

Council Briefing Agenda

Date: Thursday, 6 August, 2020

Time: 9:00 am

Location: Council Chamber
Forum North, Rust Avenue
Whangarei

Elected Members: Her Worship the Mayor Sheryl Mai
(Chairperson)

Cr Gavin Benney
Cr Vince Cocurullo
Cr Nicholas Connop
Cr Ken Couper
Cr Tricia Cutforth
Cr Shelley Deeming
Cr Jayne Golightly
Cr Phil Halse
Cr Greg Innes
Cr Greg Martin
Cr Anna Murphy
Cr Carol Peters
Cr Simon Reid

For any queries regarding this meeting please contact
the Whangarei District Council on (09) 430-4200.

1. Apologies

2. Reports

2.1 Camping in Public Places bylaw review 1

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3. Closure of Meeting

2.1 Camping in Public Places bylaw review

Meeting: Council Briefing
Date of meeting: 6 August 2020
Reporting officer: Vita Strohush (Strategic Planner – Bylaws)
Tony Horton (Manager – Strategy)

1 Purpose

- Define the scope of review
- Discuss reasonably practicable options

2 Background

Council briefing held on 8 July 2020 discussed issues with freedom camping. Direction was given to staff to bring the review forward.

The Freedom Camping Act 2011 (the FCA) in s.13 sets out the statutory procedure for the review of bylaws. Under s.13 of the FCA Council must review a bylaw made under the Act by making the determinations required by section 11(2) of the FCA. In making these determinations Council must consider whether a bylaw is necessary to address the problem, that the bylaw is appropriate and proportionate in relation to the perceived problem, and that it is not inconsistent with the New Zealand Bill of Rights Act 1990. This report will work through the steps prescribed in the review procedure.

This report will also address issues raised at the Council briefing on 8 July 2020.

3 Discussion

3.1 Summary of freedom camping issues

Council briefing held on 8 July 2020 covered the perceived and demonstrated problems around freedom camping in Whangarei District. Significantly increased visitor pressure on the District's key destinations has been demonstrated, which causes conflicts between competing uses of public spaces. Key areas with concerns around fair access have been identified through operational monitoring over 3 years. Community expectations for effective regulation of freedom camping were also discussed.

Staff feedback to issues raised at briefing 8 July 2020 is provided in Table 1 below:

Table 1: Feedback on freedom camping issues

Topic	Comment
Dispersing freedom campers throughout the district	Specifically marking freedom camping designated sites on Schedule 2-4 maps may be causing an unintended consequence of drawing them to designated coastal sites. However, having the designated sites and the surrounding prohibited areas clearly defined on a map provides clarity and certainly to campers and enforcement officers. The advantage of optimised enforcement outweighs the risk of potentially drawing attention to coastal designated sites.
Investigate options to provide more designated sites with appropriate restrictions	See analysis in Attachment 2 and 3
Appropriateness of further restrictions on freedom camping in Whananaki	See analysis in Attachment 2
Suitability of Tikipunga Sportspark for freedom camping	See analysis in Attachment 2
Investigate options for regulating freedom camping along McAuslin Road, Sandy Bay.	DOC Marginal Strip at the end of McAuslin Road – outside of Council control
Do the apps have information about dump stations, recycling and rubbish?	Both the CamperMate and the Rankers apps have information about dump stations and recycling.
Report on the enforcement arrangements for Ruakaka. (i.e. feedback from residents that Armourguard patrols were at 10am which is too late for freedom camping)	The Bylaws Enforcement Coordinator advises that between 20 December and 30 January One Tree Point, Marsden Reserve and then Ruakaka were visited daily by the dogs on beaches shift commencing at 7am. The dogs on beaches team were on a 12 hour shift from 7am to 7pm. The dogs on beaches teams based themselves in this area and could go in and out of the car park several times in a day. People observing the AG car later in the day might have thought this was the only visit. Outside of the dogs on beaches dates, Ruakaka was visited between 6am and 10am, anything later than this would have been a genuine and rare exception. Its important to note that homelessness can be perceived and called in as freedom camping by locals. Enforcement officers encountered several instances of homeless persons in cars at Marsden Reserve.
Options for pay to use facilities and infrastructure	KiwiCamp and other pay-to-use facilities can be provided at designated sites and this has been done by Ruapehu District Council. However, care needs to be taken to not create competition with commercial campgrounds. Development of permanent infrastructure is outside the scope of the bylaw.

Investigate options for providing more facilities in the central area	See Attachment 2 regarding 8pm to 8 am camping in central carparks - Water Street Carpark; Riverside/Hatea Carpark; Rust Avenue
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3.2 Statutory requirements for review

Under s.13 of the FCA Council must review a bylaw made under the Act by making the determinations required by section 11(2) of the FCA. To make this assessment Council must consider whether a bylaw is necessary to address the problem, that the bylaw is appropriate and proportionate in relation to the perceived problem, and that it is not inconsistent with the New Zealand Bill of Rights Act 1990.

The review assessment under s.11(2) of the FCA is addressed within Attachment 1 to this report. Based on the analysis in Attachment 1 staff recommendation is for Council to make the following bylaw review determinations:

- that the Bylaw is necessary to regulate freedom camping for the purposes of protecting local authority areas, health and safety of visitors to areas and ensuring appropriate public access to areas is maintained. Refinement of regulatory restrictions is recommended in specific areas;
- that the Bylaw under the Freedom Camping Act is the most appropriate form of a bylaw;
- that while the overall framework of the Bylaw is considered proportionate to address the perceived problem, there is data to warrant further restrictions and/or prohibitions in specific areas.

If, after completing the review assessment under s.11(2) FCA, Council wishes to amend the bylaw, it must use the special consultative procedure set out in section 83 of the Local Government Act 2002.

Council has four options to consider in accordance with section 13(4) of the FCA and the decision-making requirements of section 77 of the LGA, including the identification of reasonably practicable options. The reasonably practicable options are detailed in Table 2.

Table 2: Reasonably Practicable Options

Reasonably practicable options			
Option	Description	Advantages	Disadvantages
Option 1 - Full review of the Camping in Public Places Bylaw and an amendment to the Public Places Bylaw.	Reassess restrictions and prohibitions for all areas included in Schedules 1-4 to the bylaw. Review any district-wide provisions in the bylaw as necessary. Requires public consultation.	This option provides for the fullest assessment of all parts of the bylaw and the widest range of options for the final reviewed bylaw.	Full review will require more time and resources.

Option 2 - Partial review	Review only the restrictions related to problem sites listed in Attachment 3. Requires public consultation.	This option would provide for a speedy review. Keeps the scope of review focussed on addressing the most pressing problems.	Any additional issues identified through public consultation would be out of scope of review. This risks having to restart review and consultation or leave issues unresolved.
Option 3 - Technical amendments only	Review only district-wide provisions related to enforcement, temporary closures and relocation of designated sites within defined areas. Minor changes can be done by resolution without public consultation.	Amendments under this option would be less contentious than a full review.	Significant problems with the bylaw would remain unresolved.
Option 4 - Continue without amendment	Preserve the status quo. This proposal would still have to be consulted on using the special consultative procedure.	None identified	This option would not provide for a bylaw that is appropriate to address issues associated with freedom camping.

Staff recommendation

Staff recommend a full review of the Camping in Public Places Bylaw, including all 4 Schedules and general provisions.

The reason for this recommendation is to allow for the full scope of public consultation and consideration of all areas in the District affected by demand for freedom camping. This will allow for the widest range of options for the draft reviewed bylaw and provide for flexibility in response to findings following the consultation process.

4 General considerations

4.1 Conceptual approach to regulating freedom camping

Research undertaken has identified area specific as well as district wide issues related to freedom camping that can only be addressed through a formal review of the bylaw. Analysis under s.11 of the FCA will address specific regulatory measures available within the approach adopted in the current bylaw. In addition to this, high-level policy direction is needed on the desired approach to freedom camping. Questions for discussion include:

- Is expansion of freedom camping capacity desired?

- What level of enforcement will the Council be able to provide with the available funding? Implications of review need to be considered from financial and enforcement points of view
- Is a Visitor/Destination management strategy needed?

4.2 Clarity in the bylaw for Vehicle Dwellers

Living permanently in a vehicle, whether by choice or due to homelessness is outside the scope of a freedom camping bylaw. Homelessness in particular is a complex social issue which needs solutions that sit outside bylaws.

The Bylaw (in clause 5.1) gives “camp or camping” the same meaning as freedom camp/freedom camping in s5 of the FCA. Section 5 of the FCA defines “freedom camp” as meaning:

“to camp (other than at a camping ground) within 200 m of a motor vehicle accessible area or the mean low-water springs line of any sea or harbour, or on or within 200 m of a formed road or a Great Walks Track, using 1 or more of the following:

(a) a tent or other temporary structure:

(b) a caravan:

(c) a car, campervan, housetruck, or other motor vehicle.”

The term “camp” is not defined in the FCA. Accordingly, when used in the s5 definition (and by extension in the Bylaw) it must have its ordinary meaning. This is that camping is inherently a temporary activity, often for the purpose of holidaying. However, this positions may still be open to interpretation. Kaikōura District Council Responsible Freedom Camping Bylaw 2019 includes cl. 6.3. specifically clarifying that the bylaw does not apply to permanent activities. It is suggested to consider whether including a similar clause would be desirable in order to clarify the scope of the bylaw:

“6.3. Nothing in this Bylaw allows freedom campers to take up permanent or semi-permanent residence on any Local Authority Area unless allowed for in clause 10.1 of this Bylaw”

An alternative approach would be to reinstate the sub clause 19(b) to the Public Places Bylaw which used to regulate the use of vehicles and tents:

In the past cl. 19 provided that:

“19 Buildings Prohibited

No person shall:

a. Erect, construct or place any temporary or permanent building, tent or other structure whatsoever, or any part thereof, under, over or across any public place, except with the prior written consent of the Chief Executive Officer or delegate.

b. Use any building, tent, caravan or other vehicle on any public place for the purpose of living accommodation except with the prior written consent of the Chief Executive Officer or delegate.”

Sub clause 19(b) has been removed alongside the adoption of the Camping in Public Places Bylaw 2017 to enable legitimate use of tents and vehicles for freedom camping. However, where vehicles or tents are used for purposes outside the scope of the Camping in Public Places Bylaw 2017 there is now a gap in regulation. One available option is to re-introduce sub clause 19(b) with the following changes:

b. Use any building, tent, caravan or other vehicle on any public place for the purpose of living accommodation except:
(i) with the prior written consent of the Chief Executive Officer or delegate or
(ii) when using a vehicle or a tent for freedom camping in accordance with any relevant enactment.

