA. Unfortunately, at this juncture there is not enough content or detail to understand important components around governance, resourcing and responsibilities, and what level of input territorial authorities will have in policy and plan making.

There are also outstanding questions in regard to where liability sits and territorial authorities' ability to challenge planning committee decisions should they feel they do not align with local planning initiatives.

As previously stated, Council supports the submission prepared by Taituarā and has not repeated that content in this submission. This submission is to be read in concert with the Taituarā submission.

Yours sincerely



Darren Edwards
General Manager Strategic Planning and Policy

Taituarā
Local Government Professionals Aotearoa

Natural and Built Environments Act

A submission to the Environment Select Committee on the exposure draft of the Natural and Built Environments Act.

August 2021



What is Taituarā?

Taituarā — Local Government Professionals Aotearoa (formerly the NZ Society of Local Government Managers) is an incorporated society of approximately 900 members[1] drawn from local government Chief Executives, senior managers, and council staff with significant policy or operational responsibilities. We are an apolitical organisation that can provide a wealth of knowledge about the local government sector, and in particular knowledge of the technical, practical and managerial implications of legislation and policy.

Our vision is:

> *Professional local government management, leading staff and enabling communities to shape their future.*

Our primary role is to help local authorities perform their roles and responsibilities as effectively and efficiently as possible. We have an interest in all aspects of the management of local authorities from the provision of advice to elected members, to the planning and delivery of services, and other important support activities such as election management and the collection of rates.

This submission has been developed with input from many local government Chief Executives, senior managers, and council staff from across Aotearoa. We acknowledge the input of our Resource Management Reform Reference Group (RMRG). We encourage the Government and Environment Select Committee to continue to engage with our RMRG on the implications of reforming the resource management system for local government, and in particular the sector's workforce.

The members of the Taituarā RMRG are:

- Aileen Lawrie, Chief Executive, Ōpōtiki District Council (Chair)
- Hamish Lampp, Group Manager Regulatory and Planning, Whanganui District Council
- Simon Mutonhori, Group Manager Planning and Regulatory Services, Wairoa District Council
- Lucy Hicks, Policy and Planning Manager, Environment Southland
- Anna Johnson, City Development Manager, Dunedin City Council
- Charlotte Almond, Policy and Strategy Manager, Horizons Regional Council
- Simon Banks, Project Leader – Urban Planning, Tauranga City Council
- Rachel Rophia, Team Leader – Māori Relationships, Far North District Council
- Marianna Brook, Senior Advisor, Otago Mayoral Forum

[1] As at 20 July 2021

- Pauline Hill, Senior Policy Advisor/Kaitohutohu Matua, Te Hunga Whiriwhiri, Greater Wellington Regional Council
- Blair Dickie, Principal Strategic Advisor, Waikato Regional Council

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Introduction

Taituarā thanks the Environment Select Committee (Select Committee) for the opportunity to submit on the exposure draft of the Natural and Built Environments Act (NBA).

We wish to appear in support of this submission.

Replacing the Resource Management Act 1991 (RMA) is a significant undertaking and will fundamentally change the way in which local government delivers resource management functions in Aotearoa.

We acknowledge that there is still a significant amount of work to be done on the design of the new legislative system, including drafting the balance of the NBA and to draft the Spatial Planning Act (SPA) and Climate Change Adaptation Act (CAA). There is also a considerable amount of work to be done to put in place necessary arrangements to enable an effective transition from the current system to the new one.

While the exposure draft provides some helpful indications as to the Government's intended direction of travel, it also creates many uncertainties. While we appreciate it was never intended that the exposure draft would contain all the detail that will be included in the final Bill, the outcome is a situation where local government (and others) have far more questions than answers. Our submission reflects this.

As well as setting out some general comments on the reform of the resource management system, this submission sets out:

- our views on the exposure draft, and the implications of what is currently proposed for local government
- matters that we consider must be addressed in the complete Bill
- preliminary views on the support and types of resourcing that local government will need to effectively transition to and implement the new resource management system (acknowledging that the full extent of the support and resourcing needed will become clearer as further work on legislative design is progressed)
- further suggestions for ways to create a more efficient and less complex resource management system, as provided for in the Select Committee's Terms of Reference.

Engagement with local government on the resource management reform programme

Local government plays a critical role in the management of the natural and built environments in Aotearoa. Indeed, without local government much of the RMA could not be implemented.

Although the Government's reform of the resource management system will fundamentally change the role that local government plays, it will remain critical to the delivery of the new system. For example, while territorial authorities are likely to lose much of their current responsibility for plan making, we envisage that they will still be expected to invest in implementing regional plans.

That's why it is vital that the Government engages closely with local government on its reform programme. Local government must be engaged not only in the design of the NBA, SPA and CAA and the National Planning Framework (NPF), but also on what arrangements and support will be needed for effective transition to and implementation of the new system. Given the significant scope of the reform programme and the time the transition will take close engagement with local government will have to continue for some time.

To date, Taituarā is concerned that the Government's engagement with local government hasn't been proportionate to the significance of the resource management reform programme, or the implications that it will have for the sector. We are concerned at the rapid pace with which the reform of the resource management system is progressing. Indeed, the timeframe for making submissions on the exposure draft has been difficult for councils.

While we acknowledge that the Minister for the Environment (Minister) has signaled to Mayors, Chairs and Chief Executives a desire to engage with local government in a more substantive and enduring way, we cannot emphasise the importance of this enough. The Government should continue to work closely with Taituarā and Local Government New Zealand (LGNZ) to find an effective mechanism for genuinely and meaningfully partnering with the sector on the reform programme. If such engagement is to be effective and enduring, it will need to be adequately resourced by the Government.

Ensuring appropriate local input into place-making decisions is of critical importance to both local government and mana whenua. But it appears that there is a disconnect between this view and the views of the Government as reflected in the exposure draft. That's despite the Prime Minister recently saying in a speech to the LGNZ Conference, *"We want to support councils to envisage a role that is not about pipes*

and plants but is about place-making, place-building and wellbeing."[2] Slowing down the reform process would allow the Government to properly partner with local government and mana whenua to design a system that not only better aligns with the needs of its key implementation partners, but also reflects all parties' desire for strong community involvement in place-making and place-building.

Part of the rationale behind putting out an exposure draft of the NBA was to receive early feedback from interested parties that could inform the development of the balance of the Bill. But the exposure draft (and indeed the NBA itself) is largely hollow legislation in that so much of the detail underpinning it will be set via the NPF. Without a considerable amount of detail on the contents of the NPF, or the process for developing it, a lot of local government's input at this stage is speculative.

[2] https://www.beehive.govt.nz/speech/speech-lgnz-conference-0

Summary

The key points of our submission are:

1. The Government must engage closely with local government on the reform programme, including design of legislation and the arrangements for transitioning to and implementing the new system to ensure the most efficient and effective output and delivery. This will enable the Government to leverage local expertise and knowledge, including knowledge local government staff have of processes established under other statutory and regulatory documents that could be relevant to the design and implementation of the NBA.

2. We support the Government's commitment to giving mana whenua a greater and more strategic role in the new system. This will require working closely with mana whenua in the design of, transition to and implementation of the new system.

3. As the Treaty partner, the Crown should fund participation by mana whenua in the new system. This should include funding to support mana whenua to participate in legislative design and implementation work programmes.

4. Place-making is of critical importance to local government and its communities. This must be reflected in the design of the new system, and in particular opportunities for input into plan making by local authorities and the public.

5. The proposal to completely overhaul the resource management system carries a high risk of failure due to the sheer scale of change and the disconnect between new proposed delivery mechanisms and existing tools, institutions and governance arrangements. We suggest that a staged approach to the reform programme would better deliver on the Government's objectives for the reform programme and reduce risks associated with the current proposal.

6. We are concerned that the local government and resource management sectors are already facing significant capacity issues and will struggle to deliver on a new system while continuing to progress essential short-term planning work.

7. The success of the new resource management system will depend in large part on how well the transition to and implementation of the new system is planned for, managed and resourced. Central government needs to dedicate

considerably more focus and resource to transition and implementation arrangements.

8. The reform of the resource management system needs to align with other reforms impacting the local government sector, including Three Waters Reform and the Review into the Future for Local Government. We are concerned that the reform programmes are not well-integrated.

9. The purpose of the NBA as currently drafted does not adequately prioritise the built environment. The emphasis appears squarely on environmental protection, despite the stated objective of a system that is more enabling of development. This must be addressed.

10. The purpose clause as currently drafted is unclear and is likely to create a number of conflicts between the competing, unprioritised considerations it sets out. The NBA appears to continue the RMA's approach of setting out long "shopping lists" of matters that need to be considered. This is at odds with the Government's objective of a resource management system that is more efficient, effective and less complex. A clearer hierarchy of priorities (as in the NPS-FM) would assist.

11. The requirement to meet environmental limits could have unintended consequences, particularly for development. The NBA needs to better address whether trade-offs are permissible in the new system, and if so, how they should be managed.

12. The NBA in and of itself is largely hollow legislation. Much of the detail that underpins the NBA remains to be set via the NPF. Local government should be closely engaged in the development of the NPF to ensure it is workable.

13. There is a considerable amount of detail to be worked out with respect to plan making processes, planning committees and their secretariats. These details must be worked out in partnership with local government and mana whenua.

14. A key issue to resolve is what roles and functions constituent local authorities will continue to play in the new system. This must be done in partnership with local government.

15. The Government should look closely at other plan making processes in its design of the new NBA process, including Auckland Council's Unitary Plan process, the process adopted for Christchurch City Council's Replacement District Plan and the new Freshwater Planning Process that all regional councils are currently working on.

Overarching comments

Before turning our attention to the specific contents of the exposure draft, we make some overarching comments on the resource management reform programme and the NBA.

Alignment of the NBA with the Government's objectives for the reform of the resource management system

We broadly agree with and support the Government's five objectives for the reform of the resource management system, being:

1. Protect and restore the environment and its capacity to provide for the wellbeing of present and future generations.
2. Better enable development within natural environmental limits.
3. Giver proper recognition to the principles of Te Tiriti o Waitangi and provide greater recognition of te ao Māori and mātauranga Māori.
4. Better prepare for adapting to climate change and risks from natural hazards, and better mitigate emissions contributing to climate change.
5. Improve system efficiency and effectiveness, and reduce complexity while retaining appropriate local democratic input.

Notwithstanding our broad support for these objectives, we have some reservations as to whether a complete overhaul of the resource management system will achieve these objectives. While certain changes are necessary (such as providing a more strategic role for mana whenua in the resource management system, shifting to an outcomes (as opposed to effects) based system, requiring councils to undertake strategic planning and providing stronger national direction around how to adapt to and mitigate the impacts of climate change), a staged and slower approach to reform may help to better achieve the Government's reform objectives, and in particular objective five. We provide some suggestions for staging the reform process in further detail below.

Much of this submission discusses whether the provisions of the exposure draft will or will not satisfy these objectives. However, how well the NBA meets these objectives will depend in large part on:

- the drafting of the balance of the NBA
- how the NBA integrates with the SPA and CAA
- the development of the proposed NPF
- the arrangements for transition to and implementation of the new system (including how it happens and what resources are dedicated to it).

We note that a full Regulatory Impact Statement by Treasury for the NBA exposure draft is not yet available. Given the far-reaching extent and financial and resource implications that the reform will have on all sectors throughout Aotearoa, the proposed changes will result in significant transaction costs. A comprehensive and critical analysis of the impact versus benefit of these changes needs to be completed and made available as soon as possible.

The importance of local democratic input

We are concerned that the proposals around the creation of regional natural and built environments plans (NBA plans) and establishment of regional planning committees have the potential to significantly curtail opportunities for local input into plan making.

What a community looks and feels like is highly localised, and something that should be determined by local people. Creating new regional plan making functions and regionalised rules has the potential to undermine the ability of local communities to influence and make decisions about the place they live. Communities across the country – and indeed within regions – are varied and diverse. This variation and diversity is why we have local government. However, the shift to more consolidated regional processes and decision-making is at odds with this.

Usually, participation increases when the policy or plan being developed and consulted on is easier to engage with. This is influenced by how easily people can understand the policy or plan and how it might affect them or the things they have an interest in. How accessible policy or planning documents are will also influence people's willingness to participate. The larger and more difficult to read a document is, the less likely a community is to engage with it. Councils know from experience that people tend to get concerned when something happens next door, or in their neighbourhood, but typically have little understanding that the rules dictating these things need to be influenced at the district planning level. This is likely to be exacerbated if those rules are set at a regional level.

It seems inevitable that the shift to 14 regional NBA plans will result in planning documents that are by default large and complex. By necessity, these documents will need to include a considerable amount of detail if they are to deliver outcomes for both environmental protection and land use and development within the many, varied districts that make up a region.

Further exacerbating the loss of local input into plan making is the proposal to significantly reduce input by democratically elected local representatives. This is so in respect of both the proposed membership of the planning committees that will be

responsible for making NBA plans, and the proposed shift to greater use of national direction.

The proposed planning committee structure will make individual local authorities (and particularly territorial authorities) less relevant in place-making decisions for their communities. While the mechanisms for public input into regional plan making are still to be determined, we have reservations around the likelihood of communities engaging with regional-scale processes and bodies. These are likely to be perceived as operating at arms-length from local circumstances and issues, and unrepresentative of the communities they are making decisions on behalf of.

Just as important as input into plan making by individual local authorities is input by the communities that they represent. Local authorities and their democratically elected governors are well connected to their communities, and particularly the many and varied community-based groups that contribute to the development of a place. We are concerned that limiting local authority involvement in plan making may, consequently, limit the input of community-based groups, who may feel less connected to regional level processes (particularly if they don't feel connected to the local government representatives sitting on those committees) and concerned at their ability to influence highly localised, place-based decisions through a more regional system. This makes consideration of the role that constituent local authorities continue to play in the new system critically important.

While we can see value in greater use of national direction, the development of national direction typically has low levels of public engagement and input from democratically elected local representatives. These concerns must be addressed in the further work to be done around setting the process for developing the NPF.

The Government seems to view a significant reduction in local democratic input into resource management planning as a necessary cost to achieving better system efficiency. If this is the Government's position it should be more openly acknowledged so that communities are able to debate it.

<u>Transition to and implementation of the new resource management system</u>

The success of the new resource management system is critically dependent on how well the transition to and implementation of the new system is planned for, managed and resourced. Local government needs to be closely engaged with on transition and implementation arrangements. This should include consideration of what resourcing from central government will be needed to support transition and implementation.

It is unfortunate that transition and implementation challenges and risks have not been considered in the exposure draft, and don't yet seem to have received a

considerable amount of attention from the Government. Transition and implementation are both the biggest challenge and risk to the success of the reform programme. The lack of focus on transition and implementation is what stifled the 1991 reform of the resource management system.

A number of local government's concerns around transition to and implementation of the new system are noted throughout this submission. Key concerns relate to:

- how the reforms will change local government's roles and responsibilities and impact on a sector that is already under significant strain and facing capacity issues
- support for the change in planning culture – particularly the proposed shift to a system that promotes outcomes for the benefit of the environment (as opposed to managing adverse effects) and that gives a greater and more strategic role to mana whenua
- timing and sequencing of the component parts of the reform programme (the NBA, NPF, SPA and CAA) and the transition
- implications for existing plans and plan changes at various stages of development. Work needs to be done to identify what planning provisions can be carried over into the new system and not "lost in transition".

The resource management system underpins many areas for councils, including growth and development, infrastructure planning and funding, natural hazards management and responding to climate change. Councils will need time and support to integrate the reforms right across their business. This will not be a quick, easy or cheap undertaking.

The resource management sector is currently under significant strain and facing capacity issues, including sourcing and retaining appropriately skilled people. We are concerned that the complete overhaul of the resource management system presents very real risks to keeping and maintaining talent and institutional knowledge, particularly if there is inadequate consideration of how existing employment arrangements will be affected. We make further comment on this issue in connection with our feedback on planning committee secretariats below.

One of the key aspects of transition is working through the time at which the NPF takes effect, relative to the time at which regional spatial strategies and NBA plans are required to be developed. Having high level direction in place will be critical to the success of implementing new regional spatial strategies and NBA plans.

All these risks and challenges must be kept "front of mind" when the Government designs the arrangements for transition and implementation. They justify the importance of central government working closely with local government on this

part of the reform programme. They also justify adequate national funding being made available to support the transition, particularly given the considerable public benefit that there is in getting the new planning system right. We encourage the Government to develop its implementation programme with reference to the Eight Principles of Effective Implementation that Taituarā has developed (contained in **Appendix 1**).

A staged approach to reforming the resource management system

We believe that a staged approach to reforming the resource management system would better achieve the objective of an efficient and effective system.

The proposal to completely overhaul the resource management system carries a high risk of failure due to:

- the sheer scale of change
- the disconnect between the new proposed delivery mechanisms and existing institutions, tools and governance arrangements
- whether a sector already facing significant capacity issues will be able to deliver on a new system while still progressing essential short-term planning work (including finalising second generation plans, progressing plan changes and giving effect to the new direction in the NPS-UD and NPS-FM as well as the National Planning Standards).

The likely scenario is that transitioning to an entirely new system will make things significantly worse before they get better.

A staged approach would deliver the Government's objectives in a way that significantly reduces the risks associated with the current proposal, while delivering improvements progressively.

We suggest that the reform programme could be broken into the following stages.

Stage 1

- Implement the SPA. The lack of strategic spatial planning has been one of the major issues with the current system, both in terms of a lack of integrated planning and delivery on housing and environmental outcomes.
    - Given this is likely to be the most transformative element of the reform programme, allowing time for well-designed and implemented legislation will help to ensure that it is indeed transformative.

  - Embedding the SPA would also help identify issues with regional ways of working that could be ironed out prior to the introduction of the NBA.
- Allow councils to continue to progress work on second generation plans and giving effect to the NPS-FM and NPS-UD. Although freshwater plans would not be as large as NBA plans, learnings from the new Freshwater Planning Process could helpfully inform new NBA processes.
- Councils could also be encouraged to start thinking about how they work together in a regional way on certain, confined subject matters, to help test and iron out some of the issues associated with a regional way of working (prior to it being mandated). We note that the Government is currently involved in a number of regional planning exercises, including in Wellington/Horowhenua, Tauranga and Queenstown, that it could also draw learnings from to feed into the wider reform programme.
- Integrate and upgrade national direction to provide a holistic framework to help direct activity under the RMA in the interim. This could include direction on environmental outcomes through an integrated framework of objectives and policies that are clearly drafted and could be adopted into plans and/or direct future plan changes, and environmental limits through appropriate national environmental strategies.
- Make interim changes to the RMA to start to embed some of the key focus and process change aspects that are proposed. These might include:
  - Changes to ensure plans focus on promoting outcomes and not just managing effects. This would allow these changes to be incorporated into many second generation plans that are still in progress.
  - Greater requirements around plan rules directing notification.
  - Changes to plan making processes (which should include looking at the Auckland Unitary Plan, Christchurch Replacement District Plan and NPS-FM freshwater planning models).
  - Potential interim changes to sections 5, 6 and 7 to address the most significant and critical areas of change, which could include introduction of Te Oranga o te Taiao and spatial strategies to allow experience and case law to develop around these concepts before further changes are introduced.
  - Changes to Treaty obligations and other changes to improve mana whenua participation.
- As part of Stage 1, work could be undertaken to test the new, proposed NBA plan making system with a region that doesn't require considerable changes to governance or local authority roles (i.e. a unitary authority) through an area-specific piece of new legislation. This would allow any problems to be addressed through revised legislation before it is rolled out more completely.

Stage 2

- This would occur following, and be informed by, the completion of the Review into the Future for Local Government and be timed after most second generation plans are completed and bedded in.
- This would include transfer to the NBA and single regional plans, including any associated changes to governance or local authority roles.

Implementation of the CAA and changes to compliance, monitoring and enforcement could potentially occur at either stage. However, the bottom-line is that it is important to prioritise changes within the capacity of the sector to deliver them so that they are successfully delivered, rather than creating new and additional failures in the system.

Early signals on how to deal with existing plan making processes

One of local government's key concerns around transition is at what point they should stop undertaking work on existing plans (reviews and plan changes). As things stand, the Minister and the Parliamentary paper have emphasised the need for councils to continue to fulfil their obligations under the RMA. Clarity is needed around when councils should stop investing significant amounts of time and money on RMA processes that may result in planning provisions that aren't brought into the new system. This should include clarifying which, if any, existing planning provisions will be able to be carried across into the new system.

This is important not just for local government, but also for those who hold consents under the existing system. Clarity is needed around how the activities those consent holders are undertaking will be impacted by the changes, including any requirements to comply with new national direction that gets issued or any changes to existing use rights that may result.

Integration of the resource management reform programme with other legislation and work programmes

The resource management reform programme must align closely with:

- other legislation that sets out local government's roles and functions including, but not limited to, the Local Government Act 2002, the Land Transport Management Act 2003, the Climate Change Response Act 2002 and Treaty settlement legislation etc
- other reform programmes that are impacting local government, including the Three Waters Reform Programme and Future for Local Government Review
- other central government work programmes that will impact on local government, including but not limited to the suite of National Policy

Statements including the NPS-FM and NPS-UD, GPS-Housing and Urban Development, Infrastructure Strategy, the National Adaptation Plan and the Emissions Reduction Plan (to name but a few).

It is also important that the NBA integrates with the SPA and CAA. It remains to be seen how well the three pieces of legislation will integrate, and ultimately contribute to the achievement of the Government's reform objectives.

Throughout this submission we identify areas where the exposure draft may not align with other legislation and reform programmes.

Recommendations

We recommend:

1. That the Government prioritises working with Taituarā, LGNZ and the local government sector on the resource management reform programme in a way that is proportionate to the significant implications reform will have on local government.

2. That the Government undertakes a comprehensive analysis of the costs and benefits of the changes it is proposing as soon as possible and makes this available to local government (and others).

3. That the Government significantly increases its focus on arrangements for transition to and implementation of the new system (including a specific assessment of the resourcing that will be needed to support this), and that local government is closely engaged in this work.

4. That the Select Committee directs officials to consider whether a staged approach to implementing a new resource management system would better support the achievement of the Government's reform objectives.

5. That the Government provides local government with clear, early signals on how it should be dealing with existing plan making processes (including reviews and plan changes) and what existing planning provisions will be able to be rolled over into the new system.

Clause 3: Definitions

We acknowledge that the exposure draft does not contain the full list of definitions that will be included in the final Bill. We understand that a number of existing definitions in the RMA will be imported into the NBA, to retain established case law around meanings. We support this approach.

There are a number of issues with the definitions that have been included. This may be a result of the pace with which officials have had to develop the exposure draft. The importance of well-drafted definitions should not be underestimated. As such, we encourage the Government to ensure that it takes time to get the detail right in the final Bill.

This should include working with local government to test the meaning of definitions, and to understand some of the policy issues that can sit behind them. For example, further work should be done with local government and mana whenua to explore how to determine whether the new concept of Te Oranga o te Taiao is being upheld. How, for example, will councils determine whether the intrinsic relationship between iwi and hapū and te Taiao is being upheld?

We observe that:

- There is no definition of 'built environment'. For legislation that is intended to deal with both the natural and built environments we suggest this is a major oversight. While the definition of 'urban form' might provide some steer around the meaning of 'built environment', this definition does seem limited (i.e. the built environment comprises more than urban areas). We recommend that a definition of the 'built environment' is developed.
- The new concept of Te Oranga o te Taiao has not been incorporated into the clause 3 list of definitions. For the sake of completeness, we recommend that it is. We support the Parliamentary paper signal that officials intend to do further work with mana whenua to test and refine the concept of Te Oranga o te Taiao. The Government should also engage with local government on how the concept will work in practice.
- Related to this is the lack of any definitions for 'mana whenua', 'iwi', 'hapū' and 'Māori'. For the sake of completeness and clarity, we recommend such definitions are included.
- The concept of 'ecological integrity' is vague. It remains to be seen how this concept will work in practice. We are also unsure how this concept aligns (or not) with the concept of Te Oranga o te Taiao. (See our feedback on clause 5 below for more detail).
- The exposure draft uses the term 'urban form', which differs from the definitions for 'urban environment' and 'well-functioning urban environment'

in the NPS-UD and 'urban development' in the Urban Development Act 2020. Work needs to be done to ensure consistency across legislation and national direction.

- The exposure draft does not currently contain a definition for 'infrastructure'. Such a definition is needed and must be developed in partnership with local government.
- There is no definition of 'protected customary rights' (referred to in clause 8(i)). For the sake of clarity and completeness, we recommend this is defined.
- The definition of 'cultural heritage' does not include any reference to 'cultural landscapes', despite both terms being referenced in clause 8(h). This inconsistency should be addressed.
- Although the term 'mitigate' is defined, the terms 'avoid' and 'remedy' (referred to in clause 5(2)(c)) are not. These terms should be defined for the sake of completeness.
- Broadly we support the inclusion of the 'precautionary approach'. However, such an approach may be somewhat at odds with an Act that is intended to be 'development-friendly'. It will be interesting to see how the concept applies in practice, and in particular whether applying a precautionary approach (particularly when setting environmental limits) undermines the objective of enabling land use and development. Further work should be done to refine the concept, including clarifying what constitutes "serious or irreversible harm to the environment." It remains to be seen how the requirement to take a precautionary approach will impact local government's ability to take other approaches, such as a dynamic adaptive approach.
- The definition of 'natural hazard' has been brought across from the RMA. We expect that the same definition of 'natural hazard' will be adopted in the SPA and CAA. The reform of the resource management system provides an opportunity to address the current inconsistency in definition of 'natural hazard' across the RMA, the Building Act 2004 and the Local Government Official Information and Meetings Act 1987 (LGOIMA). We recommend that the definition adopted in the new suite of resource management legislation is incorporated into any other Acts in which 'natural hazard' is a defined term.
- Minerals are explicitly excluded from the sustainability provisions of the RMA (section 5(2)(a) refers). The corresponding provision in the NBA is clause 5(1)(b), which requires the environment to be used in a way that supports the well-being of present generations without compromising the well-being of future generations. The definition of 'environment' in clause 3 includes the 'natural environment'. The clause 3 definition of 'natural environment' includes minerals. On the face of it, minerals are within the scope of the new clause 5(1)(b). However, given that this isn't the case in the corresponding RMA provision we raise the question of whether the shift to encompassing minerals in clause 5(1)(b) of the NBA was intended or not. This should be clarified.

It is important that the definitions used in the NBA itself are consistent with definitions used in the NPF (and other legislation). In particular we recommend that officials undertake further work to address any inconsistencies between the definitions listed in clause 3 of the exposure draft and those contained in any existing national direction that may be rolled over into the new NPF.

Recommendations

We recommend:

1. That the Government continues to engage with local government and mana whenua on the development of definitions to be included in the NBA. This should include ensuring consistency across the NBA, SPA, CAA, other related pieces of legislation and the NPF.

2. That a definition for 'built environment' be included in the full NBA Bill. This should be tested ahead of time with local government and should be broader than the current definition of 'urban form'.

3. That officials discuss with local government how the concept of Te Oranga o te Taiao will work in practice.

4. That the Select Committee directs officials to further refine the concept of 'ecological integrity' so that its meaning is clear, including by considering how the concept aligns with Te Oranga o te Taiao.

5. That definitions for 'mana whenua', 'iwi', 'hapū', 'Māori' and 'protected customary rights' be developed in partnership with mana whenua and included in the full NBA Bill.

6. That reference to 'cultural landscapes' be included in the definition of 'cultural heritage' to ensure consistency with clause 8(h).

7. That definitions for the terms 'avoid' and 'remedy' be included in the full NBA Bill.

8. That a definition for 'infrastructure' be developed in partnership with local government.

9. That the Select Committee directs officials to begin work to ensure that the definition of 'natural hazard' in other pieces of legislation is consistent with the definition adopted for the suite of resource management legislation, including the Building Act and LGOIMA.

Clause 5: Purpose of the Act

Taituarā supports the NBA continuing the integrated approach to environmental management and land use planning, as reflected in clause 5 of the exposure draft. Local government is already well-accustomed to such an approach.

At face value, the purpose clause appears to be consistent with objectives 1 and 3 of the resource management reform programme. However, there is no explicit reference to the built environment in clause 5. This strikes us as a stark omission, particularly given the Government's intent that the new system be more enabling of development (Objective 2).

We are also concerned that the current drafting of clause 5 is unlikely to satisfy the Government's objective of a system that is more efficient and less complex (Objective 5).

Lack of focus on the built environment

One of the stated aims of the reform is better enabling development (within natural environmental limits). We are concerned that the current drafting of clause 5 fails to give sufficient recognition to the built environment and doesn't clearly promote enabling development.

Although clause 5(1)(b) does refer to enabling "people and communities to use the environment" the focus appears to be more on resource use than developing the built environment. We recommend amending clause 5(1) to explicitly recognise the importance of enabling urban development within the built environment.

While we appreciate that the SPA is likely to deal with matters relating to urban form and the built environment, we don't envisage that this will be at the level that considers matters such as good urban design principles, quality housing and livable communities. These matters are of critical importance to councils and their communities and should be addressed through the NBA. The wording of clause 5 should be updated to more strongly reflect this (along with amendments to clause 8 that we discuss in further detail below).

Although we are concerned that the purpose of the NBA is not sufficiently clear (see below) it appears that the Government's intent is that development should only proceed if environmental limits are complied with. This creates some risk that the Government won't achieve its objective of a more enabling system. A requirement to strictly adhere to environmental limits has the potential to create a more restrictive system than the one we already have.

We make further comments on the potential for conflicts between environmental limits and outcomes in connection with our feedback on clauses 7 and 8 below.

Clarity of the purpose clause

We are concerned that the current drafting of the purpose clause creates several uncertainties and leaves up for debate what the purpose of the NBA actually is.

From the Parliamentary paper it appears the intent is that the purpose of the NBA is to enable land use and development only if environmental limits are complied with. Currently clause 5 is not explicitly clear that the purpose of the NBA is to enable development to proceed *only if* environmental limits are complied with.

