



**Te Kaunihera
o Te Hiku o te Ika**
Far North District Council

Te Kaunihera o Te Hiku o te Ika

AGENDA

Supplementary Reports

Ordinary Te Koukou Committee for Transport and Infrastructure Meeting

Wednesday, 16 September 2026

Time: 10:00 am
Location: Council Chamber
Memorial Ave
Kaikohe

Membership:

Cr Felicity Foy - Chairperson
Cr Rachel Baucke
Kahika - Mayor Moko Tepania (Ex-officio Member)
Kohepū-Deputy Mayor Chicky Rudkin
Cr Ann Court
Cr Arohanui Allen
Cr Hilda Halkyard-Harawira
Cr John Vujcich
Cr Tāmati Rākena

Te Paeroa Mahi / Order of Business

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5.6	Transportation - Dust Mitigation Programme 2026/27	27

5 NGĀ PŪRONGO / REPORTS

5.5 RUSSELL PLACEMAKING - ENDORSEMENT OF FINAL DESIGN FOR CASS STREET AND THE STRAND

File Number: A5951491

Author: Jaye Michalick, Team Leader – Growth Planning & Placemaking

Authoriser: Ken Macdonald, Chief Financial Officer

TAKE PŪRONGO / PURPOSE OF THE REPORT

To seek a recommendation to Council to approve for implementation a final design plan for changes to The Strand and Cass Street in Russell-Kororāreka. The following recommendations were endorsed by the Bay of Islands-Whangaroa Community Board on 3 September 2026.

The design has been developed by a community working group (the Russell Rooding Working Group) and Council staff with support from a transport engineer. This report discusses the proposed design, including suggested changes to the design resulting from public engagement in June and July 2026.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

This request enables:

- Council to give effect to resolution 2025/80 that required a permanent design to be created for Cass Street and The Strand in collaboration with a community working group, which required community feedback prior to finalisation.
- Implementing the design enables Council to give effect to resolution 2025/80, resulting in the change of use (to a Shared Zone) along The Strand, from the boat ramp at the northern end to Pitt St to the southern end, and along Cass Street from mid-block Cass St to its intersection with The Strand. The design also introduces an Authorised Vehicles only restriction along The Strand from Cass Street to Pitt Street.
- This report summarises the public feedback obtained via community engagement that took place between 18 June and 12 July 2026.
- A total of 339 comments from 110 individual responses were received through active engagement and via a survey. A further 36 comments from the Russell Noticeboard Facebook page were also analysed.
- After considering the feedback received on the proposed design, staff recommend the following minor changes:
 1. move the bollards along the south-eastern portion of Cass Street, adjacent to the delivery and drop-off zone, to the carriageway side of the drainage channel;
 2. include the following additional signage at the final discretion of the Transport Group):
 - a 10kph sign near the refuelling loading zone on The Strand
 - add a No Left Turn sign midway along Cass Street and adjacent to the Cass and York Street intersection (to direct traffic turning onto or travelling east along Cass Street)
 - sufficient signage to inform how long vehicles can remain parked in the various carparks along Cass Street
 3. install a cycle parking rack.
- This report also seeks endorsement to change the construction material for the raised crossing at the entrance to Cass St, to a lower-cost and higher-durability material.

- Funding up to a value of \$113,807.08 to implement the final design plan has been allocated via previous Bay of Islands-Whangaroa Community Board resolution 2026/35.
- An update on changes required to Far North District Council Parking Bylaw and Road Use Bylaw, to facilitate permanent changes to Cass St and The Strand is provided.
- The Bay of Islands-Whangaroa Community Board have endorsed the final design as per the recommendation.

TŪTOHUNGA / RECOMMENDATION

That the Te Koukou Committee for Transport and Infrastructure recommend that Council approves the final design plan for Cass Street and The Strand, per Attachment 1, with the following changes (as detailed in Section 2 of this report):

- a) Shift proposed pedestrian safety bollards, provide additional signage, and install a cycle parking rack.**
- b) Endorses grey-tinted concrete as the proposed construction material for the raised crossing entrance to Cass St (from York St).**

1) TĀHUHU KŌRERO / BACKGROUND

In 2022, the Board allocated \$100,000 for placemaking in Kororāreka-Russell. In early 2024, staff began a placemaking project for Kororāreka-Russell involving extensive community engagement. This led to the Kororāreka-Russell Placemaking Plan, which identified 11 priority placemaking outcomes.

One of the priority outcomes was to reduce vehicles on The Strand. In December 2024, a temporary traffic trial was introduced on The Strand and Cass Street. The trial tested new ways to manage vehicle access along this busy and popular area, aiming to improve safety for pedestrians and cyclists, reduce traffic congestion, and create a more welcoming space for locals, visitors, and businesses.

In May 2025, a public consultation on the traffic trial attracted 383 submissions, with 65.7 per cent of respondents supporting the trial with pedestrian priority on some or all of The Strand.

In June 2025, the Bay of Islands-Whangaroa Community Board endorsed the final Kororāreka - Russell Placemaking Plan 2025 via resolution 2025/59.

In July 2025, the council decided to permanently reduce vehicles on The Strand via resolution 2025/80, which included the requirement to work with a community group to refine the design to permanently change The Strand and Cass Street.

In October 2025, the Russell Roding Working Group (an independent community group) was formed with support from council staff and Community Board Member Hindle. This group has worked together with relevant staff, including a transport engineer, to come up with the final design for changes to Cass Street and The Strand that will achieve the outcomes decided by Council resolution 2025/80. Refer [Pedestrianisation of The Strand, Kororāreka-Russell](#) for a record of membership and meeting records. This decision has resulted in the final design plan in Attachment 1.

In June 2026, the Bay of Islands-Whangaroa Community Board endorsed a draft version of the design for changes to Cass Street and The Strand to be engaged on for community feedback to inform the final version of the design.

Between 18 June and 12 July 2026, engagement on the final design for Cass Street and The Strand was undertaken. The public were invited to view the final design plan and to provide their suggestions for minor changes. A summary of feedback received during this engagement is discussed in section 2, and a report on findings from this public consultation is provided in Attachment 2.

On 3 September 2026, the Bay of Islands-Whangaroa Community Board (the Board) endorsed the final design plan including the three changes recommended by staff as a result of engagement across June/July 2026. The Board also endorsed changing the construction material for the raised entrance from York Street to a more durable and affordable material.

Pending approval of the final design plan by Te Koukou, then Council, the physical changes to Cass Street and The Strand can be scheduled and carried out by FNDC's Transport Department. The Russell Roding Working Group members have requested that the Transport Group liaise with them while they undertake the physical works. The purpose of this would be to keep the Russell Roding Working Group informed of progress and to seek views from the Russell Roding Group, should that be necessary during this stage of works.

Funding to implement changes to Cass Street and The Strand was previously allocated via Bay of Islands-Whangaroa Community Board resolution 2026/35. It should be noted that the allocated funding is estimated to cover costs associated with the physical changes to the road environment but is not sufficient to cover costs associated with carving the new totara bollards on Cass Street. Funding for the carving will need to be generated either through community fundraising initiatives or future requests for funding by the Board. The funding allocated comprises a total value of \$113,807.08 as follows:

- \$14,150.08 remaining balance from the original 2022 Bay of Islands-Whangaroa Community Board Russell placemaking fund of \$100,000 (currently being held by Far North Holdings Ltd, this fund will be invoiced back into FNDC for allocation to Transport Group for the purpose of implementing the design plan)
- \$42,157 remaining from the 2024/2025 Eastern Town Beautification Fund (carried into this financial year), and
- \$57,500 of the 2025/2026 Eastern Town Beautification Fund (carried into this financial year).

2) MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND OPTIONS

Suggested Changes to the Design for Cass Street and The Strand as a result of Community Feedback

Community feedback responses ranged widely, with several strongly worded individual responses often about elements that did not generate strong responses from many others. 78.2% of feedback received is in either full or partial support of the proposed changes. Some suggestions are out of scope, such as opening The Strand to all traffic on a seasonal basis. Others compromise safety, such as removing bollards or placing carparks too close to intersections. Several suggestions were operational, such as developing enforcement plans and adding the changes to Google Maps. Refer to Attachment 2 for details of the feedback obtained.