Feedback from Health and Bylaws is that reinstatement of cl. 19(b) with the relevant modifications would be desirable.

4.3 Designated freedom camping sites on reserves

Freedom camping is permitted on areas or council public land by default unless otherwise restricted or prohibited under other enactments, e.g. the Reserves Act 1977 (RA). Special consideration is needed of those reserves where designated freedom camping spots already exist. A conservative approach is that since freedom camping is allowed on these sites, sites cannot be simply closed under the Reserves Act. To close any of the designated sites on reserves where freedom camping activity has been causing problems, section 11(2) criteria must still apply.

The s.11(2) FCA criteria of “protecting the area” needs additional explanation in relation to reserves. Amenity values associated with reserves can be derived from the purpose of a reserve. On scenic reserves no camping can take place, as such use would conflict with the purpose of scenic reserves under s.19 of the Reserves Act to protect the qualities of “scenic interest” or “beauty”. Recreation reserves can accommodate limited camping where it does not conflict with the purpose of a recreation reserve under s.17 of Reserves Act. The main purpose of a recreation reserve is to provide areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and beauty of the countryside. Protecting these uses of reserve can serve as a purpose for regulating camping to protect the area.

4.4 Pay-to-use facilities

KiwiCamp provides showers and toilets that campers can pay to use. While Council cannot charge for freedom camping, charging for services is allowable. KiwiCamp facilities can be installed on a remote site which would allow to provide capacity in case of further increases in demand for freedom camping. The advantage is that Council does not have to invest in permanent infrastructure. Ruapehu District Council has implemented this model with success. If Council wished to preserve the opportunity for expanding the supply of non self-contained freedom camping sites with pay-to-use facilities, then potential future sites for freedom camping need to be identified in the course of the current review. Future designation of these sites for freedom camping would need to be included in the public consultation.

5 Area-specific options

Amendments to each individual area regulated within the bylaw must be assessed under the criteria of s.11(2)(a) of the FCA to determine whether restrictions or prohibitions for each area are necessary for one or more of the following purposes:

- (i) to protect the area:
- (ii) to protect the health and safety of people who may visit the area:
- (iii) to protect access to the area

The range of available restrictions is shown in Table 3.

Table 3: Current restrictions on freedom camping

Schedule and sites	Available restrictions							
	Prohibited area	Certified self-contained vehicles	Non self-contained vehicles near 24/7 public toilets	Tents near 24/7 public toilets	Maximum nights	Maximum number of vehicles	Off-peak season only	Seasonal overflow only
General areas		must be legally parked			3			
all Schedule 1 areas	no camping							
Schedule 2 * Finlayson Street/ Reyburn House Lane carpark;		in designated site			3	Parking in marked spaces only		
Schedule 2 * Whangarei Falls Scenic Reserve		in designated site			1			
Schedule 2 * Onerahi - Beach Road Reserve Carpark; * Ruakaka Beach Reserve		in designated site			1	Parking in marked spaces only		
Schedule 3 (except Bascule)		in designated site	in designated site		1			
Schedule 3 - Bascule carpark – Port Road		in designated site	in designated site		3	Parking in marked spaces only		
all Schedule 4 areas		in designated site	in designated site	in designated site	1			

Attachment 2 to this agenda provides assessment under s.11(2)(a) of the FCA of all areas included in Schedules 1-4 to the bylaw as well as some areas to which the general district-wide rule applies under the bylaw (i.e. 'default areas').

Attachment 3 provides a more detailed analysis of problem sites for which further restrictions are recommended under s.11(2)(a) of the FCA.

Carpark redevelopment

Upgrades are coming up for a number of Council car parks. Staff will investigate and report back on the suitability and practicality of enabling or prohibiting freedom camping at any of these sites.

- Pohe Island central carpark – plans complete
- Abbey Caves Carpark (Mountain bike park)
- Restoring the Mauri of Matapouri (Matapouri beach car parks)
- Cobham Oval Carpark
- Tamaterau Carpark and pull in bay
- Bike Northland project, may involve a carpark at William Fraser Park, scope not yet confirmed
- Quarry Gardens car parks (managed by the Quarry Gardens rather than parks)

6 Amendments to district-wide rules

Temporary closures

Currently the bylaw limits temporary closures of sites to not more than 14 consecutive days and not more than twice in any twelve-month period. Feedback from Health and bylaws has been that this rule is not appropriate to address the perceived problem.

Advice received by staff is that there is no legal requirement to limit the closures to only twice in a 12-month period. Extensions of temporary closures on a reasonable basis and for no more than 14 days each time would be legally allowable within the intent of the Freedom Camping Act. A maximum period of temporary restrictions (e.g. 14 days) must be written into the bylaw in order to meet the requirement of reasonableness of a bylaw.

It is recommended to rename the clause to “Temporary Prohibitions”. “Prohibition” is a more appropriate term than “closure”, as the FCA does not authorize the making of a bylaw that provides for closure of local authority areas, as opposed to prohibition of freedom camping in those areas.

One vehicle per marked space

Feedback received by staff is in designated sites with marked parking spaces there had been instances of freedom camping vehicles parking very close together, tandem parking, or otherwise parking in a way that results in having more than one vehicle per parking space. This raises concerns about maintaining balanced access to the relevant car parks for all types of users as well as concerns about overcrowding. The safety of using gas cookers in crowded conditions has implications for the safety of visitors to the freedom camping areas.

The reason behind having the restriction on parking within marked parking spaces was to control the number of freedom camping vehicles at each site in order to protect access to these car parks and to protect the health and safety of visitors. Specifying one

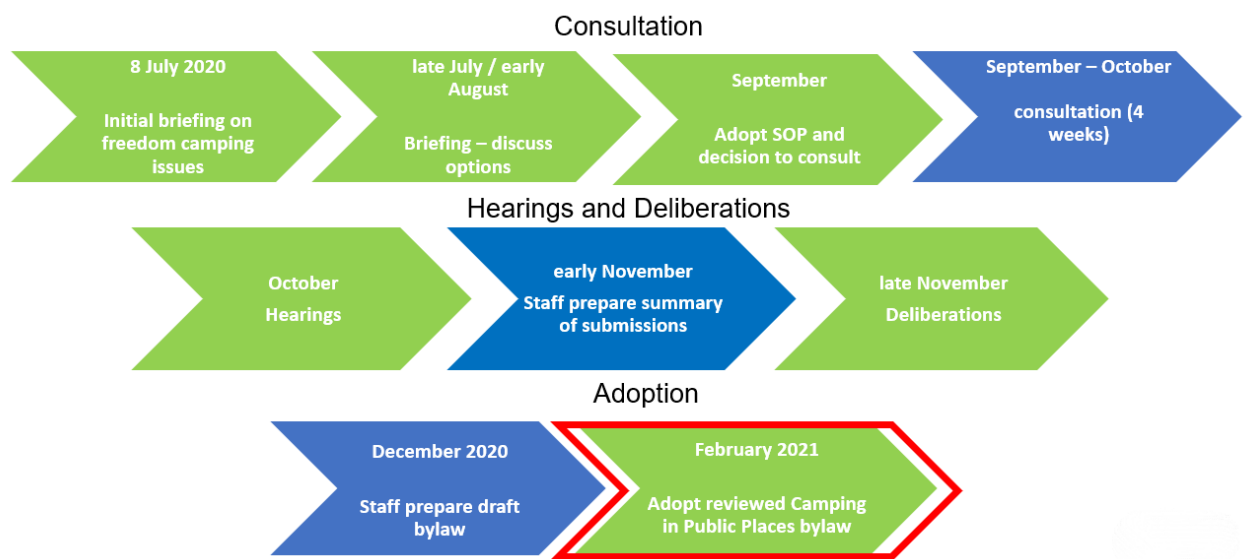
Four-week stay away rule

Main difficulty was related to vehicle dwellers. As they are not camping, the perceived problem is outside the scope of the bylaw. For genuine campers the 4 week stay away rule

applies and provides the benefit of encouraging turnaround of freedom camping vehicles throughout the district. Monitoring of this rule was included in the routine Armourguard enforcement at designated sites. There was also a small number of reported breaches in the general “default” areas in the District.

7 Next steps

Seeking guidance from Council to be able to develop a draft bylaw and the associated Statement of Proposal for consultation. The tentative timeframe for consultation is from mid-September to mid-October as per the review timeline below:



Key topics for direction:

- The review assessment outcome under s.11(2) of the FCA – as per Attachment 1
- Reasonably practicable options following FCA review requirements
 - Option 1 - Full review - recommended
 - Option 2 - Partial review
 - Option 3 - Technical amendments only
 - Option 4 - Continue without amendment
- Place-specific options under s.11(2) FCA – as per Attachments 2 and 3

8 Attachments

1. Bylaw review assessment under s.11(2) of the Freedom Camping Act

2. Current regulation - Freedom Camping Act 2011 s.11(2) analysis
3. Problem sites - Freedom Camping Act 2011 s.11(2) analysis and options

Attachment 1

Bylaw review assessment under s.11(2) of the Freedom Camping Act

Under s.13 of the Freedom Camping Act (FCA) Council must review a bylaw made under the Act by making the determinations required by section 11(2) of the FCA. To make this assessment Council must consider whether a bylaw is necessary to address the problem, that the bylaw is appropriate and proportionate in relation to the perceived problem, and that it is not inconsistent with the New Zealand Bill of Rights Act 1990.

1. A bylaw is necessary to address the problem

As the first step in completing bylaw review Council is required to determine whether a bylaw is necessary for one or more of the purposes of s.11(2)(a) of the FCA. Camping can be restricted or prohibited in local authority areas for one or more of the following three purposes (criteria): to protect the area, to protect health and safety, or to protect access to the area. Regulating freedom camping for reasons outside these criteria about be ultra vires the statutory bylaw-making power.