For example, it isn't entirely clear from the reference to "protecting and enhancing the natural environment" in clause 5(1)(a) whether the intent is that development only proceed if environmental limits are met. Further, use of the word "and" to connect environmental limits and objectives and managing adverse effects in clause 5(2) creates some confusion as to whether any of those supporting provisions are prioritised over others (i.e. can an activity that promotes development focused outcomes proceed if it doesn't comply with environmental limits?) We suggest that clause 5(1) be amended to more explicitly provide that people and communities can use the environment only if doing so complies with environmental limits, if this is indeed the intent. That would also require amendment to clause 5(2) to make it clear that complying with environmental limits is to be priortised over promoting outcomes for the benefit of the environment and managing adverse effects.

Recent amendments to the NPS-FM provide helpful clarity around the matters that need to be prioritised in order to manage freshwater and give effect to Te Mana o te Wai. Clause 1.3(5) of the NPS-FM clearly sets out the hierarchy of obligations that Te Mana o te Wai prioritises, being:

1. First, the health and wellbeing of water bodies and freshwater ecosystems.
2. Second, the health needs of people (such as drinking water).
3. Third, the ability of people and communities to provide for their social, economic and cultural wellbeing, now and in the future.

While we acknowledge that these recent amendments to the NPS-FM haven't yet been tested via the courts or widely in the community, they are a useful example of the kind of clarity and clear statement of hierarchy that is needed and could be achieved in the NBA. Such a hierarchy is consistent with the international concept of strong sustainability, which at its core recognises that the economy is a creation of society and societies must exist within environmental limits. Given the Government's recent work to develop this hierarchy of considerations, we are surprised a similar,

clear approach to prioritising matters for consideration doesn't appear in the exposure draft.

Te Oranga o te Taiao

We support the Government's commitment to giving proper recognition to the principles of Te Tiriti o Waitangi and providing greater recognition of te ao Māori including mātauranga Māori in the new system. We support the introduction of the concept of Te Oranga o te Taiao in clause 5(1)(a).

As noted above, we think it is important that central government officials continue to work with mana whenua to refine this concept; ensure that it is appropriately reflected in the balance of the drafting of the Bill; and work through what it will mean in practice. How the concept will apply in practice should also be worked through with local government, given that local government will have significant responsibilities to give effect to this concept (and broader responsibilities to support mana whenua to play a greater and more strategic role in the new system). Local government will need to be very clear as to what the concept means and how it should be upheld.

The current drafting doesn't appear to identify a sufficiently strong link between the concept of Te Oranga o te Taiao and environmental limits. For example, there is no reference to the concept of Te Oranga o te Taiao in clause 7(1), which sets out the purpose of environmental limits, or in the definition of 'ecological integrity' in clause 3. The definition of Te Oranga o te Taiao set out in clause 5(3) includes reference to "the health of the natural environment", which at face value appears different to the concept of 'ecological integrity'. To ensure stronger links between clauses 5 and 7, we recommend that the relationship between Te Oranga o te Taiao and environmental limits be clarified. This may require some revision of the concept of ecological integrity. This should be worked through in partnership with mana whenua.

It is unclear from the current drafting whether Te Mana o te Wai will apply to Part 2 of the NBA. This should also be clarified.

Supporting provisions – environmental limits, outcomes and managing adverse effects

In principle we agree that introducing environmental limits has the potential to improve outcomes for the natural environment. However, whether these environmental limits are effective remains to be seen (we make further comments about this in connection with clause 7 below).

We also broadly support the intent behind shifting from managing adverse effects to promoting outcomes for the benefit of the environment. We agree with the Resource Management Review Panel's (Review Panel) conclusion that the focus of the RMA on managing adverse effects has resulted in insufficient focus on protecting the environment and promoting development. The effects-based approach has meant that there has been insufficient focus on the positive outcomes that can be derived from planning for resource use and development. Clearer and more specific goals around the outcomes the system seeks to achieve in managing the natural environment and providing for urban and infrastructure development will better help to encourage the change that is needed.

Despite our support for an integrated approach to environmental protection and land use and development, we have some concerns about the unprioritised nature of the outcomes set out in clause 8 and how conflicts between these outcomes (and environmental limits) will be addressed. For example, inevitably some housing options will involve potential losses in urban biodiversity, historic heritage and/or other values from built character. The clause 8(j) requirement to remove greenhouse gas emissions from the atmosphere has the potential to come into conflict with the clause 8(m)(iii) requirements relating to protecting highly productive land in rural areas from inappropriate subdivision, use and development.

Given the potential for such conflicts, our view is that the system needs to focus more explicitly on managing trade-offs. Incorporating a requirement to balance trade-offs into clause 5(2) would help to ensure that plans provide guidance around how to manage trade-offs (with input from communities). This would help to ensure that proposals that may not be within environmental limits (depending on how these are formulated) but may be critical to social wellbeing and other outcomes can still be considered and proceed.

We understand that inclusion of clause 5(2)(c) is intended to ensure that any adverse effects not covered by environmental limits or outcomes are avoided, remedied or mitigated. However, we have some concerns that the requirement to avoid, remedy or mitigate adverse effects (on top of meeting environmental limits and promoting outcomes for the benefit of the environment) has the potential to undermine the Government's objective of a resource management system that is more efficient, effective and less complex. We see real potential for repeated, lengthy and costly arguments about whether an activity will deliver outcomes for the benefit of the environment, or an adverse effect that needs to be managed.

We also agree with the view expressed by Buddle Findlay in a legal opinion commissioned by LGNZ[3] that the approach of managing all effects (irrespective of

[3] https://www.lgnz.co.nz/assets/Publications/RMA-reforms-A-new-dawn-or-continued-uncertainty.pdf (See Para 12(c)).

their scale or significance) is likely to be continued complexity, and a focus on the minutiae of all effects, ultimately reducing them to 'zero'.

Use of the word 'and' to connect the matters set out in clause 5(2) creates some uncertainty as to whether any of the matters (environmental limits, environmental outcomes and managing adverse effects) has priority over another. Indeed, use of the word 'and' suggests that each of the matters are of equal weighting/importance. This will inevitably lead to conflicts. If the intent is that complying with environmental limits is of primary importance, the drafting of clause 5(2) should be amended to reflect this.

The NPS-FM sets out a National Objectives Framework (NOF) that regional councils must work through with communities and tangata whenua. The NOF requires regional councils to:

1. identify freshwater management units (FMUs) in the region;
2. identify values for each FMU;
3. set environmental outcomes for each value and include those as objectives in a regional plan;
4. set baseline states across each attribute for each value, and set target states to support the achievement of the environmental outcome; and
5. set limits as rules to achieve the outcomes.

If the Government supports the key elements of the NOF process, and in particular the consultation/engagement requirements and stepped process to develop limits, we consider that a similar approach could be rolled into the NBA. Arguably this process would provide more meaningful opportunities for public input into plan making, as opposed to requiring plans to reconcile conflicting limits and outcomes set at the national level. While we acknowledge that this new process is still being worked through and tested, we are surprised that it does not appear that the process is informing the development of the NBA, or that the Government plans to draw on learnings from working through this new process.

In summary, we raise some doubt as to whether the setting of long lists of matters that need to be considered and reconciled with no weighting will deliver a system that is more efficient.

<u>Transition and implementation – practical implications</u>

The introduction of a new purpose clause means that the suite of case law developed under the RMA in relation to its purpose and supporting provisions will largely be lost. We anticipate that there will be a number of costly and time-consuming arguments to test the meaning of the Part 2 provisions of the NBA, and how the

hierarchy of supporting provisions in clause 5(2) applies where there are conflicts. It seems inevitable that such litigation will come at significant cost, to local government.

As part of its resourcing of the implementation of the new system, central government should consider setting aside funding to support local government with early litigation, particularly by participating in hearings to test the meaning of the legislation as an interested party.

The shift from managing adverse effects to complying with environmental limits and promoting outcomes for the benefit of the environment will require a change in planning culture. There will need to be significant investment in building local government's capability, including via training and guidance. Central government resourcing to support such capability building will be essential. Training and guidance has been done poorly by central government in the past, so it should work closely with Taituarā, LGNZ and the New Zealand Planning Institute to deliver appropriate capability building and support.

There will also be a need to educate users of the resource management system (such as consent and designation applicants) of the changes to the system. Local government will likely play a significant role in this, given its proximity to communities who are the primary users of the resource management system. Central government should provide support and resourcing to local government to assist with this important part of the transition to and implementation of the new system.

Recommendations

We recommend:

1. That the Select Committee directs officials to revise clause 5 to include specific reference to the built environment, and outcomes that the Government seeks to achieve with respect to development.

2. That further work is done to refine clause 5 to ensure that the Government's intended purposes are explicitly clear. This should include clarifying whether the Government's intent is that development should only proceed if environmental limits are met.

3. That officials undertake further work to refine the concept of Te Oranga o te Taiao with mana whenua and local government. This should include clarifying the relationship between Te Oranga o te Taiao and the concept of ecological integrity.

4. That the Select Committee recommends that the matters referred to in clause 5(2) be consolidated and prioritised.

5. That the Government commits to setting aside funding to participate in early litigation that tests the meaning of the new legislation (the purpose clause and its supporting provisions and other Part 2 provisions) as an interested party.

6. That the Government works with local government to identify the resourcing and support that will be needed to support the sector to transition to and implement a new resource management system.

Clause 6: Te Tiriti o Waitangi

We support the Government's commitment to giving mana whenua a greater and more strategic role in the new resource management system. We also support the new approach of 'giving effect' to the principles of Te Tiriti o Waitangi, in place of the requirement under the RMA to take those principles into account. We accept the findings of the Review Panel that the RMA has fallen short of fully adhering to the principles of Te Tiriti. The requirement to 'take into account' the principles of Te Tiriti has been wholly inadequate, in that it has allowed those principles to be balanced out against other matters set out in Part 2 of the RMA, and treated as a secondary consideration vis-a-vis other pressures.

Greater involvement in the resource management system for mana whenua is likely to raise expectations and bring focus on other areas of local government's partnership arrangements with mana whenua. Section 4 of the Local Government Act 2002 (LGA) clearly acknowledges that responsibility for Treaty obligations lies with the Crown. A requirement to 'give effect to' the principles of Te Tiriti under the NBA (and greater expectations around local government's partnership with mana whenua more generally) will necessarily lead to some re-consideration of section 4 of the LGA, and the future relationship between mana whenua and local government. We acknowledge that these are matters being considered by the Future for Local Government Review.

The shift from 'taking into account' under the RMA to 'give effect to' under the NBA will require a significant change in planning culture and broader ways of working for local government. Although elevating the threshold from 'take into account' to 'give effect to' is welcomed, local government has at times struggled with the RMA requirement to 'take into account' the principles of the Treaty (as noted above). To ensure that the higher threshold of 'give effect to' is met, central government will need to support and resource the transition to this new approach, including by

providing guidance and training to local government. Without clear guidance, the difficulty local government has had with the current RMA section 8 requirement will continue.

We therefore support the Review Panel's recommendation that direction should be provided on how to give effect to the principles of Te Tiriti. We anticipate a significant amount of litigation risk for local government (and other parties) in connection with clause 6, so guidance would help to put in place some clear parameters around the meaning of 'give effect to'.

Such guidance must be developed in partnership with mana whenua and with input from local government. This will help to ensure that the guidance is clear and workable, but also sufficiently takes account of local variation. Any guidance must acknowledge the time that it takes to ensure meaningful participation by mana whenua in decision-making processes. It must also reflect the varied approaches to partnering with mana whenua that exist – one size does not fit all. This is reinforced by the myriad of obligations and arrangements already in play, including via Treaty settlement arrangements.

The Review Panel recommended that this guidance be set out as national direction. The Minister has expressed a preference for including the direction in the NBA itself (14 December 2020 Cabinet paper refers).[4] Noting that no such guidance has yet been developed, we support including the guidance in the NBA as the Minister prefers. This will give it greater legal status and protection, by making it less amenable to change.

While such guidance will help to alleviate litigation risk, it will not eliminate it. Therefore central government should consider setting aside funding to join any early litigation to test the meaning of clause 6 as an interested party.

We also recommend that the principles of Te Tiriti are reflected in the drafting of the NBA, so that they are generally understood and not up for debate. The principles of Te Tiriti are not fixed. Instead the best expression of the principles of Te Tiriti is generally considered to be from the courts. Without principles being identified and codified we are concerned that persons exercising powers and performing duties and functions under the NBA will not be clear on the obligations they are required to meet. We can also foresee repeated and lengthy arguments around what the principles are and mean if they are not codified.

Identifying the principles of Te Tiriti to codify in the NBA must be done in partnership with mana whenua.

[4] https://environment.govt.nz/assets/Publications/Cabinet-papers-briefings-and-minutes/cabinet-paper-reforming-the-resource-management-system_1.pdf (Refer para 86).

It remains to be seen how well the new resource management system will 'give effect' to the principles of Te Tiriti. This will depend not only on the drafting of the balance of the NBA, but also on the detailed design of arrangements for planning committees and plan making. Co-designing with mana whenua is one very real way in which the Government can give effect to the principles of Te Tiriti. Resourcing to support mana whenua to engage meaningfully in the new system will be critical. This resourcing should come from the Crown, as the Treaty partner. Local government will also need support (including resourcing) to build its capability and capacity to partner with mana whenua effectively and meaningfully. Given the already significant responsibilities local government has for funding the implementation of the Crown's Treaty settlement obligations, central government funding to support local government to build its capability and capacity to partner with mana whenua would be appropriate.

It's not yet clear what the Government's position is on the Review Panel's recommendation around the establishment of a body to oversee and advise on whether there is effective and efficient compliance with clause 6, and other clauses that relate to providing a greater and more strategic role for mana whenua in the system. We would support the establishment of some sort of oversight and monitoring mechanism in principle, particularly to ensure the clause 6 requirement is being satisfied, and to provide direction on where improvements are needed within the system.

For the sake of completeness, we note that one matter to resolve is the definitions that get used throughout the NBA for 'iwi', 'hapū', 'mana whenua' and 'Māori'. These terms should be clearly defined and applied consistently across the legislation (including the SPA and CAA). Consistency with the terms used in the LGA would also be helpful. Clarity around the use, meaning and application of te reo terms will help to address the ambiguity that exists in the current system.

Recommendations

We recommend:

1. That the Government continues to refine clause 6 in partnership with mana whenua and with input from local government.

2. That the Select Committee recommends that guidance on how to 'give effect' to the principles of Te Tiriti be developed in partnership with mana whenua and local government, and that this be included in the provisions of the NBA itself.

3. That the principles of Te Tiriti be codified in the NBA to ensure consistency and certainty. These principles should be agreed to in partnership with mana whenua.

4. That the Government funds mana whenua participation in the new system, as the Treaty partner.

5. That the Government allocates resourcing to support local government to 'give effect' to the principles of Te Tiriti, including via training/capability building initiatives and setting aside funding to participate in early litigation as to the meaning of clause 6 as an interested party.

6. That the Government continues to give thought to the future role for mana whenua in the local government system, including via the Future for Local Government Review, and that such work includes specific consideration of the new NBA requirements relating to Te Tiriti and the role of mana whenua in the planning system.

7. That the Government continues to explore options for developing a body to oversee effective and efficient compliance with clause 6 (and other relevant provisions). This should happen in partnership with mana whenua and with input from local government.

8. That the Government adopts consistent definitions for 'iwi', 'hapū', 'mana whenua' and 'Māori' across the suite of new resource management legislation, and other related legislation (including the LGA).

Clause 7: Environmental limits

Regional councils are currently working through setting limits for water under the NPS-FM and are at different stages in the process. These limits, which relate to quality and quantity, are essentially locally derived limits, based on regional values and outcomes, that give effect to national limits. We recommend that the Government undertakes further work with local government and mana whenua to determine what can be learnt from the NPS-FM NOF/limit setting process and/or rolled over into the setting of environmental limits in the NPF or NBA plans.

We note that there is some concern within the sector as to how much of the significant work that has already been done or is underway with respect to setting freshwater limits will be able to be transferred into the new system.

Notwithstanding this suggestion, we make the following comments on what is currently proposed in clause 7 of the exposure draft.

Clause 7(1): The purpose of environmental limits

As noted above, we broadly agree that environmental limits have the potential to improve outcomes for the natural environment and human health. We reiterate our comments made in connection with clause 5 that it is not clear how environmental limits will contribute to enabling the concept of Te Oranga o te Taiao to be upheld (or not).

Ultimately how effective and workable environmental limits will be remains to be seen. The "devil will be in the detail" of the limits that are yet to be developed. It seems that environmental limits will often need to be set at a systems/cumulative level (for example, no loss of significant areas of indigenous biodiversity; no reduction of the extent of wetlands etc). Because of this, it's not clear how environmental limits will relate to effects assessments and control of activities (i.e. setting standards for individual activities to meet) and making rules via NBA plans that operate within those limits. Further work will need to be done to ensure that environmental limits will work across the parts of the resource management system that they will feed into.

Although it appears that the Government's intent is that development only proceed if environmental limits are complied with (as set out in clause 7(6)), our comments on clause 5 above note our concerns at the potential for conflicts between environmental limits and development outcomes. It is difficult to see how the two relate to one another. We can foresee circumstances where failure to comply with an environmental limit may have unintended, negative consequences, particularly for development. For example, the recent High Court decision on the East/West Link in Auckland[5] demonstrates the potential for the requirement to satisfy environmental limits relating to biodiversity, habitats and ecosystems (clause 7(4)(b)) to come into conflict with outcomes relating to well-functioning urban areas, housing supply and ongoing provision of infrastructure services (clauses 8(k), (l) and (o) respectively). Development focused outcomes will likely be hampered by the focus on strict adherence to environmental limits.

To avoid unintended consequences – particularly with respect to enabling land use and development – and failure to satisfy objective 2 of the reform programme, the Government should consider whether there are circumstances in which there can be exceptions to compliance with environmental limits (for example, could there be

5 https://www.brookfields.co.nz/images//PDF/Royal_Forest_and_Bird_Protection_Society_of_New_Zealand_Inc_v_New_Zealand_Transport_Agency_2021_NZHC_390.pdf

some exceptions to complying with biodiversity limits in areas where there is a need for significant housing development to meet growth pressures), or whether in some cases setting targets as opposed to hardline limits may be more enabling.

The potential for unintended consequences should also be considered in the setting of the environmental limits themselves. While any limits set should satisfy the purposes set out in clause 7(1)(a) and (b), consideration should be given to setting limits at such a level that land use and development would not unintentionally be locked out completely.

Importantly, the NPF should include guidance not only on how to resolve conflicts between the outcomes set out in clause 8, but also guidance on how to resolve any conflicts between environmental limits and outcomes, including where trade-offs may be appropriate.

Finally, further work also needs to be done to resolve the issue of what happens in circumstances where environmental limits are not met to start with. This issue is playing out up and down the country regarding the limit setting process for freshwater. Work also needs to be done to resolve how the shift to a requirement to comply with environmental limits may impact on existing use rights.

Clause 7(2): The process for setting environmental limits

In principle we agree that setting environmental limits at the national level makes sense in the interests of consistency and certainty. However, the NBA does give the Minister a significant amount of power to set environmental limits, which will ultimately be the 'linchpin' of the NBA.

Noting that the NPF is still to be developed, it is important that this sets out a clear process that must be followed by the Minister to set environmental limits. This will enable a level of scrutiny of and accountability for the setting of limits by the Minister. Limits should not be able to be readily changed at the whim of politics. Instead, the process for changing limits should be robust, including requirements that any changes are contextual, evidence-based and reflect the need for adaptive management approaches (particularly in the context of the changing climate).

We also agree that planning committees should have the ability to set environmental limits themselves (as set out in clause 7(2)(b)). This recognises that some limits may be more appropriate at the regional level, and indeed at the local level. The process for a planning committee setting an environmental limit in an NBA plan (yet to be developed) must be clear and workable. To ensure this, it should be developed in partnership with local government and should draw on the NPS-FM process being used by regional councils to set freshwater limits. For the sake of completeness, we

do note that giving planning committees the ability to set limits via NBA plans has the potential to result in the "can being kicked down the road". If a matter is of such importance, it should arguably be addressed via the NPF (with appropriate local or regional variation where necessary).

The Parliamentary paper references the need to draw on a range of sources to set environmental limits, including science and mātauranga Māori. We agree, and further suggest that limits should be set with input from local government as the implementer of national direction. This will help to ensure that environmental limits are workable, and flexible enough to provide different and appropriate levels of environmental protection for different circumstances and locations. This will be critical to the success of the limits. These requirements should be reflected in the process for setting environmental limits.

The requirements set out in the NPS-UD set ambitious outcomes for cities to deliver on for catering to growth. These requirements also need to be considered when developing environmental limits. Any contradictions between environmental limits and the Government's ambitions for growth may create complexity and confusion in the planning and development process. This should be avoided insofar as possible. We have some concerns around whether there is sufficient up-to-date data and science available to support the setting of environmental limits that will be workable (and subsequently to undertake effects assessments and monitor compliance with environmental limits). Further investment in science and data to support the setting of evidence-based limits and monitoring of compliance with them will be critical to the successful implementation of a resource management system that is predicated on environmental limits.

Clauses 7(3), (4) and (5): Form of environmental limits and matters for which they must be set

Broadly we agree with the list of matters for which environmental limits can be set. However, the environment doesn't necessarily always lend itself to the setting of firm limits – particularly in the context of the dynamic, changing environment.

We consider that there are a number of measurable things that could form the basis of environmental limits including biodiversity, trees, wilding trees, loss of landscape and forestry conversion. Presumably such limits could be prescribed under clause 7(5). Aesthetics and amenity don't appear to feature in the environmental limits as contemplated by the exposure draft, but this should be clarified.

Further clarity is needed around what is meant by 'harm' in clause 7(3)(b). At the moment this is unclear and will likely make the setting of limits difficult and contentious. We are also concerned that clause 7(3) doesn't currently recognise the

challenge in setting environmental limits that will work in the dynamic natural environment that we expect in the future, as a result of climate change. For example, how will limits relating to water quality and quantity be set in such a way that takes account of changes that may result to the natural environment because of climate change?

Not only can we foresee conflicts between environmental limits and the outcomes set out in clause 8 of the exposure draft, we can also foresee conflicts between environmental limits themselves. For example, a legal opinion commissioned by LGNZ from Buddle Findlay suggests that a breach of a water limit may be required to achieve an indigenous biodiversity limit; or to remove a wastewater discharge from water (to avoid the breach of a limit relating to water) a limit relating to quality of soil may be breached.[6]

Therefore, we encourage the Government to address a number of unresolved matters in the balance of the drafting of the NBA and the NPF, including:

- how the limits set out in clause 7(4) integrate with one another;
- what should happen where there are conflicts between limits set out in clause 7(4), and any limits created under clause 7(5); and
- whether there are any priority limits.

We reiterate our earlier comments around the need for the NPF to set out guidance or a framework for resolving conflicts and managing trade-offs between clause 7 environmental limits and clause 8 outcomes.

Finally, it isn't clear whether clause 7(6) will catch the flood defence and drainage activities provided by regional councils. There are a number of water quality issues associated with flood drainage. How this issue will be resolved should be worked through with local government.

<u>The relationship between environmental limits and the SPA</u>

Further work needs to be done to address the relationship between environmental limits and the SPA. It isn't clear, for example, how the setting of limits under the NBA will interact with delineating areas (e.g. for protection) in regional spatial strategies. Clarity is needed around whether or not environmental limits will inform the development of regional spatial strategies, and if so, what the arrangements are in terms of timing for the setting of environmental limits via the NPF or NBA plans relative to the time at which regional spatial strategies get developed.

[6] https://www.lgnz.co.nz/assets/Publications/RMA-reforms-A-new-dawn-or-continued-uncertainty.pdf (Refer para 18).

If the intent is that regional spatial strategies are to be based on environmental limits, we are of the view that the NPF needs to be in place before work on those strategies begins. Otherwise there is a risk that the first generation strategies that get developed will be ineffective and ultimately amount to a waste of time and resource if numerous changes need to be made subsequently.

A matter for clarification in the full NBA Bill

One matter that doesn't appear to have been addressed in the exposure draft or Parliamentary paper is what will happen with the provisions contained in section 12 of the RMA that relate to restrictions on use of the coastal marine area. These provisions impact a range of commercial users and intersect with the Marine and Coastal Area (Takutai Moana) Act 2011. The Government should continue to engage with local government and mana whenua on how these provisions will be incorporated into the new NBA.

Recommendations

We recommend that:

1. The Select Committee directs officials to undertake further work to address the relationship between environmental limits and the concept of Te Oranga o te Taiao.
2. Local government is closely engaged on the development of the process for setting environmental limits (both by the Minister via the NPF and by planning committees), to ensure that the limits will be workable and take account of local variation.
3. A clear process for resolving conflicts between environmental limits be developed. This should include consideration of whether any environmental limits are prioritised.
4. Further work is undertaken to clarify the relationship between environmental limits and outcomes and how any conflicts/trade-offs are managed.
5. The Government undertakes a stock take to identify the data sets that it will need to invest in to enable effective monitoring of compliance with environmental limits. These data sets should be made available to planning committees.

6. That the Government clarifies the relationship between environmental limits and regional spatial strategies, including the time at which the NPF takes effect relative to the time at which work on regional spatial strategies begins.

Clause 8: Environmental outcomes

We broadly support the shift in approach to promoting outcomes for the benefit of the environment. While some national consistency around outcomes may be desirable, we do raise the question of whether a local approach to setting outcomes based on local values (like that set out in the NPS-FM NOF) may be more appropriate. This would better reflect the need for local place-based planning decisions to reflect the needs and values of the communities affected by them, and the variation that exists across New Zealand's cities and districts. We encourage the Government to do further work with local government and mana whenua around the best approach to setting and promoting outcomes for the benefit of the natural and built environments.

The comments that follow relate to what is currently included in clause 8.

Although the list of 16 outcomes set out in clause 8 includes a mix of outcomes for both environmental protection and allowing development, we do note that the balance appears heavily in favour of environmental protection. This seems at odds with the Government's intention to deliver a system that is more enabling of development.

Sections 6 and 7 of the RMA have been criticised for being a long, unprioritised "shopping list" of matters to consider. Clause 8 as currently drafted looks much the same (particularly when coupled with the clause 7 environmental limits). Spelling out a raft of unprioritised outcomes does not necessarily make them compatible or deliverable. Conflicts between outcomes seem inevitable. We agree with the Parliamentary Commissioner for the Environment that, "*if primary legislation can provide no guidance on the priority to be accorded to the many outcomes, officials, politicians – and ultimately the courts, will be left weighing* [them]."[7]

For certainty, and to avoid ongoing litigation, clause 8 needs to clearly state whether there is to be any hierarchy as between the outcomes listed in it or not. This should include considering the wording used in connection with each outcome. For example, directive wording used in the clause 8 outcomes includes "preserve", "protect", "restore", "improve", which contrasts with weaker wording, such as,

[7] https://rmla.org.nz/wp-content/uploads/2020/10/PCE-Salmon-Lecture-RMA-Reform-Coming-full-circle.pdf (See page 11).

"enable", "sustained", "contribute" and "support". Are these different words intended to create any hierarchy as between outcomes or not? This needs to be clarified.

The requirement to take into consideration so many outcomes is at odds with the Government's objective of a system that is more efficient and less complex. We can foresee repeated and lengthy arguments as to whether NBA plans adequately address each of the clause 8 matters. Further, the requirement to consider so many matters ultimately reduces them all to zero, which undermines the objective of a system that is more effective.

Clause 13(1) notes that national direction is required on only 9 of the outcomes listed in clause 8. There is an argument that if a matter is important enough to warrant inclusion in clause 8 it should be addressed in national direction. We question whether the requirement for national direction on only 9 outcomes does sub-consciously indicate which of the clause 8 outcomes the Government deems the most important.

Although it is envisaged that the NPF and NBA plans will help to resolve conflicts between outcomes, regardless of any such guidance it is inevitable that there will be lengthy, costly and time-consuming arguments about how to resolve conflicts between outcomes. Not all conflicts will be able to be anticipated and resolved in advance. In and of itself, guidance on how to resolve conflicts between outcomes will not eliminate litigation.

In principle we accept that the NPF should contain guidance around how the Minister will resolve conflicts between outcomes. However, we do note that the resolution of conflicts between outcomes is open to change with the appointment of each new Minister if clear direction is not provided in the NBA itself. This has the potential to create an uncertain and changing framework.

If resolving conflicts between outcomes is left to planning committees to address via NBA plans, a clear and workable process set out in the NPF for managing trade-offs will be helpful (and should be developed and road-tested with local government). However, where conflicts are left to planning committees to resolve, costly and time-consuming litigation seems inevitable. Without the level of detail that is still to come via the NPF it is difficult to provide any useful comment on whether the NPF will actually help to resolve conflicts as between outcomes.

We support the introductory text to clause 8, which specifies that the environmental outcomes listed must only be promoted by the NPF and NBA plans. This implies that when making decisions on consents or designations, the consent authority need not refer back to clause 8 or try to balance and reconcile competing outcomes. We support such an approach and expand on this point further below in our feedback on

ideas for improving system efficiency and reducing complexity. Notwithstanding our support for the introductory text, the meaning of the terms 'to assist' and 'promote' used in the drafting of clause 8 is unclear.

Although not specified in the exposure draft, we assume that the requirements to promote outcomes for the benefit of the environment will also be applied to regional spatial strategies under the SPA. This must be clarified in the drafting of the balance of the Bill.

Although we are strongly of the view that clause 8 as currently drafted needs rationalising, we make some specific comments on the outcomes it lists below.

Clause 8(d): Outcome relating to biodiversity

Clause 8(d) currently makes reference to indigenous vegetation and habitats of indigenous fauna. Biodiversity should also be promoted outside areas of significant indigenous vegetation and habitats of indigenous fauna. We recommend amending clause 8(d) to provide for the protection, restoration or improvement of all significant areas of vegetation, habitats and fauna.