Staff, in consultation with the transport engineer, considered the suggested changes received during the feedback and have identified three proposed changes to the design that are expected to help achieve the purpose of the design plan and remain within the budget allocated (discussed below).

Shift Proposed Pedestrian Safety Bollards

Retain but move all bollards along the south-western portion of Cass Street, adjacent to the delivery and drop-off zone, to the carriageway side of the drainage channel. The current design shows the bollards being located on the footpath side of the drainage channel. This change would improve pedestrian safety on the footpath in this area and would discourage angle parking across the loading and drop-off zone.

Additional Signage

At the time of detailed design, the Project Manager responsible for implementing the design plan will include the following additional signage at the final discretion of the Transport Group:

- a 10kph sign near the refuelling loading zone on The Strand
- add a No Left Turn sign midway along Cass Street and adjacent to Cass and York Street intersection (to direct traffic turning onto or travelling east along Cass Street)

- ### Including a Cycle Parking Rack

The following suggested changes were also considered, however, staff in consultation with the transport engineer, recommend rejecting the following suggested changes.

[illegible]

Provide angle parking where the proposed delivery and drop-off zones are along the southwestern side of Cass Street

Making the shared zone seasonal

Removing the proposed bollard outside Wood2Water (south-eastern end of Cass Street)

Removing the disability park on The Strand

Moving the bus stop closer to the footpath by removing the garden box behind it, and shortening the garden bed on the corner of Cass Street and The Strand

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Extending the refuelling zone to 14m

This was not required as the refuelling trucks are a maximum of 8.5m and thus can fit into a 9m loading zone. This was confirmed in conversation with Allied Petroleum.

Changes to the Poutama

Proposed changes to the Poutama were rejected because brick stains are temporary and do not damage the brick surface. The stain will require regular upkeep to sustain the colour, so should the staining prove unpopular or too expensive to maintain, the original colour of the bricks will slowly show through. This decision may antagonise the small group opposing the Poutama due to the perceived historic value of the Square developed by the Russell 2000 group, and of the bricks themselves which may have been hand-made locally.

Suggested Changes to the Design for Cass Street and The Strand - FNDC Transport Department recommendation

As reported to the Bay of Islands-Whangaroa Community Board on 4 June 2026, FNDC's Transport Department staff reviewed the draft design plan. They are generally supportive of the plan; however, they recommend an alternative option for the raised crossing at the entrance to Cass St (from York St). The Russell Roding Working Group recommends construction via London Pavers (as shown on the design plan in Attachment 1), while staff recommend using tinted concrete, which is more durable, more stable, and lower-cost to install and maintain. During engagement, three members of the public submitted on this topic, and all three supported retaining the brick design. Altering the design would reduce implementation costs by \$9,600. Heritage New Zealand Pouhere Taonga staff have also reviewed the plan and support it, as long as the tint used for the concrete crossing is grey. This part of the town has significant cultural and heritage values and is regulated to protect those values.

Options

Te Koukou Committee has the option of:

- endorsing the design plan as shown in Attachment 1, without any of the changes recommended above, or
- endorsing the design plan with all or some of the changes that are either recommended for inclusion or rejection as set out above.

Following Te Koukou's recommendation to Council and Council making its decision, the final approved design will be handed to FNDC's Transport Department for implementation.

Update on changes required to Far North District Council Parking Bylaw and Road Use Bylaw, to facilitate permanent changes to Cass St and The Strand.

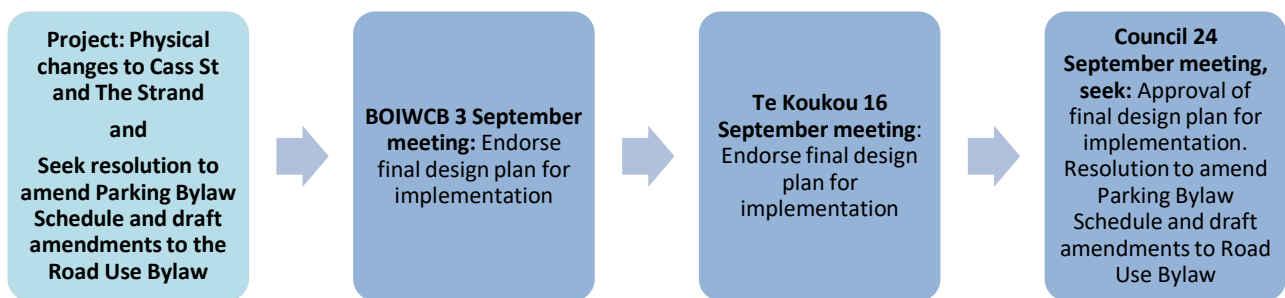
Parking Bylaw

The Parking Bylaw Schedules and Maps will need to be amended according to the changes in parking layout, time limits, and purpose, as indicated in the final design plan for Cass Street and The Strand in Russell-Kororāreka.

These changes to the Parking Bylaw schedules and maps include:

- Changes to public parking
- Changes to mobility parking
- Changes to delivery and drop-off zones
- Changes to the refuelling zone

A resolution to make amendments to the Parking Bylaw schedules and maps and to draft amendments to the Road Use Bylaw will be sought at the 24 September Council meeting, see diagram below.



The GIS measurements of each park will be collated and updated in the Parking Bylaw Schedules, and maps updated according to the changes in parking, once work has been completed to ensure accuracy.

The car parks will be monitored and managed by Council parking compliance following the Parking Bylaw Schedule and Map amendments.

Road Use Bylaw

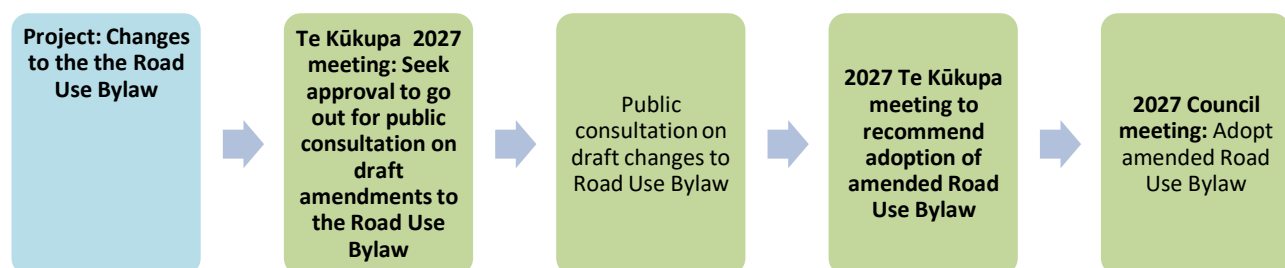
The Road Use Bylaw will require amendment to incorporate the changes according to the final design plan for Cass Street and The Strand in Russell-Kororāreka.

These changes are:

- The Strand is to be a shared access road with pedestrians
- The Strand will have limited vehicle access
- The Strand will have one-way-only access
- The schedules and maps for the Road Use Bylaw will need to be amended
- The amendments to the Bylaw and its schedules and maps will require a Public Consultation over a four-week period.

Future resolutions to consult on draft amendments to, then adopt amendments to the Road Use Bylaw will be sought from Te Kūkupa then Council. This process will be led by the Policy and Bylaws Team, it will be initiated once The Transport Department have completed the changes to Cass Street and The Strand have been physically completed.

The below figure sets out future stages required to change the Road Use Bylaw.



TAKE TŪTOHUNGA / REASON FOR THE RECOMMENDATION

Adopting the recommended final design plan, including the recommended changes discussed above, will ensure that when parts of Cass Street and The Strand become a Shared Zone, pedestrian safety can be achieved, while also incorporating design features and elements that have been identified as important by the community of Russell-Kororāreka.

Endorsing a final design plan up to Council for implementation will enable Council resolution 2025/80 to be achieved via the introduction of a Shared Zone along The Strand, from the boat ramp at the northern end to Pitt St to the southern end, and along Cass Street from mid-block Cass St to its intersection with The Strand. The design also introduces an Authorised Vehicles only restriction along The Strand from Cass Street to Pitt Street.

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

As discussed above, funding to implement the majority of the recommended design, including suggested changes, has been secured via previous Bay of Islands-Whangaroa Community Board resolution 2026/35.