Some of the specific problems that can be addressed within the s.11(2) criteria are:

1. Protect the area – s.11(2)(a)(i)

- “Protect” is not defined in the FCA but will have its ordinary, everyday meaning of shielding from danger, injury or loss.
- “protection” can include protection from adverse environmental effects, however to be within the FCA bylaw-making power those effects must be effects on the area itself i.e. the particular park, reserve or carpark where camping is being regulated.
- Environmental protection – disturbance of dunes, native birds, damage due to dumping grey water (including from washing dishes and clothes)
- Adverse environmental effects associated with freedom camping can include pollution of land and waterways through inadequate disposal of human and other waste (including blockage of drains due to oils from washing dishes); litter; damage to or destruction of vegetation, for example through the lighting of fires or other activities such as the erection of tents or parking of vehicles; and effects on amenity values (as defined in s3 of the RMA) such as noise or adverse visual effects.
- Protection of amenity values associated with reserves
- Protection of areas from waste and fouling, including blockage of drains due to oils from washing dishes

2. Protect the health and safety of visitors to the area – s.11(2)(a)(ii)

- Is the area adequately serviced by public toilets and waste disposal facilities?
- Risks to public health through inadequate disposal of human and other waste
- Safety considerations for vehicle manoeuvring and parking
- Hazards on site

3. Protect access to the area – s.11(2)(a)(iii)

- balanced public access to public places
- supply of parking for all types of visitors
- existing uses – sporting activities, events, markets, boating, etc.
- access for maintenance

Staff recommendation is that continued regulation of freedom camping through the Bylaw is necessary under s.11(2)(a) FCA, with tightening of restrictions required and warranted in specific areas to address demonstrated problems.

Determinations under the three criteria of s.11(2)(a) made during the 2017 bylaw process for each area regulated in Schedules 1-4 have been incorporated into Attachment 2 together with updated assessments based on enforcement and monitoring data accumulated between 2017 - 2020.

2. Appropriateness

s.11(2)(b) requires Council to determine as part of review whether a bylaw under the FCA remains the most appropriate way of addressing the perceived problem in relation to local authority areas in its district where freedom camping is restricted or prohibited.

Analysis of options for regulating freedom camping are provided Table 1 below.

Table 1: Options for regulating freedom camping - Appropriateness

Option	Outcome	Comments
Option A – amend bylaw under the FCA	A bylaw under FCA provides appropriate district-wide regulation and a definition of freedom camping. Access to enforceable infringement notices (i.e. ‘instant fines’).	Amendments will allow to resolve persistent issues that have surfaced since bylaw adoption in 2017. This will result in an improved bylaw with more appropriate regulation of camping in problem areas based on enforcement and monitoring data collected over 3 years.
Option B – revoke bylaw under the FCA and make a new bylaw under the LGA.	Regulation in a district-wide bylaw made under the Local Government Act 2002 where camping can be prohibited unless it identifies areas where it is permitted.	Such a bylaw may be invalid on various grounds including that it: (a) is ultra vires the statutory bylaw-making power; (b) is uncertain; (c) is repugnant to legislation (such as S12 of the FCA); or (d) makes something unlawful which the general law says is lawful;

		(e) is unreasonable, for example if it leads to manifest arbitrariness, injustice or partiality, or if it is disproportionate.
Option C – revoke bylaw	Use non-regulatory approaches and other enactments (Reserve Act) and other bylaws (Parking and Traffic and Public Places Bylaws)	This option was discarded in 2016. FCA s.11 criteria are limiting but offer best enforcement tools.

Staff recommendation is that a bylaw under the FCA (Option A) remains the most appropriate as bylaw satisfies the validity requirements for bylaws and offers the most effective enforcement tools.

3. Proportionality

The legislation emphasises that any bylaw made under the FCA must be a ‘proportionate’ way of addressing the perceived problem to ensure any restrictions on freedom camping are **justifiable in relation to the nature and scope of the problems being experienced**.

The underlying question in terms of s11(2) is what is the mischief caused by freedom camping which the Council would be seeking to address. In this regard, a bylaw can only be made where Council is satisfied that any restrictions imposed by the bylaw are reasonable to protect the area, to protect the health and safety of people who may visit the area or to protect access to the areas. Accordingly, prohibiting freedom camping in an area solely based on its proximity to a camping ground or loss of amenity and privacy for residents living nearby does not correspond with the grounds set out in the FCA.

Proportionality is also determined through an assessment of the overall extent of the prohibited and restricted areas is a local authority area. The balance of such areas should not be in conflict with the intent of the Freedom Camping Act. The Act sets out in s.10 that freedom camping is permitted unless it is restricted or prohibited and in s.12 that bylaws must not absolutely prohibit freedom camping.

In terms of making the statutory determinations for bylaw review required by section 11(2) of the FCA, the proportionality analysis needs to be completed in relation the totality of the local authority area as well as for each individual area where freedom camping is regulated.

From a District-wide perspective, the current Bylaw is considered proportionate as it provides for conditions under which freedom camping can take place. The prohibitions and restrictions are considered permissive; they are not overly restrictive, onerous on any person, and are considered reasonable.

Individual area analysis is provided in Attachment 2. Staff recommendation is that further restrictions in specific areas would be justifiable and proportionate based on enforcement and monitoring data collected over three years since the adoption of the Bylaw.

4. Bill of Rights Considerations

Section 11 of the FCA requires Council to be satisfied that the proposed bylaw is not inconsistent with the New Zealand Bill of Rights Act 1990 (NZBORA).

NZBORA states that everyone in New Zealand lawfully has the right to freedom of peaceful assembly, association and movement. The FCA provides a legislative framework for local authorities to manage camping by only restricting these rights in areas where it is appropriate and proportionate in the interests of protecting public places and people.

The proposed Bylaw is considered consistent with NZBORA because the restrictions on freedom camping are reasonable and limited to those areas that require protection, both for the area and visitors to the area.

5. Conclusion

The above assessment satisfies the bylaw review requirements of section 11(2) of the FCA. Staff recommendation is for Council to make the following review determinations:

- that the Bylaw is necessary to regulate freedom camping for the purposes of protecting local authority areas, health and safety of visitors to areas and ensuring appropriate public access to areas is maintained. Refinement of regulatory restrictions is recommended in specific areas;
- that the Bylaw under the Freedom Camping Act is the most appropriate form of a bylaw;
- that while the overall framework of the Bylaw is considered proportionate to address the perceived problem, there is data to warrant further restrictions and/or prohibitions in specific areas.

Attachment 2

District-wide freedom camping analysis - Freedom Camping Act 2011 s.11 criteria

Zone	Location	Protect the area – s.11(2)(a)(i)	Protect the health and safety of visitors to the area – s.11(2)(a)(ii)	Protect access to the area – s.11(2)(a)(iii)	Current Schedule	Issues since 2017?	Recommendation
North	Bland Bay Reserve			Recreation reserve - very high use area in summer. Prohibited area is along the road to protect access.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Drummond Park Scenic Reserve (Parihaka Lookout carpark)			Very busy carpark for day visitors with no access for larger vehicles at top carpark.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Elliott Reserve			Reserve has very limited carparking spaces, with most allocated for disability access to the swimming pools.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Herekino Street - service lane and carpark behind 4-22 Herekino Street		Busy commercial area with high volumes of traffic movements creating potential health and safety issues.	The commercial nature of the space requires adjacent business owners to be able to utilise the carparking and service lane area appropriately without being restricted by camping activities.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Hikurangi Sportspark			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Hora Hora Sportspark			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Kamo Sportspark			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Kensington Park			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Koropupu Community Sportspark (Springs Flat)			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
South	Langs Beach - Cove Road beach access and carpark area			Very small high use area by day excursions and recreation visitors as well as providing a boat launching access point.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Mander Park			High use community park	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
South	Marsden Point Wharf			Carpark area only, tents would compromise access. No submissions received during the 2017 process. Camping would hinder access for boat launching.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)

North	Matapouri - Morrison Road carpark			Very small carpark with narrow access point. Very busy year round destination beach.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Whangarei Heads	McLeod Bay - playground and reserve area			High use community park	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Whangarei Heads	McLeod Bay – Stuart Road, all road reserve			Very narrow road reserve with limited manoeuvrability.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Morningside Sportspark			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
North	Moureeses Bay Recreation Reserve (northern end of beach)		Location and size of carpark provides limited manoeuvrability for large vehicles, increasing safety risks for other users of the carpark area.	Confined high use area in summer by day excursion and recreation visitors. Difficult area to create and sign a designated site, very small and busy during summer, as per submitter comments.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
North	Ngunguru School			Area prohibited to camping in response to submitters' concerns regarding school usage requirements. Self-contained camping available on remaining road reserve area. As the school drop off area has become busier since 2017 there is a need to extend the prohibited area	1 - Prohibited	n/a	Extend prohibited area further along the road to protect access to the school for drop-off.
Whangarei Heads	Onerahi Beach Reserve – between Cliff Street and Johnson Street			Busy waterfront area with much year round local usage, including boats and trailers.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Onerahi Sportspark	Non self-contained freedom camping is not recommended in this location, as Parks advise there are no shower facilities. Washing dishes in toilet sinks could lead to blocked drains from food scraps and oils.	Onerahi Sportspark is currently underutilised and could accommodate freedom camping during peak season utilising the existing facilities.	Onerahi Sportspark would be a suitable overflow site for self-contained freedom camping in summer outside the sporting season.	1 - Prohibited	The layout of the site means that the freedom camping site will be some distance away from residents and less likely to cause complaints. There is a supermarket and takeaways within walking distance. Proximity to Whangarei Heads is also an advantage as it would provide some relief for already pressured sites in Whangarei Heads. There are no commercial campgrounds in close proximity.	Designate as a peak-season overflow site. Preliminary agreed with Parks a possibility to allow freedom camping starting from one week before Christmas up until Northland/Auckland Anniversary Day where it doesn't conflict with sporting activities. This could help alleviate pressure at other sites.
Central	Otaika Sportspark		Security concerns to freedom campers in the area.	The site is not developed and has some work planned in the next 5 years	1 - Prohibited	Parks advise Otaika Sportspark would not be suitable for any form of freedom camping.	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Otangarei No.1 Reserve			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Otangarei Sportspark			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Whangarei Heads	Pataua South			Recreation Reserve. Limited carparking spaces, boat ramp requires sufficient parking for other users including boat trailers.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Port Road - service lane and carpark area behind 11-67 Port Road		Busy commercial area with lots of traffic movements creating potential health and safety issues.	The commercial nature of the space requires adjacent business owners to be able to utilise the carparking and service lane area appropriately without being restricted by camping activities.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)