Clause 8(d) refers to 'restored', which ultimately may not be compatible with the dynamic natural environment. In other words it creates an unrealistic expectation that restoration is possible.

Clauses 8(f) – (i): Outcomes relating to cultural matters

Clauses 8(f) – (i) set out a range of outcomes relating to cultural matters including:

- Clause 8(f) - The relationship of iwi and hapū, and their tikanga and traditions, with their ancestral lands, water, sites, wāhi tapu, and other taonga.
- Clause 8(g) - The mana and mauri of the natural environment.
- Clause 8(h) - Cultural heritage, including cultural landscapes.
- Clause 8(i) - Protected customary rights.

We note that clause 13 doesn't currently include any requirement for the NPF to include direction on any of these cultural matters. Providing direction on these matters strikes us as one way in which the Government could helpfully provide local government (and others) with guidance on how to give effect to the principles of Te Tiriti o Waitangi, as required by clause 6.

Clause 8(f) refers to 'restored' in relation to the "relationship of iwi and hapū, and their tikanga and traditions, with their ancestral lands, water, sites, wāhi tapu, and other taonga..." However, it isn't clear what the threshold for 'restored' is. This is

likely to create a level of ambiguity, as 'restored' is likely to mean something different to mana whenua than it does to local government or others. This ambiguity must be addressed.

Clause 8(g) refers to the 'mana' and 'mauri' of the natural environment. We suggest that this outcome should be refined with mana whenua, as we understand that representatives of the Freshwater Iwi Leaders Group and Te Wai Māori Trust raised issues with the use of the term 'mana' in connection with the environment during discussions around the Review Panel's proposed concept of Te Mana o te Taiao. The meanings of 'mana' and 'mauri' must be clarified (if indeed mana whenua are comfortable with these terms being used). This goes to the broader issue of needing to be clear on the meaning of te reo terms that are used throughout the NBA, and working out meanings in partnership with mana whenua.

With reference to clause 8(h), what is meant by 'sustained through active management' and how this is proportionate is vague and should be clarified.

The Government must work in partnership with mana whenua to refine the wording, meaning and policy intent behind each of these outcomes.

Clauses 8(j) and (p): Outcomes relating to climate change mitigation and adaptation

We welcome the inclusion of outcomes relating to climate change mitigation (clause 8(j)) and climate change adaptation (clause 8(p)). We note that clause 8(p) also relates to reducing the risks from and building resilience to natural hazards more broadly. Local government has been calling for clearer mandate to address climate change for some time now.

While clause 8(j) provides a useful overall goal, it is arguably too non-specific and difficult at this stage to understand what the expectations will be around how it is given effect to in NBA plans. This should be addressed via the NPF.

We are not confident that the current clause 8 will adequately address natural hazards and climate change adaptation. Reducing the risks from, and building the resilience of the environment to natural hazards and the effects of climate change is one of many unprioritised outcomes. Our concern is that this makes natural hazards and the effects of climate change simply one in a range of other factors that planners need to juggle. Although we acknowledge the unprioritised nature of the clause 8 list of outcomes, we are concerned that natural hazards and climate change being "tapped on" at the end of the list unconsciously sets it in its place. Without stronger reference to and direction around natural hazards and the effects of climate change we are concerned that the objective of better preparing for adapting to climate change and risks from natural hazards is unlikely to be achieved.

Notwithstanding these comments, clause 8(p)(ii) should be amended to include reference to the resilience of communities (in addition to the environment). To help avoid development in areas exposed to significant natural hazard risk, it could also be useful to make explicit reference to the built environment.

Although managed retreat and climate change adaptation will be dealt with in greater detail in the CAA, we note that local government will need considerable additional funding support from central government (particularly to support managed retreats) if the outcome in clause 8(p) is to be satisfied.

We welcome the requirements set out in clauses 13(e) and (i) that the NPF must set out national direction on both greenhouse gas emissions and natural hazards and climate change. Such direction must closely link with work the Government is doing to develop an Emissions Reduction Plan and National Adaptation Plan. To assist local government to promote clause 8(j), the Government should also invest in consistent tools and frameworks that local government can use to measure, assess and monitor the emissions associated with activities.

Clause 8(k): Urban areas

The concept of 'well-functioning' needs to be defined. This should be backed up with greater detail in the NPF on housing quality, urban design principles and amenity values including design for sunlight (especially in colder parts of New Zealand), privacy, interaction with the public and other matters. Current evidence of housing, particularly that developed in high-growth areas, demonstrates the risk of poor-quality neighbourhood and housing outcomes. Ensuring good urban form and urban design outcomes must be a key part of the NBA, given this is a priority for local government and its communities. This will help to ensure consistency with other work programmes the Government has underway in respect of quality housing, including the GPS Housing and Urban Development.

Amenity values

Despite it being one source of ongoing conflict, we are concerned that the Government appears to have dismissed amenity values entirely. Amenity is important for ensuring good urban form, livable communities and homes that are fit for the future – considerations that we don't think the NBA sufficiently provides for as currently drafted.

Dismissing many aspects of amenity as merely a 'subjective' consideration fails to recognise that many aspects of amenity are shared, are empirically linked to wellbeing outcomes and form part of cultural and social values. Intensification of housing can, for example, lead to an increase in anti-social behaviour. These

potential costs of intensification should be proactively considered and mitigated through strong adherence to best practice urban design principles and good spatial planning. Replacing the concept of amenity with new concepts must not diminish focus on the issues amenity entails. Otherwise, there is a risk that the objective of enticing people to live in certain areas will not be met – people won't want to live in areas unattractive to large segments of the population. Failure to consider aspects relating to amenity may result in poorly considered inner city development causing "flight" to suburbs or areas outside of city limits.

We are also concerned that some elements of amenity are arguably more objective, including shading, recession planes and setbacks from boundaries. Care should be taken not to throw out amenity altogether.

Clause 8(l): Housing supply

Reference to providing choice to consumers in clause 8(l)(i) has the potential to conflict with other outcomes. The outcome of providing consumer choice may support an argument for rezoning rural land to enable housing development to occur, but this could conflict with other outcomes relating to maintenance of rural productivity, landscape values and loss of opportunities for medium or high-density housing in urban areas.

To manage issues related to demand for lifestyle blocks and large lot residential activity we also support the inclusion of reference to "efficient use of land" in the list of matters under clause 8(l). This would help to achieve better outcomes for quality medium-density housing and avoidance of urban sprawl.

Given the Government's objectives around quality, affordable housing that delivers positive wellbeing outcomes for communities (including their health), we also suggest that this should be better reflected in the drafting of clause 8(l).

Other matters relating to the built environment

Notwithstanding our concern around the long list of matters to be considered under clause 8, we believe the Government should look at ways to strengthen the outcomes relating to the built environment. It should re-consider some of the matters that were set out in the Review Panel's report, including:

- enhancement of features and characteristics that contribute to the quality of the built environment;
- sustainable use and development of the natural and built environment in urban areas including the capacity to respond to growth and change;

- availability of development capacity for housing and business purposes to meet expected demand; and
- strategic integration of infrastructure with land use.

Including such matters would better reflect the intent that the NBA covers both the natural and built environments and would help to ensure consistency with other work programmes the Government has underway in respect of quality housing, including the GPS Housing and Urban Development.

Clause 8(m): Outcomes in relation to rural areas

Reference to reverse sensitivity should be included in clause 8(m). It is not just the protection of productive rural land but the activities around that land that need consideration.

Clause 8(o): Outcome relating to the provision of infrastructure services

We note a small drafting error in clause 8(o)(ii), namely that renewable energy is not generated. The clause should instead refer to allocating access to resources that contain energy (and can be converted into electricity).

Monitoring the clause 8 outcomes

Greater investment in science and data will help to ensure evidence-based monitoring of each outcome and inform any policy changes that are needed to better promote the outcomes.

Recommendations

We recommend:

1. That the Select Committee directs officials to undertake further work to consolidate and prioritise the outcomes set out in clause 8.
2. That amenity values and other outcomes relating to the built environment be better reflected in clause 8.
3. That officials address the inconsistencies and/or drafting issues referred to above.

Clauses 9 – 17: National Planning Framework

Clauses 9 and 10: Establishment and purpose of the NPF

We support the Government's proposal to introduce consolidated national direction in the form of an NPF. We also support the Government's plans to resolve conflicts between existing and new forms of national direction via the NPF. However, as already noted, it is difficult to provide meaningful feedback on the NPF without seeing more detail.

The Government intends to increase its use of mandatory national direction. This will help to provide consistency and certainty on matters of national significance, and where consistent national approaches are desirable. This will in turn help to reduce the costs associated with repeated and lengthy plan development processes, which often re-litigate matters relating to environmental bottom lines and resolving conflicts between competing priority areas up and down the country.

We understand the form of the NPF is still to be decided. Broadly, we support the various signals that have been provided by both the Review Panel and the Government around creation of a single document and exploring options for an online tool or portal. Ultimately, the NPF needs to be accessible and an integrated, easy to navigate tool. Regardless of form, great care needs to be taken in its drafting to reduce legal arguments around its interpretation. We strongly encourage broad engagement with local government and experienced resource management practitioners on how to achieve this clarity.

We agree with the intent of clause 10(c) that there may be some matters for which consistency is desirable in some, but not all, parts of New Zealand (such as biodiversity, responding to growth pressures and cultural matters). Related to this, we make further comments below about the importance of the Minister and central government officials working closely with local government on the development of the NPF.

How successful the NPF will be, and how much it will help to achieve certainty and national consistency, remains to be seen. For example, it remains to be seen whether the NPF will adequately address the issue of how to resolve conflicts between the lengthy list of unprioritised, and potentially competing, outcomes set out in clause 8 (although in principle we agree that such guidance should be included).

Clause 9(2)(a): Developing the NPF

Clause 9(2)(a) states that the NPF must be prepared and maintained by the Minister in the manner set out in Schedule 1. Given Schedule 1 is yet to be drafted, the

process for developing and amending the NPF is not clear. The NBA gives the Minister significant power to set the direction of travel of the system via the NPF, which potentially further undermines the objective of local democratic input into the resource management system. Indeed, without the NPF the NBA is largely hollow legislation. This makes scrutiny of and accountability for the preparation and maintenance of the NPF critically important.

It will be important to ensure that there are not constant changes to the NPF that necessitate ongoing costly and time-consuming changes to NBA plans (and regional spatial strategies). While the NPF must be flexible enough to be updated to reflect changing circumstances and conditions, legislation should provide some parameters around the circumstances in which it can be changed. This would avoid national direction changing frequently with political cycles and provide certainty in environmental protection.

Local government involvement in the development of the NPF

It is not clear whether local government will play a role in developing the NPF. There needs to be proper engagement with, and input from, local government on both the creation of new national direction and the evaluation and alignment of existing national direction. This is critical given local government's role in giving effect to national direction.

Working with local government on the development of the NPF will help the Minister to:

- ensure that the NPF will be workable
- understand conflicts between national direction, for example the likely conflict between urban development and freshwater limits
- identify new national direction that should be prioritised for development on the basis that it will most assist with preparing NBA plans (and regional spatial strategies)
- identify which national direction will work well across Aotearoa, and where national direction may not be preferable or preferable for only some parts of New Zealand (as per clause 10(c)). For example, it strikes us that national direction on reducing the risks from natural hazards would be helpful across the country, but that national direction on biodiversity or some cultural matters may not work well for all local communities, given significant local variation
- resolve the relationship between national standards and any regional (local) standards contained in NBA plans.

We therefore recommend that a specific requirement that the Minister consults with local government on the development of the first NPF (and any subsequent amendments made to it) be included in Schedule 1.

MfE's capacity to develop the NPF

We also have concerns around the Ministry's capacity to develop the first NPF, including reviewing and aligning existing national direction and developing a significant amount of new national direction. Developing the NPF is a significant piece of work that should begin in earnest now. But given the significant amount of work still to be done on designing the balance of the NBA, and the SPA and CAA, it is unclear whether MfE has the capacity.

Consideration should be given to whether there should be more in-depth involvement of experts and key stakeholders in the development of the NPF (including local government, as outlined above). Consideration should also be given to whether a suitably qualified panel of experts, commission or board of inquiry could be appointed to oversee the development and maintenance of the NPF.

Timing and sequencing

Questions around timing and sequencing must be addressed. Local government needs clarity around when work on the NPF is going to begin and when it is anticipated it will take effect. Local government needs to know the Government's intentions around whether the NPF will be in place before work commences on developing NBA plans (and regional spatial strategies), or whether the expectation is that these will be developed concurrently with the development of the NPF.

Our view is that the NPF should be in place before work on NBA plans and SPA strategies begins. This will ensure that first generation plans and strategies are consistent with the NPF, effective and avoid the need for costly and time consuming subsequent changes to reflect the NPF.

Depending on timing and sequencing, local government also needs clarity around whether existing plans will need updating to reflect the NPF, and particularly any new national direction, or not. Early signals on existing national direction that the Minister intends to change, and how this should be dealt with while the transition to the new system is underway, would be useful.

Clause 11: NPF to be made as regulations

We support the NPF being made as regulations (clause 11). Making the NPF as regulations provides some scope for scrutiny, including via review by the Regulations Review Committee and the ability for Parliament to disallow such an instrument

where certain criteria apply. This seems particularly important given the significant amount of power the Minister has to set national direction.

Making the NPF as regulations will also allow for necessary updates to be made with relative ease and speed. However, we reiterate our comments above about the need for the process for amending the NPF, and circumstances in which this can happen, to be clearly set out in Schedule 1 of the NBA.

Clause 12: Environmental limits

In addition to our earlier comments on environmental limits, we make the following points:

- Use of the word 'if' in clause 12(1)(b) appears to give the Minister discretion to determine whether or not environmental limits can be set through NBA plans. As already indicated, we think it is appropriate for planning committees to have the ability to set regional (or local) environmental limits.
- We are concerned at the potential for the setting of qualitative limits, as per clause 12(2)(a). Qualitative limits and their definitions are likely to create considerably more uncertainty, leading to costly arguments. They also have the potential to be vague and therefore more difficult to demonstrate compliance with than quantitative limits.
- We agree that limits should be able to be set at different levels for different circumstances and locations (clause 12(2)(b)). This should help with ensuring environmental limits are set in such a way that they don't unintentionally undermine the ability to use and develop land, or the promotion of the outcomes set out in clause 8. The Government should explore in further detail whether the setting of targets may be more appropriate in some circumstances.
- Clause 12 should address how environmental limits are to be dealt with in existing plans (or not) while the transition to new NBA plans is underway.

Clause 13: Topics that the NPF must include

We broadly agree with the topics listed in clause 13 but reiterate our earlier comments around the lack of any national direction on cultural matters, and whether the matters for which national direction must be provided indicate (subconsciously or not) the outcomes that the Government considers most important.

When developing the NPF, the Government needs to assess the consistency of national direction (new and existing) with other Government work programmes and initiatives that will impact on local government, communities, and resource management functions. For example, national direction should reflect the

Government's work on things such as the Emissions Reduction Plan, National Adaptation Plan, Infrastructure Strategy and GPS Housing and Urban Development. It would also be useful to ensure alignment with the Building Code, especially in regard to the management of natural hazards and minimum standards to achieve to enable built development to proceed.

Clause 13(3) should be amended to include the need for provisions in the NPF that address how to resolve conflicts among the environmental limits set out in clause 7, and how to manage trade-offs between environmental limits and outcomes.

Clause 15: Implementation of the NPF

We broadly agree with the matters set out in clause 15. To help with satisfying these requirements, developing the new NPF in such a way that parts of it can be easily inserted into NBA plans (particularly where the NPF changes) would be useful.

Directive provisions of the NPF should not ever have to be given effect to through plan changes using a public plan change process. This would likely lead to different provisions in different plans, and therefore create the potential for litigation. This is one thing the NPF is seeking to avoid or limit.

Monitoring of implementation of the NPF

On implementation more broadly, how well the NPF is given effect to will depend in large part on the plans that get created under clause 19, and in turn how these are given effect to. To assess this, there will need to be investment in an effective monitoring system, including investment in data and science to enable evidence-based assessment of compliance with the NPF's provisions.

Clause 16: Application of the precautionary approach

We broadly support the codification of the precautionary principle and agree that taking a precautionary approach to the setting of environmental limits does make sense. However, this should be balanced against the point we've raised earlier around the need to ensure that environmental limits are not set so stringently that the unintended consequence of development being precluded results. Application of the precautionary principle further reinforces the need for environmental limits to be set at different levels for different circumstances and locations as per clause 12(2)(b).

Recommendations

We recommend that:

1. Schedule 1 of the Bill include a specific requirement that local government be consulted with on the development of the NPF, and subsequent amendments made to it.
2. Further thought be given to establishing a panel of experts, commission or board of inquiry to oversee the development and maintenance of the NPF.
3. The Government provide early signals on the timing of the implementation of the NPF, and how this will align with requirements to produce NBA plans and regional spatial strategies. This should include any signals around changes to national direction that will necessitate changes to existing planning provisions.
4. The Government revisits the proposal that environmental limits can be set qualitatively.
5. New and existing national direction closely aligns with other Government work programmes, including the Emissions Reduction Plan and National Adaptation Plan.

Clause 18: Implementation principles

Broadly we agree with the intent of the implementation principles set out in clause 18. However, we have some concerns around vague drafting. We also believe that the principles fail to adequately reflect the need for a carefully managed transition to the new system, and a system that is more efficient and less complex.

Our main concern is with the unprioritised nature of the principles, and the inconsistent use of terminology throughout clause 18. For example, clause 18 refers to 'promote', 'recognise and provide for', 'ensure' and 'have particular regard to'. Further work needs to be done to consider the meanings of these different terms and clarify whether any hierarchy is intended.

Clause 18(b)

We recommend that the drafting of this principle is worked out in partnership with mana whenua. In practice, we can foresee issues with application of the principle across regional NBA plans, by regional planning committees, given that the matters

listed (and in particular mātauranga Māori) will vary significantly and will be enhanced by the different iwi and hapū within a region.

Further work on the meaning of this implementation principle should be considered in conjunction with further work to refine Te Oranga o te Taiao.

Clause 18(c)

The current drafting of this principle is somewhat vague. While in principle we support the intent of public participation that is "important to good governance" and "proportionate to the significance of the matters at issue", what these concepts mean in practice is unclear. There will be many and varied interpretations of what they mean. We suggest that once the processes for plan making, including opportunities for the public to have input into and/or appeal decisions are clarified, that this principle should be updated to accurately reflect the opportunities for public participation that the system will provide.

We also recommend that this principle (or a separate principle) addresses the issue of ensuring that there are appropriate opportunities for communities to participate in plan making processes. There are some concerns that the current system is difficult for lay people to navigate, and often favours the views of experts over and above community voices. This should be addressed in the new system.

Clauses 18(d) and (e)

We are supportive of the inclusion of principles that address te ao Māori. Whether they are given effect to will depend in large part on the governance arrangements that get worked out for planning committees, what mechanisms there are for partnering with mana whenua, and how mana whenua are resourced to meaningfully participate in and shape the new system.

Mana whenua representation on planning committees will require discussions between the Government and iwi leaders to identify effective co-governance solutions should there be more mana whenua representatives in a region than the number of seats available. Appropriate mechanisms will be needed to support mana whenua to have input into the new system beyond planning committee representation (particularly in respect of plan making processes).

We have some concerns with the inclusion of clause 18(e). The current drafting suggests that iwi and hapū are responsible for protecting and sustaining the health and wellbeing of te Taiao and makes no reference to the role that other decision-makers must play in partnership with mana whenua. The current drafting creates a risk that local authorities may offload their responsibilities, which we don't envisage is the intended outcome.

Principles relating to timely and efficient processes and transition from the current system to the new system

Currently there is no implementation principle that goes to the Government's fifth objective for the reform of the resource management system around efficiency, effectiveness and reduced complexity. We strongly recommend that the Government includes a principle addressing the need for timely, efficient and proportionate processes that is akin to section 18A of the RMA.

There is also nothing in the implementation principles to reflect the very real need that there will be for a period of transition away from the existing system to the new system. The transition will take time, will need to be carefully planned and adequately resourced. This includes work to address how the reform of the resource management system integrates across other local government roles, functions and planning documents, including long-term plans. Work will also need to be done to consider how existing consents and designations, and consent and designation applications, get dealt with in terms of timing and transition to the new system. Such a principle should be reflected in clause 18.

Recommendations

We recommend:

1. That the Government works in partnership with mana whenua to further refine implementation principles that address the role of mana whenua in the new system.

2. That clause 18(c) be amended to accurately reflect the arrangements that get decided upon for public participation in plan making processes. We also recommend that this clause specifically addresses the need for appropriate opportunities for public input into plan making processes.

3. That additional principles relating to timely, efficient and proportionate processes; and the transition to the new resource management system are inserted into clause 18.

Local government's capacity within the resource management system

Our comments that follow on the requirement for NBA plans and the shift to regional planning committees are premised with comments on local government's

current capacity in the resource management space. These comments should be read in conjunction with our following comments on clauses 19 – 25 and Schedule 3.

The shift in approach to planning that the Government is proposing is significant and will require a considerable amount of time and resource to implement. Local government is already experiencing significant difficulty attracting and retaining the capacity and expertise it needs to carry out its existing resource management functions. Many councils are experiencing ongoing recruitment churn, which has significant time and financial implications. This issue is particularly acute for rural and provincial councils. We understand that MfE and the private sector are facing similar capacity issues.

We accept that some of the current resourcing challenges may be helped through the creation of more efficient and joined up processes and structures. However, the work involved in transitioning to the new system (coupled with existing work pressures, for example in relation to implementing the new NPS-FM and NPS-UD requirements and working through second generation plans) will place considerable strain on an already stretched workforce.

The Government's determination to shift to the new system demonstrates it doesn't fully understand the extent of local government's current capacity and capability challenge. We are also concerned that the disruptive change that will result from a complete overhaul of the existing system will undermine the progressive momentum that is building through implementation of the NPS-UD and NPS-FM and won't allow sufficient time to properly implement and measure the effectiveness of these new initiatives.

Exacerbating local government's capacity and capability challenge is the number of employees leaving the sector to take up the multiple new roles that are being created within central government agencies to service the Government's ambitious reform programmes. Typically the pay and employment conditions that central government agencies are able to offer far exceed those that local government can offer. This adds to the challenge for local government of retaining existing talent. It will also ultimately hurt the resource management sector as a whole, as local government is the main training ground for developing skills in successful plan making. In local government, planners gain experience in all stages of plan making from engaging with communities on issues and opportunities through to engaging in Environment Court hearings on plan content. Local government is going to need to be able to access and retain quality staff in order to deliver the new system central government wants.

All these factors are going to ultimately impact on the quality of and length of time that the transition to the new system takes.

Clauses 19 – 21: Requirement for natural and built environments plans

The proposal to shift from over 100 planning documents to "about 14"[8] regional NBA plans is not an insignificant undertaking. While we agree in principle that a single, regional plan could be easier for regular users of plans (especially resource management consultants that work across the country), it isn't yet clear whether navigating those plans will be any less complex, particularly as we aren't yet entirely clear what the contents of NBA plans will be and look like (see below for further comment). The need for local flavour (as well as addressing regional matters) in NBA plans means the plans may be necessarily large, and therefore difficult to navigate.

The complexity of developing new NBA plans that will take account of multiple (and potentially competing) regional interests should not be under-estimated. There is significant local variation within regions themselves – think only of the differences between areas like Christchurch and Timaru; Queenstown, Clutha and Dunedin; Tauranga and Ōpōtiki; Wellington and South Wairarapa, and their communities. These differences are wide-ranging, covering a breadth of factors including (but not limited to) socio-economic conditions; urban vs rural communities; different land uses; variation in population sizes; high growth vs stagnant communities; and varying levels of political power and influence, to name but a few.

We are concerned that the requirement for NBA plans has the potential to diminish the role and voice of local communities in plan making (although acknowledge that the extent to which this proves to be the case depends in large part on decisions yet to be made). Smaller territorial authorities are concerned that their views may be outweighed in the new process and planning committee structure by those of larger, metropolitan territorial authorities. Tier 1 local authorities are concerned that they may be outnumbered on planning committees by smaller, rurally focused territorial authorities and regional councils, and worry that this may lead to a greater focus on wider regional issues and less focus on critical urban growth management. We have some doubts as to whether a regional approach will adequately address varied local concerns and needs at an appropriate level of granular detail.

How effective a plan is in delivering outcomes for local communities will depend in large part on how well it is implemented. There is likely to be some opposition by local government and its communities to funding the implementation of NBA plans that they have very little input into the development of, and that don't adequately address local views. This risk needs to be addressed through the arrangements for

[8] https://www.parliament.nz/resource/en-NZ/PAP_111932/566adf88416a4cac23b7f5fe7c2aa5f89e61b742 (Refer para 45).

planning committee membership and opportunities for constituent local authorities and communities to have input into plan making processes.

We are concerned that the Government is striving to create a new system that is more efficient yet doesn't appear to have done much to look back on other planning models that could be learned from and adapted. We strongly encourage the Government to work closely with Auckland Council and Christchurch City Council to understand the plan making processes that were adopted for their Unitary Plan and Replacement District Plan respectively. We understand that both local authorities are willing to share insights into how these processes worked, including what worked well and what didn't.

It also strikes us that the new Freshwater Planning Process could first be tested to inform the development of a new NBA process. Although this process isn't yet well-tested, we understand that the Otago Regional Council will soon go through it. Learnings from Otago Regional Council's (and others') experience should inform the development of the new NBA process.

Scale of NBA planning

If regional 'mega' plans are still favoured after consideration of the matters raised through the Select Committee process, there are several practical issues related to regional boundaries that will need to be worked through carefully. Simply adopting regional council boundaries may not be as simple an option as it seems. For example, arrangements for Taupō District Council will need to be worked through, given that the district is split between four different regions (Waikato, Bay of Plenty, Hawke's Bay and Manawatū-Whanganui). Although most of the district's land area sits within the Waikato Region, the people of the Taupō District associate with various communities of interest and regional groupings (particularly depending on context). Further work will need to be done with Taupō District Council to come up with a solution that doesn't end up being more complex than the current plan making process.

We note that the Parliamentary paper refers to the creation of "about 14 plans" (at para 45). This suggests that the Government is perhaps doing further work on what the arrangements are for unitary authorities in the new system. Any decision to treat unitary authorities as something other than regional units, and to put in place bespoke arrangements, must be made in partnership with them.
We understand that several Tier 1 authorities will be raising via their submissions the issue of whether a one-size-fits-all approach of one NBA plan and regional spatial plan per region is appropriate. Tier 1 local authorities are concerned that the shift to a focus on regional issues will result in less focus on urban growth management,

leading to further issues in terms of providing adequate housing and resolving growth issues.

We understand that some Tier 1 authorities will be encouraging the Government to consider allowing planning to happen at inter-regional, sub-regional and local levels. We understand some Tier 1 authorities are of the view that planning should be able to happen at a Tier 1 level (with separate regional level planning for non-Tier 1 local authorities) so they're able to resolve significant urban growth challenges, without these challenges being diluted by a focus on wider, regional issues. We understand these councils are suggesting that consistency between NBA plans for Tier 1 urban environments (such as Tauranga and Hamilton) could be achieved through collaboration and strict implementation of national planning standards via the NPF.

As part of its work to consider the appropriate scale/regional boundaries for the NBA plan making process, the Government should also consider whether existing bodies working on regional spatial planning (such as that in the Wellington/Horowhenua region) could be appropriate bodies to oversee the development of an NBA plan.

We encourage the Government to continue to work with local government to address the complex issues and options that exist, and to ensure planning is able to occur at the appropriate scale.

It's not yet entirely clear to us how work on the reform of the resource management system is integrating with work on the reform of three waters services. Work should be done to consider how any regional boundaries used for NBA plan making and the multi-regional boundaries adopted for the proposed new Three Waters Services Entities will integrate. This work should acknowledge that the most effective approach to environmental management is catchment based.

Transition – prototype and model plans

The transition to the new model of 14 regional NBA plans (or thereabouts) will need to be carefully planned and resourced. We understand the Government is giving thought to developing a prototype NBA plan, followed by working with one or two regions to develop a model plan. We can see some value in developing prototype and model plans. However, the existence of a prototype plan isn't necessarily going to help regional communities resolve localised conflicts that will inevitably arise as plans are developed, or help planning committees to develop relationships that will be critical to the success of plan making processes. The Government should also be careful to avoid creating expectations that NBA plans can be developed using a 'copy and paste' approach.

We encourage the Government to assess the extent to which the existing National Planning Standards could help here, and whether creating prototype and model plans may ultimately be an exercise in duplication. In any event, the National Planning Standards will need to be updated to reflect the new plan making requirements.

On the creation of model plans, our view is that a clear set of criteria for selecting which regions will be involved in this process needs to be developed. Regions where existing relationships between local government agencies and mana whenua are strong should be prioritised for the development of model plans. Regions where significant investment and progress towards having effective planning frameworks has already been made should be avoided. The Government needs to be cognisant of the considerable amount of work local government has underway (business as usual work and responding to the Government's various reform programmes) when selecting regions to work with.

The Government must work with local government and mana whenua representatives to set a realistic timeframe for creating a model plan, which should take account not only of the already significant workload local government and mana whenua have, but also the additional time that will be needed to come to grips with and work through an entirely new plan making process, including establishing necessary relationships and secretariat arrangements.

The Government will need to provide considerable support to those regions that it works with – including technical and financial support, and people on the ground to guide plan making processes, help manage workloads and provide clarity on areas of uncertainty, as people come to grips with the new legislation.

In addition to making model plans available, the Government should provide guidance on the plan making process that each region works through. This should detail the process adopted, steps taken, issues encountered and resourcing involved in the development of the plan. Any variations between the processes that the model plan regions take should also be referenced. This will help to provide local government and mana whenua with practical insights into what is needed to give effect to the requirement to produce an NBA plan. To avoid the model plans being viewed as something that can be 'copied and pasted' we consider that guidance of this kind should be viewed as more of a priority.