ĀPITIHINGA / ATTACHMENTS

1. **Design Plan - A5932085** [↓](#) 
2. **Engagement Summary Report - A5932082** [↓](#) 

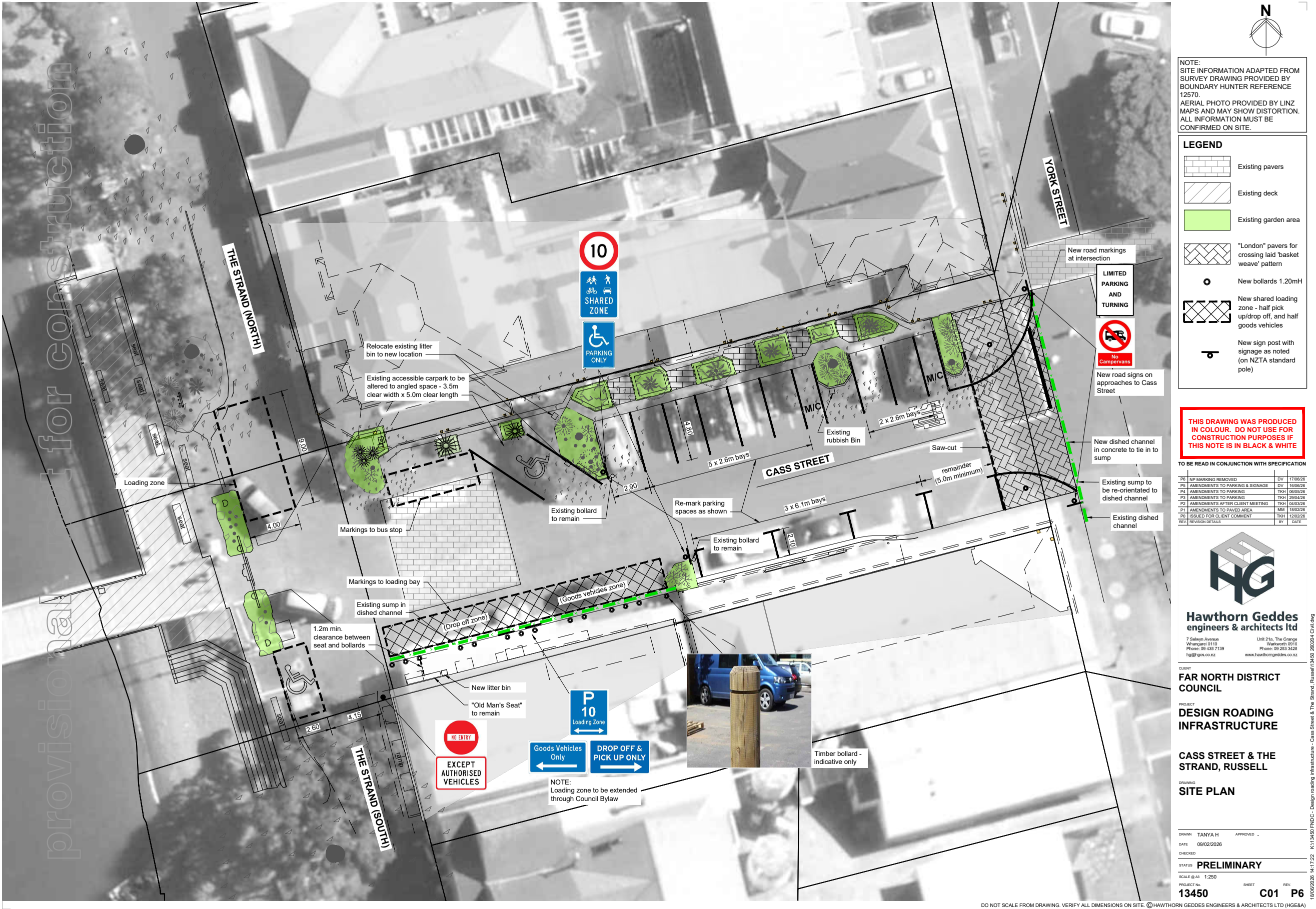
Hōtaka Take Ōkawa / Compliance Schedule:

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 design plan is not assessed as having a high level of significance in accordance with Councils' Significance and Engagement Policy, however, significant iterative public engagement since 2024 has informed the development of this placemaking outcome.
State the relevant Council policies (external or internal), legislation, and/or community outcomes (as stated in the LTP) that relate to this decision.	Accessibility Policy (2022) Art and Memorials in Public Places Policy (2017) Community Gardens Policy (2013) Community Grant Policy (2024) District Plan 2009 Footpath Policy (2016) Heritage New Zealand Pouhere Taonga Act 2014 Iwi/Hapu Environmental Management Plans Policy (2016) Local Government Act 2002 Long Term Plan (2024-2027) Parks and Reserves Policy (2022) Procurement Policy Resource Management Act 1991 This outcome sees the implementation of an outcome within the Russell Placemaking Plan, endorsed by Bay of Islands-Whangaroa Community Board in June 2025
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 Kororāreka-Russell Historic Township is of district wide significance and the Community Board have been involved throughout the process via the appointment of a Russell Roding Working Group supported by a Community Board Member.
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.	Hapū representation has been consistent throughout this placemaking project, including hapū representation as a member of the Russell Roding Working Group.

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).	This paper recommends a final design which has been the subject of recent public engagement, to ensure that persons likely to be affected by or have an interest in this matter, have been enabled to put forward their views on this matter.
State the financial implications and where budgetary provisions have been made to support this decision.	Funding has been previously allocated, as discussed in this paper Namely: The funding allocated comprises a total value of \$113,807.08 from the following fund allocations: • \$14,150.08 remaining balance from the original 2022 Bay of Islands-Whangaroa Community Board Russell placemaking fund (currently being held by Far North Holdings Ltd, this fund will be invoiced back into FNDC for allocation to Transport Group for the purpose of implementing the design plan) • \$42,157 remaining from the 2024/2025 Eastern Town Beautification Fund (carried into this financial year), and • • \$57,500 of the 2025/2026 Eastern Town Beautification Fund (carried into this financial year).
Chief Financial Officer review.	This report has been reviewed by the CFO





Proposed Changes to Cass St. & The Strand, Kororāreka Russell: Community Feedback Summary Report

Introduction

This report collates feedback on proposed changes to Cass Street and The Strand in Kororāreka Russell. The purpose of this engagement was to seek feedback from the public on near-final designs developed over the previous eight months by the Russell Roothing Working Group. A plan (Appendix 1) and artists impressions (Appendix 2) were provided for the public to comment on. Community engagement ran from 18 June to 12 July 2026 and included:

- Email feedback from immediate residents, ratepayers and business operators: 18 - 30 June (n=7).
- Conversations by phone and door-to-door targeted to immediate residents, ratepayers and business operators: 23 - 27 June (n=38 from 33 locations).
- Drop in hui: 24 June, 25 June and 27 June (n=21).
- Paper and online survey open from 22 June to 12 July (n=44).
- Russell Noticeboard Facebook comments in June-July (n=36).

Survey questions¹ were:

1. How would you describe your connection to Kororāreka-Russell?
2. What do you like most about the designs for Cass St and The Strand?
3. Are there any improvements you'd like to suggest? If yes, please explain.
4. Are there any aspects of the plan that you have strong concerns about or could not support? If yes, please explain.
5. Please share any other thoughts or feedback.

A total of 339 themed comments were received from 110 individual responses², via the formal engagement. 36 comments from the Russell Noticeboard Facebook page are also collated. Those engaged personally were most likely to record their overall support,

¹ A copy of the survey is in Appendix 3

² Some respondents gave feedback through more than one avenue (e.g drop in hui and survey) and people tended to offer more than one comment. 27 comments were repeated by the same person so were only counted once.

those in surveys most likely to highlight improved safety and access for pedestrians and those on Facebook to acknowledge the process of decision making.

Formal engagement findings

Total themed comments	Supportive	Minor changes	Concerns or opposition	Other ³
339	147	118	68	6

- 43.4% of comments from the formal engagement support the proposal overall, with 33 individual responses supporting the proposal in its entirety (9.8% of the overall total comments).
- 34.8% support the proposal and suggest minor changes, usually focused on a particular aspect such as signage, the second disability car park or the loading and drop off zone.
- 20.1% oppose elements of the proposal, with some offering very strong criticism of it and 17 comments (5.0%) opposing the proposal in its entirety. (These comments are from 8 individuals).
- 1.7% offered thoughts that were out of scope, such as resealing roads or focusing on beach erosion.