Central	Portland Recreation Reserve			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
South	Ruakaka - Princes Road Reserve			Very small reserve with boat access and limited gravel area. Grass area can be very wet over winter, further limiting parking space availability.	1 - Prohibited	The whole Ruakaka area is under pressure from high volumes of visitors and freedom campers.	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
South	Ruakaka Recreation Grounds			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	no significant issues identified within the scope of bylaw	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Whangarei Heads	Taiharuru			Recreation reserve. Limited parking available.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
South	Takahiwai Sportspark			Sportsparks in the District are heavily utilised by the local communities for both organised sporting activities as well as recreational activities. Carparking spaces are often at a premium during evening practice time during the week and during the day on weekends.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
North	Teal Bay/Ngawai Bay - Teal Bay Recreation Reserve	Submitters concerned about congestion and ecological damage. Fragile ecological area due to the nature of the landscape.	No public toilets.	Limited carpark available, reserve also used for boat access.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Tikipunga Sportspark		There are some safety concerns in the area, however freedom campers themselves could provide some passive visual surveillance which could offset this concern.	Site is quite busy during the football and cricket seasons. The site could be suitable for a small number of self-contained freedom camping vehicles outside the sporting seasons.	1 - Prohibited	There are two commercial campgrounds in the vicinity.	Designated as a peak-season overflow site. Preliminary agreed with Parks a possibility to allow freedom camping starting from one week before Christmas up until Northland/Auckland Anniversary Day where it doesn't conflict with sporting activities. This could help alleviate pressure at problem sites.
North	Tutukaka Marina Reserve			The area is busy with high usage levels of vehicles with boat trailers throughout the year.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Whangarei Heads	Urquharts bay			Very limited parking, 'designation' beach. Most submitters want all camping prohibited due to the size and location limits of the site. One submitter has suggested a designated site for SC vehicles only.	1 - Prohibited	severe shortage of parking year round	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
North	Whananaki – Mangaiti Reserve			Very small reserve, uneven surface with limited manoeuvrability. Well utilised by locals.	1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Whau Valley Dam	Camping at Whau Valley Dam is restricted through the Water Supply Bylaw 2012.			1 - Prohibited	n/a	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	William Fraser Memorial Park on Pohe Island		The Reserve's Management Plan identifies potential landfill gas issues due to its former purpose as district landfill.	This carpark is expected to get busier in the future with events and sports.	1 - Prohibited	* Was deemed safe and suitable for freedom camping during Covid19 lockdown. * Carpark expected to become busier once playground is built next to the old pump track.	Investigate possibility to provide limited spaces for 8pm to 7am freedom camping vehicle parking for self-contained vehicles only.
North	Woolleys Bay – eastern carpark			Very small reserve, uneven surface with limited manoeuvrability for vehicles. Well utilised by locals.	1 - Prohibited	no significant issues identified within the scope of bylaw	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)

Central	Finlayson Street/ Reyburn House Lane carpark			Busy, high use at all times carpark. Extended to maximum of 3 nights as per 2017 submissions	2 - Restricted SC only	Carpark needed for markets. In the medium term carpark will likely be lost following implementation of the Waterfront Precinct plan	No change.
Whangarei Heads	Onerahi - Beach Road Reserve Carpark	Area has 24/7 public toilets, however location has been subject to significant numbers of complaints from the community. To protect the area only self-contained camping is allowed.		Year round high use recreation area by local users with boat ramp and associated vehicle and trailer parking requirements. Limited carparking spaces. Enforcement feedback - campers have been removing designated site signage and moving the signs to increase the designated site area.	2 - Restricted SC only	* overcrowding, damage to signage * Specifying maximum number of freedom camping vehicles without marking/signposting individual spaces is not practical as it would not be clear for enforcement officers which vehicle is the non-compliant one.	* Expand capacity by 1-2 self-contained vehicles. Grass area appears suitable, as campers have been parking there and is away from boat/trailer parking. Self-containment means campers would not create added pressure on the public toilet capacity
South	Ruakaka Beach Reserve	Area has 24/7 public toilets, however location has been subject to significant numbers of complaints from the community. To protect the area only self-contained camping is allowed	Large vehicles gets suck in sand.	High use area in summer by day excursion and recreation visitors as well as local usage. Considered a key 'destination' beach for many visitors.	2 - Restricted SC only	Competition with campgrounds	See Attachment 3 - Problem sites options analysis.
Central	Whangarei Falls Scenic Reserve		Non self-contained camping in this area is not allowed as existing toilet facilities not sufficient for visitor demand. Due to Covid19 budged cuts no additional funding for new toilets is anticipated. Infrastructure development is out of scope of the bylaw.	Busy, high use at all times carpark with limited carparking spaces. Overstaying main complaint.	2 - Restricted SC only	Overstaying	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	A H Reed Memorial Park – Whareora Road carpark		24/7 toilets available. Designated site within 50 m of toilets to support usage	Busy, high use at all times carpark. No suitable area for tents	3 - Restricted SC and NSC vehicles only	no significant issues identified within the scope of bylaw	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Central	Bascule carpark – Port Road		24/7 toilets available. Designated site within 50 m of toilets to support usage	Busy, high use at all times carpark. High usage site for campers accessing CBD/Town Basin. Popular with locals walking the Loop	3 - Restricted SC and NSC vehicles only	Feedback received that large campervans cannot use the site being on a slope, spaces too small and close. Infrastructure Planning and Capital Works advise carpark layout was chosen to accommodate oversized camper van turning requirements and raingardens for managing stormwater runoff. Opposite side of carpark by Ray White deemed unsuitable as close to a 24hour truck wash. Current options maximises parking capacity for all users including recreational users of the Hatea Loop and the surrounding businesses.	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
North	Kowharewa Bay		designated site within 50 metres of public toilets to support usage of the facilities	The proposed restricted area is located away from the boatramp, waka storage area and main daytime usage area of reserve ensuring access requirements are met. Area remains suitable for NSC vehicles but too small to also accommodate tents	3 - Restricted SC and NSC vehicles only	overcrowding, overstaying, parking issues	See Attachment 3 - Problem sites options analysis.
Whangarei Heads	Manaia walkway carpark		Designated site immediately adjacent to toilets. Considered acceptable toilet capacity for 2 overnight vehicles.	Retains 17 parking space for daytime arrivals.	3 - Restricted SC and NSC vehicles only	no significant issues identified within the scope of bylaw	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
South	Marsden Bay Reserve		Self-contained and non self-contained vehicles - 50 metres of public toilet	Recreation reserve. Prohibits vehicles on northern end of reserve which is the area predominantly subject to complaints and submitter feedback.	3 - Restricted SC and NSC vehicles only	Arrows have been installed following complaints and feedback received that has improved the situation.	No bylaw change recommended because physical works can resolve problems.
North	Matapouri - Wehiwehi Road carpark		designated site within 50 metres of public toilets to support usage of the facilities	High use recreation area with limited carparking spaces, popular camping area.	3 - Restricted SC and NSC vehicles only	overcrowding, overstaying, parking issues	See Attachment 3 - Problem sites options analysis.
North	Ngunguru Library			Carpark area only. Tents would hinder access. Proposed site relocated for ease of signage and to extend space for other users.	3 - Restricted SC and NSC vehicles only	no significant issues identified within the scope of bylaw	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
Whangarei Heads	Ocean Beach carpark		designated site within 50 metres of public toilets to support usage of the facilities	Year round high use area for local users, day excursionists, surfers and walkers. Carpark area only - no suitable place for tents	3 - Restricted SC and NSC vehicles only	competing uses - access and parking pressures	See Attachment 3 - Problem sites options analysis.

South	One Tree Point - boatramp carpark		designated site Within 50 metres of public toilets	Carpark area only. Tents would hinder access. Designated area ensures other parking spaces available for vehicles and boat trailers. Restrict to one night maximum to protect balanced access	3 - Restricted SC and NSC vehicles only	no significant issues identified within the scope of bylaw	Expand: designated site has moved to another side of carpark and there may be room to add 1-2 more marked spaces.
Whangarei Heads	Reotahi		Designated site Within 50 metres of public toilets. Vehicle with trailers carrying big tents would create a safety issue in the driveway	Recreation reserve. High use area in summer. Beach road below is used for boat launching.	3 - Restricted SC and NSC vehicles only	Te Araroa walkers arriving on foot and pitching tents. They have no reasonable options to move on. Large tents cannot be allowed on site as would create pressure on parking. vehicles arriving with trailers a safety risk in driveway	Other: enable small tents
Central	Tarewa I-Site		designated site Within 50 metres of public toilets	Carpark area only - no suitable location for tents	3 - Restricted SC and NSC vehicles only	no significant issues identified within the scope of bylaw	Investigate expanding capacity by adding 1-2 more marked designated spaces.
North	Wellingtons Bay – main reserve (Whangaumu Reserve)	Overcrowding issues impacting on the amenity of the reserve itself.	designated site within 50 metres of public toilets to support usage of the facilities	High use area in summer by day excursions and recreation visitors as well as local usage. Considered a key ‘destination’ beach for many visitors. Designated area relocated in accordance with submitters' requests. Area remains suitable for NSC vehicles but too small to also accommodate tents.	3 - Restricted SC and NSC vehicles only	Area at far eastern side of the reserve currently not regulated. Camping vehicles obstructing access to the boat ramp. Overcrowding. High usage area with locals and visitors. Difficulties with parking	See Attachment 3 - Problem sites options analysis.
Whangarei Heads	Parua Bay		designated site Within 50 metres of public toilets	Parking on the grass triangle creates access and overstay issues.	4 - Restricted SC, NSC and tents	* Conflicts of use between freedom camping and boat trailer parking * Usage of area increased as local population increased * Adjacent default area (grass triangle) needs to be regulated as it is currently a loophole - campers overstay	See Attachment 3 - Problem sites options analysis.
Tutukaka Coast	Sandy Bay - toilet block carpark		designated site Within 50 metres of public toilets	Very busy iconic destination beach.	4 - Restricted SC, NSC and tents	Sand trap in the middle of site - vehicle safety concern. No grass to erect tents	See Attachment 3 - Problem sites options analysis.
Whangarei Heads	Tamaterau	* Frequent instances of non self-contained camping outside designated area are causing environmental pressure on the area	* Persistent sewage smell	* Overcrowding	4 - Restricted SC, NSC and tents	overcrowding, sewage smell	See Attachment 3 - Problem sites options analysis.
South	Waipu Caves		designated site Within 50 metres of public toilets		4 - Restricted SC, NSC and tents	no significant issues identified within the scope of bylaw	no change - current rules provide appropriate and proportionate regulation (as per FCA criteria)
North	Whananaki North		designated site Within 50 metres of public toilets.	Designated site provides more clarity for users and enforcement officers and aligns to the submitters' requests.	4 - Restricted SC, NSC and tents	ambassadors and enforcement officers were withdrawn from the area	See Attachment 3 - Problem sites options analysis.
North	Woolleys Bay - western carpark		designated site Within 50 metres of public toilets.	High use recreation area, popular camping area. Designated site provides more clarity for users and enforcement officers.	4 - Restricted SC, NSC and tents	overcrowding, overstay, parking issues	See Attachment 3 - Problem sites options analysis.
North	McAuslin Road, Matapouri		windy road, no safe paring, no public toilets		General area - 3 nights max SC only, parking and safety rules apply.	* 14 complaints received for this area since the bylaw came into force - SC, NSC and tents on the beach.	DOC Marginal strip is not under Council control. Prohibit only the road reserve to camping (along the whole length of McAuslin Road) to protect public access to the DOC reserve and to provide for safety on the windy road.
Central	Cobham Oval		No public toilets.	Conflicts of use with sports and events. Frequent overstay.	General area - 3 nights max SC only	Carpark sealing planned.	See Attachment 3 - Problem sites options analysis.
North	Helena Bay	Complaints of dotterel nesting grounds disturbed by visitors.	Complaints of Te Araroa Trail campers (non-self contained) camping on the reserve at the end of Helena Bay Road leaving toilet paper. There are no toilets on the reserve.	remote area	General area - 3 nights max SC only	NSC campers camping in the area. Remote and difficult to monitor and enforce.	Recommended for prohibition to protect the area and to protect health (sanitation).
North	Oakura		Complaints of non self contained freedom campers at the end of Te Kapua Street and leaving rubbish. Complaints of empty beer bottles thrown into residents' gardens - That area is part of the liquor ban area.	remote area	General area - 3 nights max SC only	Recreation reserve owned by DOC. Only two FC complains since bylaw commencement.	No change recommended. Signage has been installed.