Transition – timing

Clause 19 of the exposure draft states that "There must at all times be a natural and built environments plan (a **plan**) for each region." However, what is not yet clear is the point in time at which regions will be expected to have an NBA plan in place. This

needs to be clarified. Related to this is a need to clarify the point at which councils should not be undertaking any further reviews of their existing planning documents or accepting any requests for private plan changes.

The Government should not lose sight of the significant work that many local authorities have undertaken on second generation plans and policy statements that are still relatively new. Thought needs to be given to how the provisions of these plans are or aren't rolled into new NBA plans, or whether there is scope to delay transfer to the new system in those regions where there are still relatively new planning provisions.

Schedule 2: Process for making NBA plans

We note that there is still a considerable amount of detail to be worked through in respect of the process that must be followed for making an NBA plan. It remains to be seen whether the planning committee approach will result in more agile and efficient plan making. Given the varied and potentially competing interests and views that planning committee members will represent and must reconcile, we envisage that plan making by planning committees will be complex and time consuming. This will be particularly so if relationships between members of planning committees are not strong.

By way of initial feedback on the plan making process, we note:

- While a consistent approach to plan making will help to achieve certainty and consistency, the approach needs to be flexible enough to take account of local variation and circumstances. In particular, the plan making process must recognise that different regions will be at different stages of maturity in terms of the relationships that exist between constituent local authorities and that local government has with mana whenua. The process also needs to reflect the different ways in which mana whenua groups operate with each other and councils across the country.
- The process should clarify the sequence of plan making, including when an NBA plan gets made relative to the timing of a regional spatial strategy being made and the NPF coming into force. Reasonable timeframes for preparing NBA plans also need to be set.
- Thought needs to be given to how to retain current system efficiencies that result from being able to progress different plan changes in parallel but managing them in different stages.
- There are several matters relating to submissions and appeals that need to be resolved.

Timeframes for preparing NBA plans

Consideration needs to be given to realistic end-to-end preparation time for NBA plans. Local government's experience is that full plan reviews typically take around 6 – 9 years. This contrasts with more efficient and streamlined topic or area specific 'rolling review' plan changes, which can typically be delivered in a shorter 1 – 3-year timeframe. In determining a realistic end-to-end timeframe for preparing a NBA plan, the time delays that will result from consolidating plan making functions into a single committee and secretariat and getting those new structures up and running will need to be factored in. It is not going to be quick or easy for new organisational structures and ways of working to be established and bed in.

Input from constituent local authorities into plan making

It remains unclear whether constituent local authorities will continue to have a policy making or technical role in respect of NBA plan making. What direct input will each constituent local authority have into the NBA plan for their region prior to its referral to an independent hearings panel (IHP)? At this stage, the exposure draft only sets out the types of support that it is envisaged a secretariat will provide to the planning committee.

To ensure that NBA plans adequately reflect and provide for matters of importance to constituent cities and districts, we favour an arrangement that allows for councils to continue to provide some policy and technical input into plan making. This will help to ensure that the deep technical planning expertise and community knowledge that local government has developed under the current system, and which is critical to effective resource management planning, is not lost. This specialised expertise sits across both regional and city and district councils.

It is also unclear whether constituent local authorities will retain any responsibility for consulting with their communities on matters to inform the development of NBA plans by planning committees. While we see some merit in constituent local authorities undertaking engagement with their own communities on behalf of planning committees (particularly given proximity to those communities and pre-existing relationships), we have concerns around some local authorities being reluctant to lead community engagement if for example they aren't represented on their region's planning committee or disagree with matters on which the planning committee is seeking feedback. These comments should be read in conjunction with our feedback on clause 23(2), which sets out a planning committee's functions.

Without clarity on working arrangements and plan making processes it is also unclear what governance support the local government representatives of planning committees will need from their constituent local authorities. While we expect there

will be a role for a local authority to play in supporting their planning committee representative throughout the plan making process, the detail still needs to be worked through.

The question of whether a planning committee can direct a constituent local authority to undertake work on its behalf to support the plan making process also needs to be resolved. If the planning committee can do this, some parameters around the types of work planning committees can request be undertaken, and guidance around reasonableness of timeframes for expecting work to be completed or meeting reasonable costs for undertaking work, would be helpful. Without such guidance we can foresee potential for unwieldy ways of working and unexpected and unmanageable pressures being added to constituent local authorities' existing workloads.

What roles constituent local authorities continue to play (or not) with respect to plan making need to be worked out in detail in partnership with local government. These decisions will have significant implications for existing employment arrangements (including the potential for significant changes to existing roles, and possible redeployments, secondments or redundancies) and councils' operational budgets.

Public input

The work to clarify roles and responsibilities in respect of public consultation as between planning committees and constituent local authorities should also address the scope of any engagement that happens with the public ahead of NBA plans being notified and referred to an IHP. The scope of matters that can be considered by an IHP should also be clarified, noting that presumably matters already provided for in the NPF and regional spatial strategies will likely be out of scope.

Having opportunities for genuine and meaningful engagement with communities will be particularly important if certain districts and mana whenua groups are not represented on planning committees, given the need for NBA plans to reflect and meet the needs of the communities they're intended for. We accept that this should be balanced against the need for plan making processes that are efficient and not overly complex.

We reiterate our earlier comments around the need for appropriate opportunities for public participation and the need to ensure that public views are not unreasonably outweighed by the views of technical experts.

Independent Hearings Panels

Clause 23(2)(b) indicates an intention that an IHP hears submissions on an NBA plan once it has been notified and makes recommendations that the planning committee must then approve or reject. While there is no further detail around the role an IHP will play, given the multiple, competing interests likely to be represented in a planning committee's membership, we see merit in the proposal to refer draft plans to an IHP. (Although this is unlikely to alleviate the potential for conflicts in making decisions on the IHP's recommendations at the planning committee level).

Further work will need to be done to clarify how the IHPs are resourced and supported, including how they are supported by secretariats and constituent local authorities (or not).

Again, we encourage the Government to look closely at Auckland Council's and Christchurch City Council's experience with their IHP processes.

It is not clear whether a constituent local authority can submit on an NBA plan once it has been referred to an IHP, and whether the option of submitting is open to all constituent local authorities, or only those not represented on a planning committee (if the final decision around membership is that not all local authorities are represented). Given that some local authorities may not be represented on their region's planning committee, and the likely removal of a large degree of localised control over plan making processes, we tend to be of the view that councils should be able to make submissions to the IHP. However, this has the potential to create conflicts of interest. For example, local government representatives that sit on planning committees may choose to reject recommendations made by the IHP if these don't align with the views raised in their council's submission. How does this get managed?

Work will also need to be done to clarify decision-making arrangements in respect of adopting or rejecting IHP recommendations. For example, how many members of a planning committee need to accept a recommendation of the IHP for it to be adopted? Thought also needs to be given to how to address the issue of planning committees making decisions on the recommendations of the IHP without hearing all the evidence. We can foresee challenges, particularly on New Zealand Bill of Rights Act 1990 grounds.

The Review Panel recommended that MfE carry out an audit of an NBA plan prior to its notification and referral to an IHP. The Review Panel's view was that this would not be to exercise approval powers over the plan, but to provide an opportunity for system stewardship (essentially an audit of the plan's alignment with the

requirements set out in the NBA and NPF). This recommendation hasn't been reflected in the exposure draft.

Noting the significant amount of drafting still to be done, we recommend that the Government rejects this recommendation. Adding in a requirement for an audit will slow down the plan making process, which is inconsistent with the objective of a system that is more efficient and less complex. We struggle to see what value an audit will add, when presumably the matters the Review Panel envisaged would be considered by an MfE audit could be considered by an IHP (and indeed should be). We also have concerns about the capacity that MfE has to undertake audits in a timely manner, and whether MfE officials would have sufficient understanding of local circumstances in order to be able to provide useful feedback on draft NBA plans. Central government representation on planning committees is a more efficient mechanism through which the Government can help to ensure alignment of plans with NBA requirements.

Appeals

One of the issues still to be resolved is the extent to which decisions on NBA plans can be challenged. Local government has, for a number of years now, been calling for the removal or restriction of de novo Environment Court appeals (i.e. merit-based appeals) on the basis that this would help to speed up the plan making process and that policy decisions (particularly those relating to place) should sit with communities (and the people that represent them). We recommend that the new system allows appeals only on points of law, and that merit-based appeals are removed in their entirety. There is precedent for this having happened in connection with the Auckland Unitary Plan and Christchurch's Replacement District Plan. The new Freshwater Planning Process arrangements in respect of appeals should also be looked at (discussed in further detail below).

Where challenges are brought against NBA plans, who the defendant is will need to be clarified (i.e. what role will constituent local authorities have to play in defending appeals lodged against planning committee decisions?) This will in large part depend on the type of committee that gets adopted (for example, a joint committee of all local authorities in the region or a committee of the regional council with prescribed membership, duties, powers and obligations).

Related to this point is the need to clarify whether a constituent local authority can appeal a decision made by a planning committee or not.

Recommendations

We recommend that:

1. The Government undertakes a stock take of existing capacity gaps in the resource management sector, particularly for local government.
2. Final decisions around the scale of/boundaries for NBA plan making are made in partnership with local government.
3. The Government undertakes further work to identify how NBA plan making boundaries and three waters service entity boundaries will integrate.
4. The Government continues to work with local government to clarify the contents and design of NBA plans. This should include determining the extent to which existing planning provisions can be rolled across into new NBA plans.
5. The Government engages directly with Auckland Council and Christchurch City Council representatives to ensure that insights on their Unitary Plan and Replacement District Plan making processes (respectively) inform the development of the new NBA processes.
6. The Government considers first testing the Freshwater Planning Process to inform the development of new NBA planning processes.
7. Officials develop, in consultation with local government, a clear set of criteria for identifying which regions would be selected to develop model plans.
8. The Government provides early signals around timing and transition requirements to local government. Local government needs early signals as to when it should cease undertaking further reviews of existing planning documents.
9. Officials work closely with local government representatives around the decisions yet to be made on what roles and functions related to plan making continue to sit with constituent local authorities.
10. The Government limits rights of appeal to the Environment Court by removing merit-based appeals.

Clause 22: Contents of plans

While clause 22 provides a useful steer on what will need to be included in an NBA plan, there is still a considerable amount of legislative design and detail to work through.

Local government is not yet clear whether NBA plans will essentially consolidate existing district plans (i.e. district plans being brought together to form individual district chapters in the plan) or whether there will be a fundamental re-write and condensation of existing district planning provisions (the metaphorical starting with a blank canvas). Given that NBA plans will ultimately impact on individual property rights it is difficult to see how they could dispense with a district plan-style process of setting out 'grid by grid' levels of detail for each district. While bringing existing district plans into a single NBA plan is likely the most simplistic approach and would allow individual districts to retain a level of control over planning decisions, this will not necessarily result in plans that are any less complex, shorter, or easier to navigate than what we have currently.

Our sense is that if NBA plans are to properly address both regional and local matters they will, by necessity, be large plans. The larger the plan the longer each part of the plan making process will take, and the less likely communities will be to engage in it.

Clause 22 appears to codify the approach set out in *King Salmon* that national direction gives effect to the purpose of the NBA, and that national direction is in turn given effect to through NBA plans. We support codifying that approach.

Relationship between NBA plans and regional spatial strategies

We note from the drafting of clause 22(1)(d) that the relationship between NBA plans and regional spatial strategies is still to be clarified. We consider that a requirement that NBA plans 'be consistent with' or 'give effect' to regional spatial strategies (or similar legal weighting) is appropriate. Regional spatial strategies should be treated as the higher order planning document (given they are likely to identify areas suitable for development and that should be protected from development), and the contents of them should not be able to be re-litigated by the planning committees working on NBA plans.

Once the relationship between NBA plans and regional spatial strategies is clarified, the Government should give thought to whether a Future Development Strategy, as required under the NPS-UD is necessary. In the interests of achieving system efficiency and reduced complexity, we consider that Future Development Strategy provisions could largely be subsumed within regional spatial strategies.

Clause 22(1)(e): Matters of significance to regions and districts

We are pleased that clause 22(e) appears to give regions and districts the ability to promote outcomes in addition to those provided for in clause 8 (provided their NBA plan promotes the outcomes listed in clause 8). One of the key concerns that local government has voiced around the shift to regional plan making is whether there would be sufficient recognition of the local variation that exists across the districts that make up regions – particularly larger regions, and even smaller ones. However, we note that regions and districts adding their own outcomes into NBA plans has the potential to create even more conflicts between outcomes.

As already indicated, we question whether the setting of outcomes based on local values (and then environmental limits) could be left to communities themselves, as per the requirements of the NPS-FM NOF.

How well matters of significance to individual districts are reflected in NBA plans will depend on a number of factors, including how much detail is included in a plan, what the membership of planning committees looks like, the role that constituent local authorities play in NBA plan making (including technical, policy and public engagement roles) and the opportunities that there are for public input into plan making. This all points to a need to resolve what the process for identifying matters significant to each district is.

Clause 22(2) requirements

Currently clause 22(2) specifies that an NBA plan *may* set objectives, rules, processes, policies or methods, and identify any land or type of land in a region for which a stated use, development or protection is a priority. To provide certainty, reduce the scope for argument around contents of plans and to reduce inconsistency across the country (and indeed potentially regions, if the design of NBA plans is such that there is a chapter for each district in a region) we recommend that clause 22(2) is amended to provide that an NBA plan *must* include the specified matters. This would be consistent with sections 62, 67 and 75 of the RMA.

If use of the word *may* was in part intended to allow a reduction in the amount of content that a NBA plan includes, we suggest the better approach would be for the Government to work with local government and mana whenua to rationalise the list of things that must be included in a NBA plan.

We assume that the intent is that NBA plans will include resource allocation plans. We recommend that this is clarified in the final drafting of the Bill.

Existing plan provisions

As noted above, one of the key matters for central government to resolve with local government is how much detail can be brought across from existing planning documents to new NBA plans. Local government needs clarity around whether there will be any ability to carry across provisions that have been developed through existing plan making processes, and indeed whether these provisions can be brought across without re-opening them up for debate. Or, is the intention that planning committees start with a 'blank canvas'?

While in principle developing NBA plans presents a good opportunity to rationalise and consolidate existing planning provisions, the Government should not lose sight of the significant amount of time and money that has been spent by local government (and its communities) over the years on plan making and review processes, and the considerable amount of public, other local authority and Environment Court input that there has been into these processes. Especially for medium and high growth cities, it would be disappointing to lose the recent investment and progress that has been made to reach agreement on important issues (including ways of adding capacity for housing) through lengthy and expensive mediation or court processes by reopening these matters.

Iwi management plans

The Parliamentary paper sets out an expectation that iwi management plans will be used in the preparation of NBA plans. This is not yet clear from the drafting of clause 22.

We recommend that the complete NBA Bill makes the requirement to use iwi management plans in preparing NBA plans explicit. The Bill should be clear around the legal weight as between NBA plans and iwi management plans.

It would be useful to have an understanding of how many iwi management plans have been lodged with councils and any new resourcing that will be required to address any gaps.

The full Bill should also clarify the relationship between NBA plans and the various pieces of Treaty settlement claims legislation. It should also clarify what will happen in respect of any existing Mana Whakahono a Rohe arrangements.

Alignment with other local government plans

We note that the creation of new NBA plans is likely to necessitate changes to a number of existing local government planning documents, including but not limited

to long-term plans, land transport management plans, infrastructure strategies, biodiversity strategies etc. This part of the transition to the new system will involve a significant amount of time, resource and expense for constituent local authorities.

We note that there may be some political opposition to the level of investment that individual local authorities will need to make to give effect to NBA plans, given their lesser role in plan making. This will be particularly so for any councils not represented on planning committees (if that is the decision that gets made).

Recommendations

We recommend that:

1. The Government involves local government in decisions on the contents of NBA plans. This should include decisions as to how existing planning provisions get dealt with in the new system.

Clauses 23 – 25: Planning committees

The proposal to establish regional planning committees will fundamentally change the way in which resource management planning is delivered in Aotearoa. Although the Review Panel was at pains to emphasise that it was not making recommendations about the need for reorganisation of local government, at face value the shift to regional planning committees (coupled with the proposed creation of four multi-region Three Waters Services Entities) foreshadows a fundamental reorganisation of local government. We acknowledge that such matters are being considered by the Future for Local Government Review.

Our major concern is that the shift to a regional planning committee model has the potential to significantly reduce opportunity for local input into decision-making, particularly given that planning committees are unlikely to be accountable to constituent local authorities. We are concerned that the interests of constituent districts may not be adequately represented on planning committees (if at all) and that the opportunities for the public to engage in plan making processes may reduce significantly – either in reality or as consequence of the shift to larger bureaucracies and larger plans. As noted above, concerns around inadequate opportunities to have input into plan making are shared by small, rural territorial authorities and large, Tier 1 authorities.

Although the processes for plan making (including public input) are still to be worked through, we have some reservations about how likely communities are to engage with a regional decision-making body as opposed to their constituent local

authority. In addition to our concerns around communities' willingness to engage with large and complex planning documents, there is a risk that communities will lack confidence in a regional body's ability to adequately understand or properly consider their specific local concerns and circumstances. The Government should keep this in mind when working through what role constituent local authorities will play in supporting planning committees with policy making and public engagement to inform the development of plans.

Thought could also be given to whether sub-regional committee structures (or indeed planning at scales other than region-wide) may help to ensure appropriate local input, although we acknowledge that this may add a further layer of complexity into an already complex system. Local government should be involved in such discussions.

Clause 23(2): Planning committee functions

Clause 23(2) gives planning committees significant functions, including making and maintaining NBA plans; approving or rejecting recommendations made by an IHP following its consideration of submissions on NBA plans; and the setting of environmental limits for a region. Such a degree of responsibility should be coupled with accountability to the communities that are affected by these decisions. Taituarā is therefore firmly of the view that the local government representatives on planning committees must be elected members. We will return to this in our feedback on Schedule 3 below.

While clause 23(2) refers to planning committees "making" NBA plans, we doubt that the role of planning committee members will be to write NBA plan provisions. Indeed, based on the drafting of clause 5(2)(c) in Schedule 3, it seems more likely that this function will sit with the secretariats that support planning committees. The drafting of clause 23(2) should be clarified to more clearly define the role of planning committee members as being to "make decisions" on NBA plans.

Clause 23(2) specifies that planning committees are responsible for "maintaining" plans. However, it's not entirely clear what this means. For example, it's not yet clear whether planning committees will be responsible for implementing plans, by making decisions on consent or designation applications, managing plan changes (including private plan change requests) and carrying out compliance, monitoring and enforcement functions (CME), or whether some or all of these functions will remain with constituent local authorities.

The local government sector can foresee that some of these functions may shift to regional bodies, particularly CME functions (to ensure that regional plans are being given complied with). The Government must work with local government to

determine where the functions that make up the resource management system will sit.

We support retaining the status quo as much as possible. For example, depending on the final design of NBA plans it would likely make sense for a constituent territorial authority to maintain responsibility for overseeing a plan change process that relates only to their district. However, we acknowledge that there is likely to be some political tension around local authorities (particularly territorial authorities) implementing plans over which they have little control in the making of.

Ultimately, given the long "shopping list" of things that the NBA will require the new plans to address, the task of planning committees needs to be clearly defined and prioritised. Otherwise, we can foresee problems for planning committees around reconciling the range of different angles that members will raise.

Further comments on the membership and support of a planning committee are provided below. Given the significant amount of detail that remains to be worked out, our overarching comment is that the Government must partner with local government on this work. These decisions will have significant implications for local government and will likely result in fundamental changes to the way local government works.

Clause 24: Considerations relevant to planning committee decisions

Broadly we agree with the requirements set out in clause 24 that planning committees must comply with when making decisions.

We make the following specific comments:

- There is no reference in clause 24(2) to the need for planning committees to have regard to IHP recommendations. This seems to be an oversight, given clause 23(2)(b) says that one of a planning committee's functions is to approve or reject recommendations made by an IHP after it considers submissions on an NBA plan. Clause 24(2) should be amended to specifically provide that planning committees must have regard to the recommendations of the IHP when making decisions on an NBA plan.
- Given the potential for public input into plan making processes to be diminished, we recommend that clause 24(2)(b) is amended to provide that planning committees may consider social impact assessments to help inform their decisions. This would help to ensure that planning committees have proper regard to the impacts that their decisions will have on people and communities.

- With respect to clause 24(2)(d), we recommend that a framework is developed (and contained in the NPF) to support planning committees to determine whether conflicts should be resolved by NBA plans or on a case-by-case basis via consents and designations.
- We support planning committees being required to apply the precautionary approach under clause 24(3). This seems particularly important in circumstances where plan making decisions may be underpinned by less evidence obtained directly from affected parties/communities. This reinforces the need for planning committee decisions to be evidence-based, which could be more explicitly required by clause 24.
- As already noted, we support the codification of the decision in *King Salmon* – namely, that the NPF gives effect to the purpose of the NBA, and that NBA plans must in turn give effect to the NPF. The presumption must be that plans give effect to the NBA so that consent decisions can be made without having to have recourse back to Part 2 of the NBA when considering applications. For the avoidance of doubt, we recommend that clause 24(4) be amended to explicitly provide that the NPF furthers the purpose of the Act.
- The NBA doesn't yet appear to include anything around penalties for failure to include national direction in NBA plans. There have, for example, been issues around the New Zealand Coastal Policy Statement being translated into district planning rules. Penalties for failure to incorporate national direction into NBA plans may help to avoid similar issues being repeated.

Clause 25: Power to set environmental limits for region

We reiterate earlier comments around the need for the process that a planning committee must follow to adopt an environmental limit for their region to be clearly set out in the NPF. This process should be developed in partnership with local government and mana whenua to ensure that it is workable.

Recommendations

We recommend that:

1. Clause 23(2) be amended to clarify that the role of planning committees is to make decisions on NBA plans (i.e. not make NBA plans).

2. Clause 24(2) be amended to specifically provide that planning committees must have regard to the recommendations of the IHP when making decisions on an NBA plan.

3. Officials engage closely with local government on resolving which resource management functions continue to sit with constituent local authorities.

Schedule 3: Planning committees

There is considerable detail around the membership of planning committees and how they will be supported that still needs to be worked out. This detail must be worked out in partnership with local government and mana whenua. This should build on other work such as the implementation of the fast-track Freshwater Planning Process.

Clause (1)(c): Membership of planning committees – local government representation

Local government representatives – the role of elected members and officers

Taituarā is firmly of the view that the local government representatives on planning committees must be elected members. Elected members are accountable to the communities that elect them, and so should be responsible for making decisions about use and development of the environment that are likely to involve weighing competing interests and making values-based judgements. The role of an elected member is to make policy decisions based on professional advice.

We are not convinced that it is appropriate for local government officers, who are ultimately unaccountable to their communities, to be responsible for making such decisions. Putting officers on planning committees would fundamentally undermine their role to provide technical and professional advice. Having staff responsible for making decisions that will significantly impinge on private property rights is unlikely to satisfy a local authority's duty to be a good employer, particularly given the potential for significant criticism from elected members and communities if a planning committee makes a decision that is unpopular.

Council staff are well-accustomed to providing elected members with evidence-based policy and technical advice upon which to base decisions. Equally, elected members are accustomed to making decisions based on advice council staff (and members of the public) provide them with. The new system should continue this approach. This will require working through what mechanisms there are for supporting the local government representatives that are appointed to planning committees – both via the planning committee secretariat and via constituent local authorities.

We accept that the local government election cycle will create ongoing changes to the membership of planning committees. However, with good structures in place to ensure that the members of planning committees are well supported, we think that the potential for change in membership of planning committees shouldn't be overly problematic. Indeed, councils themselves manage to deal with significant work programmes despite elected member turnover. Consideration will need to be given

to what transition arrangements can be put in place for situations where members of planning committees need to change following local government elections.

Notwithstanding our view that elected members are the most appropriate representatives to be appointed to planning committees, there are a number of considerations that will need to be worked through, including:

- How to address power imbalances across local government representatives. For example, how do you manage the likelihood that the views of local government representatives from more populated, large urban areas with significant rating bases and political capital will have more sway than the views of representatives from smaller, less-populated districts? Equally relevant is the concern of Tier 1 authorities that a focus on region-wide issues may dilute focus on the need to address urban development and growth issues in their area. Ensuring equitable opportunities for constituent local authorities to contribute to decision-making will be important.
- How does a local authority decide who its representative on the planning committee will be? What is the process for nominating and/or appointing that person?
- How much time a planning committee member's role is likely to take up isn't yet clear. We can envisage that the role will take up a significant amount of time. This may be unpalatable to some elected members who may prefer to have broader input into the wide range of issues and opportunities facing their communities. This needs to be clarified.
- The issue of whether planning committee members are paid, who pays them and how much they get paid needs to be resolved. For example, would a local government representative continue to receive a salary from their constituent local authority? This may raise issues if planning committee members are receiving different levels of remuneration for their work.
- Thought should be given to whether planning committee members are able to delegate their role to another elected member.
- There may be a need to address elected members' gaps in skills and knowledge as they relate to resource management issues. The Government shouldn't assume that all elected members will have the base knowledge and understanding needed to undertake the role. The Making Good Decisions Programme will need to be updated to reflect the new system.
- When territorial authority elected members swear their oath when they take office, they swear to act in the best interests of the district they represent. This will likely be at odds with the requirement for those members of planning committees who are representatives of territorial authorities to act in the best interests of the region their district is part of.

- How to manage existing tensions between local authorities needs to be addressed. Under the current resource management system there is a history of local authorities appealing one another's plans.

These issues should be worked through local government.

We recommend that the Government explores with local government whether something like a technical advisory committee could be set up to support and provide advice or make recommendations to the planning committee, or whether it would be sufficient to provide such advice via the planning committee's secretariat. As noted above, we also recommend that the Government continues to work with local government to clarify what role each constituent local authority will continue to play (or not) in the new system with respect to providing policy advice, technical advice, public engagement and plan making.

Number of local government representatives

The current drafting of clause 1(1)(c)(i) of Schedule 3 suggests that planning committees may comprise one representative from each local authority within or partly within a region. However, the Parliamentary paper suggests that in larger regions there may not be a representative from every constituent local authority. This appears to be driven by a view that the larger the planning committee, the more difficult it may be for it to make decisions effectively and efficiently.

We have some sympathy for these concerns (particularly given objective number 5 of the reform programme). The idea that a larger bureaucracy making a significantly larger plan will be more efficient or effective does run counter to plan making experience. The larger the group involved in any project, the more time that needs to be spent on coordination and resolving disputes across that group. This will be an even greater concern in those regions where there are not strong pre-existing relationships between the members that will be appointed to a planning committee.

Notwithstanding these comments (and our earlier comments regarding the need to resolve the issue of the scale at which planning is undertaken), size in and of itself may not be the biggest issue. There are examples of large decision-making bodies working effectively and ultimately making decisions. Auckland Council, for example, has been able to make a vast number of significant decisions (including in respect of its Unitary Plan) with a governing body of 21 members.

What perhaps is more important is ensuring that each constituent local authority (and ultimately its community) has some means of appropriately contributing to the development of an NBA plan, and in particular the parts of the plan that will impact significantly on their locality and communities. Ensuring appropriate local democratic

input into plan making is not only consistent with the Government's objectives, but consistent with the basis upon which local government operates in Aotearoa.

We acknowledge that there may be mechanisms other than direct representation on planning committees that could be adopted to provide local authorities and their communities with meaningful opportunities to contribute to NBA plan development. Indeed, we acknowledge that one representative from each constituent local authority is unlikely to be the most effective means through which the many and varied circumstances and views of a constituent district and its communities can be addressed. That's why it's critical that in designing the makeup, membership and roles of functions of planning committees the Government shouldn't lose sight of the need to also develop mechanisms for effective and meaningful public input into plan making processes.

How effectively a constituent local government representative is able to contribute to the work of its regional planning committee will depend in large part on both the content of NBA plans, and what roles and functions constituent local authorities continue to perform. If, for example, NBA plans end up being largely a consolidation of existing district plans, and constituent local authorities continue to have responsibility for their component parts, it may be that councils are comfortable with decisions that have more of a regional focus or application being made by a smaller group of local government representatives. All this needs to be worked through in detail with local government.

There is likely to be a need for some variation in terms of size of planning committees across the country. For example, in regions like Northland, Taranaki or the West Coast (each comprising one regional council and three territorial authorities) it would seem entirely practicable and plausible for all three territorial authorities and the regional council to be represented on their regional planning committee. In larger regions like Waikato (one regional council and eleven territorial authorities) and Canterbury (one regional council and ten territorial authorities) working out the number of local government representatives is going to be more complex. A larger planning committee will likely be needed in larger regions.

While at this stage we do not have any particular view on the appropriate size of planning committees, or number of local government representatives that should be appointed, we urge the Government to continue working on this with local government, along with arrangements for input into plan making processes by constituent local authorities and their communities. The Government should keep in mind the need for variation in size of planning committees across regions depending on their size.

Given the significant variation that exists across regions, it seems unlikely to us that a one size fits all approach to the membership, makeup and size of planning committees will be workable. It strikes us that attempting to come up with a consistent approach that will work across the country may be a futile exercise for the Government to embark on.

Instead, we suggest that region-by-region conversations with local government and mana whenua representatives could be a more effective means of exploring and agreeing on arrangements that will work for each region. There is nothing to preclude different arrangements for each region being reflected in the balance of the drafting of the Bill. Indeed this may ultimately be a more effective approach (particularly for achieving local government's buy-in) than seeking to find a single solution that is unlikely to work for all.

We also recommend that the Government builds into Schedule 3 a provision that allows for a review of planning committees at a given point in time after their establishment. Such a review should include consideration of their size and scale at which they are operating, and how this is or isn't satisfying the Government's objectives of an efficient and less complex resource management system that provides for appropriate local democratic input. Such a review would also allow the Government (and local government) to re-consider whether planning committee arrangements need to change if any changes to the organisation of local government do occur off the back of the Future for Local Government Review.