Supportive comments

Of the 147 supportive comments, 33 appreciate the overall design and request no changes. The remainder (114) focus their appreciation on particular elements as shown in Table 1.

Table 1. Community appreciation for particular elements of the proposed plan.

	Emails	Direct	Drop in H	Surveys	Totals	% of 147
Everything or neutral		32	1		33	22.4
Changes to car/motorbike parks and delivery/drop-off zones/bus stop (number/position/width)	1	21	5	5	32	21.8
Safety and access for pedestrians including bollards	1	12	2	12	27	18.4
Second disability park		8	2	2	12	8.2

³ Out of scope

Short term car park/reduce traffic/better flow/calmer		3		8	11	7.5
The poutama, light carving, Te Ao Māori elements		4	2	3	9	6.1
Process to get to this stage		6		1	7	4.8
Attention to aesthetics and heritage	2			4	6	4.1
Keeping Cass St entry "bump" in brick		1	2		3	2.0
Ensuring restaurant access by vehicle			3		3	2.0
Keeping gardens		2			2	1.4
No campervans		2			2	1.4
Totals	4	91	17	34	147	100.1

"I really like the overall design of The Strand. My favourite part is the open space, it feels much more spacious and relaxed, great for walking around. I also love the Māori designs that are included, it adds such a nice local touch. The layout looks natural and easy to move through too."

"The open feeling, no narrowing of Cass Street at the entrance or midpoint, no clutter like planter boxes. The simplicity. The additional disability car park. The drop off area by the old man's seat. I also like that the loading zone by the fuel tanker spot will be marked out. I like that cars can go in both directions on Cass Street. I like that authorised vehicles can use the Southern Strand. I like the additional parallel park outside Wood2water.."

"The poutama is welcoming."

Suggested minor changes

Many people who are supportive of the proposal, also offer suggestions for minor changes (118 comments). Thoughts on minor changes ranged widely, with several strongly-worded responses by individuals, and most suggestions parking and traffic related, as shown in Table 2. When grouped together, these make up 46.2% of all the suggested minor changes and include some requests for further reductions in parking and more pedestrian facilities:

Table 2. Suggested minor changes for car parking and traffic flow.

	Emails	Direct	Drop in	Surveys	Totals	% of 119

Aesthetics & amenity to enhance heritage, retain/share histories, add seating, shading, rubbish bins & art, ensure durability & indicate no parking	2	5	3	6	16	13.4
Remove planter/shorten gardens so bus stop is closer to footpath & to improve parking		6	5	4	15	12.6
Seasonal Shared Zone	1	2	11		14	11.8
Ensuring changes are adhered to		11	2		13	10.9
Various signage suggestions: lower speed limits, parking times, 'no entry'; double- sided, heritage-style and in specific locations	1	2	7		10	8.4
Add cycle racks	1		6		7	5.9
Remove/shift The Strand disability park		1	2	3	6	5.0
Add to Google Maps/include direction to public toilets		6			6	5.0
Mark delivery and drop-off zone into parallel carparks		3	2		5	4.2
Retain same number of car parks	2				3	2.5
More parking/no bollards outside Jiffy or Wood2Water				3	3	2.5
Ensure refuelling zone is 14m long		1	1	1	3	2.5
Provide less parking				3	3	2.5
Create poutama in lighter colourway, reduce light carving, check historic bricks		2		1	3	2.5
Delivery/drop-off zone stay as angle parking	1			1	2	1.7
Slow speed on all Cass and add a speed bump on The Strand North			2		2	1.7
Allow parking in loading zones 6pm- 6am		1		1	2	1.7
Permanent residents making decisions				2	2	1.7
Ensuring practicality				2	2	1.7
Completely block cars				1	1	0.8
Remove motorcycle car parks				1	1	0.8
Totals	8	40	41	29	118	99.8

"If there has to be another mobility parking space, it should be located at the entry to Cass Street from York Street rather than on The Strand. I do not want to see cars parked there, as it takes away from the amenity, and I don't see the need for mobility parking specifically there, if sufficient other options are provided on Cass Street. It

would be better if the whole of Cass Street had a colour other than asphalt; if pavers throughout are too expensive, terracotta colour could be used to signal that this is not a car dominated space."

"No car parking. Instead, more shaded seating. A drinking outlet/fountain. More trees. Planter boxes."

"I like that The Strand is an environment for walking and playing. I would reduce parking spaces in Cass Street further, e.g. have them only on one side. I applaud the re-designed mobility parking on Cass Street but find the new mobility parking on The Strand misplaced."

Concerns and opposition

68 comments expressed strong criticism or opposition to the proposal, including sixteen people (4.7%) who are concerned that changes will be removed by disgruntled locals and wish to see them enforced. Concerns and opposition are recorded in Table 3.

Table 3. Community concerns about and opposition to particular elements of the proposed plan.

	Emails	Direct	Drop in	Surveys	Totals	% of 68
Totally opposed: "works well as is"		2		15	15	22.1
Changing car parks - keep as is (number & position) improve usability by reducing gardens	1	9		2	11	16.2
No poutama or carving		2	5	4	11	16.2
More short term parking (instead of loading zone or disability park on The Strand)	1	2		3	7	10.3
No bollards at Cass and York	1	3		3	7	10.3
No disability park on The Strand		6	1		7	10.3
Not pedestrian-friendly enough				3	3	4.4
Remove bollards along drop off and delivery zone		2			2	2.9
Better signage				1	1	1.5
No Motorbike parking		1			1	1.5
Upgrade toilets		1			1	1.5
Inadequate lighting				1	1	1.5
Loss of historic feel (colour, style)				1	1	1.5
Totals	3	28	6	31	68	100.2

"Check whether the bricks in the Sydney Square are historic - they may come from the Brick Factory (NZ's first) in Waihihi Bay. If they are from there then they probably should be acknowledged as such."

"The bollards are not in keeping with the historic nature of the town. A simple concrete kerb would work to enforce the footpath. Spend the funds on upgrading the public bathrooms instead."

"I don't want the fuel loading zone to be made smaller. Vehicles need to be able to park there to unload and you need space to fit 2 cars or an 11 metres long fuel truck. Keep this loading zone 14 metres. I prefer aged uncarved wood for the bollards by the Old Man's Seat, they will match the style of the wharf."