South	One Tree Point road layby		The layby area on One Tree Point road roughly opposite numbers 187-189 - unsafe to park. shortly beyond the two wire fence is a reasonably sizeable drop. Special signs have been ordered to discourage camping there (that do not conflict with the bylaw rules).	road reserve	General area - 3 nights max SC only	Unsafe to park opposite 187-189 One Tree Point Road	Prohibit to camping
North	Otamure Bay	WDC reserve borders DOC reserve. DOC camping already available in the area. Fragile dunes.			General area - 3 nights max SC only	complaints about non self-contained camping	Prohibit to camping
South	Ruakaka Riverside Reserve	Camping on reserve/grass.	No public toilets.	Limited parking off road.	General area - 3 nights max SC only	Illegal camping - non self-contained vehicles camping in reserve and overstaying. Whole Ruakaka area under pressure	See Attachment 3 - Problem sites options analysis.
Tutukaka Coast	Whangaumu Street (Reserve at number 22)		Small area with no public toilets.	Well used by locals. Picnic table at the front one of few in Tutukaka area that can be accessed by people with disabilities to enjoy the sea view. Protect access and parking in the area for people with disabilities to be able to drive up to the picnic table.	General area - 3 nights max SC only	Complaints about freedom campers parking up along the fence and near picnic table are blocking access for people with mobility issues.	Prohibit to camping
Central	City car parks - Water Street Carpark; Riverside/Hatea West Carpark		self-contained vehicles only	Feedback received that Water Street Carpark can accommodate 2-3 camping vehicles, but care needs to be taken not to hinder parking options for evening visitors to the CBD businesses. Riverside/Hatea Carpark West might also be suitable under this model. Currently carpark is underutilised and campers park there on occasion. However, carpark will become busier once playground is constructed next to the Hundertwasser centre and parking on that side is lost.	General area - 3 nights max SC only, parking rules apply.	n/a	Investigate possibility of 8pm to 7am parking for freedom campers. Vehicles breaching the bylaw after 7am would also be liable for parking infringements which provides an additional enforcement option. There is a concern that an 8 to 7 rule will make the bylaw more complicated.
Central	Abby Caves MTB			High use mountain bike park, no safe parking on the side of the road. Spill over parking for Abbey Caves - one of Whangarei's iconic destinations.	new carpark to be constructed to service the Parahaki MTB park and Abbey Caves	carpark to be constructed	Prohibit to camping to protect access to the area.

Attachment 3

Problem sites - Freedom Camping Act (FCA) section 11 analysis and options

Location	AG non-compliance count	CRM count	AG vehicle count	Protect the area – s.11(2)(a)(i)	Protect the health and safety of visitors to the area – s.11(2)(a)(ii)	Protect access to the area – s.11(2)(a)(iii)	Out of scope of bylaw review	Recommended Option	Other Options
Woolleys Bay - western carpark	46	13	1308	<p>* Recreation reserve. See s.17 of Reserves Act - sets out the purpose of a Recreation Reserve as providing areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and beauty of the countryside.</p> <p>* Overcrowding leads to loss of amenity within the carpark and beach area due to overcrowding - as impacting on other users of carpark. Loss of amenity within the reserve - impact on the beauty of the area and enjoyment of the public.</p>	none identified	<p>* High use area</p> <p>* Overstaying, overcrowding, blocking parking</p>	<p>* CCTV occupancy monitoring to feed through CamperMate App</p> <p>* Te Araroa Trail exit point - sites full by the time walkers arrive late afternoon</p>	<p>* Restrict camping to outside peak season 18/12 to 08/02 to maintain appropriate public access to the area.</p>	<p>* Prohibit camping to address overcrowding and to protect amenity of the Recreation Reserve itself. However, overcrowding issues are less severe during off-season.</p> <p>*There is not enough data to prove detrimental health and safety impacts on visitors by non self-contained camping in this area to warrant restricting camping to self-contained vehicles only.</p> <p>* Specifying maximum number of freedom camping vehicles is not practical as it would not be clear for enforcement officers which vehicle is the non-compliant one.</p>
Ocean Beach	39	16	829		<p>* High pressure on existing toilet facilities.</p> <p>* Spill-over parking along Ocean Beach Road during busy season creates safety concerns.</p> <p>* Non self-contained camping outside designated area</p>	<p>High use area year round. Demand increased drastically since 2017 due to population growth in Whangarei Heads. 'Destination' surf beach.</p>	<p>* No alternative sites nearby, especially since Urquharts Bay is a prohibited area.</p> <p>* Te Araroa Trail exit point - walkers arrive with tents</p>	<p>* Expand the designated site close to the toilets. Although Ocean Beach is very busy and popular with day users as well as freedom campers, there are few alternative camping option in the area and therefore banning or significantly restricting freedom camping capacity could create unintended consequences.</p> <p>* Prohibit camping on the overflow grass carpark at Ocean Beach. This would be proportionate under s.11(2) FCA due to the need to protect the area and to protect balanced access to the area for all types of visitors. The overflow site is unsuitable for parking during wet conditions. The overflow carpark is intended for use during peak summer season for day visitor parking.</p> <p>* Specify one car per marked space. This option would provide more certainty to enforcement, campers and locals. Proportionate under s11 FCA as protects balanced access to the area.</p>	<p>*Prohibiting camping during peak season 18/12 to 08/02 could help maintain appropriate public access to the area, however the risk is that there are no alternative camping sites nearby therefore non-compliance with the prohibition is likely and will require intensive monitoring. A prohibition would also not be proportional as there are few alternative camping options in the area, especially for Te Araroa trail walkers who arrive on foot. Therefore this is not recommended.</p> <p>*Year round prohibition would not be proportionate, as visitor pressure on the carpark eases off in winter. Prohibition might lead to unintended consequences in the form of increased non-compliance and will still require intensive enforcement.</p>
Kowharewa Bay	35	5	881	<p>*designated freedom camping site is located partially within a recreation reserve and partially on a local purpose esplanade reserve. See s.17 of Reserves Act - sets out purpose of a Recreation Reserve as providing areas for the recreation and sporting activities and the physical welfare and enjoyment of the public, and for the protection of the natural environment and beauty of the countryside.</p> <p>* Overcrowding leads to loss of amenity within the carpark and beach area - as impacting on other users of carpark. Loss of amenity within the reserve - impact on the beauty of the area and enjoyment of the public.</p> <p>* Purpose of esplanade reserve is to enable public recreational use... where it is compatible with conservation values (s.229 RMA and s.23 Reserves Act).</p>	none identified	<p>* This is a popular site, in high use by locals and visitors. Local population has gone up significantly since 2017. Site in strong demand during peak season.</p> <p>* Overstaying, overcrowding, campers blocking parking or access</p>	none identified	<p>Restrict camping to outside peak season 18/12 to 08/02 to maintain appropriate public access to the area and protect the area (amenity within reserve itself).</p>	<p>* Prohibiting area to freedom camping is not recommended, as there is not enough evidence under s.11 FCA to justify the restriction.</p> <p>* Specifying maximum number of freedom camping vehicles is not practical as it would not be clear for enforcement officers which vehicle is the non-compliant one.</p>