Clause 3: Membership of planning committees – mana whenua representatives

We envisage that similar issues to those noted above will need to be worked through with mana whenua. Giving effect to Te Tiriti requires central government, local government and mana whenua representatives to come together to identify appropriate membership models for planning committees.

Experience shows that mana whenua considers equal membership on local government committees to be optimal to ensure equity of voice. We strongly encourage the Government to ensure that it avoids a situation whereby the number of local and central government representatives on a planning committee significantly outweighs the number of mana whenua representatives.

One of the key issues we encourage the Government to give greater consideration to is not just the number of mana whenua representatives, but a broader understanding of how mana whenua are approaching work on a regional basis. We understand, for example, that mana whenua partners in Wellington have prioritised taking more of a focus on working in their own catchments and have shifted away from working as a regional collective. We are concerned that the Crown's proposed shift to a more

centralised system may be at odds with the views of iwi and hapū. Slowing down the reform process to allow for more genuine and meaningful engagement with mana whenua will help to better understand their current thinking and approaches and ensure that there is less disconnect between their views and the changes the Government is proposing.

A further issue that needs to be resolved is how entities created under Treaty settlements will be represented. Mana whenua must be involved in these discussions.

Clause 2: Membership of planning committees – Minister of Conservation's representative

In principle we are comfortable with the proposal for central government participation in planning committees. However, if central government is to play a more active role in regional planning (including through the committees responsible for preparing regional spatial strategies) work needs to be done to improve working relationships between central and local government.

One way to help ensure a constructive working relationship is by ensuring that the Government's representative on each planning committee has a good understanding of the region they will be supporting, and the varied local circumstances of the cities and districts that make up the region. The Government's representative will also need to have a good understanding of the provisions of the NBA.

For this reason, we are not convinced that a representative of the Minister of Conservation is the most appropriate person to represent the Government on planning committees. Input from the Minister and Department of Conservation into resource management planning is largely historic and a legacy element. Given the breadth of issues that planning committees will need to consider, including concerns relating to infrastructure and housing development and climate change, we suggest that a representative of another central government agency may be more appropriate. We envisage that the Minister and Department of Conservation will continue to have input into the NPF, and so suggest that a representative with a broader purview of central government work programmes would be more appropriate.

Central government funding towards the NBA plan making process would also help with building strong relationships. We make further comments on this below.

The scope of the central government representative's input into plan making should also be resolved. While we can see value in central government having involvement in some regional decision-making, it will be important to ensure that this isn't at the

expense of local communities being able to influence and make the decisions that will directly affect them.

Finally, we raise the issue of whether in time there will need to be representation from the new Three Waters Services Entities on the planning committees. This may help to ensure that there is alignment between resource management and water service delivery functions.

Links with joint committees working on regional spatial strategies

We understand that the Government is exploring options for setting up joint committees to deliver regional spatial strategies, as recommended by the Review Panel. Acknowledging the considerable amount of work that is still to be done, we have a number of questions as to the relationship between the NBA planning committees and the spatial planning committees, including:

- Will the members of both committees be the same, or will there be some difference in membership? (We anticipate that there will be some differences, particularly given the likelihood that a broader range of central government agencies will seek to be involved in spatial planning).
- Will both committees be supported by the same secretariat, or will a different secretariat be established for each committee? How will funding arrangements be the same or differ if each committee is supported by a different secretariat? How will mana whenua be involved in any secretariat arrangements?
- What, if any, mechanisms will be put in place to enable the two committees to engage with one another on matters of mutual interest (if separate committees are established)?
- Notwithstanding that the relationship between NBA plans and regional spatial strategies is still to be resolved, who will provide oversight in respect of whether NBA plans are consistent with/giving effect to (or whatever legal weighting is adopted) regional spatial strategies?

Clause 4: Appointment of planning committee chairperson

It is difficult to form a view on either who the appropriate chairperson of a planning committee would be, or what process should be adopted to appoint one, when there is still a lack of clarity around the final membership of planning committees, and the committees' roles and functions. It is also difficult to form a view without knowing precisely what role the chairperson will play.

These details should be worked through with local government and mana whenua.

Clause 5: Planning committee secretariat

Clause 5(2) sets out the various functions that a planning secretariat will perform. These functions appear to extend beyond simply supporting the coordination and delivery of meetings, and include providing policy advice, commissioning expert advice, and drafting planning provisions. It seems likely that the roles of the secretariats will be wide-ranging and extensive.

Based on the current drafting of clause 5(2) it isn't clear whether secretariats can develop technical advice in-house, or whether they will play any role in engaging with communities on the development of the plan. It is also unclear what role the secretariats will play with respect to partnering with mana whenua. These points should be clarified.

Indeed, one critical point that doesn't yet appear to have been addressed is what role mana whenua representatives will play within the secretariats themselves. We anticipate that mana whenua will expect to be part of the planning committee secretariats regardless of what form or structure they ultimately take. Central government resourcing of this should be a key part of the Government's implementation programme.

It's not yet clear what the Government's thinking is around the organisational and management structure of these secretariats. Would a separate organisation be created, or would the secretariat be housed within a regional council? It's also not clear who would employ secretariat staff. Would staff currently employed by constituent local authorities be seconded or redeployed to the secretariat, or would they be employed by an entirely new employer? Would staff need to be housed centrally, or could they be spread throughout the region in their constituent local authorities? What happens if staff are unwilling to relocate?

Regardless of the organisational structure that gets chosen, work will need to be done to address management and technical leadership arrangements and to ensure that secretariats have appropriate capability and capacity. For example, if a secretariat was to sit within a regional council, additional capability and capacity for policy matters that regional councils don't typically work on will be needed. If secretariats sit within regional councils, we can foresee issues around achieving appropriate representation of territorial authority interests.

A key issue is working out what the new arrangements will mean for existing local government officers' employment contexts. Work needs to be done to clarify what changes there will be to existing roles, whether people may be redeployed into new roles and what, if any, roles may be made redundant. If the intent is that secretariats are made up of staff seconded from constituent local authorities, work will need to

be done to clarify secondment arrangements. This will need to include addressing remuneration and employment conditions. We can foresee issues if these are inconsistent across staff that get seconded from constituent local authorities.

Work will also need to be done to clarify the employment arrangements for any mana whenua representatives that are appointed to secretariats.

Other operational matters that will need to be worked through include establishing good policy development and evaluation processes, corporate arrangements and processes, working out where secretariats are located and whether and how they travel throughout regions, and addressing health and safety matters (among other things). There will also be work to clarify and build relationships as between joint committees, constituent local authorities, the IHP and the regional spatial planning committee (if the membership of this committee is different).

Allowing sufficient time to address these many matters and get secretariats up and running will be critical. Central government support with this, including resourcing, should be a key part of the Government's implementation programme.

Regardless of the arrangements that get decided upon, work must be done to clarify what roles and functions continue to sit with constituent local authorities.

Funding the secretariat

Clause 6 of Schedule 3 of the exposure draft suggests that the current intention is that local authorities fund planning committee secretariats.

We can foresee some challenges with this approach. Local authorities and their communities are likely to be reluctant to fund plan making processes that they have little control over, and plan making bodies that are unaccountable to them. This may make it difficult for local authorities to guarantee sufficient funding being allocated through their long-term plans. Some communities have already spent considerable amounts of money on plan making, which is typically an unpopular spend item, and may be reluctant to spend more. Careful thought needs to be given to how to deal with situations where communities don't support the level of funding that is needed from their constituent local authority to enable the secretariat to function.

If the intention is that local government funds the secretariats, there is still a considerable amount of detail to be worked out, including the proportion of funding that each local authority provides; whether funding would be provided by all local authorities in a region or only those represented on a planning committee (if the final decision is that not all local authorities are represented); the frequency with which funding would be provided; and what the funding would cover.

If the after the Select Committee process is finished the view remains that local government should be responsible for funding secretariats, it does strike us that the most straightforward option would be for funding to come via regional councils. However, this would likely then lead to a conclusion that secretariat functions should sit within regional councils. Further work needs to be done to explore whether this is the most suitable option, and to identify what role each constituent territorial authority continues to play in plan making to ensure appropriate representation of individual districts and cities.

Regardless of the approach taken, local government will need early signals around the arrangements for funding secretariats so that necessary funding can be factored into long-term plans and discussed with communities.

These challenges ultimately justify further work being undertaken around what role central government should play in funding secretariats. Central government funding would help to allay some of the challenges we can foresee if local government is responsible for funding secretariats. It would help with getting planning committees and their secretariats up and running more efficiently. Central government funding would also help with establishing the relationships that will be necessary for an effective system from the outset, by alleviating some of local government's concerns around the tendency for central government to impose further requirements on councils without additional financial support.

There is considerable public benefit in getting the new planning system right. Central government funding would help to ensure that the new system delivers the objectives the Government is seeking, particularly if its view is that these objectives will be best achieved via regionalised plans, as opposed to a case-by-case consent approach.

Schedule 3 is currently silent on the issue of who funds planning committees (for example, who pays local government and mana whenua representatives to participate in planning committee governance arrangements?) This needs to be addressed in the balance of the Bill, along with further details around how secretariats get funded.

We are strongly of the view that mana whenua participation in planning committees and secretariats should be funded by the Crown as the Treaty partner. Central government funding will enable iwi and hapū to build their own capacity to actively participate in the new system.

Recommendations

We recommend that:

1. All decisions as to the membership and makeup of planning committees be worked through in partnership with local government and mana whenua. The Government should give thought to working through these issues on a region-by-region basis.

2. The Government reconsider the proposal that its representative on planning committees be a representative of the Minister of Conservation.

3. All decisions as to the set-up, organisational structure and working arrangements for planning committee secretariats be worked through in partnership with local government and mana whenua.

4. The Government considers funding the planning committee secretariats. Funding arrangements should be worked out in partnership with local government.

5. Central government funds mana whenua involvement in planning committees and secretariats as the Treaty partner.

System efficiencies

The Select Committee's Terms of Reference ask it to "*collate a list of ideas (including considering the examples in the parliamentary paper) for making the new system more efficient, more proportionate to the scale and/or risks associated with given activities, more affordable for the end user, and less complex, compared to the current system.*"

We make a number of specific recommendations throughout this submission that address this point and set out some further thoughts below.

As already noted, based on what's currently included in the exposure draft we're not convinced that the reform objective of improving system efficiency and effectiveness and reducing complexity will be met. Consistent issues with the current system relate to costly and time-consuming processes, and we are not sure that adding further layers of matters to consider will minimise these concerns in the new system. But judgements on how well this objective is met (or not) will be easier to make once the balance of the drafting of the Bill is available, there is clarity on how it integrates with the SPA and CAA, there is more detail around the NPF and the arrangements for transition and implementation are clearer.

The NPF has the potential to significantly reduce complexity and support a more efficient and effective system, particularly by removing the scope for debate on issues that should be resolved at a national level. However, whether this proves to be the case remains to be seen. The devil will be in both the detail of the process for setting the NPF, and the direction that it contains.

Reform of the resource management system

If one of the Government's key objectives is efficiency, we are not convinced that a complete overhaul of the resource management system is the most efficient approach it could take. History tells us that the transition to and implementation of the RMA was complex, problematic and took a significant amount of time. As already noted, we have concerns about the existing workforce's capacity to deal with the significant amount of reform that is proposed.

If the Government wants a system that is more efficient, we are strongly of the view that it should re-visit its decision to undertake a complete overhaul of the system this Parliamentary term. Instead, taking a "bite-sized chunks" approach (as detailed earlier in the introductory section of this submission) could better achieve not only the objective of efficiency, but also a system that is more effective.

Integration of the component parts of the new resource management system

To reduce complexity and improve system efficiencies, the NBA and NPF must provide clear direction without requiring recourse to Part 2 of the NBA for every decision. This principle is partially included in the exposure draft in clause 24(4). Similarly, clause 25(2)(c) allows for the NPF to direct changes to an NBA plan without using a public plan change process (meaning it can be done without recourse to Part 2 of the NBA).

We suggest that this principle is expanded and applied to all levels of the system, including to regional spatial strategies, which we understand will sit between the NPF and NBA plans. Practically, this would mean that if an area is identified for urban development under a regional spatial strategy, then that can be included in an NBA plan without having to refer back to Part 2 of the NBA. This would allow a regional spatial strategy to direct an NBA plan to include and zone new growth areas without resorting to public plan change processes. This would help to achieve a more efficient and less complex system.

The role of the Environment Court

One of the key ways in which the system could be made more efficient, less complex and affordable for the end user is by clarifying the role of the Environment Court.

Given the significant role that the Environment Court plays in the current system we are somewhat surprised that there isn't any thinking on the role it plays reflected in the exposure draft or the Parliamentary paper.

As already noted, one of local government's key concerns is the policy making role that the Environment Court plays in the current system. Plan making (and place-making) decisions should be made by the communities that will be affected by them, not the Court. We suggest that appeals on planning decisions should be limited to challenges on points of law only. This would help to ensure that planning decisions don't get unreasonably held up by repeated, time-consuming and costly merits-based appeals, which ultimately undermine a planning system that is underpinned by democratic, local input.

The new Freshwater Planning Process limits rights of appeal, depending on whether a regional council accepts or rejects a recommendation of the freshwater hearings panel. If a recommendation is rejected, a merit-based appeal to the Environment Court is permitted. If recommendations are accepted, appeals are limited to appeals to the High Court on points of law. This process, and learnings from it, should be looked at in the development of the NBA.

Another issue appears to be the current variation in approaches taken by Environment Court Judges across the country. Currently Judges seem to have a significant amount of discretion to determine whether matters get referred to mediation or go to a hearing. Requiring greater consistency of approach across the country, and some clearer parameters around how processes will run would help to reduce the potential for the inefficiencies that result from the uncertain and variable way in which some matters are dealt with by the Court.

The consenting process

The Government appears to be of the view that loading the front end of the resource management process (i.e. developing good, comprehensive plans) has the potential to drive efficiencies at the consenting end of the process. The extent to which this proves to be the case remains to be seen. It will depend in large part on final decisions that the Government makes around the extent of the "shopping list" of matters that plan makers must consider and how plan making happens. The time that it will take to develop comprehensive plans that will support efficient consenting processes should not be underestimated, particularly if some of the issues around how to resolve tensions within regions and ensure an appropriate level of local input into plan making are not addressed.

However, whether the consenting process is efficient ultimately depends on the consenting mechanisms that get included in the full NBA Bill. Some options for making the consenting process more efficient include:

- Considering whether limited notified consent applications could be considered by some means other than a full hearing. For example, thought should be given to whether an informal mediation could be led by the consent application processing officer with the applicant and any objectors. The purpose of the mediation could be to determine whether the applicant could make any concessions in light of concerns raised. If concessions were made, plans could be amended, with the consent officer making a final determination on the application based on feedback received. Such a process wouldn't require the calling of any evidence or any formalities.
- Exploring alternative notified consenting processes. This could include removing an applicant's and submitter's ability to request a hearing commissioner to determine notified applications (as currently provided for by section 100A of the RMA). This would free councils up to process notified applications by some means other than a formal hearing, reducing processing time and costs for all parties, with councils retaining the decision-making function rather than delegating it to a third party.
- Looking at options for the establishment of one national, centralised online consent application portal. This would do away with councils needing to record every application stage in MfE's monitoring spreadsheet, which is laborious and time-consuming.
- Developing a national set of template consent conditions that can be tailored locally. A 'go to' reference document of this kind would help councils to issue consents more efficiently.
- Exploring options for implementing a consistent, national approach to consenting fees. This would help to deliver consistency and reduce complexity. There is precedent for such a national approach in Victoria and the United Kingdom. These examples should be looked at.
- Exploring the option of developing a set of centrally prepared good design guidelines. Councils are preparing their own guidelines now in light of the NPS-UD, but we understand that there is a considerable amount of overlap in the principles councils are developing. One set of guidelines (with the ability to tailor them to local circumstances where appropriate) would be a more efficient approach.

All of these options (and others) should be explored in partnership with local government.

We understand from the Parliamentary paper that there is an intention that NBA plans make greater use of permitted and prohibited activities and reduce the number

of discretionary activities. The Government needs to work through the range of activity statuses that are provided for in the NBA in much further detail with local government. We understand that currently there are different views within the sector as to the appropriate range of activity statuses.

Use of digital tools

We understand that as part of its work on transition and implementation the Government is giving thought to whether greater use of digital tools could help to improve system efficiencies and effectiveness and reduce complexity.

In principle we support greater use of digital tools. However, for greater use of digital tools to satisfy the objectives of efficiency, effectiveness and less complexity, the following factors will need to be kept front-of-mind:

- Any work that the Government does around developing a digital strategy/plan should be informed by an evidence-based understanding of the digital tools that local government is already using to deliver its resource management functions, and the issues with and gaps in these tools.
- Ensuring that there is integration across systems, including tools for e-planning, consenting, property systems and CME will be critical. For example, efficiencies could be driven by creating a digital tool that would enable parts of the NPF to be easily inserted into NBA plans.
- The Government should not lose sight of the cost implications for local government of changing to new systems, particularly where councils have already made significant investments into digital tools and SAS (software as a service) agreements.
- Arrangements for transitioning from existing tools and software to any new tools will need to be carefully planned. These should take into account any existing contractual arrangements that local government has around digital tools and SAS.
- Digital access and literacy will need to be addressed as part of any shift to greater use of digital tools. Capability and capacity building (including guidance and training) needs to be properly resourced by the Government to avoid creating inequities.
- Clear signals around any changes that will need to be made to existing digital tools/expectations around use of digital tools will need to be provided to local government early to assist with planning, budgeting, and making transition arrangements.

Central government funding of new digital tools and implementation of them will be critical. This will help to ensure widespread uptake and consistency across the country, which will be key to driving efficiencies.

Monitoring the shift to the new system

Mechanisms for measuring how effective the new NPF and new NBA plans are will be important. Strong monitoring will help to ensure that the Government is aware of and able to address any issues with the new system, particularly as they relate to efficiency and effectiveness.

Recommendations

We recommend:

1. That the Government considers whether a staged approach to reforming the resource management system may better deliver the outcomes it is seeking to achieve.

2. That appeal rights to the Environment Court be limited, and that clear parameters around how Environment Court processes will be run be included in the full NBA Bill.

3. That the Government continues to engage with local government on options for creating a more efficient resource consenting system, including working through an appropriate range of activity statuses to include in the NBA, and exploring alternative notified consenting processes.

4. That any shift to greater use of digital tools and platforms be resourced by central government to ensure consistency and uptake.

Appendix 1: Eight Principles of Effective Implementation

1. ***Start early*** - officials should not start thinking about what to do about implementation the day after enactment of the legislation. While the roll-out of implementation support programmes necessarily follows enactment (which in turn follows development of policy advice), the design and development of the implementation programme should start earlier. Elements of this should be concurrent with policy and legislative processes. Indeed, it is difficult to see how a rigorous assessment of policy options can be undertaken without identifying the costs and practicalities of implementing them.
2. ***Work with the stakeholders*** - for any legislative initiative impacting on local government there will be a range of groups with a stake in successful implementation. This includes not only the national sector organisations such as Taituarā and LGNZ but also related professional organisations, and a variety of occupational institutes and associations. Engagement with these stakeholders can contribute a lot towards achieving effective implementation.
3. ***A separate process*** - Taituarā has been pleased to see the increasing willingness of central government to engage with local government during the policy development process. While engagement with local government on implementation is likely to involve many of the same stakeholders, it should be set up as a separate project.
4. ***A single shared plan*** - Taituarā and other sector stakeholders will often see it as part of their role to support the implementation of new legislation by local authorities (they may for instance have existing good practice guidance they will need to revise). If the actions of central government agencies and local government sector organisations are not coordinated, then there are risks that some work on some issues will be duplicated or may fall between the cracks. A single agreed common plan of action around the implementation process avoids these risks and is likely to lead to the most effective use of the available resources.
5. ***Use existing tools and technology*** - stakeholder organisations will generally have established and effective channels of communication with their constituents within local authorities. They may already have tools and guidance material that are widely known, recognised and used within local authorities. Government agencies should be encouraged to use these as much as possible, rather than establishing competing channels and tools.
6. ***Clarity about audiences and needs*** - there are a range of audiences, spanning elected local authority members, managers, and hands on practitioners in the specific affected areas of work. Their needs and the best means of addressing them are likely to differ. For instance, we would argue that the technology developed by our Legal Compliance Programme would often be the best available technology for meeting the needs of managers and practitioners, but it does not address the needs of elected members.

7. ***Linkage to Select Committee process*** - if work on developing guidance material as part of an implementation programme is started early enough there are opportunities for this to feed back in a positive way into the Select Committee process. This reflects our experience with development of legal compliance programme modules. The detailed work undertaken to identify the practical means of complying with legislation sometimes highlights technical shortcomings in the legislation that is being worked on – gaps and disconnects, inconsistencies and contradictions, and areas requiring clarification. If the effort is made to start this work early, there is the opportunity for these sorts of issues to be addressed prior to enactment.
8. ***Life-cycle approach*** - once legislation is enacted there is a necessary ongoing maintenance task for the administering department. New issues may arise, areas of uncertainty or contradiction may come to light, and provisions may be interpreted in unexpected ways by either practitioners or the Courts or both. The ability of a department to respond effectively and properly maintain the legislation depends on the strength of its systems for feedback from users. Engaging openly with stakeholders on implementation can assist this by establishing the foundation of relationships that support open information flows into the future.


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6.6 AUDIT REPORT FOR THE 2021-31 LONG TERM PLAN

File Number: **A3334278**

Author: **Janice Smith, Chief Financial Officer**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To present the Audit New Zealand management report on the 2021-31 Long Term Plan

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

Audit New Zealand are the appointed auditors for Council. They are charged with auditing the Council's Consultation Document and the subsequent Long-Term Plan.

The output from the audit process is a management report that identifies any issues that require management attention.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Audit report for the 2021-31 Long Term Plan.

TĀHUHU KŌRERO / BACKGROUND

Audit New Zealand carried out the audit of the Consultation Document and the Long-Term Plan between January 2021 and June 2021.

The attached management report details the process followed and any matters raised during the audit.

MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND NEXT STEPS

The management report identifies three issues that were brought to Council's attention. They were:

1. Three waters reform:

   The report notes that a "matter of emphasis" was included in the report and notes that:

   Due to its uncertainty (three water reform), we have continued to conclude that bringing the readers' attention to the three waters reforms by including an emphasis of matter paragraph in our opinion is appropriate

2. Uncertainty over asset condition and performance information:

   The report acknowledges that Council is on a journey to improve asset condition and performance information and that this was disclosed in the plan. The report noted that:

   We have concluded it is still appropriate to include an emphasis of matter paragraph in our opinion highlighting to the reader the uncertainty over the water supply and wastewater asset condition and performance information

3. Capital expenditure achievability:

   The report makes comment on the previous levels of capital work achieved, particularly referencing the additional funds allocated to Council through the Economic Stimulus Employment Opportunities funds. The report noted that:

   We have concluded it is still appropriate to include an emphasis of matter paragraph in our opinion highlighting to the reader the uncertainty over the water supply and wastewater asset condition and performance information

The report also contained three areas where management were asked to provide comments. Two of those areas related to future iterations of the plan (Infrastructure Strategy and Waka Kotahi funding).

The third specifically referred to the Consultation Document presentation of the proposed transition from land value rating to capital value rating. The comments noted:

The Office also found that the CD's presentation of the proposed rates basis transition from land value (LV) to capital value (CV) phased over the 10-year period (that is, 90% LV/10% CV in year 1 through to 100% CV in year 10) was not in line with legislation as it appeared to apply to the general rate. This is because the basis for a general rate must either be 100% LV or 100% CV (it cannot be a mixture of the two).

Management have commented on this and provided the following response:

Council does not agree with your comment in relation to the proposed rate transition from LV to CV. Council proposed a "general rate" that was based 100% on land value. Council then proposed a "targeted differential" based on CV and that moved a proportion of the rates requirement from LV to CV over a 10-year period. The methodology followed did not create a composite rate as that is not legal under the Local Government (Rating) Act 2002. The Consultation document showed the rate "examples" with a header indicating 90% LV/10% CV as that was the only way to incorporate the transition into the table. It did not mean that the General Rate was based on anything other than 100% of the underlying values. It is Council's view that the comments above are incorrect.

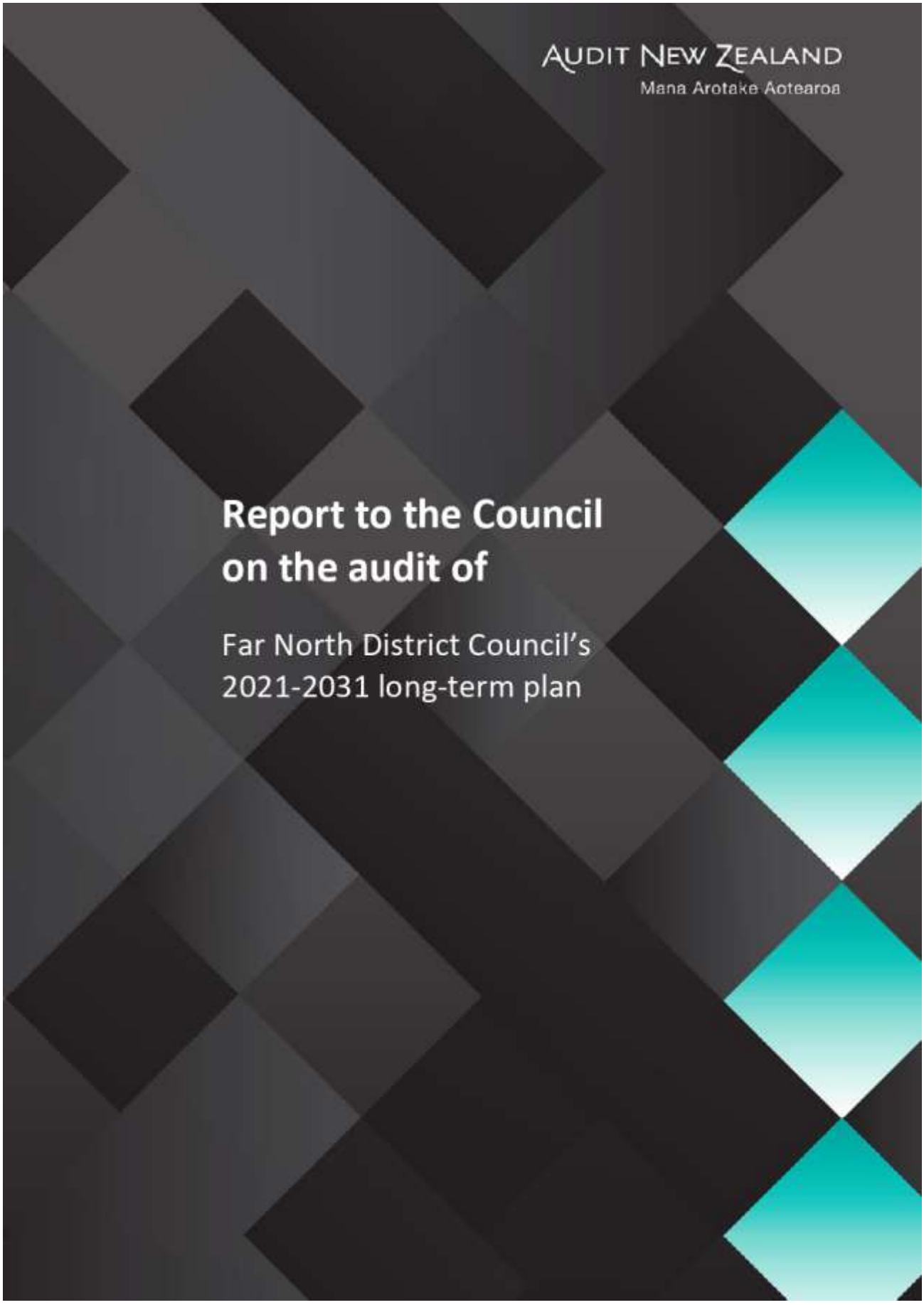
To ensure that should Council wish to revisit a change to capital value in the future, the wording used to explain the transition will be reviewed externally to ensure compliance with the requirements of the Local Government (Rating) Act 2002.

PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

None

ĀPITIHANGA / ATTACHMENTS

1. FNDC 21P - LTP Report to Governors - A3334155 ⇩


AUDIT NEW ZEALAND
Mana Arotake Aotearoa
Report to the Council on the audit of
Far North District Council's 2021-2031 long-term plan

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Key messages

This report sets out our findings from our audit of the Council's 2021-31 long-term plan (the plan) and, where appropriate, make recommendations for improvement. It should be read in conjunction with our report from our audit of the Council's consultation document (CD) for its proposed plan, which was issued in final on 19 April 2021.

Overall, we are satisfied that the Council has produced a plan that fulfils its purpose as described in the Local Government Act.

Audit report

We completed our audit of the Council's plan and issued an unmodified opinion on 24 June 2021.

We included three emphasis of matter paragraphs in our audit report to draw the readers' attention to the uncertainties associated with the three waters reforms, the water supply and wastewater assets condition information and the delivery of the capital programme.

Matters identified during the audit

We recommend:

- identifying more options available for significant issues and decisions noted for each activity group in the Infrastructure Strategy;
- for different options identified in the Infrastructure Strategy, determine the associated costs and benefits, and make a clear disclosure of such estimated impact for those options;
- revisit financial forecasts as and when confirmation of funding from Waka Kotahi is confirmed; and
- rates calculations and proposed changes to the rating system are subject to internal quality assurance processes to reduce the risk of error and to ensure compliance with legislation. If the Council wishes to pursue a transitional arrangement for changing its rates basis from capital to land value in the future, it should obtain legal advice before doing so.

Thank you

We would like to thank the Council, management and staff for their assistance during the audit.