Facebook comments and reactions

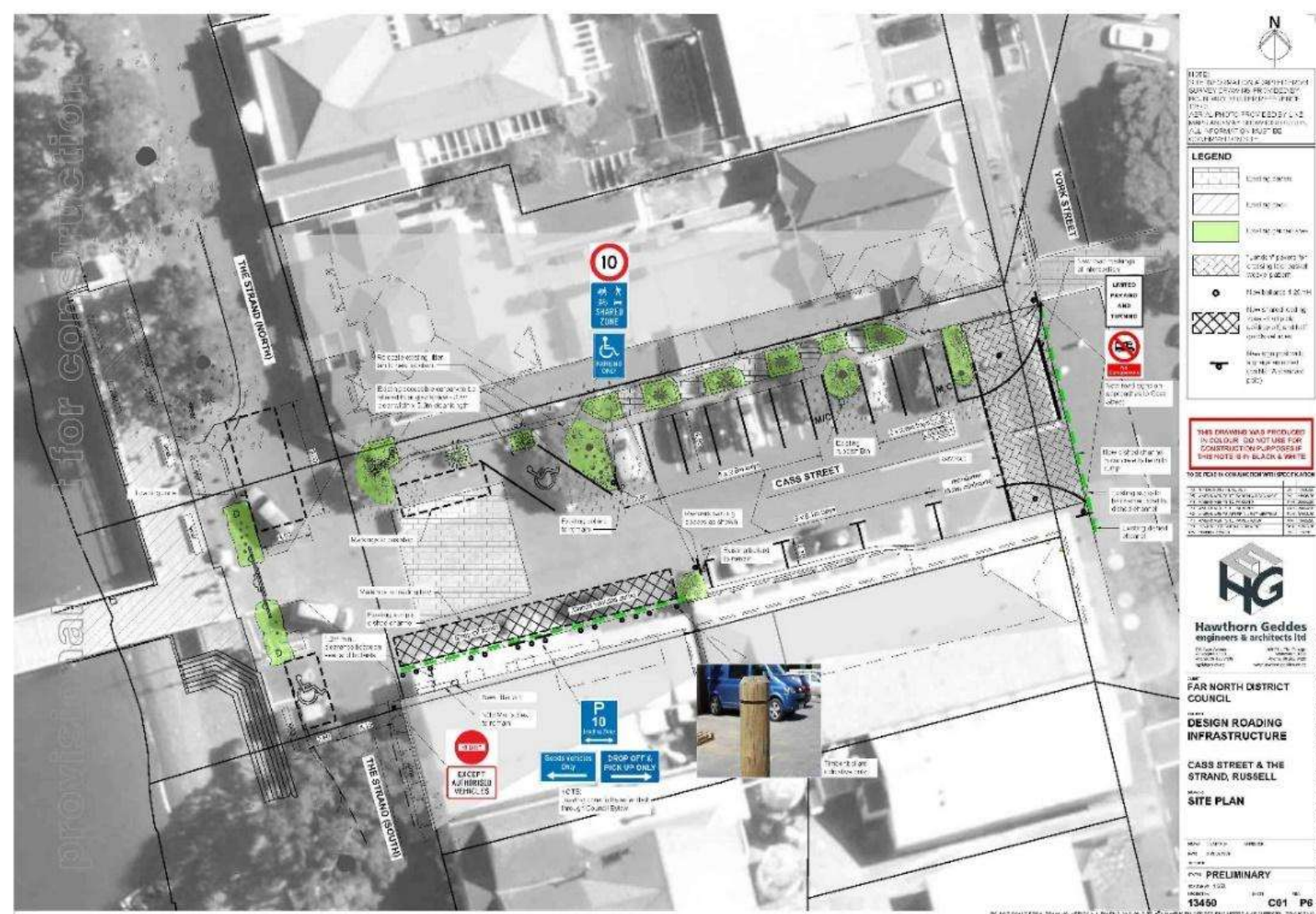
Responses to a post by Jane Russell on 22 June were analysed on 12 July. The post invited group members to engage with the formal process and included an image of the Hawthorne Geddes plan (Appendix 1).

The post received 29 thumbs up reactions, and 36 comments from 25 individuals:

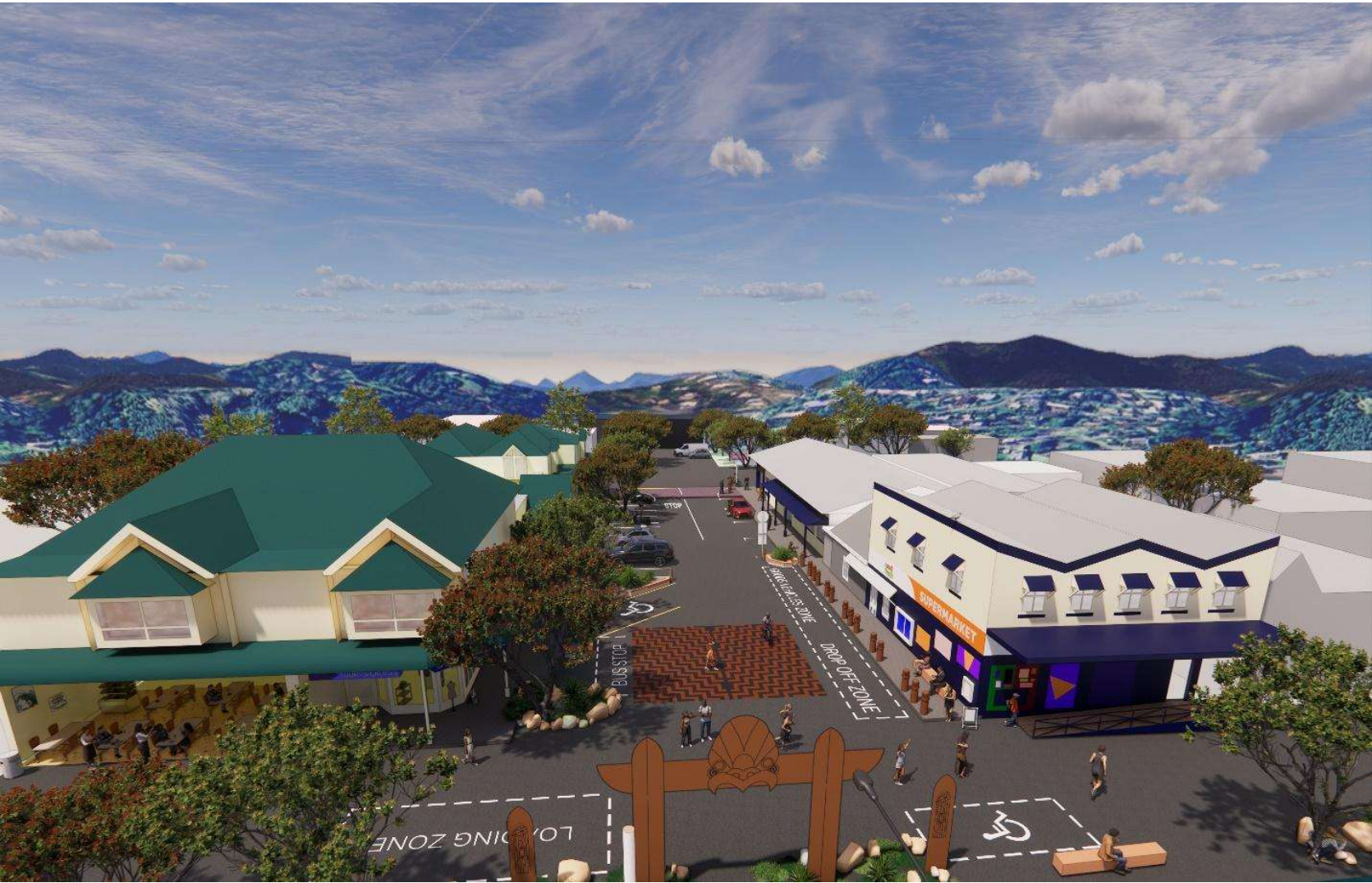
- 12 comments and replies are critical about the proposed changes with regard to the losses to the total number of car parks, ignoring locals opinion, the costs involved to make the proposed changes and perceived losses of heritage and aesthetics.
 - 4 comments criticising the loading zone received 13 thumbs up from 11 people.
 - 3 comments about ignoring local feedback received 7 thumbs up from 6 people.
 - 3 comments about costs received 10 thumbs up from 10 people.
 - 2 comments about loss of heritage and aesthetics received
- 10 comments and replies focused on helping people engage with the consultation process, such as asking about meeting logistics, providing information on how to participate, or encouraging attendance.
 - These comments received 8 thumbs up or heart reactions from 8 people.
- 7 comments and replies offered suggestions, or proposed alternative ideas about design and traffic control, the need for more information online, keeping things as-is or allocating the money elsewhere.
 - These comments received 16 thumbs up or heart reactions from 15 people.
- 5 comments are explicitly supportive or positive about the project, the working group's efforts to find "a compromise", or specific elements of the new design, such as supporting the "working wharf".
 - These comments received 10 thumbs up or heart reactions from 10 people.

- 2 minor changes were suggested. These focused on making the shared zone seasonal and using “wireless activated bollards” to block The Strand to vehicles.
 - These comments received no reactions.

Appendix 1: Plan view of proposed changes to Cass Street and the Strand.



Appendix 2. Artist impressions







Final roading designs
for Cass St and The Strand

Survey form June 2026

You can also share your feedback online at www.fndc.govt.nz/yoursay. Sharing your feedback online saves cost and time. If you need more space than is provided on this form, please feel free to write on extra pages. If you have extra information you would like council to consider, please attach it to your feedback.

About you

First name (required) _____

Last name (required) _____

Organisation and position in organisation (if applicable) _____

Your email (required) _____ Phone _____

Which community board area do you live in?

☐ Te Hiku (North) ☐ Bay of Islands-Whangaroa (East)

☐ Kaikohe-Hokianga (West) ☐ Outside Far North

Would you like to be informed about future consultations via email?