Tamaterau	22	3	615	* Frequent instances of non self-contained camping outside designated area are causing environmental pressure on the area	* Persistent sewage smell	* Overcrowding	Carpark will be sealed. Individual parking spaces will be marked - this has been approved by resolution of Council in October 2019. Tenting area will remain in the same place after sealing.	No change. Physical works and carpark sealing will address issues.	Restricting camping to outside peak season would not be proportionate under s.11 FCA
Wellingtons Bay - main reserve	17	18	598	* Loss of amenity of the reserve and beach area itself - overcrowding and camper's personal effects negatively perceived by other campers, dog walkers, and day visitors parking and picnicking in the same area * Designated site is on recreation reserve - purposes of reserve under Reserves Act include enjoyment of the reserve by the public and protecting beauty of the area. Overcrowding impacts on amenity within reserve.	If portaloos cannot be supplied for next seasons due to budget constraints, then the current toilet facilities would be strained to cope with increased demand. Indication by Waste and Drainage that there will be no funding for new toilets in the aftermath of Covid19. Non self-contained camping would create disproportionate pressure on existing toilet facilities.	* Area at far eastern side of the reserve (part of Esplanade Reserve) currently not regulated. Camping vehicles obstructing access to the boat ramp. * High usage area with locals and visitors. Difficulties with parking. * Overcrowding	* Porta-loos in front of houses a nuisance - this is not taken into consideration as loss of amenity for residents as experienced at nearby properties is outside the criteria of s.11 FCA.	* Restrict camping to outside peak season 18/12 to 08/02 to maintain appropriate public access to the area and protect the area (amenity within reserve itself). * Further restrict camping to Self-contained vehicles only to protect health (limited toilet capacity in relation to demand) * Extend the prohibited area to cover far eastern end of the reserve in order to protect access to the area for boat launching. * Extend the prohibited area to the far western side to protect safety and the ecology, as area is sandy.	Full prohibition does not appear proportionate based on currently available evidence.
Reotahi	14	3	247	Scenic reserve - camping in tents does not align with purpose of this reserve	* Allowing general camping under schedule 4 is not advisable, as vehicles with trailers carrying camping equipment would create a safety hazard accessing the carpark via a long narrow uphill driveway with limited visibility	Restriction to vehicles parking within designated site is deemed adequate to control numbers. Boat launching at the end of Beach Road not impacted	* Te Araroa Trail walkers await the ferry here. Very limited options nearby for this group. * Small site close to the toilet block is available for tents. * Carpark needed for community events (such as snorkelling), however amended bylaw clause 14 on temporary closures will provide adequate mechanism for managing events.	* Retain current restriction to SC and NSC vehicles only * Provide small tent camping under a different regulatory mechanism, not necessarily freedom camping.	* Expansion of designated site for vehicles would cause spill-over access implications for boat launching at the bottom of Beach Road
Matapouri - 3 locations (Morrison Road carpark, Wehiwehi Road carpark, Estuary)	12	17	447	Estuary: Complaints about campers disturbing the dunes and dotterel nesting grounds. Estuary is a fragile environment.	Wehiwehi: Blocked toilets, high demand for toilets. Cleaning contractor reports sanitary bins filled with food scraps.	All of Matapouri: High usage area. Local population has gone up significantly since 2017, site in strong demand during peak season. High volumes of freedom campers - this conflicts with a competing use for day parking by day visitors. * Overcrowding, overstay, parking complaints	* seek funding to expand toilet facilities * bollards to be installed at the estuary to protect the dunes. * project underway - Restoring the Mauri of Matapouri (Matapouri beach carparks)	* Maintain the prohibition on camping at Morrison Road carpark * Prohibit camping at Wehiwehi Road carpark during peak season 18/12 to 08/02 to maintain appropriate public access and to protect health and safety as demand exceeds toilets capacity	* No change at the estuary - planned installation of bollards will resolve the problem with all types of vehicles (not just freedom campers) disturbing the dunes.
Parua Bay	11	2	1303	none identified	none identified	* Conflicts of use between freedom camping and boat trailer parking * Usage of area increased as local population increased * Adjacent default area (grass triangle) needs to be regulated as it is currently a loophole - campers overstay	*One of only two sites (other being Cobham Oval) catering to long vehicles	* Extend the designated area to cover the "triangle" as it is a level site suitable for one or two campervans. * This is the recommended option as restrictions under Schedule 3 currently apply to the rest of Parua Bay site would provide proportionate regulation and address the overstay problem	

Ruakaka Village (3 sites)	8	22	379	Frequent complaints about non-compliant camping at Ruakaka Riverside Reserve. This is a recreation reserve and currently a default area. however parking on the grassy area of reserve breaches the "legal parking" requirement. * No public toilets at Ruakaka Riverside Reserve * Ruakaka Princess Road Reserve is a prohibited area - recreation reserve, no toilets	* Ruakaka Beach Reserve site - landward side is too sandy, large vehicles get stuck. Site not level and hence unsuitable for large motorhomes. Currently limited to vehicles not exceeding 4 meters * Limited toilets capacity near the Surf-Lifesaving club - this means non self-contained camping not feasible	* Enforcement feedback - campers have been removing designated site signage at Ruakaka Beach Reserve and moving the signs to increase the designated site area. This limits other users access to the area * Ruakaka Beach Reserve is a popular surfing beach - implications for parking * Overcrowding and overstaying at Ruakaka Riverside reserve being a general/default area	* Competition with commercial campgrounds in the area * Community opposition * Covid19 budget cuts - no funding for new toilets or parking upgrades	* Prohibit the landward side of the designated site at Ruakaka Beach Reserve due to parking safety concerns. * Provide for a limited number of self-contained vehicles at Ruakaka Riverside Reserve. This would allow for improved management compared to the status quo, as it would allow to control the number of the vehicles and encourage their turnover by limiting stay to one night (as compared to 3 nights under the general rule currently)	No evidence to warrant seasonal restrictions or prohibition.
Cobham Oval	5	8	1000	none identified	No public toilets available	* camping hinders public access to the area for parking during events and sports. * The sealing plans for Cobham Oval do not provide for large trucks / busses as the line marking will be standard vehicle size. The sealing of the car park was a requirement of cricket oval's resource consent conditions and it is used as an overflow carpark for the stadium. The original Cobham Oval consent said there would be 311 car parks, and it is now down to 184 for option 1 and 234 for option 2. There is capacity to create an area for parking for large busses as this would further reduce the number of car parks. Concept design provides for amenity of carpark with stormwater management.	* Removing this site without providing and alternative may cause unintended consequences at other sites - supply issues. * Multi-day parking in this central location provides opportunities for campers to spend money in the local economy, including servicing their vehicles. * Some permanent vehicle dwellers using this area as there are few alternatives	Retain site as a default area. Freedom camping may take place under district-wide rules, including the requirement that vehicles must be legally parked and the camping activity must not prevent others from undertaking legitimate activities in the area.	Prohibit to camping to preserve appropriate public access for events. However, changes to cl.14 of the Bylaw around Temporary Closures can provide a universal mechanism to protect access for events without the need to make this area prohibited. Investigate other overflow sites to redirect demand.
Sandy Bay - toilet block carpark/grass area	1	9	1194	* No grass to erect tents. Fragile dunes.	Sand trap in the middle of site - vehicle safety concern. Limited manoeuvrability for large vehicles. Increasing pedestrian safety risks.	* Confined high use area in summer by day excursion and recreation visitors. Considered a key 'destination' beach for many visitors. * Popular surf beach * Usage has increased drastically since 2017 due to population growth in the district. * Te Araroa Trail exit point - sites full by the time walkers arrive late afternoon * Need to protect access during peak season.	* Non-compliant campers arriving / leaving in the dark to avoid detection	* Restrict camping to outside peak season 18/12 to 08/02 to maintain appropriate public access to the area. * Limit maximum length of vehicles allowed due to safety issues (sand trap).	Prohibiting area to freedom camping is not recommended, as there is currently not enough evidence under s.11 FCA to justify the restriction.
Whananaki North	0	5	0	Site is big enough to accommodate campers. Grassy area suitable for tents	Public toilet available. Toilet capacity needs to be investigated.	Only part of reserve is currently a designated area, the rest is available for day use.	* Community opposition * Site visit planned to assess the impact of camping on this location	* The size of the designed site has been reduced in 2018 following community feedback * Investigate moving the designated site to other side of the toilet block * Review 2017 information regarding suitability for non-self contained camping. Washing dishes in toilets could cause blockages due to cooking oils. Feedback from Waste and Drainage is needed whether this could be causing damage to the area	No evidence to warrant prohibition. Competition with commercial campgrounds outside the bylaw-making power under s11(2) FCA

2.2 Climate Change Update

Meeting:	Council Briefing
Date of meeting:	6 August 2020
Reporting officers:	Bernadette Aperahama (Senior Strategic Planner) Hamish Sykes (Graduate Strategic Planner)

1 Purpose

The purpose of this briefing is to:

1. Note progression and seek feedback on the inter-council climate change Joint Standing Committee for the regional collaborative work on climate change adaptation
2. Update elected members on the progression of the draft Climate Action Plan (CAP);
3. Receive feedback from elected members with proposed priority CAP actions and engagement.

2 Background

Climate change is likely to pose significant risks to Northland's communities and environment in the coming decades. Our region has an extensive coastline that is home to numerous communities, a large amount of infrastructure and highly valued cultural and ecological sites – all of which are vulnerable to sea level rise to name just one threat. The impact of a drying climate on the regions water supplies, our primary production sector and unique ecology are other examples of where Northland is likely to be vulnerable.

Local government's role in this space is changing to due reforms of legislation as well as an acknowledgement of the risk in relation assets we are responsible for.¹ These include reducing the impacts of climate change through functions relating to the management of natural hazards and subdivision, use and development of land under the Resource Management Act 1991, and for impacts on the needs of current and future generations to be considered through decision making under the Local Government Act 2002.

In 2017, Council directed staff to develop a two-part climate change strategy incorporating mitigation and adaptation:

Climate change mitigation is about reducing emissions, enhancing the removal of emissions through trees and to increase cooling of the Earth. Through mitigation, we stop worsening the scale of climate change.

Climate change adaptation is about anticipating, preparing for and coping with the expected and unavoidable impacts of climate change such as rising sea levels, changes in rainfall and changes in temperature.

Please refer to **Attachment One** which provides an overview of the climate change work undertaken to date. Key dates include:

¹ Table 1.1 Local government roles and responsibilities that are affected by climate change

<https://www.lgnz.co.nz/assets/Uploads/f86bfef615/44476-LGNZ-How-climate-change-affects-local-government2.pdf>



Nov 2018: Adopted the Corporate Sustainability Strategy



25 July 2019: Declares a climate emergency and commitment to a climate action plan.



6 Nov 2019: Representatives of Te Huinga join collaboration on climate change actions.



Feb 2020: First Climate Change briefing to Elected Members following local body elections. Introduced the proposed approach for the CAP.



6 May 2020: Presented Draft CAP outcomes, structure, keystone actions to Elected Members.

3 Climate Adaptation Taitokerau (CATT)

3.1 Overview of CATT

It is essential that local government in Northland acts collaboratively to plan how we adapt to the risks presented by climate change to ensure an effective, efficient and coordinated approach is adopted across Taitokerau.

In response Northland councils have made progress on collaborative planning for climate change adaptation with the establishment of the CATT

The outcomes sought by CATT include:

Aim: to collaboratively develop a regional climate change adaptation strategy that will set out the approach to adaptation by councils in Northland. We will then work with our communities to apply the approach at a local level.