David Walker
Appointed Auditor
9 August 2021

1 Our audit report

1.1 Our opinion was unmodified

We issued an unmodified audit opinion on the long-term plan on 24 June 2021.

This meant we were satisfied that the Council's long-term plan meets the statutory purpose and provides a reasonable basis for long-term, integrated decision-making and co-ordination of the Council's resources, and accountability of the Council to the community.

We found the underlying information and assumptions used to prepare the plan were reasonable.

We included emphasis of matter paragraphs in our audit report to draw the readers' attention to the uncertainties associated with three water reforms, the water supply and wastewater asset condition information and the uncertainty over the delivery of the capital programme.

1.2 Uncorrected misstatements

The long-term plan is free from material misstatements, including omissions.

During the audit, we discussed with management any misstatements that we found, other than those which were clearly trivial. These were subsequently corrected before finalising the plan.

1.3 Project management, reporting deadlines and audit progress

The development of the CD and plan is a significant and complex project and a comprehensive project plan is required for a successful plan process.

The Council had a detailed project plan which included key milestones, deadlines and the work streams responsible. This contributed to producing quality underlying information documents and enabling the Council to meet all key deadlines.

The Council continues to be receptive to audit recommendations and is focussed on continuous improvement. In addition, Council staff were available throughout the audit and provided requested information in a punctual timeframe. Overall, this equated to a smooth audit process with no significant issues.

2 Matters raised during the audit of the plan



In this section we have raised recommendations identified during the audit:

2.1 Three Waters Reforms

The proposed three waters reforms programme considers structural changes to how water supply and wastewater assets are owned and managed (with the potential for stormwater assets to be included).

Cabinet was expected to make decisions on the reform programme in April/May 2021. However, no such announcement was made until after the Council adopted the plan.

Consistent with the CD, there are no significant changes noted in relation to the Council's assumptions made on the three waters reforms. The Council included disclosure on page 16 of the plan document about the Three Waters Reforms and the uncertainty this may create in the future. We have reviewed the three waters reforms assumptions disclosed in the underlying information and assessed the Council's assumptions and disclosure to be reasonable at the time of approving the plan.

Due to its uncertainty, we have continued to conclude that bringing the readers' attention to the three waters reforms by including an emphasis of matter paragraph in our opinion is appropriate.

2.2 Uncertainty over the water supply and wastewater asset condition and performance information

During the CD stage, we reviewed the quality of the asset information used by the Council to inform its renewals required and forecasted in the plan.

Although the Council continues to update its asset information, undertake condition assessments, and monitor asset performance, the asset data used to support its infrastructure replacement and renewal programme was assessed as continuing to improve hand-in-hand with the implementation of Project Darwin.

Nonetheless, there remains a risk that Council may not have correctly identified some of its less critical water supply and wastewater assets and that these may need replacing during the period of the long-term plan.

In the CD and its underlying information, the Council disclosed how it has reduced this risk and also how it proposes to spend more in the future on understanding the state of its assets.

The main areas of uncertainty that arose from the CD stage were:

- The Asset Management Maturity (AMM) review completed by Field Force 4 in April 2020 reflected a point in time assessment using the 2018 Asset Management Plans. This indicated Council were currently at a "core level" in terms of their asset management maturity and there was further work needed to further enhance their asset management practices.
- As at the plan stage, no subsequent reassessment has been completed, to indicate how much progress has been made since this assessment. (As would be expected over the four months between the CD and the plan.)
- The recent Water and Wastewater valuations that were completed in May 2020 indicated that the asset performance and condition information was reliable. We understand this is based on an extrapolation of a sample of data tested by Campbell Consulting.

As at the plan stage, the above information remains the most up-to-date information to be used as the basis of our assessment.

Physical inspection of Council's water and wastewater assets continues to be performed by Council. To date we have seen that information has been collected for some assets located in the township of Paihia, however, there are still a large number of underground assets to be inspected to reconfirm current data and gather reliable and up to date information.

We have reconsidered these matters and the level of uncertainty around Council's asset management, specifically around Council's asset condition and performance information, for water and wastewater network assets, which remained unchanged for the final plan.

We have also reviewed the renewals forecast for water supply and wastewater network assets to determine whether there were any significant changes since the CD stage that should be reconsidered. There were no material changes to the CD stage capital work programme proposed for water supply or wastewater network assets in the final plan.

The Council has made appropriate disclosures around the asset information reliability on page 16 as well as in the Infrastructure Strategy section in the plan document. Additional disclosure on its intention and progress made with Project Darwin has also been disclosed in the Financial strategy section and in the Infrastructure Strategy.

We have concluded it is still appropriate to include an emphasis of matter paragraph in our opinion highlighting to the reader the uncertainty over the water supply and wastewater asset condition and performance information.

2.3 Capital expenditure achievability (do-ability)

We reviewed the reasonableness of the Council's capital expenditure achievability assumption, first by considering how much of the Council's capital budget has been delivered over the past three years.

When the Council's actual capital works delivered was compared to the Council's budgeted capital plans it showed that less than 75% of planned works was delivered over the past three years. This initially cast some doubt on Council's ability to deliver on the proposed capital plans that had been forecast in the plan.

During the audit the Council prepared a Capital Achievability statement to be included as part of its underlying information to ensure that it was transparent about the level of uncertainty for this assumption.

Since the CD stage, the nation-wide resource constraints have become more apparent. We have therefore reassessed the Council's assumption around capital plan achievability to ensure it was reasonable and supportable.

We noted the additional work the Council is doing to build capacity, such as:

- Appointment of a Business Analyst/ Project Planner in Project Management Office (PMO)/ Infrastructure Asset Management (IAM) space to work closely with subject matter experts, Finance, managers and leads, to help plan and co-ordinate the initiation of major organisational projects effectively prior to the plan inclusion.
- Appointment of a Project Coordinator in the Capital Delivery Team to manage the administrative tasks, such as document and information distribution, report and communication.
- Continue implementing a project management framework with clear lines of responsibilities and accountability.
- Active engagement with smaller local contractors (many of whom had not previously engaged with Council) to enable them to contest for some of Council's smaller, less complex projects. To date, Council has engaged with approximately 65 contractors in this space to enable them to prepare for a further influx of work aimed at this segment of the contracting market.
- Structural change to an asset condition-based renewals/ Level of Service (LOS) programme opposed to current financial depreciation ("Date based") model. This action is being delivered by implementation of Programme Darwin in the first year of the forecast plan period.
- A number of projects are currently at the delivery stage which also helps support the do-ability of the Council's capital plans in the early years of the CD.
- Increase in dedicated staff to manage the forecast capital expenditure as well as introducing more lead-in time to the programme to allow more realistic time frames for project planning and detailed design and securing necessary consents.

- Levels of third-party funding forecasted has not declined and the majority of the Business-as-Usual projects have been phased between Year 4 and Year 10 (if the project is not already at its capital work phase) so that the Council has time to build up strong planning for the capital project before it is initiated.

The above assessment provided good support for us to conclude that the Council's capital expenditure achievability assumption remains reasonable at Council level for the final plan.

The plan made reference to the above points and Council has acknowledged that the construction market has tightened across the country, and that all councils are competing for constrained engineering and construction resources. The Council intends to maximise local resources available within the Far North by contracting with local suppliers and partners where available.

The Council also continues to support the tiers 2 and 3 local suppliers such as the Far North Builders Ltd and Northwest Builders to become Site Safe accredited so that they can bid for capital work that they would not normally have considered before. This aligns with the Council's focus to increase Far North's resources.

Based on the information that was made available to us during the audit we were able to conclude that the Council's assumption appeared reasonable and supportable and that the disclosures included in the plan were appropriate in supporting how Council plans to achieve its capital plans. Given the uncertainty around this assumption we have included an emphasis of matter paragraph in our opinion highlighting to the reader the uncertainty over the assumption.

2.4 Infrastructure strategy

During the CD stage, we provided detailed feedback to Council for consideration on matters that were not material for the audit of the CD, but more significant to the plan stage.

Key recommendations included:

- Council needing to clearly outline the significant infrastructure issues/challenges that they expect to face and the principal options available for years 11 through 30; and
- significant decisions will need to identify principal options it intends to consider, and the Council's preferred option available rather than a list of projects. A clear disclosure as to whether these decisions will require further consultation should also be made in the strategy.

Council has reviewed the Infrastructure Strategy considering the recommendations reported and agreed that the final Infrastructure Strategy that will form part of the final plan will fully address these recommendations.

In reviewing the final Infrastructure strategy, further improvements were identified for the Council to consider for the next long-term plan round to further enhance the document. This includes:

- identifying more options available for significant issues and decisions noted for each activity group; and
- for different options identified, determine the associated costs and benefits, and make a clear disclosure of such estimated impact for those options.

Management comment

Council notes your comments and will ensure that these points are considered for the next Infrastructure Strategy.

2.5 Funding from Waka Kotahi

In May 2021, Waka Kotahi NZ Transport Agency endorsed the indicative investment levels for continuous programmes as part of developing the 2021-24 National Land Transport Programme.

The Council reviewed their budgets, taking this information into consideration, and identified that there was a funding shortfall of $12.1 million relating to the Waka Kotahi share of funding for roading projects.

The advice received did not have a detailed allocation attached and was still indicative at the time of adopting the plan. In response to this, Council looked to remove a total of $17 million from its roading programme to address the identified shortfall in funding. This includes both the Council and Waka Kotahi share of funding.

If the Council decided not to adjust for the shortfall in funding or did not identify an alternative funding source through either debt or reserves, it is likely that the impact would have been material to the forecast financial statements.

We recommend that management revisits the financial forecasts when the Waka Kotahi funding allocation is approved and, if required, update these as part of the annual plan process.

Management comment

Council agrees with your comment and will be reviewing the Waka Kotahi budgets as part of the 2022/23 Annual Plan.

2.6 Ratepayer correspondence

During the Council's long-term plan audit, the Office of the Auditor-General (the Office) received correspondence from a ratepayer asking for the rates calculations and the proposed changes to the rating system, as presented in the Council's LTP CD, to be

reviewed by the Office. The ratepayer also sent an open letter regarding rates setting to the Council directly.

Investigations into the matters raised in the correspondence highlighted errors in the Moerewa rates calculation and in the Hihi wastewater rate calculation. Both errors were corrected by the Council before the plan was adopted.

The Office also found that the CD's presentation of the proposed rates basis transition from land value (LV) to capital value (CV) phased over the 10-year period (that is, 90% LV/10% CV in year 1 through to 100% CV in year 10) was not in line with legislation as it appeared to apply to the general rate. This is because the basis for a general rate must either be 100% LV or 100% CV (it cannot be a mixture of the two). As the Council decided not to proceed with this option, there is no impact on the plan. However, we wanted to bring this to your attention, should the Council wish to reconsider this option in the future.

We recommend that rates calculations and proposed changes to the rating system are subject to internal quality assurance processes to reduce the risk of error and to ensure compliance with legislation. If the Council wishes to pursue a transitional arrangement for changing its rates basis from capital to land value in the future, it should obtain legal advice before doing so.

Management comment

Council does not agree with your comment in relation to the proposed rate transition from LV to CV. Council proposed a "general rate" that was based 100% on land value. Council then proposed a "targeted differential" based on CV and that moved a proportion of the rates requirement from LV to CV over a 10-year period. The methodology followed did not create a composite rate as that is not legal under the Local Government (Rating) Act 2002. The Consultation document showed the rate "examples" with a header indicating 90% LV/10% CV as that was the only way to incorporate the transition into the table. It did not mean that the General Rate was based on anything other than 100% of the underlying values. It is Council's view that the comments above are incorrect.

If Council wishes to consider transition to CV again in the future, legal advice will be sought.

Audit New Zealand comment

Management's comment is noted. It is also the clarity of disclosure in the CD that should also be consider when assessing overall legality, and should form part of the legal advice sought if Council again considers moving from LV to CV.

Appendix 1: Disclosures

Area	Key messages
Our responsibilities in conducting the audit	We carried out this audit on behalf of the Controller and Auditor-General. We are responsible for expressing an independent opinion on the plan and reporting that opinion to you. This responsibility arises from section 94 of the Local Government Act 2002. The audit of the plan does not relieve management or the Council of their responsibilities. Our audit engagement letter dated 9 November 2020 contains a detailed explanation of the respective responsibilities of the auditor and the Council.
Auditing standards	We carried out our audit in accordance with the Auditor-General's Auditing Standards. The audit cannot and should not be relied upon to detect all instances of misstatement, fraud, irregularity or inefficiency that are immaterial to your plan. The Council and management are responsible for implementing and maintaining your systems of controls for detecting these matters.
Auditor independence	We are independent of the Council in accordance with the independence requirements of the Auditor-General's Auditing Standards, which incorporate the independence requirements of Professional and Ethical Standard 1 (Revised): *Code of Ethics for Assurance Practitioners,* issued by New Zealand Auditing and Assurance Standards Board. Other than our work in carrying out all legally required external audits and the debenture trust deed assurance engagement, which is compatible with those independence requirements, we have no relationship with or interests in the Council or its subsidiaries.
Fees	The audit fee, covering both the CD and the plan for the period is $121,800 (excluding GST and disbursements), as detailed in our audit engagement letter dated 9 November 2020. $5,000 additional cost recovery fees were agreed to offset the Waka Kotahi NZ Transport Agency changes. Other fees will be charged in the period for the annual report audit and debenture trust deed assurance engagement.
Other relationships	We are not aware of any situations where a spouse or close relative of a staff member involved in the audit occupies a position with the Council that is significant to the audit. We are not aware of any situations where a staff member of Audit New Zealand has accepted a position of employment with the Council during or since the commencement of the planning of the long-term plan.


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6.7 STRATEGIC PLANNING & POLICY BUSINESS QUARTERLY REPORT

File Number: **A3396885**

Author: **Gayle Andersen, Executive Assistant to General Manager**

Authoriser: **Darren Edwards, General Manager - Strategic Planning and Policy**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To inform the Strategy and Policy Committee about the activities undertaken by the Strategic Planning and Policy Group.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

The Strategic Planning and Policy Business Quarterly provides an overview of Strategic Planning and Policy activity for the quarter ending September 2021.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Strategic Planning & Policy Business Quarterly Report.

TĀHUHU KŌRERO / BACKGROUND

The Strategic Planning and Policy Group is responsible for strategic planning and policy, corporate planning, inwards investment and community funding, community and Māori development, district planning, strategic council relationships and the supporting of Council groups / departments with engagement. The Group's work programme has been refined to deliver identified service outcomes such as key performance indicators and projects of strategic importance to Council.

MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND NEXT STEPS

The Strategic Planning and Policy Group has developed a Business Quarterly report to provide an update on the broad spectrum of projects it is responsible for. The report, combined with the extensive range of services the Group provides, will be revised, and updated on a quarterly basis to reflect changes in projects, scope of work and complexity.

In addition to this update, the business group will continue to apprise Elected Members via the usual channels of Council and Committee reports, workshops, and the Chief Executive Report to Council.

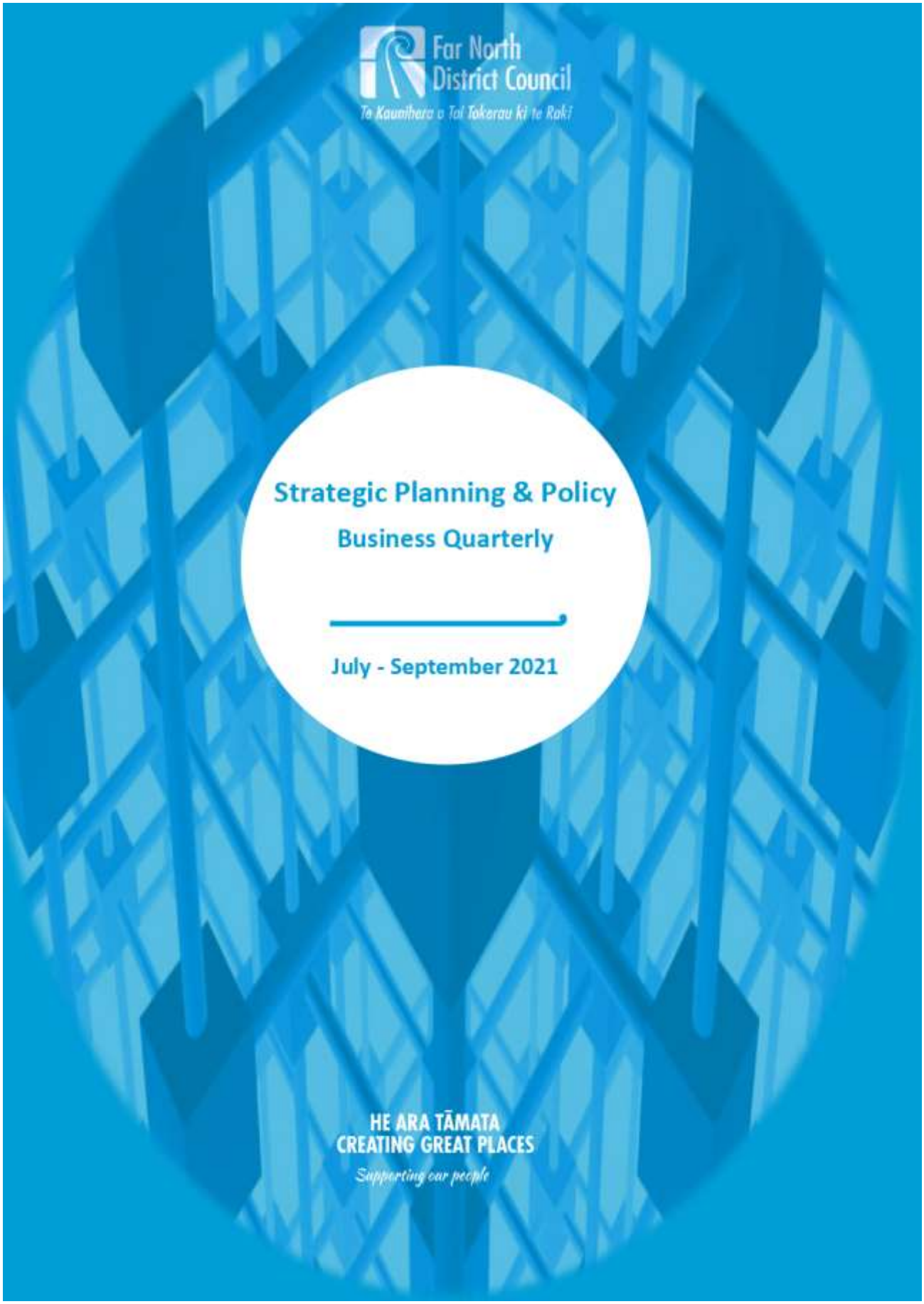
The purpose of the Business Quarterly is to show the planned progress of the work programme and the regular service delivery work undertaken by the Group.

PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no financial implications or budgetary provision required.

ĀPITIHANGA / ATTACHMENTS

1. Strategic Planning & Policy Business Quarterly July - September 2021. - A3426613 ⇩


Far North
District Council
Te Kaunihera o Tai Tokerau ki te Raki
Strategic Planning & Policy
Business Quarterly
July - September 2021
HE ARA TĀMATA
CREATING GREAT PLACES
Supporting our people

Executive Summary

The Strategic Planning & Policy Group provides a number of services for the benefit of our communities to make it a great place to work, live and visit. The group is made up of four departments:

- **Corporate Planning & Community Development:** This team has oversight of Corporate Planning, Community Development, Funding and Engagement.
- **District Planning:** This team has responsibility for creating and maintaining the District Plan. As Council's main planning tool, we are legislatively required to achieve the sustainable management of the District's natural and physical resources.
- **Strategy Development:** This team includes Strategy (including spatial planning), Policy Development (including regulatory policy in the form of bylaws) and Climate Change.
- **Te Hono:** The team's purpose is to support the organisation to build and maintain enduring relationships with Iwi/Māori. To act as a key contact to provide support to Iwi/Māori in navigating through Council's processes and policies and to support the organisation to develop capabilities and competencies to engage effectively with Iwi/Māori

Contribution to community outcomes



Communities that are healthy, safe, connected and sustainable



Prosperous communities supported by a sustainable economy



Proud, vibrant communities



A wisely managed and treasured environment that recognises the role of tangata whenua as kaitiaki



Proud, vibrant communities



We embrace and celebrate our unique culture and heritage and value it as a source of enduring pride

Performance in Brief

This edition of the Strategic Planning & Policy Business Quarterly report provides a summary of progress and highlights for the first quarter of the 2020 /2021 financial year. The Group achieved several successes and made good progress in the following areas:

Corporate Planning & Community Development

The adoption of our Long-Term Plan 2021-31 was a milestone for our Council and sets our strategic direction and budgets for the next 10 years. Now that it is active year one serves as the Annual Plan for this year (2021-22).

We have committed to a focussed effort in Kaikohe for the next three years. This decision was made after discussions with the NZ Police and community leaders. The project – 'Kaikohe Cares' aims to provide high level coordination between all the great initiatives already happening in Kaikohe.

We continue to develop and refine our youth programme with the aim of supporting the personal development of our next generation of leaders. The Far North Youth Council (8 rangatahi) recently attended the Festival for the Future conference in Wellington, and our TUIA candidate attended another wananga for the year.

District Planning

The draft District Plan was released for community feedback earlier this year and engagement allowed our communities to become aware of the new draft plan, understand how it may affect them and provide feedback on key issues. Further discussion with far north communities, stakeholders and iwi authorities has continued with July – September focussing on SNA Engagement, engagement with Iwi Authorities and Heritage area engagement.

We have also provided a submission on the exposure draft for the Natural and Built Environments Act (NBA) in response to the Central Government ongoing process of reforming New Zealand's resource management framework. An exposure draft for the NBA is the first of those three new pieces of legislation available for comment and a submission was prepared and lodged by the Council on 3 August 2021. A select committee will report their findings from the submission process for the NBA back to the House, which will inform further policy development on the reform process. A second opportunity will be made available when the full NBA Bill is introduced to Parliament, along with the Strategic Planning Act Bill (SPA), in early 2022.

Strategy Development

Policy development is often dictated by legislative requirements with processes in developing a new policy taking approximately 18 to 24 months from project initiation to implementation.

Far North District Council has developed a Project Management Framework (PMF) for policy and engagement projects. An overview of the different stages of bylaw and policy development are as follows:

Research:	Legislative requirements, evidence analysis, initial engagement with key parties, scoping, problem definition
Conceive:	Options analysis and assessment, *options report*
Design:	Early engagement, drafting, implementation planning, consultation, and engagement planning, legal assessment, *proposal report*
Consult:	Formal consultation, engagement activities, oral submissions, submission analysis, re-drafting, *adoption report*
Activate:	Formal notification, implementation

This is a massive step change for us and will ensure a formalised framework allows for the concise review and development of Council polices.

Te Hono

Our work programme as set out in Te Pae Tawhiti [Council's 2021-31 Long Term Plan] – Te Mahi Tahi me Te Māori [Working with Māori] will focus on four key areas:

- Recognising Te Tiriti and our statutory obligations
- Effective participation in Council decision making
- Understanding and valuing a Maori worldview
- Strengthening relationships and partnerships with Maori

Whenua Māori / Rating

The implications of the Local Government (Rating of Whenua Māori) Amendment Act 2021 on internal processes continue to be a focus as we work through remission applications whilst at the same time reviewing what properties are considered non-rateable.

Corporate Planning & Community Development

Introduction

The Corporate Planning and Community Development Department includes Corporate Planning, Community Development, Funding and Engagement.

Corporate Planning



The purpose of the Corporate Planning activity is to satisfy Council's Local Government Act statutory planning obligation. We lead the development of Long-Term and Annual Plans and assist in the production and audit of the Annual Report. The Corporate Planning team also takes a lead role in the compilation of the Chief Executive's pre-election report.

Te Whakatupuranga Hapori / Community Development & Funding

Empowered communities are thriving communities. The Community Development & Funding Team work under Council's Community Outcomes and our own Community Development Framework, which articulates our role in community development and identifies how we work with communities, government agencies and non-government organisations to help build strong, resilient communities.

What we do:

- *Build and strengthen internal and external relationships*
- *Increase opportunities for communities to determine the things they care about*
- *Provide opportunities for meaningful engagement and participation in public and community life*
- *Empower communities to design, prioritise and deliver local initiatives*
- *Support community groups to lead their communities*
- *Work with government agencies, non-government organisations and community leaders to create connections, maximise collective potential to contribute, and improve*



Engagement

The Engagement Team support the organisation in fit for purpose engagement with our communities.



What we do:

- *Plan and execute large and / or complex engagement or consultation activities such as the Long Term Plan, bylaws and policies and significant projects*
- *Provide a centre of excellence and toolkit for engagement to enable effective management and consultation*
- *Provide support to teams across Council to enable them to confidently engage with communities as required to support their projects and activities*

Executive Summary

This section outlines the activities undertaken by the Corporate Planning and Community Development Department for the July – September 2021 period.

Corporate Planning

Long-Term and Annual Plans

The Long-Term Plan (LTP) for 2021-31 is now active, with year one serving as the Annual Plan for this year (2021-22). Work has begun on planning the development of the Annual Plan for 2022-23 which will be adopted in June next year (2022). As a reminder to the reader, the Annual Plan confirms the corresponding year's forecast in the LTP. That said, there are always new circumstances arising that result in some variation between what we thought would be the case and what actually appears to be the case now we're a bit further along the track.

Depending on the quantum of change proposed in the corresponding year of the LTP, consultation may or may not be required as only material changes trigger the Act's requirement to do so. Council does, however, have the discretion of consulting regardless of materiality.

Councillors can expect workshopping potential changes to begin in September. Council will be asked to debate whether to consult at a Council meeting before the end of the calendar year. To make that decision Council will need to have agreed the substantive changes.

Annual Report

While Corporate Services take a lead role in producing the Annual Report, the Corporate Planning team assists with layout and non-financial inputs. The Annual Report is due for adoption on 27 October. Between now and then a reasonably high amount of CP resource will be required with last minute changes and tidying up. There is always a period of time where two processes (Annual Report and Annual Plan) cross over and create significant pressure on core team members for a period of several weeks. Because the deadlines are statutory, the Annual Report must take priority. As soon as possible the CP team get underway with Annual Plan workshops while the Finance team continue to refine the final Annual Report.

Pre-Election Report

The Local Government Act obliges all Council Chief Executives to produce a Pre-Election Report designed to promote public discussion and informed debate in the lead-up to local body elections. It must present key issues facing the District, Council's financial position, and information about how we fund projects, services, and facilities. We distribute the report widely and is made available at candidate evenings. It is important that the report be non-political with absolutely no input from Elected Members. This is a significant piece of work in the CP work programme between now and May next year.

Long Term Plan (LTP) amendment

Certain decisions can only be undertaken in accordance with an LTP or by way of an amendment to an LTP. Some examples include:

- disposing of a strategic asset
- making major and long-term changes to levels of service
- starting or ceasing an activity
- implementing or removing financial provisions that require a change to the Revenue and Financing Policy (RFP). Note that the RFP is the only policy that must be adopted with an LTP or amendment.

With so much change on the horizon it seems likely that the current LTP will need to be amended at some point over the next three years as a result of Three Waters, RMA and Local Government reform, but also when/if a Development Contributions Policy is implemented. At the time of writing this report, there is no confirmation that an amendment will occur alongside the 2022/23 Annual Plan, but SPP maintains a watching brief. The Committee should note that LTP amendments must be audited so any Consultation Document would need to be ready for audit by January 2022 so that it can be adopted for consultation by the end of February.

Community Development

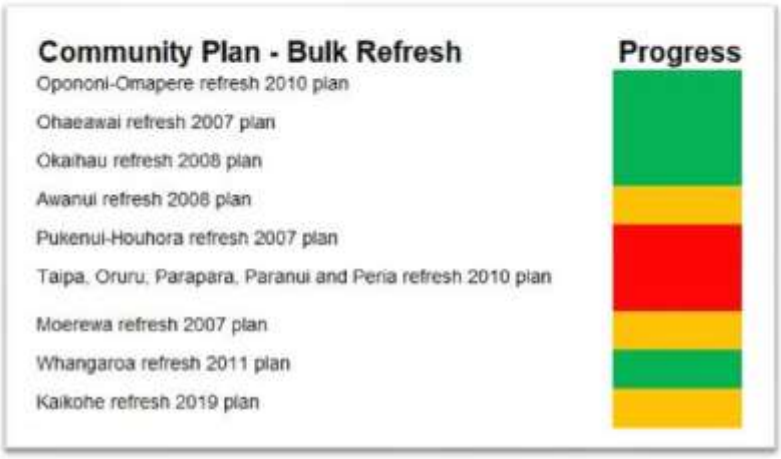
Placemaking

Community Development have committed to a focussed effort in Kaikohe for the next three years. This decision was made after discussions with the NZ Police and community leaders. The project is called Kaikohe Cares and the aim is to provide high level coordination between all the great initiatives already happening in Kaikohe - from grassroots to agency level - to strengthen the relationship between Council and the community and support the community to realise their dreams and aspirations for their town.

We also continue to provide ongoing support for community-led placemaking/social infrastructure initiatives e.g., Kaitaia Basketball Court, Broadwood Swing Bridge, Fibre to Tautoko FM/Mangamuka Community & Business Hub, Electric Vehicle Charging Stations.

Community Plans

We now have 18 Community Plans across the Far North. Work is currently underway to update all plans that are over 10 years old to ensure they are fit for purpose, before any new plans area started.



Youth Programme

We continue to develop and refine our youth programme with the aim of supporting the personal development of our next generation of leaders. July saw the second of 3 rangatahi attend Outward Bound in Anakiwa, coordinated by our team, and sponsored by the Kaikohe-Hokianga Community Board and Mayors Taskforce for Jobs. Also, in July/August, the Far North Youth Council (8 rangatahi) attended the Festival for the Future conference in Wellington, and our TUIA candidate attended another wananga for the year. We have also been running virtual wellbeing check-ins with all Youth Councillors, our TUIA candidate, FNDC Cadets, and our Outward Bound Rangatahi throughout C19 lockdown.