☐ Yes ☐ No

PRIVACY STATEMENT

Anyone is invited to submit feedback on this consultation, whether as an individual or on behalf of an organisation, however, any submissions that are out of scope, offensive, inappropriate, or late may not be accepted by the council. You will be notified if your decision is not accepted and, where appropriate, invited to resubmit. Any submissions made become part of the public consultation process. The collection and use of personal information by the Far North District Council is regulated by the Privacy Act 2020. Please note that your submission or a summary of your submission will be treated as public information and may be published on the council's website and made available to elected members and members of the public as part of the consultation process. Your name and contact details (phone number, email) will only be used for administrative purposes – such as the council contacting you to update you on the outcome of this consultation and letting you know about future consultations.

☐ I have read the terms of this public consultation (required)

CONFIDENTIALITY

If you also wish your name to be treated as confidential, please confirm by ticking the box below.

☐ Please keep my name confidential

Please complete the questions on the back

1. How would you describe your connection to Kororāreka–Russell?
(required)

Tick all that apply

☐	I whakapapa to Kororāreka–Russell
☐	I am a resident of Kororāreka–Russell
☐	I am a regular visitor to Kororāreka–Russell (e.g. I work in the area, have a holiday home, visit often, or have close ties)
☐	I am an occasional visitor to Kororāreka–Russell (e.g. holidays or day trips)
☐	I don't live in or visit Kororāreka–Russell but have an interest in the area

2. What do you like most about the designs for Cass St and The Strand?
(required)

3. Are there any minor improvements you'd like to suggest? (required)

Tick one option

☐	Yes
☐	No

If yes, please explain

4. Are there any aspects of the plans you have strong concerns about or could not support? (required)

Tick one option

☐	Yes
☐	No

If yes, please explain

5. Please share any other thoughts or feedback

FEEDBACK CLOSES ON DATE MONTH YEAR



By post:
Submissions
Far North District Council
Private Bag 752
Kaikohe 0440



In person:
hand it in to any council
service centre, library or
site / information centre.



Scan it:
Scan and email to
submissions@fndc.govt.nz

5.6 TRANSPORTATION - DUST MITIGATION PROGRAMME 2026/27

File Number: A5960730

Author: Margriet Veenstra, Manager - Property Information & Business Compliance

Authoriser: Charlie Billington, Group Manager - Corporate Services

TAKE PŪRONGO / PURPOSE OF THE REPORT

The purpose of this report is to seek a decision from Te Koukou Committee for Transport and Infrastructure on the allocation and prioritisation of Council's 2026/27 Dust Mitigation Budget of \$500,000.

The report presents a refined Dust Matrix methodology, lessons learned from previous programmes, community feedback received, and alternative prioritisation approaches for consideration.

WHAKARĀPOPOTO MATUA / EXECUTIVE SUMMARY

- Council has an approved budget of \$500,000 for dust mitigation during the 2026/27 financial year.
- Dust mitigation continues to be one of the main transportation issues raised by residents living on unsealed roads.
- Community feedback consistently references concerns regarding dust entering homes, impacts on water tanks, visibility, outdoor living areas, health and wellbeing, schools, marae, and other community facilities.
- During the previous programme, treatment was focused on locations that met qualifying criteria and could be delivered within the approved budget.
- As a result, a number of locations that had historically received treatment were not included in the programme.
- This generated considerable feedback from residents and elected members.
- Council subsequently reinstated many previously treated sites, ultimately resulting in significant additional expenditure beyond the original programme budget.
- The lesson from this experience is that dust mitigation is not simply an operational activity. It is a highly visible and politically sensitive service where changes can generate significant community response.
- The Dust Matrix has now been developed to provide a more objective and transparent method of prioritisation.
- However, workshop discussions identified that members may wish to consider whether funding should primarily maximise the number of people benefiting, or whether greater emphasis should be placed on wider community outcomes.
- As a result, staff have developed two approaches for consideration.

TŪTOHUNGA / RECOMMENDATION

That Te Koukou Committee for Transport and Infrastructure receive the report titled "Dust Mitigation Programme 2026/27" and

a) Determine that the 2026/27 Dust Mitigation Programme be prioritised using:

- Option 1: Dust Matrix Prioritisation (Residency-focused)**
- Option 2: Community Outcome Prioritisation (Community Facilities-focused)**

b) Notes that any prioritisation approach adopted may result in some locations previously receiving treatment no longer qualifying.

c) Notes that any expansion of the programme beyond the approved budget will require a separate governance decision.

1) TĀHUHU KŌRERO / BACKGROUND

Dust mitigation has historically been delivered as an unsubsidised activity funded entirely by ratepayers. Council currently spends approximately \$500,000 per annum on seasonal dust suppression. The treatment generally lasts for approximately three months, depending on traffic volumes, weather conditions and the condition of the road at the time of application.

Historically, many locations were included in the programme based on previous decisions rather than a district-wide assessment methodology. In 2024/25, an attempt was made to apply qualifying criteria more consistently across the network. This resulted in a number of previously treated locations no longer receiving treatment.

Council communications at the time acknowledged that the revised approach unintentionally excluded locations that communities considered important, including marae, schools and properties that had historically received treatment. Council subsequently expanded the programme after receiving considerable community and elected member feedback.

This history is relevant because a similar response can reasonably be expected if significant numbers of previously treated locations no longer receive treatment.

2) MATAPAKI ME NGĀ KŌWHIRINGA / DISCUSSION AND OPTIONS

Dust Matrix methodology:

The Dust Matrix has been developed using NZTA guidance and assesses:

Traffic:

- Average Annual Daily Traffic (AADT)
- Heavy Commercial Vehicle (HCV) volumes
- Vehicle speeds

The traffic data used has recently been updated by NZTA Waka Kotahi and represents current annual traffic information. It should be noted that the information reflects annual averages and does not capture seasonal tourism peaks.

Receptors:

The assessment considers receptors located within 80 metres of an unsealed road.

This distance has been selected because it is generally considered the area where dust impacts are most significant. Advice obtained during development of the matrix indicated that dust effects begin reducing beyond this distance.

Receptors considered include:

- Buildings
- Schools
- Kōhanga Reo
- Marae
- Bus Stops
- Places of Worship
- Welfare Facilities
- Ecological Areas
- Horticultural Areas

Site Characteristics:

The matrix also considers:

- Wind exposure
- Rainfall frequency
- Logging route activity

As it is not feasible to physically inspect every road throughout the district, a district-wide assumption of "some land features that slow wind" has been applied consistently.

Similarly, rainfall has been based on a classification of less than one rainfall event every two weeks during key dry periods.

Forestry information has been sourced from available datasets. However, smaller forestry blocks may not be captured and harvesting schedules can change due to market conditions.

Data Validation:

The methodology has been developed with future NZTA funding applications in mind.

Where possible, data has been validated through site visits and physical checks. However, given the scale of the Far North network, it is not feasible to validate every data point physically. The matrix therefore relies on a combination of datasets and targeted field verification. Address information used in the latest analysis has been validated using LINZ data.

Long-term value and investment considerations:

One of the key questions raised during the development of the Dust Matrix was whether annual dust suppression represents the most effective long-term use of limited transport funding.

Dust suppression provides a temporary reduction in dust impacts and generally requires reapplication each summer. While it can be effective at addressing immediate concerns, it does not permanently remove the underlying issue and does not create a long-term transport asset.

Through discussions with NZTA Waka Kotahi, it has been noted that investment decisions should consider the least-cost whole-of-life solution rather than focusing solely on the initial cost of treatment. This requires Council to consider whether ongoing annual expenditure on dust suppression is the most appropriate response, or whether some locations may be better suited to longer-term interventions such as Otta Seal, traction seal or seal extension. These options generally involve a higher initial investment but may provide longer-lasting benefits and reduce the need for ongoing annual treatment.

The Dust Matrix provides Council with an important evidence base for this discussion. While dust suppression can provide immediate relief to affected communities, it generally has a limited lifespan and requires ongoing annual expenditure. Council therefore has an opportunity to use the Dust Matrix to identify locations where a longer-term treatment may provide better whole-of-life value than repeated annual applications.

Staff are not recommending that the 2026/27 budget be redirected away from dust mitigation at this time. However, staff recommend that the outcomes of the Dust Matrix be incorporated into the development of the Unsealed Roads Strategy and Transport Asset Management Plan to identify locations where a permanent solution may provide better long-term value than ongoing annual treatment.

Funding Opportunities:

The Dust Matrix has been developed in a manner that aligns with NZTA guidance and investment discussions. The ability to demonstrate evidence-based prioritisation is increasingly important if Council wishes to access future funding opportunities.