Who is involved: Representatives from Te Huinga, TTMAC, and staff level representation from the four northern Councils.

At the Council Briefing on 6 May 2020, we provided an update on the work undertaken for CATT. Please refer to **Attachment Two** for a recap on that information.

3.2 CATT Governance proposal

CATT currently reports to the Chief Executives Forum. At its meeting on Monday 3 February 2020, the Chief Executives Forum agreed to recommend the establishment of a joint standing committee of council to provide governance oversight of local government adaptation activity in Northland.

The Chief Executives also agreed to recommend that this committee have equal representation by Māori. When considering the proposal, the Mayoral Forum in March 2020 agreed on the need to ensure the hapū and iwi partners of each Council were in agreement to establish the joint standing committee prior to Councils making a decision.

Te Huinga received in July a written update and the proposed Terms of Reference for the joint standing committee.

We will work you through, and seek your feedback on, this governance proposal and the proposed Terms of Reference included in **Attachment Three**.

Below is a summary of the process that each Council would need to follow if the joint standing committee is established:

1. Seek agreement from hapū or iwi partners; and
2. Formally agree to the arrangement; and
3. Nominate councillors as committee members – one full member and one ‘back up’ in the event the first nominee is unable to attend; and
4. Nominate two hapū/iwi representatives (again one as ‘back-up’ / alternate) from their jurisdictions.

Staff members of CATT recommend that where a council has a Māori Advisory Committee or a forum such as Te Huinga, that nominations are sought through those committees. It is also recommended that hapū / iwi representatives should be remunerated for their participation and that remuneration is the responsibility of the nominating council. For regional consistency, an option is that remuneration be based on the Northland Regional Council Appointed Members’ Allowances Policy.

While it is not proposed that the committee have decision making powers, it would have significant value in ensuring a coordinated and equitable approach to adaptation planning and implementation in Northland. It would also ensure each council and Māori were informed and able to have input into climate change adaptation activity by local government.

The August meeting of Te Huinga follows the August briefing to Elected Members. Following feedback from Council staff will also be seeking feedback from Te Huinga regarding the establishment of the committee. Initial feedback received from our Te Huinga representatives participating in the climate change work, is that the absence of decision making power means that the committee is not true partnership – nonetheless, they were supportive.

Next steps:

- Seek feedback from Te Huinga;
- If there is support from Te Huinga then initiate Steps 1 – 4 outlined above;
- Feed back to the CATT forum, CE Forum and Mayoral Forum of Council’s position.

4 Climate Action Plan (CAP)

4.1 Overview of CAP and direction received by Council

The CAP aims to reduce the greenhouse gas emissions of our Council and where it is within our operations, reducing the emissions of our district too.

At the Council Briefing on 6 May 2020, we presented the draft outcomes sought by the Climate Action Plan (CAP). Feedback from that briefing indicated a level of comfort with the outcomes sought by the CAP.

The CAP will be a living document which drives an ongoing programme of work. It will provide a framework to bring together Council initiatives as well as those of our community.

To ensure the CAP remains relevant and focused on the right actions and has the necessary resourcing it will be reviewed and updated to assist elected members decision making in the Long Term Plan (LTP) and Annual Plans.

The CAP will include:

- The outcomes the CAP is trying to achieve- refer **Table 1** below; and

- Actions that Council has full or some responsibility for delivering.
- We will also note the actions and policy that we have already committed to through the Corporate Sustainability Strategy (adopted in November 2018) and other strategies, policies, plans.

Table 1:

Draft Outcomes that we are working towards with the Climate Action Plan (Presented on 6 May Briefing)	
Outcome 1: Honouring the Treaty of Waitangi	Our commitment to our partnership with hapū under the Treaty of Waitangi is embedded in everything we do.
Outcome 2: Reducing emissions	Reduce the greenhouse gas emissions of the Council and Whangarei District in line with the Government's national emission reduction targets or better.
	Council supports hapū, the community and industry towards a Carbon Zero 2050.
Outcome 3: Drawing down carbon	Whangarei is rapidly sequestering carbon.
	The cooling capacity of Whangarei is growing.
Outcome 4: Adapting to climate change	Council future-proofs its resources, assets and services from the risks of climate change.
	Council works with hapū, industry and communities to prepare for and adapt to the impacts of climate change.
Outcome 5: Community ownership	The residents of Whangarei are informed, engaged and take ownership of this kaupapa.

4.2 Proposed Approach to Prioritising Actions

Our thinking so far is that the CAP be structured into tranches of actions, with priority actions being the key focus. Priority actions include:

- catalysts for greater movement or change
- 'low hanging fruit'
- actions already underway

Actions falling within Tranche 2 (Medium term) Tranche 3 (Long term) will begin when priority actions are completed and/or when a trigger points are reached. This trigger point may include central government funding, actions taken by the community or legislative changes.

The reason for identifying a smaller number of priority actions is to ensure the CAP is achievable and deliverable. In essence, we want to get some 'runs on the board' to build momentum and confidence in the CAP.

Actions proposed for inclusion in Tranche 1 are included in **Attachment Four**. Draft actions to be included in later tranches will be provided to Elected Members ahead of the briefing.

4.3 Resourcing implications

The actions within the CAP will need resourcing. Some actions relate to existing programmes which have resources committed already, but most actions will need new or increased resources.

Ultimately, elected members will determine priorities and budget allocations for the LTP. The CAP will provide a framework to assist in this decision making by identifying those actions which are practicable, meet our climate change obligations, but also help support the recovery and reset of our economy through alignment with the COVID-19 Response Strategy.

If there is comfort with the priority actions, these will be put forward for further consideration by elected members in their prioritisation process for the 2021 – 2031 Long Term Plan

4.4 Engagement with hapū and community stakeholders/groups

COVID-19 impacted our ability to progress this action plan and engage as we had hoped.

Fortunately, staff were able to meet with Delaraine Armstrong, Rosie Wellington prior to Level 4 and embed several important actions into the draft that is currently being workshopped with staff.

Similarly we recognise that there are a number of businesses, industry sectors and community groups that are interested in this programme of work.

With agreement from elected members we therefore propose a number of workshops on the action plan in order to get community feedback. These workshops will likely be in September 2020.

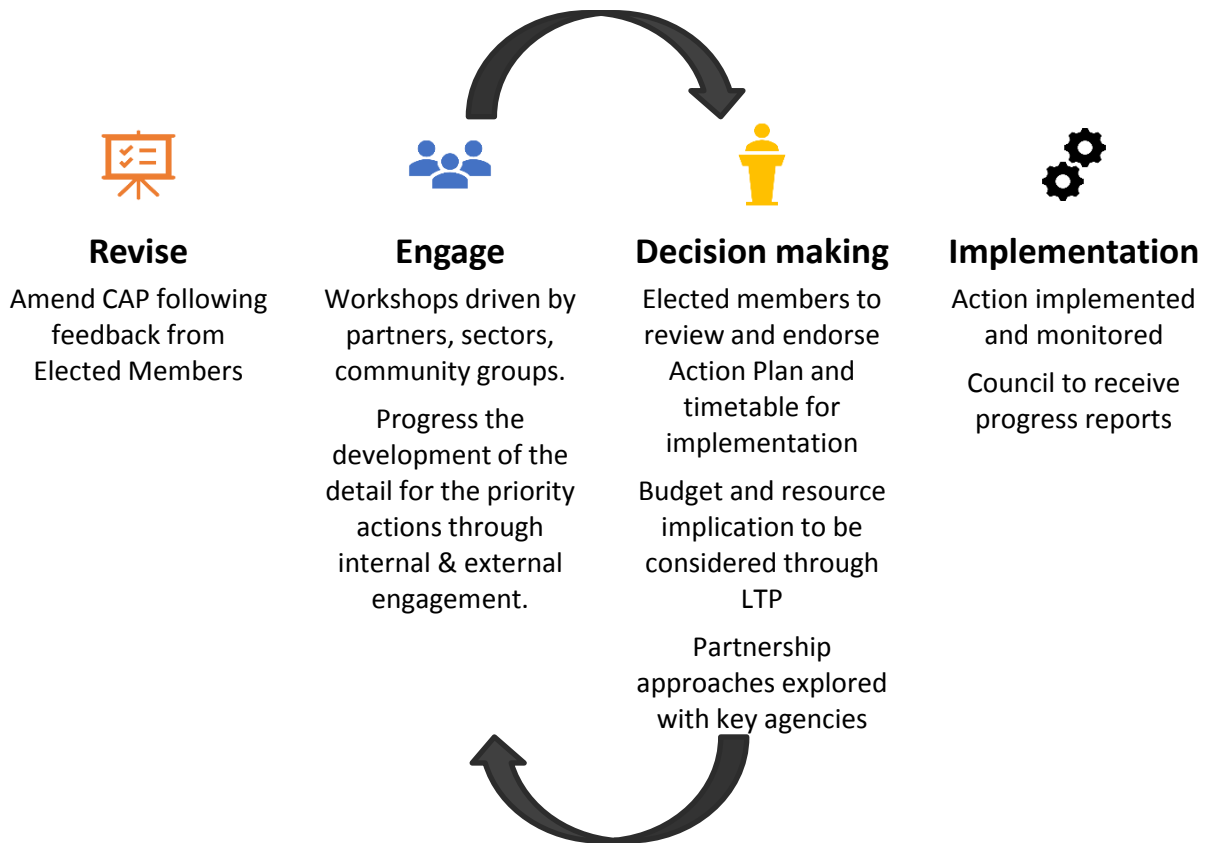
4.5 Engagement with Staff

The draft CAP has been shared for guidance and feedback across all departments. Specific work shops were held with staff in the following areas:

- Community Development
- District Development
- NTA
- Finance
- Revenue
- People & Capabilities
- Capital Works
- Parks and Reserves
- Risk and Audit

Engagement with staff will continue as the development of the draft CAP progresses.

Next Steps for the CAP



5 Attachments

1. Timeline of Climate Change work to date
2. Recap on the Climate Adaptation Taitokerau (CATT) work to date.
3. Joint climate change adaptation committee Terms of Reference
4. Draft Climate Action Plan Tranche One Priority Actions

Attachment One

Timeline of Climate Change work to date



2017: Direction given on a 2 part approach to climate change - Mitigation & Adaptation.



June 2018: The four Northern Councils begin collaboration on a regional approach to climate change adaptation.