Funding

Inward Investment

We work in partnership with others to identify and apply for external funding. Here are the external funds we have recently applied to.

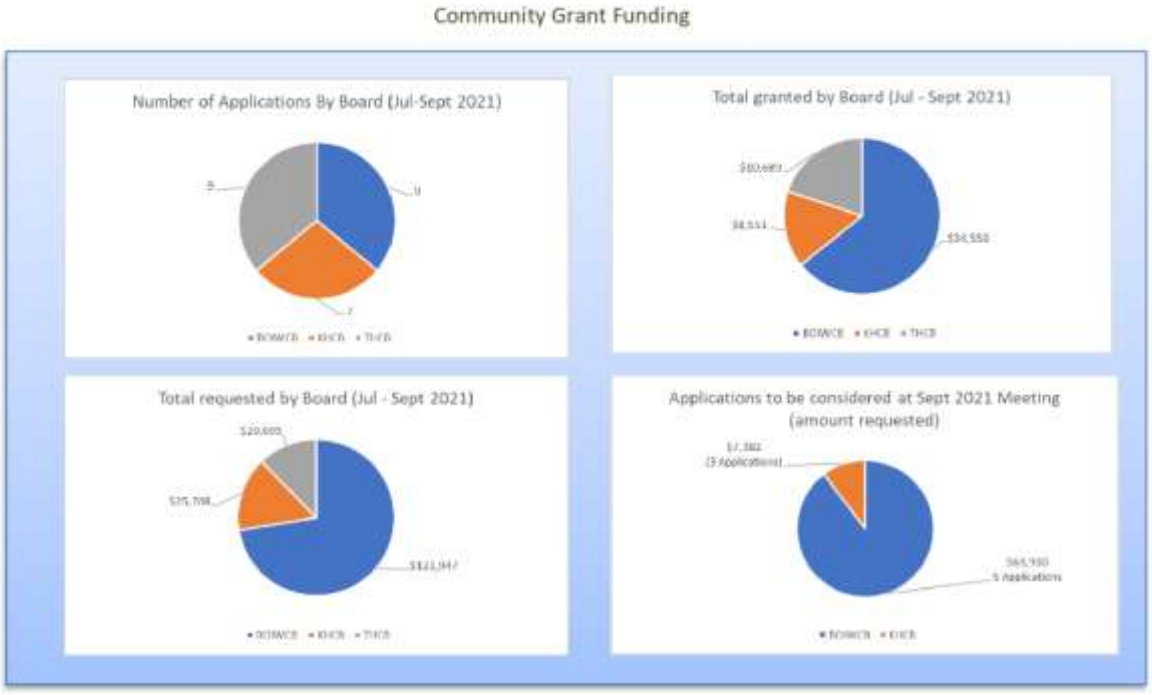


Outward Investment

Our Team administers all Community Grant Funding, Rural Travel Funding, Events Investment Funding and Creative Communities Funding. Funding reports collating all the relevant information go to the Community Boards, who then make funding decisions.

Events Investment Fund

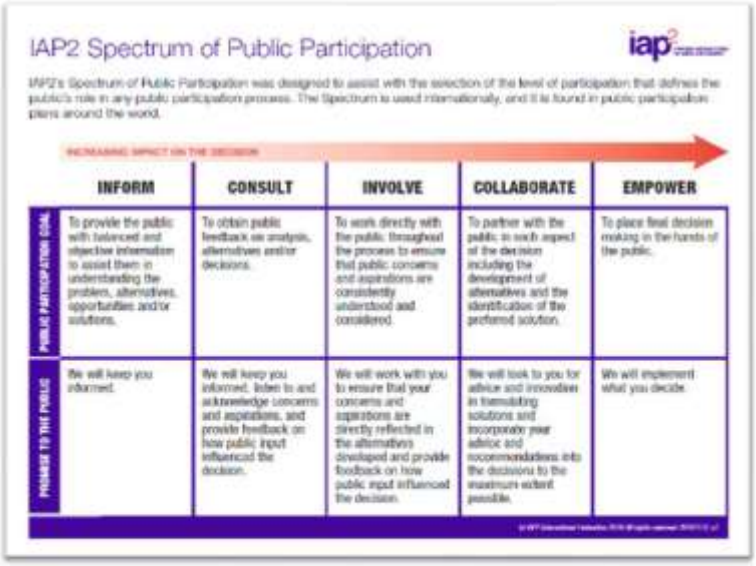




Engagement

Certification – International Association of Public Participation (Australasia)

The Engagement Team is part way through an internationally-recognised training programme to become certified engagement practitioners. The goal is to build Council's capability and competency to conduct authentic, appropriate and timely engagement on issues that impact/affect our communities. The Engagement Team will weave learning from the course into our engagement guidelines and the Project Management Framework. Our goal is to be fully certified by December 2021. For interest, the IAP2 approach, in its broadest form, is shown below. These terms will increasingly be used in engagement planning and reporting.



Engagement Programme

Live Projects

Project	Team/Group	Engagement status	Consultation date	Type of engagement (IAP2)
Heritage Areas	District Plan	Active	21 September	Involve
Kerikeri Domain	ESEO / PGF	Active	Active	Collaborate
Hihi WWTP upgrade	Infrastructure Planning	Active	Ongoing	Involve
Taipa WWTP Consent Renewal	Infrastructure Planning	Active	TBC	Collaborate
Land-based discharge Investigations	Infrastructure Planning	Active	Ongoing	Involve
Innovating Streets Kawakawa	NZTA / NTA	Active	Active	Collaborate
Innovating Streets Moerewa	NZTA / NTA	Active	Active	Collaborate
Innovating Streets Kaikohe	NZTA / NTA	Active	Active	Collaborate
Vehicles on Beaches	Strategy and Policy	Active	TBC	Involve
Climate Change	Strategy and Policy	Active	Ongoing	Collaborate
Speed limits	Strategy and Policy	Complete	21 July	Consult
Representation Review	Democracy Services	In consultation	Closes 1 October	Consult
Kaitaia WWTP Consent Renewal	Infrastructure Planning	Lodged	Ongoing	Consult
Proposed District Plan Notification	District Plan	Planning	21 December	Consult
Kaikohe WWTP Consent Renewal	Infrastructure Planning	Planning	TBC	Consult
Kaeo WWTP Consent Renewal	Infrastructure Planning	Planning	TBC	Consult
Parking Bylaw and Policy	Strategy and Policy	Planning	21 September	Consult
Solid Waste Bylaw	Strategy and Policy	Planning	21 September	Consult
Road use	Strategy and Policy	Planning	21 September	Consult
Parks and Reserves	Strategy and Policy	Planning	21 October	Consult
Onsite Wastewater	Strategy and Policy	Planning	21 October	Consult
Regional Accessibility	Strategy and Policy	Planning	TBC	Collaborate
Engineering Standards	District Plan / IAM	Planning	TBC	Consult
Drinking Water Supply	IAM Compliance	Pre-planning	TBC	Consult
Kerikeri Spatial Plan	Strategy and Policy	Planning	TBC	Involve

Team Projects	
Better Comms and Engagement framework	Engagement Team
Significance & Engagement Policy awareness	Engagement Team
PMF Engagement Guidelines	PMO
Organisation Strategy	People Leaders
Process improvement: consultation software	Corporate Planning
Process improvement: e-newsletters	Communications

District Planning

Introduction



The District Plan Department has the responsibility of creating and maintaining the District Plan. This is Council's main planning tool to achieve the sustainable management of the District's natural and physical resources, as required by the Resource Management Act 1991. The plan is a living document that must be updated to align with national direction and the changing nature of the District's resource management issues. In addition, plan content must be subject to a review within a minimum of ten years and a consolidated review of the District Plan is currently underway.

What we do and how we do it

The following are key contributors to the development of the draft plan supported by public participation:

1. *The role of a district plan under the RMA is to manage land use and subdivision. The plan has a ten-year life and certain content is subject to review within shorter periods. A consolidated review is being undertaken to align with a range of national and regional directions that have direct implications for far north communities.*

2. *The Plan is being authored in accordance with new national planning standards, changing the structure of the plan and incorporating mandatory content.*

3. *The Plan must also play a role in representing a new strategic direction for the district. The plan's ten-year lifespan must bring together strands from Council's long term strategic direction that will be represented in FN2100 whilst demonstrating how we can meet our statutory requirements to ensure that the supply of zoned land and infrastructure meets the district's expected demands for housing and business land.*

4. *The Plan has been developed in a new digital format designed to allow more direct access to site specific information, allowing individuals, landowners, and communities more direct access to property information and how land use and subdivision is managed. This new format will require guidance and support to maximise utility and efficiency.*

Executive Summary

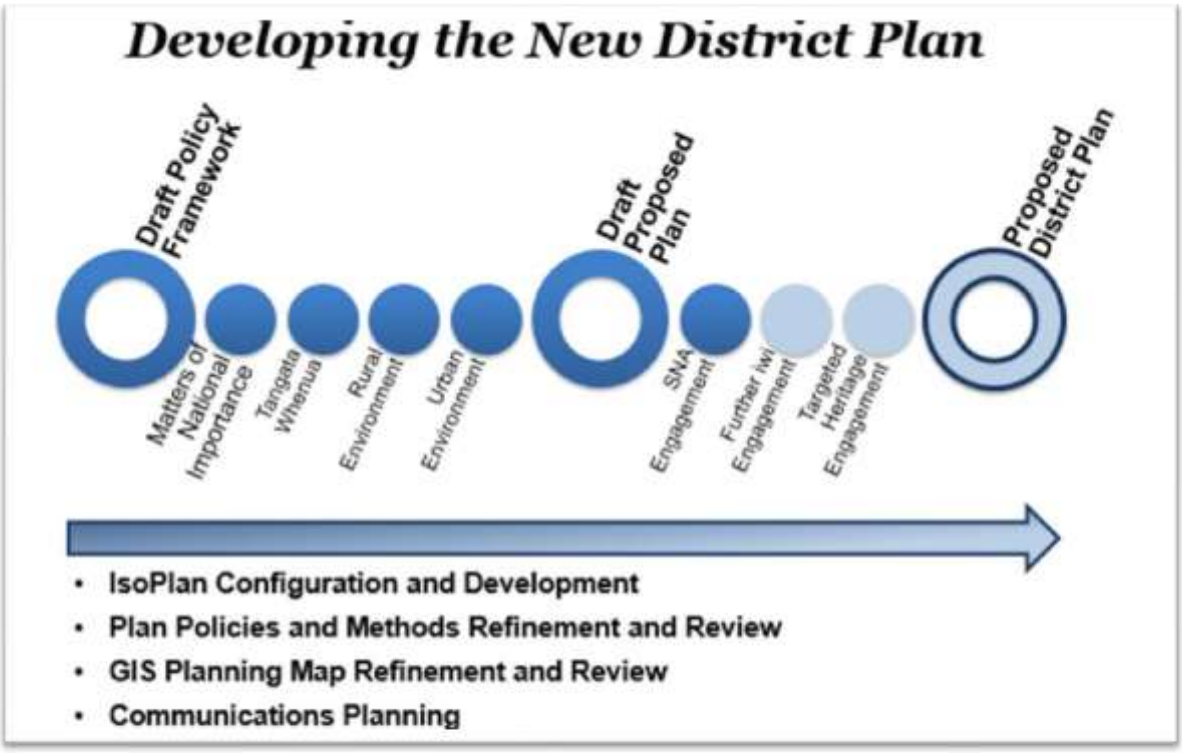
This section outlines the activities undertaken by the District Planning Department for the July – September 2021 period.

Developing the District Plan – Progress

The draft District Plan was released for community feedback on 6 March 2021. The non-statutory engagement allowed for far north communities to become aware of the new draft plan, understand how it may affect them and provide feedback on key issues. Further discussion with far north communities, stakeholders and iwi authorities has continued through the period from May to June.

Further analysis of feedback on the draft to date has identified 179 survey responses, and approximately 299 individual pieces of feedback containing 2483 feedback points. Council continues to receive feedback since the close of this period, including from agencies, sector, and advocacy groups.

The infographic below highlights the work that has been completed and those tasks that have dominated the period from July to September.



Focus of the July to September quarter

There are two key processes that continue to be developed as part of the draft plan process. These are consultation with Iwi Authorities and targeted engagement on Heritage Areas. These have dominated team focus in the recent term, whilst continuing the refinement of the draft plan.



Engagement with Iwi Authorities is being carried out in May through to September. To date, the District Plan team have attended hui in June through to August with all but one of our 11 Iwi Authorities. This engagement will allow for further refinement of the plan prior to the development of the proposed plan. Council is required to summarise all advice concerning the draft district plan received from iwi authorities and summarise the response to the advice, including any provisions of the proposed plan that are intended to give effect to the advice.

Council has committed to undertaking targeted engagement with affected communities about the draft district plan and heritage areas. Council identified that Council would further engage with specific communities where heritage area changes were being considered. Council was preparing to mail out to landowners in 9 different locations in August and has had to adjust the planned engagement to adapt to the covid context.

Heritage specialist advice on the nature of the heritage resource has prompted consideration of new techniques to both manage and create understanding and awareness of the heritage resources in different settlements. In most cases, these resources extend beyond individual buildings, to encompass settlement patterns, associations of European and traditional land use, occupation, and cultural values.

Council's further engagement to allow for the discussion to continue the suite of methods that might best manage the resources, which are considered legislatively as a matter of national importance. Communities will also be able to submit when a proposed plan is notified, allowing for participation in hearings and voice support, opposition, and reasons.

Also identified in the "developing the new district plan' graphic is continuing processes to provide integration of plan content with associated projects, quality assurance processes to deliver confidence with the plan methods and development of communications tools and processes to ensure that communities are aware of how best to involved in the plan making processes.

Strategy Development

Introduction

The Strategy Development Team includes Strategy (including spatial planning) and Policy Development (including regulatory policy in the form of bylaws) and Climate Change.



Team Goal

To be the centre of excellence for the development of policy and strategy at the Far North District Council.

Team Kaupapa

- *We are committed to learning and growing as individuals and as a team*
- *We leverage the shared strengths, experiences, and differences in our team*
- *We question assumptions and norms to develop robust and reliable policy advice*
- *We form productive relationships with our peers and the community*
- *We effectively communicate what we are working on with each other, the wider Council, and the community*
- *We celebrate our successes*
- *We prioritise our work based on what is important and not on what others might consider is urgent*

Project Management Framework – Policy and Engagement

Policy development is often dictated by legislative requirements. The process to develop a new policy takes approximately 18 to 24 months from project initiation to implementation.

Policy Management Framework

Far North District Council has developed a Project Management Framework for policy and engagement projects. An overview of the different stages of bylaw and policy development are as follows:

Research:	Legislative requirements, evidence analysis, initial engagement with key parties, scoping, problem definition
Conceive:	Options analysis and assessment, *options report*
Design:	Early engagement, drafting, implementation planning, consultation, and engagement planning, legal assessment, *proposal report*
Consult:	Formal consultation, engagement activities, oral submissions, submission analysis, re-drafting, *adoption report*
Activate:	Formal notification, implementation

Status of Policy Projects

The following tables provide a status of the active strategy, policy, and bylaw development projects.

Status Key

- on target to complete policy project
- at risk of not completing on time
- will not meet dates without major interventions and / or decision by Council

Strategy Development

Strategy Project	Current Stage	Actions undertaken July – Sept	Next touchpoint	Status
Far North 2100	Consult / Activate	August 10 – Workshop with Elected Members on what next. Outcome was a paper to Committee to adopt Far North 2100	19 October 2021 Strategy and Policy Committee: Paper recommending adoption of Far North 2100 by Council	
Kerikeri/Waipapa Spatial Plan (Revision of the Kerikeri/Waipapa Structure Plan 2007)	Research	• August 10 – workshop with elected members – directed to commence an update of the Kerikeri / Waipapa Structure Plan • Councillors have requested that the Kerikeri / Waipapa Spatial Plan be adopted by Council before the notification of the District Plan • Procurement of specialist spatial planner (Ree Anderson)	22 September 2021: kick off workshop: Kerikeri / Waipapa Spatial Plan	
Te Waka Hourua – Far North Spaces & Places (Facilities) Plan 2021-2030	Consult/Activate	• Final report received • Paper for endorsement to the Strategy & Policy Committee	19 October 2021 Strategy and Policy Committee: Paper recommending the endorsement of the Far North Spaces and Places Plan	
Open Spaces	Research	• project planning commenced • procurement process commenced	First quarter 2022: Options paper on way forward for an Open Spaces Strategy	
Art, Culture, and Heritage	Concept	Project concept to be developed	First quarter 2022: Options paper on way forward for an Arts, Culture and Heritage Strategy	
Solid Waste	Research	Project planning commenced	First quarter 2022: Options paper on way forward for a Solid Waste Strategy	
Stormwater (supporting Infrastructure and Asset Management)	Research	Internal workshop completed with key internal stakeholders	Meeting with elected members to confirm expected outcomes from a Stormwater Strategy	
Regional Accessibility Strategy (support Whangarei District Council as the led Council)	Research	Workshops with Northland Councils to determine scope and plan have been completed	24 November 2021 Strategy and Policy Committee: Status report update the development of a Regional Accessibility Strategy	

Policy Development

Policy Project	Current Stage	Actions undertaken July - September	Next touchpoint	Status
Roading Policy Review (8 policies)	Conceive	• Initial engagement undertaken • Research report completed • Options analysis completed • Options report completed to be presented to Committee	Proposal report to Committee 12 October 2021	
Class 4 Gambling and TAB Venue	Research	• Social Impacts Assessment completed • Research ongoing	Options report to Committee 24 November 2021	
Equity and Access for People with Disabilities	Conceive	• Research completed • Options analysis and assessment completed	Options report to Committee 24 November 2021	
Litter Infringement policy	Conceive	• Research completed • Options analysis and assessment completed	Options report to Committee 24 November 2021	
Naming Policy	Conceive	• Initial engagement undertaken • Research report completed • Options analysis completed • Options report completed to be presented to Committee	Options report to Committee 12 October 2021	
Reserves Policy	Design	• Early engagement completed (workshops with Elected Members, and Domain Boards) • Communication and Engagement Plan completed • Drafting commenced	Proposal report to Committee 24 November 2021	

Next prioritised policy projects yet to have a project concept developed

1. Parking
2. Easter Sunday Trading
3. Tree Management / Noxious Plant Control
4. Smokefree Environments

Bylaw Development

Bylaw Project	Current Stage	Actions undertaken July – September	Next touchpoint	Status
Treated Water Supply	Consult	• Consultation analysis completed • Amendments to proposed draft bylaw completed with Atlas Legal • Implementation plan completed • Final draft bylaw proposed for adoption to committee 07 September 2021 • Final draft bylaw proposed for adoption to Council 23 September 2021	Project completed 23 September	
Vehicle Crossings	Consult	• Consultation analysis completed • Amendments to proposed draft bylaw completed with Atlas Legal • Implementation plan completed • Final draft bylaw proposed for adoption to committee 07 September 2021 • Final draft bylaw proposed for adoption to Council 23 September 2021	Project completed 23 September	
Parking Bylaw	Design	• Communication and Engagement Plan completed with Communication and Engagement team • Drafting of bylaw undertaken with Atlas Legal • Proposal for Consultation completed to be presented to committee	Proposal report to Strategy and Policy Committee 07 September 2021	
Road Use Bylaw	Design	• Communication and Engagement Plan completed with Communication and Engagement team • Drafting of bylaw undertaken with Atlas Legal • Proposal for Consultation completed to be presented to committee	Proposal report to Strategy and Policy Committee 07 September 2021	
On-site Wastewater Disposal System	Design	• Internal staff drafting of bylaw workshop • Communication and Engagement Plan completed with Communication and Engagement team • Drafting of bylaw undertaken with Atlas Legal • Proposal for Consultation completed to be presented to committee	Proposal report to Strategy and Policy Committee 07 September 2021	

Bylaw Project	Current Stage	Actions undertaken July – September	Next touchpoint	Status
Solid Waste	Consult	• Proposal for Consultation approved by committee • Consultation plan implemented • Formal consultation period open 26 July to 27 August • Oral Submissions to be heard 07 September 2021	Adoption report to Strategy and Policy Committee 16 December 2021	
Speed Limits	Ongoing	Consultation on proposed amendments to the Speed Limits Bylaw within the Kaitāia-Awaroa; Broadwood-Kohukohu; and Moerewa urban areas, as well as on Te Oneroa-a-Tōhē / Ninety Mile Beach	Last quarter 2021: Recommendations Report to Council, as the road control authority for deliberations and final decision. Exact is dependent on the research and any need for further site visits. A report back to the Te Oneroa-a-Tōhē / Ninety Mile Beach is also required before it comes to Council	
Pou Herenga Tai Twin Coast Cycle Trail	Design	• Options report presented to committee 20 July 2021 • Options report presented to Council 12 August 2021. Approval obtained to continue with amendment. • Procurement process for GIS mapping of trail commenced • Specific analysis of proposed amendments commenced • Draft Communication and Engagement plan commenced.	Adoption report to Strategy and Policy Committee March 2022	
Vehicles on Beaches	Research	• Early engagement undertaken via a public survey • Further engagement planned with (a) Tangata Whenua (b) Community boards (c) Key community groups or beach users	January 2022: Report to the Strategy and Policy Committee	

Next prioritised bylaw projects yet to have a project concept completed:

1. Reserves
2. Public Places
3. Animal Control
4. Maritime Facilities
5. Mooring Charges

Climate Change Programme

What have we achieved?

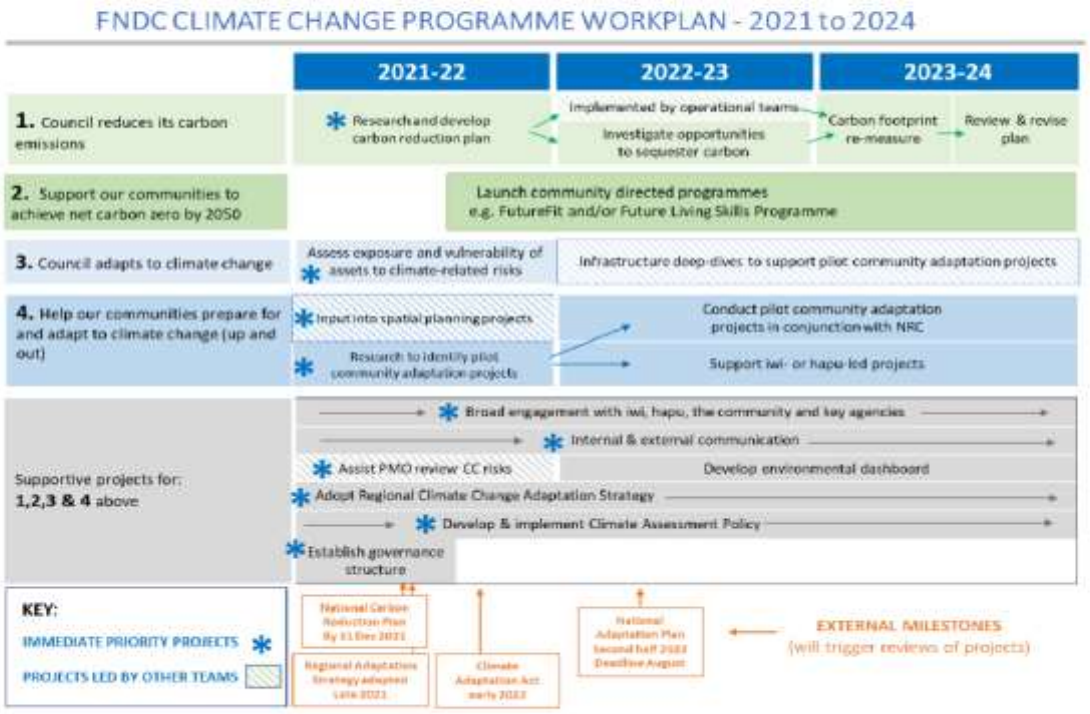
The following table summarises work conducted since the Climate Change Roadmap was approved by Council in May 2020:

Actions	Timing
Participation in the Climate Adaptation Te Taitokerau (CATT) working group comprising representatives of the four Northland councils with the purpose of creating a regional climate change adaptation strategy	Commenced 2018. Will be ongoing
Contributing to a joint CATT submission to the Climate Change Commission on its advice to the government on developing a national carbon reduction plan	March 2021
Formation of the Joint Committee overseeing the CATT group including elected members and iwi/hapū reps from each Council	First meeting of the Joint Committee – April 2021 Next formal meeting – 30 Aug 2021
Work on the draft Climate Change Adaptation Strategy with the CATT Group.	The Strategy has been worked on for more than two years, with more intensive activity in 2021. The draft Strategy was workshopped with the Joint Committee on 9 August 2021. It will be presented formally to the Joint Committee for endorsement on 30 August After this meeting the strategy will be sent back to the individual Councils, including FNDC, for consideration and endorsement
Development of a Climate Assessment Policy for council	Preparatory work Feb-May 2021 Shared a proposal with the Chief Executive to work with Informed Cities to develop this policy. Directed by the CEO to obtain agreement for a Regional Climate Assessment Policy from the CATT Group – May 2021 Secured agreement of the CATT group to work on an aligned regional policy – June 2021 Incorporated policy development in the draft Climate Change Adaptation Strategy priority actions (see above) Plan to develop this policy in the 21/24 LTP period for FNDC. Common elements of this Policy to be endorsed subsequently by the individual councils
Analysis and research to determine communities to include in community engagement work over the 2021-2024 LTP period. Around thirty coastal communities in the District were identified which are at significant risk from coastal erosion, flooding and inundation and damage to the surrounding roading network.	Commenced June 2021 Plan to select three communities where pilot community engagement will take place in the 21/24 LTP period in conjunction with NRC and GNS Science

Actions	Timing
Participation in a cross-Council hui on climate change communication involving communications teams from the four Northland Councils. This resulted in a joint working group being established to develop climate change communications material and a regional platform to communicate progress	Commenced August 2021. Will be ongoing
Formation of a cross-council Reference Group of council staff charged with reviewing the current climate change risk analysis.	First meeting held 18 August 2021. Will be ongoing
Appointment of a new Principal Advisor to further Council's Sustainable Procurement Policy	June 2021
'Deep Dive' presentation on climate change risks to the Assurance Risk and Finance Committee	March 2021
Advice obtained from Simpson Grierson on the legal obligations of FNDC decision makers (elected representatives and staff members) to consider climate change	September 2020
Carbon emissions inventory for Council	Data collection and analysis – May to October 2020 Report presented to Strategy & Policy Committee – October 2020

What is our plan going forward?