The matrix provides:

- transparent decision-making;
- repeatable methodology;
- auditable datasets;
- alignment with receptor-based assessment; and
- a framework capable of supporting future investment proposals.

The matrix also provides a mechanism for identifying locations where dust suppression, Otta Seal, traction seal or seal extension may represent the preferred treatment option based on risk, exposure and long-term value.

The Dust Matrix has also been developed to align with expectations expressed by NZTA Waka Kotahi regarding evidence-based prioritisation of dust-related investments. Previous discussions have indicated that future subsidy opportunities are more likely where Council can demonstrate that proposed interventions are supported by robust data, align with wider transport outcomes, represent the most appropriate response to the identified problem, and provide value for money when assessed on a whole-of-life basis.

The Dust Matrix is therefore not simply a tool for deciding where annual dust suppression should occur. It is also a strategic planning tool that can assist Council in:

- identifying locations that may qualify for future NZTA Waka Kotahi funding consideration;
- demonstrating need through an evidence-based process;
- comparing dust suppression against longer-term solutions such as Otta Seal, traction seal or seal extension;
- supporting future business cases and investment proposals; and
- ensuring Council is "investment ready" when funding opportunities become available.

While no funding approvals have been obtained, the development of the Dust Matrix and supporting database places Council in a significantly stronger position to pursue future funding opportunities with NZTA Waka Kotahi and other central government, regional, environmental, resilience, community infrastructure or grant funding programmes that may become available in the future.

NGĀ KŌWHIRINGA / OPTIONS:

Option 1 – Dust Matrix prioritisation (Residency-focused)

Objective:

Maximise the number of residences benefiting from the available budget.

Method:

Prioritise locations based on:

- Dust Matrix score
- Verified addresses
- Distance from the road
- Traffic volumes
- Heavy vehicle movements

Advantages:

- Benefits the greatest number of residences.
- Objective and evidence based.
- Transparent and repeatable.
- Supports future NZTA Waka Kotahi funding applications.

Disadvantages:

- Community facilities receive no additional weighting.
- Previously treated locations may no longer qualify.
- May be perceived as focusing on residences rather than wider community outcomes.

Option 2 – Community outcome prioritisation (Community Facilities-focused)

Objective:

Maximise community outcomes by targeting facilities where people regularly gather while enabling the available budget to be spread across the greatest number of qualifying locations.

Method:

Facilities would still be required to meet the same spatial and eligibility criteria used elsewhere within the Dust Matrix assessment, including proximity to an unsealed road. Applying the same qualifying criteria but only assess:

- Schools
- Kōhanga Reo
- Marae
- Community Halls
- Places of Worship

As part of the assessment, staff modelled treatment lengths of both 300 metres and 500 metres around qualifying facilities. The 300-metre treatment length is based on an indicative treatment area of approximately 150 metres either side of a qualifying community facility. However, staff found that a 300-metre treatment length may not adequately capture larger sites where significant activity occurs beyond the immediate road frontage. Examples include playgrounds, sports fields, gathering spaces, parking areas, outdoor play areas and other community-use spaces located elsewhere within the property boundary.

For this reason, staff recommend applying a 500-metre treatment length where required. This provides flexibility to ensure dust mitigation can be extended to cover the full functional area of a community facility rather than being restricted to the immediate frontage.

The estimated programme cost of \$331,510 remains well below the approved budget of \$500,000, leaving capacity to accommodate:

- fluctuations in the cost of dust suppressant products;
- increases in diesel and transport costs;
- market volatility affecting contractor pricing;
- changes in treatment quantities; and
- site-specific adjustments required to ensure facilities are appropriately protected from dust impacts.

The available budget contingency also reduces the risk of returning to Council for additional funding should delivery costs increase prior to programme implementation.

Advantages:

- Focuses on locations where larger numbers of people gather.
- Strong alignment with community wellbeing outcomes.
- Supports schools, Kōhanga Reo, marae and other important community facilities.
- Provides flexibility to appropriately treat larger sites where key activity areas are located away from the road frontage.

Disadvantages:

- Benefits fewer individual residences.
- Some high-scoring residential locations may receive no treatment.
- May still generate community dissatisfaction from residents whose properties have historically received treatment.

The Dust Matrix provides Council with a transparent and evidence-based method for allocating a limited budget across a large, unsealed network. However, elected members now have a broader governance choice regarding the primary outcome they wish to achieve.

The decision is ultimately whether the available budget should:

- maximise the number of residences benefiting (Option 1) or,
- maximise community outcomes (Option 2)

Regardless of the option selected, members should be aware that some locations previously treated may not receive treatment and that continued community interest and feedback should be expected based on previous programme experience.

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

The approved budget for the 2026/27 Dust Mitigation Programme is \$500,000. The current programme is funded entirely from local rates and does not presently receive NZTA Waka Kotahi funding assistance.

Any expenditure beyond the approved allocation would require a separate governance decision and an identified funding source.

Option 2 is estimated at \$331,510, which would leave contingency within the approved budget for cost escalation, site-specific adjustments, or further direction from Council.

The Dust Matrix may support future funding applications by providing an evidence-based and auditable prioritisation framework. However, no external funding has been approved for the 2026/27 programme, and any future subsidy would be subject to NZTA Waka Kotahi eligibility requirements and approval.

ĀPITI HANGA / ATTACHMENTS

- 1. Dust Mitigation Programme 2026-27 - A5960888** [↓](#) 

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:

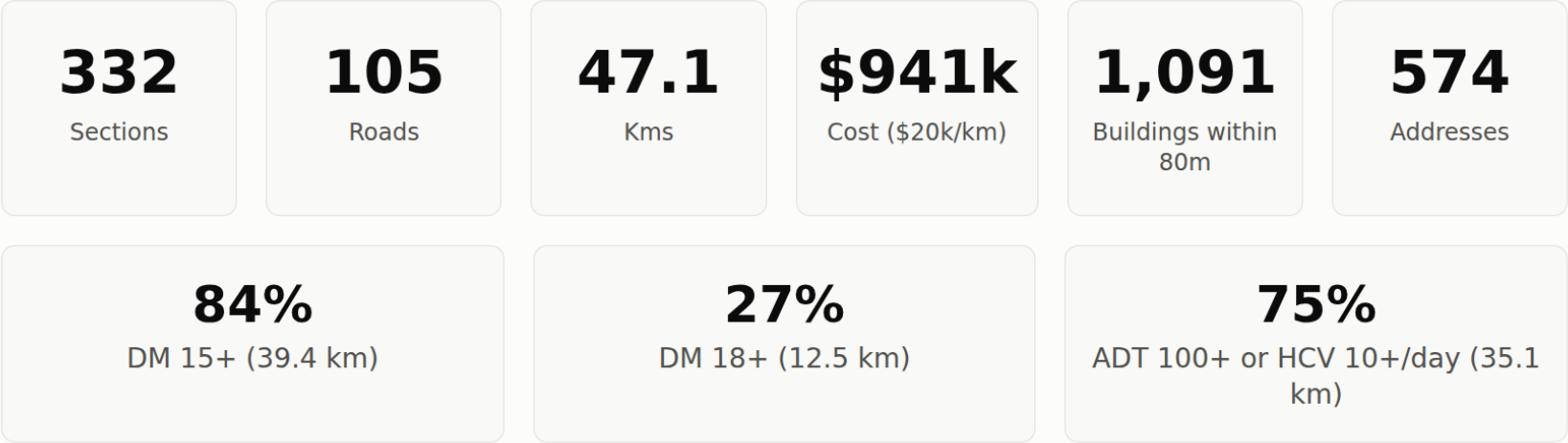
1. A Local authority must, in the course of the decision-making process,
 - a) Seek to identify all reasonably practicable options for the achievement of the objective of a decision; and
 - b) Assess the options in terms of their advantages and disadvantages; and
 - c) If any of the options identified 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	Low significance under Council's Significance and Engagement Policy. The decision concerns the allocation of an existing approved budget of \$500,000 and does not involve the transfer of a strategic asset, a new activity, or additional rating requirements. However, dust mitigation is of significant interest to affected communities, particularly where locations that previously received treatment may no longer be included. Previous programme changes generated considerable concern from residents and elected members. The implementation and reputational implications are therefore material, even though the decision is assessed as having a low degree of significance under the policy.
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.	This has district wide relevance.
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.	Specific consultation with iwi and hapū has not been undertaken for the 2026/27 programme. The report does not propose treatment at predetermined individual marae or make a significant decision relating to Māori land or a body of water. It establishes a district-wide prioritisation approach using consistent qualifying parameters
Identify persons likely to be affected by or have an interest in the matter, and how you have given consideration to	People and organisations likely to be affected or have an interest include: residents living close to unsealed roads;

their views or preferences (for example – youth, the aged and those with disabilities).	• people who have received dust suppression in previous years; • children, parents, staff and whānau using schools and Kōhanga reo; • marae trustees, whānau, hapū and visitors; • users of community halls, places of worship, welfare facilities and other community buildings; • people with respiratory or other health conditions that may be affected by road dust; • older people and people with disabilities; • road users, including school transport and heavy-commercial-vehicle operators; • elected members and Community Boards; and • ratepayers who fund the unsubsidised programme. Council has received substantial feedback through requests for service, correspondence, previous communications and elected-member representations. Concerns raised include dust entering homes, effects on roof-collected water, visibility, outdoor living, health and wellbeing, and the fairness of programme eligibility
State the financial implications and where budgetary provisions have been made to support this decision.	Council has an approved budget of \$500,000, excluding GST, for dust mitigation in 2026/27.
Chief Financial Officer review.	The Chief Financial Officer has reviewed this report and confirmed that the proposed expenditure is within the approved 2026/27 Dust Mitigation Programme budget.

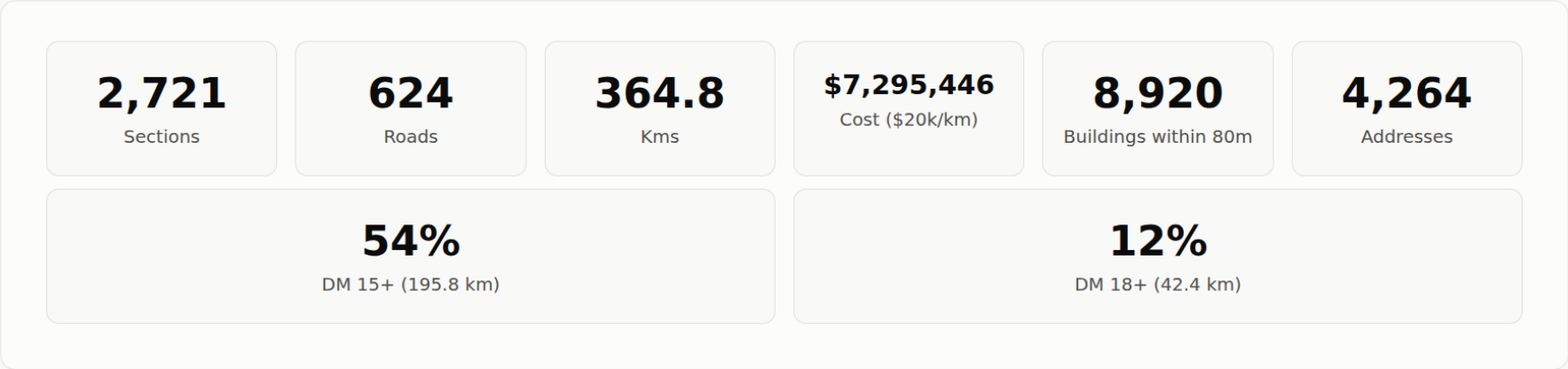
Dust Mitigation Programme 2026/27

Recent Suppression Delivered



(48.7 now 47.1 due sealing of sections)

Indicative Full Network Scale



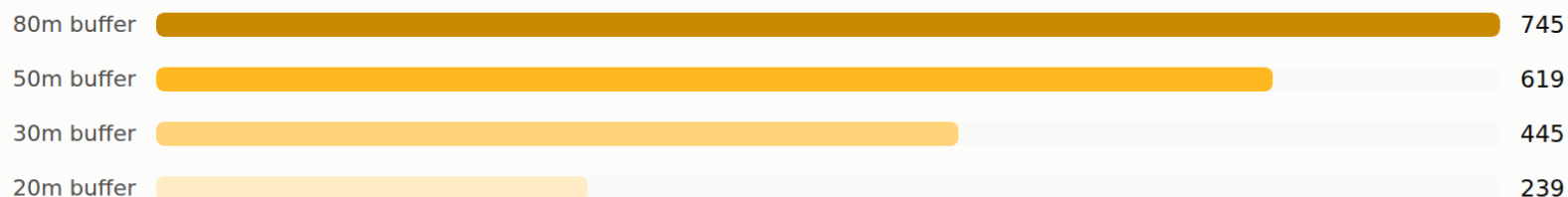
Unsealed roads; address-confirmed buildings plus unaddressed footprints of at least 25 m²; nominal 100 m treatment sections, adjusted where logical.

Option: \$500k Budget, Address Confirmed, Sections Maximised

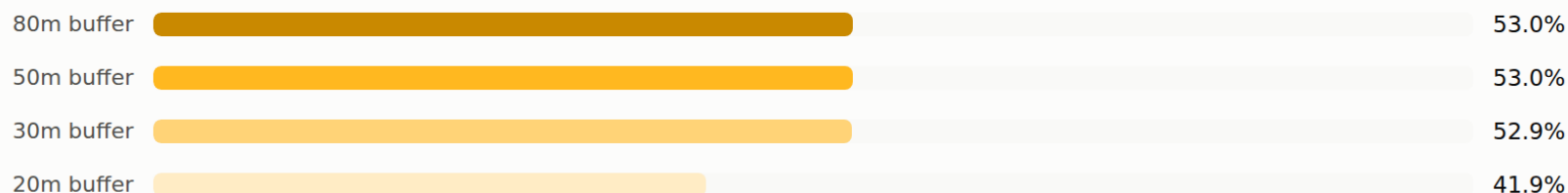
Of the 332 actuals sections, the combination that covers the most address confirmed buildings within a \$500,000 budget, at each building distance buffer. Cost is treatment length at a \$20,000/km planning rate, so \$500,000 buys 25.0 km before sections are chosen.

80m buffer 50m buffer 30m buffer 20m buffer

BUILDINGS SERVED, BY BUFFER



KM TREATED, % OF ORIGINAL 47.1 KM PROGRAMME

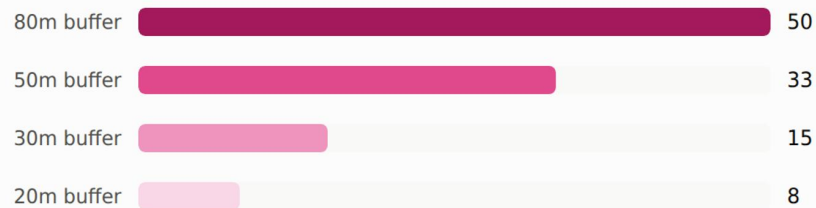


BUFFER	ROADS	SECTIONS	KMS	BUILDINGS	ADDRESSES	COST	DM 15+	DM 18+
80m	80	182	24.9	745	419	\$498k	22.3 (89.3%)	7.0 (28.2%)
50m	82	191	24.9	619	357	\$499k	22.0 (88.3%)	7.1 (28.6%)
30m	85	196	24.9	445	213	\$498k	21.6 (86.9%)	7.0 (28.1%)
20m	72	128	19.7	239	87	\$394k	17.0 (86.4%)	5.2 (26.3%)

Option: Community Assets, Nominal 300m Treatment Length

80m buffer 50m buffer 30m buffer 20m buffer

ASSETS SERVED, BY BUFFER



KM TREATED, % OF ORIGINAL 47.1 KM PROGRAMME



BUFFER	ROADS	SECTIONS	KMS	ASSETS	COST (\$)	DM 15+	DM 18+
80m	44	47	10.9	50	\$217,768	7.4 (68.0%)	1.3 (11.7%)
50m	30	32	7.8	33	\$156,341	5.8 (74.8%)	0.8 (9.6%)
30m	15	15	3.4	15	\$68,480	2.4 (70.8%)	0.3 (8.8%)
20m	8	8	1.8	8	\$34,990	1.1 (65.7%)	0.0 (0.0%)

Option: Community Assets, Nominal 500m Treatment Length