The diagram below illustrates the indicative Workplan for the next three years:



Planned activities for the rest of the year are summarised below:

1. Establish an overarching governance structure for the Climate Change Programme

Supportive project

Deliverable	Indicative due dates	Resources	Notes/Comments
Establish a steering group or other governance structure to oversee the climate change programme	By 20 December 2021	Internal (SLT)	• Decision required by the Strategic Leadership Team • SPP GM to raise with SLT • The agreed governance structure will provide oversight for the Climate Change Programme, whose activities cut across different departments • NB. A cross-functional reference group has recently been formed to assist with refreshing the council's climate change risk assessment (see activity 9 below)

2. Develop a Climate Assessment Policy

Supportive project

Deliverable	Indicative due dates	Resources	Notes/Comments
PMF Phase Project Concept agreed Prepare Project Mandate	 By 31 August 2021 By 31 January 2022	 Internal + Possible external advice	Establish a Policy to be referenced in all Council decisions

3. Research and develop carbon reduction plan for council

Roadmap Quadrant One: Council reduces its carbon emissions

Deliverables	Indicative due dates	Resources	Notes/Comments
PMF Phase Prepare Project Concept Prepare Project Mandate	By 30 September By 20 December	Internal (Programme Coordinator) + Possible external advice	Will focus on: • how can we reduce our main GHG emissions i.e., from wastewater treatment and solid waste? • how can we best offset our emissions? • how can we build carbon accounting into our financial management? (work with Finance) • how can we account for embodied carbon in the materials we purchase? (Work with Sustainable Procurement team)

4. Assess high-level exposure and vulnerability of FNDC assets to climate-related risks

Roadmap Quadrant Three: Council adapts to climate change

Deliverables	Indicative due dates	Resources	Notes/Comments
PMF Phase Prepare Project Concept Prepare Project Mandate incl. request for proposal Appoint external provider	By 30 September By 29 October By 30 November	Internal (Programme Coordinator) + External advice	• Potentially will use the same methodology and provider (WSP) as used by Kaipara District in a recent study where, for example: o exposure analysis focused on slip sites on critical roads, plus coastal and river flood hazards identified by NRC o vulnerability assessment considered the elevation of assets and their spatial proximity to coastal inundation

5. Input into the Kerikeri/Waipapa spatial planning project

Roadmap Quadrant Four: Help our communities prepare for and adapt to climate change

Deliverable	Indicative due dates	Resources	Notes/Comments
Provide expert advice re alignment of the spatial plan with climate change considerations e.g., hazard mapping, carbon reduction priorities etc	As required	Internal (Programme Coordinator) + Possible external advice e.g., from NRC re hazard mapping	

6. Research to identify pilot community adaptation projects

Roadmap Quadrant Four: Help our communities prepare for and adapt to climate change

Deliverables	Indicative due dates	Resources	Notes/Comments
Prepare Project Concept Collate information on possible sites Prepare pre-engagement plan Conduct pre-engagement discussions Workshop with elected members to confirm sites	Sept 2021 Sept 2021 Sept/Oct 2021 Nov/Dec 2021 Q1 2022	Internal (Programme Coordinator) + Community Engagement Team + Community Development team + External NRC May also need to use a contracted engagement specialist	• Background information is available from NRC's Coastal Community profiles • This work is dependent on adoption of the Regional Climate Change Adaptation Strategy and then working collaboratively with the other three Northland local councils

7. Broad engagement with iwi and hapū, the community and key agencies such as Waka Kotahi

Supportive project

Deliverable	Indicative due dates	Resources	Notes/Comments
Prepare an engagement plan Take part in wider CATT group engagement	Sept 2021 Ongoing into 2022	Internal (Programme Coordinator) + Community Engagement team External CATT Group partners + Potential external funding + May also need to use a contracted engagement specialist (see 5. above)	• This work overlaps with pre-engagement for pilot community adaptation projects - see activity 6 above • Funding is potentially available through the Great South Science Challenge for iwi/hapū engagement via the CATT group. A funding application has been made for: o Meetings with iwi/hapū representatives o Marae/catchment-based workshops o A regional marae-based hui at the end of 2021 o A national online webinar - hosting a preliminary 90-minute online webinar with the Coastal Adaptation Network (a group of 100 or so local government adaptation practitioners from around NZ)

8. Conduct internal & external communication

Supportive project

Deliverable	Indicative due dates	Resources	Notes/Comments
Prepare FNDC communication plan incorporating internal and external communication Update website material	By 29 October 2021 November 2021	Internal (Programme Coordinator) + Community Engagement team + Comms team	• Plan to be developed in conjunction with the Community Engagement and Communications teams, to include: o publicising the Roadmap and its principles o sharing stories of FNDC initiatives o linking to wider regional communication (see below)
Support wider regional communication	Ongoing	Internal (Programme Coordinator) + Community Engagement team + Comms team External CATT group partners	• Regional communication will be co-ordinated by a recently formed taskforce comprising communications staff from the four Northland local councils (incl. FNDC) and will include: o developing a campaign to tell community stories and build community support o investigating ways to support people sharing their stories themselves (not just having council tell these stories) o finding and working with 'climate champions' from target groups (farmers, youth, iwi) o creating a CATT website and logo, and other umbrella communications materials o showing how councils are leading by example. o providing Q-and-A opportunities for people to raise their concerns and engage in dialogue

9. Refresh the Council's climate change risk analysis

Supportive project

Deliverable	Indicative due dates	Resources	Notes/Comments
Refresh the risk analysis	As required	Internal Programme Coordinator and Climate change risk reference group to assist the PMO Office	• Refresh the risk analysis and report to the Assurance, Risk and Finance Committee • Risks likely assessed separately for the council and the community • Ministry for the Environment will release guidelines for local government climate change risk assessment in early September

10. Adopt the Regional Climate Adaptation Strategy

Supportive project

Deliverable	Indicative due dates	Resources	Notes/Comments
Attend CATT Joint Committee meeting	30 August 2021	Internal	• In this meeting the Joint Committee will be asked to recommend the draft Strategy is adopted by individual councils
Workshop with FNDC elected members	30 September 2021	Internal	• Workshop to review and debate the Strategy
Report to the Joint Committee with options	30 November 2021	Internal	• Aim for adoption of the Strategy by FNDC by February 2021
Formal adoption process	tba	Internal	

Risks and issues

The following risks and issues have been identified for the Climate Change Programme:

Because of...	There is a chance that...	Leading to...
Perception that the costs of mitigation and adaptation are high	There will be delays in implementing necessary action	Much higher costs in the future Missing possible opportunities to save costs
Perception that we must wait for government legislation on climate change before acting	There will be delays in implementing necessary action	We will not fulfil our responsibilities to our communities by being as prepared as we could be We will not be ready when legislation is enacted.
Perception we are too busy working on other priorities to worry about climate change	Our actions will not be coordinated regarding the biggest risk facing us as a Council and as District	We will not fulfil our responsibilities to our communities. We will be seen as regressive rather than progressive
Perception we don't need a climate change policy	Our decisions will be reactive and disjointed with no agreed policy positions	Damage to our reputation Difficult to justify our decisions if we are sued Setting precedents for the future that we will be stretched to meet.
The quality of our relationships with iwi and hapū is lacking	We will not engage appropriately on this topic	Inability to develop adaptation plans for a large proportion of the communities in the Far North
A lack of agreed metrics to track progress	Our climate-related financial disclosure will be poor, and we will not meet our obligations under the Response (Zero Carbon) Amendment Act 2019	Negative perceptions of FNDC by the government and the financial community Effect on ability to borrow money
Belief that carbon reduction is not necessary/ too hard/ too expensive	We will fail to meet our obligations under the Zero Carbon Act and our commitment expressed in the Climate Change Roadmap	Having to play catch-up later as the cost of carbon escalates rapidly, and the government tightens its requirements of local government Damage to our reputation. Could miss opportunities to sequester carbon
There are polarised views on climate change	The Far North District Council will not be able to arrive at a policy position on climate change	No policy, or policy position arrived at, resulting in a continuation of ad-hoc decision making on the part of Council

Te Hono

Introduction

The purpose of Te Hono is to:

- Support the organisation, leadership, and its groups/departments to build and maintain enduring relationships with Iwi/Māori
- Act as key contact to provide navigation support to Iwi/Māori for Council processes and policies
- Support the organisation to develop capabilities and competencies to engage effectively with Iwi/Māori

To advance the above over the next 3 years, our work programme is clearly set out in Te Pae Tawhiti [Council's 2021-31 Long Term Plan] – Te Mahi Tahi me Te Māori [Working with Māori]. Additionally, we will need to be adaptable to the changes within Local Government through legislation, meaning some priorities may change as others emerge or take greater precedence. The work being undertaken is set out in the tables below.

Work Programme

Status Key

on target

in progress

stalled or not started

Project	Progress	Milestones	Expected completion	Status
Undertake a Tiriti Audit to assess the organisations performance in acting in accordance with statutory obligations; and to understand opportunities for improvements	Investigation of other Councils who have undertaken the audit and outcomes. Discussion of a joined-up contract across Northland TLAs to lessen costs	Investigation complete Course of action decided Contract or through recruitment, undertake audit Report results Organisation agrees opportunities in time for Annual Plan consideration if required	June 2022	
Work with Māori to co-design a mechanism to enable Participation of Māori in decisions of Council – at a governance level	Discussion underway with Elected Member - Te Ao Māori Portfolio	Mandate and support from Te Kahu o Taonui Membership working Group Co-design Implement	Feb 2022	

Project	Progress	Milestones	Expected completion	Status
Provide an annual contestable fund to assist two Māori in the Far North to attend the Making Good Decisions Course	Investigated timetable for courses in Auckland and requested consideration be given to Whangarei in the new Year	Confirmation of 2022 Dates Advertise and promote Selection (and process)	June 2022	
Develop a **Competencies Framework** to grow the responsiveness capabilities of staff to Māori	Having the capability in Te Hono to deliver is paramount and is part of recruiting the right talent. Current thinking for framework is: All of organisation – the basic competencies, then stepping up: Those who engage occasionally Those whom engagement is a core component of their BAU The Leadership Team	Recruitment Organisation mandate Framework levels and content Replicate and reinforce is **ongoing**	Feb/Mar 2022	
Provide Information Sessions on legislative obligations to Māori, Treaty settlement legislation, environmental management plans and on Māori perspectives	The first of these are being developed for the first on-boarding session for new staff. Once this is completed and assessed will develop targeted sessions to other parts of the business	Trial assessment at on-boarding Wider rollout Targeted sessions Replicate, adapt and reinforce is **ongoing**	Oct 2021	

Māori Relationships

Māori Representation

Having resolved to establish Māori seats on Council for the 2022 and 2025 Local Body Elections, an initial proposal was developed and is currently out for consultation. The information has been profiled on the council's website and Facebook page. The information has also been sent to various hapū and iwi contacts. Te Hono will continue to support the Corporate Services representation review process through to the election of Councillors to Māori Wards in the 2022 Local Body Elections. It is envisioned that Te Hono will continue to support the new Councillors.

Māori Participation in Council Decision-making

Alongside the provision for Māori representation, Council also resolved to ensure a mechanism to allow greater Māori input into decisions. In doing so, Council was also cognisant of the feedback they received from iwi during discussions about Māori representation, that Council should look to co-design a mechanism/s with Māori. Te Hono have been designing a proposal of how to achieve a co-design of options and will provide this to Council for consideration.

Ongoing Iwi Relationships

Over the reporting period staff continued to provide support to the Te Oneroa-a-Tōhe Board, Iwi Local Government Authorities Chief Executive Forum (ILGACE) and Te Kahu o Taonui Forum (TKoT)

Māori Development

Whenua Māori / Rating

The implications of the Local Government (Rating of Whenua Māori) Amendment Act 2021 on internal processes continue to be a focus for the Team Te Hono is steadily working through remission applications.

A mailout by the Rates team to 1500 property owners has been completed and owners have been advised that their whenua has been identified as non-rateable and that any arrears will also be written off. Should enquiries be received in relation to becoming non-rateable, a new Request for Service code has been created whereby the Rating Team can assist the customer.

Te Hono interactions with customers by Kaupapa



Figure 1 June-August 2021 Customer interactions by Kaupapa

The volume of staff interactions with customers has been steady this last quarter with no noticeable decline since the legislative changes to the Rating of Whenua Māori.

163 remission advice queries were received, with the second highest volume of interactions being related to general enquiries around whenua Māori (**80**). Examples of the types of enquiries range from transaction histories, to what are their legal rights before building due to a family member having a trespass order imposed on another family member.

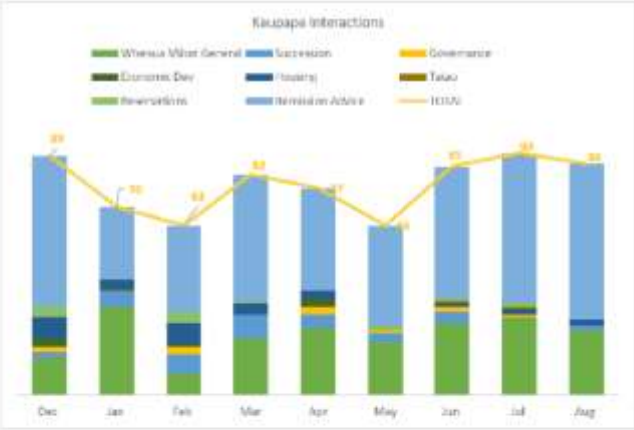
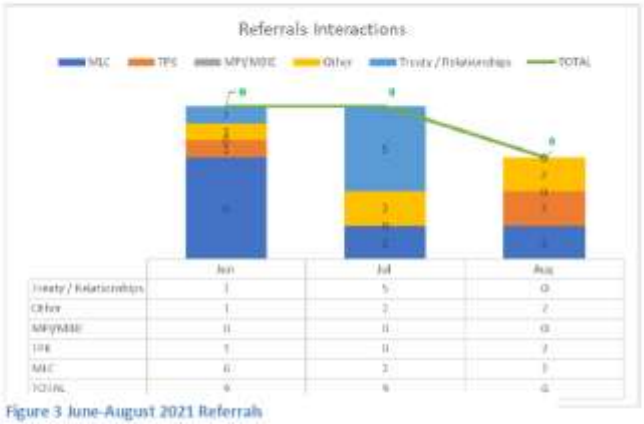


Figure 2 YTD Customer interactions by Kaupapa

When considering the interactions over the past year, the volume of work related to Whenua Māori has not decreased. This is somewhat surprising due to legislative changes it was thought staff would see a drop-off.

It is worth noting that Economic development interactions have been minimal to date which signals that we could increase efforts in socialising this to whenua Māori landowners. A revised policy is to be developed by the Finance team with Te Hono for the next rating year.

Referral interactions



	Jun	Jul	Aug
Treaty / Relationships	1	5	0
Other	1	2	2
MPI/MDC	0	0	0
TPS	1	0	2
MLC	6	2	3
TOTAL	9	9	6

Figure 3 June-August 2021 Referrals

Referrals to external / other agencies are reducing which may indicate the customers are becoming more informed and knowledgeable prior to their contact with FNDC, and/or Te Hono staff being better equipped with expertise to provide appropriate advice.

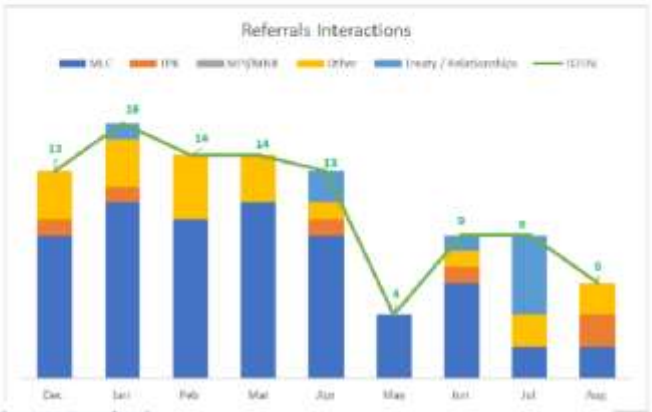


Figure 4 YTD Referrals

The Māori Land Court continues to be the key external agency necessary to assist customer enquiries to FNDC.

"Whenua Māori Expo" - a multi-agency initiative

The coordination of a regional "Whenua Māori Expo" has been ongoing from April 2021. This is a multi-agency approach being led by the Māori Land Court and Te Puni Kōkiri with Far North District Council, Kaipara District Council, Whangārei District Council and Northland Regional Council.

The overarching intent of the expo has been to share with whenua Māori landowner's advice on what they need to do in order to derive economic and/or social benefit from their land, what funding assistance can be accessed, what Council processes need to be fulfilled.

Due to the August Covid-19 Delta variant alert, it has been agreed amongst the agencies to defer holding this event until early 2022 (originally planned to be held over September 2021). In the interim, an online information sharing forum has been identified as being an ideal platform to begin engaging with Whenua Māori landowners. The format and arrangements are yet to be determined, with the idea being that these will serve as "tasters" before agencies and whenua Māori landowners can comfortably and confidently come together at physical locations. It is envisaged that the online forums will be brief (approx. 30 mins of interactive discussions), to be held monthly during October-December 2021.

Agencies will continue the momentum of collaboration by looking to have a combined booth/tent at the 2022 Waitangi Day events. This will lead on to the actual Expo, with dates staggered from February through to April 2022, as opposed to condensing to four weekends across one month.

6.8 STRATEGY AND POLICY ACTION SHEET UPDATE OCTOBER 2021

File Number: **A3409261**

Author: **Marlema Baker, Meetings Administrator**

Authoriser: **Aisha Huriwai, Team Leader Democracy Services**

TAKE PŪRONGO / PURPOSE OF THE REPORT

To provide the Strategy and Policy Committee with an overview of outstanding decisions from 1 January 2020.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- Council staff have reintroduced action sheets as a mechanism to communicate progress against decisions/resolutions and confirm when decisions have been implemented.
- The focus of this paper is on Strategy and Policy decisions.
- Action sheets are also in place for Council and Community Boards.

TŪTOHUNGA / RECOMMENDATION

That the Strategy and Policy Committee receive the report Action Sheet Update October 2021.

1) TĀHUHU KŌRERO / BACKGROUND

The Democracy Services Team have been working on a solution to ensure that elected members can receive regular updates on progress against decisions made at meetings, in alignment with a Chief Executive Officer key performance indicator.

Action sheets have been designed as a way to close the loop and communicate with elected members on the decisions made by way of resolution at formal meetings.

Action sheets are not intended to be public information but will provide updates to elected members, who, when appropriate can report back to their communities and constituents.

2) MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND OPTIONS

The outstanding tasks are multi-facet projects that take longer to fully complete.

The Democracy Services staff are working with staff to ensure that the project completion times are updated so that action sheets provided to members differentiate between work outstanding and work in progress.

Take Tūtohunga / Reason for the recommendation

To provide the Strategy and Policy Committee with an overview of outstanding committee decisions from 1 January 2020.

3) PĀNGA PŪTEA ME NGĀ WĀHANGA TAHUA / FINANCIAL IMPLICATIONS AND BUDGETARY PROVISION

There are no financial implications or need for budgetary provision in receiving this report.

ĀPITIHANGA / ATTACHMENTS

1. SPP Action Sheet as at October 2021 - A3409206 ⇩

OUTSTANDING ACTIONS REPORT

Printed: Tuesday, 12 October 2021 11:33:02 am
Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
Strategy and Policy Committee 30/07/2020	Options Report - Parks and Reserves General Policies Development	COMMITTEE RESOLUTION 2020/3 Moved: Cr Moko Tepania Seconded: Cr John Vujcich The Strategy and Policy Committee agrees and recommends to Council that new general policies for the management of parks and reserves be developed. CARRIED Note: The Committee requested the minutes note that the process needs to be inclusive of Community Boards in recognition of their delegations.	Action reassigned to Macken, Briar. The Parks and Reserves policy is in the process of being drafted. Engagement with Elected Members and Domain Boards has been undertaken. Planning regarding engagement with iwi / hapū is underway.
Strategy and Policy Committee 1/12/2020	Joint Local Authority Climate Change Committee - Agreement and Appointment of Members	RESOLUTION 2020/26 Moved: Deputy Mayor Ann Court Seconded: Cr John Vujcich That the Strategy and Policy Committee a) recommend to Council that a policy for the remuneration of non-elected members for committees of Council be developed. b) request that the policy is not inconsistent with other Northland Councils remuneration policies for Joint Regional committees. CARRIED	At their 10/12/2020 meeting Council resolved note SPP's recommendations that a policy for the remuneration of non-elected members for committees of Council be developed and request that the policy is not inconsistent with other Northland Councils remuneration policies for Joint Regional Committees.

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OUTSTANDING ACTIONS REPORT

Printed: Tuesday, 12 October 2021 11:33:02 am
Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
Strategy and Policy Committee 1/12/2020	Consultation on Draft District Plan	RESOLUTION 2020/27 Moved: Cr David Clendon Seconded: Cr John Vujcich That the Strategy and Policy Committee a) endorse the approach to include "Significant Natural Areas" in the consultation process on the draft District Plan and FN2100. b) request a workshop be scheduled early in the new year to provide Elected Members insight into the detail of the documents prior to consultation. CARRIED	Suggested update: A period for feedback on the non-statutory draft opened on March 6, 2021 and was extended to May 7 2021. The programme for targeted engagement on SNA mapping was extended to 11 June 2021. SPP received the Update on Draft District Plan Engage report at the meeting 15 June 2021 and a further update via the Submission on the National Policy Statement for Indigenous Biodiversity Report received at the meeting 30 July 2021. Draft District Plan workshops were held 24/07/2020, 12/08/2020, 16/09/2020 and 18/02/2021
Strategy and Policy Committee 9/02/2021	Briefing Paper On-Site Water Storage February 2021	RESOLUTION 2021/5 Moved: Cr Kelly Stratford Seconded: Cr David Clendon That the Strategy and Policy Committee: a) receive the report 'Briefing Paper On-Site Water Storage February 2021'.	29 Apr 2021 10:44am Sheppard, Donald Report and workshop to occur later this year 16 Jun 2021 4:36pm Sheppard, Donald Report still being prepared

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OUTSTANDING ACTIONS REPORT

Printed: Tuesday, 12 October 2021 11:33:02 am
Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
		b) request Council receive a report, outlining the scope, resourcing, and delivery timeframes, relating to the in-depth report referenced. c) request a workshop be held to discuss opportunities and risks for private water supplies, and options for the provision of water tanks for the Far North district before November 2021. CARRIED	
Strategy and Policy Committee 23/03/2021	Solid Waste Bylaw Review	RESOLUTION 2021/8 Moved: Cr Kelly Stratford Seconded: Bay of Islands-Whangaroa Community Board Belinda Ward That the Strategy and Policy Committee recommends that the Council: a) agree, under section 155(1) of the Local Government Act 2002, the Solid Waste Bylaw 2016 is the most appropriate way of addressing solid waste problems in the Far North District b) agree, under section 155(2) of the Local Government Act 2002, the Solid Waste bylaw 2016: i) is the most appropriate form of bylaw ii) does not give rise to any implications under the New Zealand Bill of Rights Act 1990 c) agree the provisions of the Solid Waste Bylaw be reassessed in conjunction with the Waste Management and Minimisation Plan review, which is due by 2023, or after central government legislation comes into effect. CARRIED	29 Apr 2021 10:36am Macken, Briar Next steps: Work on consultation requirements underway. Proposal due 20 July meeting. 03 Sep 2021 9:09am Macken, Briar Formal consultation period completed. Oral submissions booked to be heard 07/09/2021. Analysis to be presented to committee 24 November 2021, Cross-Council solid waste strategic policy working group initiated to begin development on Waste Management and Minimisation Plan. 03 Sep 2021 10:27am Hammond, Kim - Target Date Revision

OUTSTANDING ACTIONS REPORT

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Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
			Target date changed by Hammond, Kim from 06 April 2021 to 02 January 2023
Strategy and Policy Committee 4/05/2021	Proposal for a Treated Water Supply Bylaw	RESOLUTION 2021/14 Moved: Cr Kelly Stratford Seconded: Cr David Clendon That the Strategy and Policy Committee: a) agrees, under section 156(1)(b) of the Local Government Act 2002, to consult on a draft Treated Water Supply Bylaw in a manner that gives effect to the requirements of section 82 of the Local Government Act 2002. b) approves the Treated Water Supply Bylaw Proposal, including the draft bylaw, in attachment 1 be made publicly available for the purpose of the consultation. c) agrees the period for making written submissions on the proposal, be agreed upon between Chairperson Smith, Cr Clendon, and the Chief Executive Officer. d) agrees that if any person wishes to make an oral presentation of their submission, that presentation will take place on Tuesday 8 June 2021, and: i) the hearing will be conducted by the whole Committee; or ii) the hearing will be conducted by a subcommittee and appoint members to that subcommittee. e) authorises the Chief Executive Officer to make minor changes to the Treated Water Supply Bylaw Proposal to correct grammatical or spelling errors, or formatting. CARRIED	Consultation closed 31 May with Hearings held 8 June 2021. At the meeting 7 Sept 2021 a Treated Water Supply Bylaw – Recommendations for Making New Bylaw Report was presented and SPP resolved to recommend to Council. Council resolved to accept the SPP recommendation at their meeting 23 Sept 2021.
Strategy and Policy Committee 4/05/2021	New Parking and Road Use Bylaws	RESOLUTION 2021/15 Moved: Deputy Mayor Ann Court Seconded: Cr Moko Tepania That the Strategy and Policy Committee makes the following recommendation to Council:	On Track Consultation began 13 Sept and closed 15 Oct 2021. Hearing scheduled for 26 Oct 2021.

OUTSTANDING ACTIONS REPORT

Printed: Tuesday, 12 October 2021 11:33:02 am
Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
		That Council determine, under section 155(1) of the Local Government Act 2002, that two new bylaws regulating parking and road use, made under the Land Transport Act 1998, are the most appropriate way of addressing the problems in the Far North District: i) competition for space in the central business districts. ii) congestion in the central business districts. CARRIED	
Strategy and Policy Committee 4/05/2021	Control of On-site Wastewater Disposal Systems Bylaw	RESOLUTION 2021/16 Moved: Deputy Mayor Ann Court Seconded: Cr John Vujcich That the Strategy and Policy Committee makes the following recommendation to Council: That Council agree, under section 155(1) of the Local Government Act 2002, a bylaw is the most appropriate way of addressing problems related to the maintenance of on-site wastewater disposal systems in the Far North District. CARRIED	On Track Consultation began 13 Sept and closed 15 Oct 2021. Hearing scheduled for 26 Oct 2021.
Strategy and Policy Committee 1/07/2021	Speed Limit Bylaw Review - Consultation and Timeline Update	RESOLUTION 2021/25 Moved: Cr David Clendon Seconded: Cr Moko Tepania That the Strategy and Policy Committee: a) revokes the following resolution of the Strategy and Policy Committee made on 15 June 2021, Item 5.3 - Speed Limit Bylaw Review Statement of Proposal. RESOLUTION 2021/1 Moved: Cr Kelly Stratford Seconded: Cr Felicity Foy *That the Strategy and Policy Committee:*	On Track Consultation began 12 July and closed 24 August 2021. Hearing scheduled for 26 Oct 2021 for submitters south of Kaitaia and 2 November 2021 for Kaitaia submitters

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Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
		c) *confirms that the submission period will last for a period of six weeks from 29th June 2021 to 10th August 2021.* *CARRIED* b) agree that the submission period will last for a period of six weeks from 12 July 2021 to 24 August 2021. CARRIED	
Strategy and Policy Committee 20/07/2021	Solid Waste Bylaw Consultation	RESOLUTION 2021/27 Moved: Deputy Mayor Ann Court Seconded: Cr Kelly Stratford That the Strategy and Policy Committee: a) agrees, under section 160(3)(b)(ii) of the Local Government Act 2002, to consult on the continuation without amendment of the Solid Waste Bylaw in a manner that gives effect to the requirements of section 82 of the Local Government Act 2002, noting that Central Government is in the process of consulting and implementing several waste related proposals which may impact bylaw development. b) approves the Solid Waste Bylaw Proposal, including the bylaw, in attachment one and two, be made publicly available for the purpose of the consultation. c) agrees the period for making written submissions on the proposal will begin on 26 July 2021 end on 27 August 2021. d) agrees that if any person wishes to make an oral presentation of their submission, that presentation will take place on Tuesday 7 September 2021 and the hearing will be conducted by the whole Committee and delegates authority to change the date of the oral presentations to submissions, if necessary, to the Chair. e) authorises the Chief Executive Officer to make minor changes to the Solid Waste Bylaw Proposal to correct grammatical or spelling errors, or formatting. CARRIED	03 Sep 2021 9:18am Macken, Briar Formal consultation period opened 26 July 2021 and closed 27 August 2021. Oral submissions held 07 September 2021. Analysis of submissions due to committee 24 November 2021

OUTSTANDING ACTIONS REPORT

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Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
Strategy and Policy Committee 20/07/2021	Significant Natural Areas Project Options	RESOLUTION 2021/31 Moved: Deputy Mayor Ann Court Seconded: Cr John Vujcich That the Strategy and Policy Committee approve that the development of the proposed District Plan continues with the removal of Significant Natural Areas mapping and that the matter be brought back to the table at the conclusion of the Ministerial conversations currently underway. CARRIED	Allocated to Greg Wilson. Update as follows: the District Plan team continues redrafting plan methods to take into account the removal of SNA maps as a district plan method. We also continue to monitor Central Government's communications on the release of an updated draft National Policy Statement Indigenous Biodiversity which will influence our District Plan policy methods. A workshop with elected members will be scheduled to provide further consideration of the draft district plan methods. This is likely to occur before the end of the year.
Strategy and Policy Committee 7/09/2021	New Parking Bylaw - Approval of Draft for Public Consultation	RESOLUTION 2021/39 Moved: Mayor John Carter Seconded: Cr Kelly Stratford That the Strategy and Policy Committee:	On Track Consultation began 13 Sept and closed 15 Oct 2021. Hearing scheduled for 26 Oct 2021.

OUTSTANDING ACTIONS REPORT

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Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
		a) approves the proposal for a new Parking Bylaw in Attachment 1 to be released for public consultation to meet the requirements of section 22AD of the Land Transport Act 1998 and section 156 of the Local Government Act 2002. b) authorises the Chief Executive to make minor changes to the proposal for a new Parking Bylaw to correct grammatical or spelling errors, or formatting. c) agrees the period for making written submissions on the proposal be from 13 September 2021 to 15 October 2021. d) agrees the Committee will hear any people who want to present their submissions orally on Tuesday 26 October 2021. e) agrees to delegate, to the Chair, the power to change the date of the oral presentations of submissions. f) directs Council staff to make all necessary logistical arrangements for people to be heard, on 26 October 2021, either in person in the Council Chambers or online via Microsoft Teams. CARRIED	
Strategy and Policy Committee 7/09/2021	New Road Use Bylaw - Approval of Draft for Public Consultation	RESOLUTION 2021/40 Moved: Cr Kelly Stratford Seconded: Cr John Vujcich That the Strategy and Policy Committee: a) approves the proposal for a new Road Use Bylaw in Attachment 1 to be released for public consultation to meet the requirements of section 22AD of the Land Transport Act 1998 and section 156 of the Local Government Act 2002. b) authorises the Chief Executive to make minor changes to the proposal for a new Road Use Bylaw to correct grammatical or spelling errors, or formatting. c) agrees the period for making written submissions on the proposal be from 13 September 2021 to 15 October 2021. d) agrees the Committee will hear any people who want to present their submissions orally on Tuesday 26 October 2021.	On Track Consultation began 13 Sept and closed 15 Oct 2021. Hearing scheduled for 26 Oct 2021.

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OUTSTANDING ACTIONS REPORT

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Division:
Committee: Strategy and Policy Committee
Officer:
Date From: 1/01/2020
Date To: 12/10/2021

Meeting	Title	Resolution	Notes
		e) agrees to delegate, to the Chair, the power to change the date of the oral presentations of submissions. f) directs Council staff to make all necessary logistical arrangements for people to be heard, on 26 October 2021, either in person in the Council Chambers or online via Microsoft Teams. CARRIED	
Strategy and Policy Committee 7/09/2021	New On-site Wastewater Disposal Systems Bylaw - Approval of Draft Bylaw for Public Consultation	RESOLUTION 2021/41 Moved: Cr Felicity Foy Seconded: Chair Rachel Smith That the Strategy and Policy Committee: a) approves the proposal for a new On-site Wastewater Disposal Systems Bylaw in Attachment 1 to be released for public consultation to meet the requirements of section 156 of the Local Government Act 2002. b) agrees the period for making written submissions on the proposal be from 13 September 2021 to 15 October 2021. c) agrees the Committee will hear any people wanting to present their submissions orally on Tuesday 26 October 2021 and agrees to delegate, to the Chair, the power to change the date of the oral presentations of submissions. d) directs Council staff to make all necessary logistical arrangements for people to be heard, on 26 October 2021, either in person in the Council Chambers or online via Microsoft Teams. CARRIED	On Track Consultation began 13 Sept and closed 15 Oct 2021. Hearing scheduled for 26 Oct 2021.

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7 KARAKIA WHAKAMUTUNGA – CLOSING PRAYER

8 TE KAPINGA HUI / MEETING CLOSE