Nov 2018: Adopted the Corporate Sustainability Strategy



27 June 2019: Submission to central government on the Zero Carbon Bill approved including that 'the emission target be achieved by the year 2030' – default target for WDC.



25 July 2019: Declares a climate emergency and commitment to a climate action plan.



6 Nov 2019: Representatives of Te Huinga join collaboration on climate change actions.



Feb 2020: First Climate Change briefing to Elected Members following local body elections



Build Draft CAP outcomes and identify potential actions (staff & hapu reps)



6 May 2020: Presented Draft CAP outcomes, structure, keystone actions to Elected Members



Further develop the Draft CAP and workshop across Council.



6 August 2020: Present draft CAP actions to Elected Members and Te Huinga.

Attachment Two

Recap on the Climate Adaptation Taitokerau (CATT) work to date

Aim: to collaboratively develop a regional climate change adaption strategy that will set out the approach to adaptation by councils in Northland. We will then work with our communities to apply the approach at a local level.

Who is involved: Representatives from Te Huinga, TTMAC, and staff level representation from the four northern Councils.

In May, we updated our Elected Members on the following:

The approach to the regional strategy having three sections:

Section 1 sets the current state of play for Taitokerau. It will be layers of information that we have so far with the acknowledgement that the information gets richer as we engage with our communities. This would encompass the risk analysis workshops and the hazard mapping information.

Section 2 is about the tools that Council can use to address adaptation and climate risks. This will cover statutory and non statutory tools available to Council.

Section 3 will be the implementation section. This is essentially the programme of work proposed by each Council to work with communities to respond to the risks and information we have about expected change. This is where the district council responsibilities increase.

Each Council will need to engage with community on their programmes of work (Section 3). The Long Term Plan (LTP) process will be the main avenue for engagement. At WDC, we will come to Te Huinga ahead of the LTP engagement. The CATT team is aiming for sections 1 and 2 to be completed by August 2020.

We also explained some of the work undertaken to date including:

CATT work to date:

- **Risk Assessment workshops - complete**
- **Costings report** to identify and estimate potential future costs for Council in commencing adaptative planning pathways processes – **complete**
- **GIS tool** -in development which will enable us to apply hazard data and enquire about impacts on the things we value. Eg number of houses impacted by flooding.
- **Regionwide coastal flood hazard assessment** to give us data on both extreme events and inundation, now and in the future.

We identified additional outputs coming from the climate change adaptation work:

- **Te Ao Maori Framework**

Feedback from our Te Huinga and TTMAC representatives during the Risk Assessment workshops in February made it clear that how we perceive risks / opportunities and how we make decisions may be different depending on the community, the framing of the information and the world view. Therefore, a **te ao Maori decision making framework** to embed tikanga Maori within the approach is proposed. There is the potential for this framework to function as a higher order document across all of the Council's and their projects, not only climate change related work. For example, it could be used to guide the Long Term Plan.

Acknowledging the significance of this work, the relationships advisors have been approached to help guide the process with hapū, iwi and Councils to develop this framework. Potential additional funding for this work will be outlined in the action plan.

- **A suite of tools for Maori communities and hapū led adaptation planning programme.**

A key outcome of this work expressed by our hapū and iwi representation is for a process, tools or suite of tools that can be used throughout Taitokerau to assess risks on Maori communities, the potential impacts on what is valued by maori and to support their work to identify responses. NRC has some existing budget and is planning to request additional funds through the LTP. Potential additional funding for this work will be outlined in the action plan..

Attachment Three

Joint climate change adaptation committee

Terms of Reference

10 February 2020

Background

Climate change poses significant risks to the environment and people of Te Taitokerau - local government has responsibilities in reducing the impact of climate change (adaptation). It is essential that councils, communities and iwi / hapū work collaboratively to ensure an effective, efficient and equitable response to the impacts of climate change. Work on adaptation has already started between council staff with the formation of a joint Te Taitokerau Councils Climate Change Adaption Group and the development of a Climate Change Adaptation Strategy for Taitokerau. The formation of a joint standing committee of the Far North, Kaipara and Whangarei district councils and Northland Regional Council elected council members and iwi / hapū is fundamental to ensuring these outcomes are achieved in a coordinated and collaborative way across Te Taitokerau.

Role and Responsibilities

- 1) Provide direction and oversight of the development and implementation of climate change adaptation activities by local government in Te Taitokerau
- 2) Receive advice and provide direction and support to the Te Taitokerau Councils Climate Change Adaption Group
- 3) Make recommendations to member councils to ensure a consistent regional approach is adopted to climate change adaptation activities
- 4) Act collectively as an advocate for climate change adaptation generally and within the individual bodies represented on the Committee
- 5) Ensure the bodies represented on the Committee are adequately informed of adaptation activity in Te Taitokerau and the rationale for these activities
- 6) Ensure the importance of and the rationale for climate change adaptation is communicated consistently within Te Taitokerau
- 7) Receive progress reports from the Te Taitokerau Councils Climate Change Adaption Group

Membership

The Joint Climate Change Adaptation Committee (the committee) is a standing committee made up of elected members from the Far North, Kaipara and Whangarei district councils, the Northland Regional Council and representatives from Northland hapū and iwi.

The committee shall have eight members as follows:

One elected member from:

Kaipara District Council

Far North District Council

Whangarei District Council

Northland Regional Council

Iwi / hapū members:

One representative from iwi / hapū nominated by each council from within their jurisdiction. Where possible, this nomination should follow recommendations from council Māori advisory groups or committees.

Each council shall also nominate one alternative elected member and one alternative iwi / hapū member who will have full speaking and voting rights when formally acting as the alternate.

Status

The Committee is a joint standing committee of council as provided for under Clause 30(1)(b) of Schedule 7 of the Local Government Act 2002 and shall operate in accordance with the provisions of Clause 30A of that Act. The committee is an advisory body only and has no powers under the Local Government Act 2002 (or any other Act) other than those delegated by decision of all member councils. The joint standing committee shall operate under Northland Regional Council Standing Orders.

Committee Chair and deputy Chair:

The Chair and Deputy Chair is to be elected from members at the first meeting of the committee.

Quorum

At least 50% of members shall be present to form a quorum.

Meetings

The Committee shall meet a minimum of two times per annum.

Service of meetings:

The Northland Regional Council will provide secretarial and administrative support to the joint committee.

Draft agendas are to be prepared by the Te Taitokerau Councils Climate Change Adaption Group and approved by the Chair of the Committee prior to the Committee meeting.

Remuneration

Remuneration and / or reimbursement for costs incurred by council members is the responsibility of each council.

Respective iwi / hapū representatives will be remunerated and reimbursed by the nominating council in accordance with the Northland Regional Council Appointed Members' Allowance Policy.

Amendments

Any amendment to the Terms of Reference or other arrangements of the Committee shall be subject to approval by all member councils.

Attachment Four: Draft Climate Action Plan

Tranche One: Priority Actions

Theme	Action	WDC's role	Partners	Resourcing Needs	Benefits
Treaty of Waitangi Partnership	Develop a framework based on te ao maori for decision making, monitoring and evaluating. This framework could be adopted by Council to improve partnership with hapū and Council processes including care for the environment.	Partner	Hapū NRC KDC FNDC	Opex new: \$40,000 plus staff time for development and implementation.	<ol style="list-style-type: none"> 1. Council recognise and practice the values being upheld from the Treaty of Waitangi. 2. A stronger decision-making process leading to better outcomes for our precious environment and for Maori.
Decision-making	Embed low emission outcomes and climate change adaptation into the following: <ul style="list-style-type: none"> • Include climate change outcomes in WDC strategies and policies • Decision making reporting includes consideration of climate change • Processes such as procurement tender evaluations and project scoping provide consideration and weighting to sustainability and climate change outcomes • change management philosophy and processes that align with the organisational tikanga to support and embed climate change thinking into 	Leading		Opex new and existing: Additional staff time as an when policies and strategies are reviewed (accommodated into existing budgets) Additional staff time to input in to decision making processes and support for elected members	<ol style="list-style-type: none"> 1. A stronger decision-making process leading to better outcomes for our precious environment & meeting legislative commitments. 2. Long term economic benefits through early climate considerations through the decision making process.

Theme	Action	WDC's role	Partners	Resourcing Needs	Benefits
	the organisational culture and practice.				
Monitoring, Reporting & Evaluation.	Develop a District wide emission profile with industry representatives with the intention of developing a district wide emissions profile.	Leading	NRC Industry Central government (NDHB, NZTA) NorthTec	<p>Opex new:</p> <p>Staff time - 2 hours a week over 12 months (Check Waikato RC, Auckland Council)</p> <p>Opex resource of \$20,000 - \$50,000</p>	<ol style="list-style-type: none"> 1. Having a greater scope of the District's GHG's will be beneficial to future action prioritisation. Particularly over the next 12-18 months with the well-documented financial restrictions, it is crucial to understand where the climate spending will be most positively felt. 2. WDC will require an in depth data collection to help track our long-term GHG emission reduction progress.
Monitoring, Reporting & Evaluation.	Ensure that risks arising from climate change mitigation and adaptation are embedded into WDC's risk management framework and Long Term Plan.	Leading		<p>Opex existing:</p> <p>Staff time to support elected member decision making</p> <p>Opex new:</p> <p>\$50,000 - \$80,000 Expertise in risk assessments linked to CATT work and our adaptation obligations</p>	<ol style="list-style-type: none"> 1. Council is aware of and understands the nature and extent of risks to our business and assets that climate change presents. This helps us with our asset management, financial management. 2. Council demonstrates accountability for risks presented to its business.

Theme	Action	WDC's role	Partners	Resourcing Needs	Benefits
Smart City	Investigate options for the use of new technology across Whangarei and moving to a 'Smart City' concept. Identify priority areas eg NTA owned Infrastructure, OR service Delivery OR Data Collection.	Leading Advocacy	Hapū NTA NZTA NorthTec Hihiaua Cultural Centre Creative Northland	Opex new: \$20,000 plus staff time for investigation of options Capex new: Dependant on options for implementation. NZTA subsidy	<ol style="list-style-type: none"> 1. Reduces resource use and can make services more efficient 2. It also provides the potential backbone for other SmartCity applications. This will provide coverage over Whangarei City and other rural towns.
Public Transport	Whangarei District Council partnering with Northland Regional Council to identify options for net-zero emissions public transport. Opportunities to trial innovative ideas will be explored with a view to wider implementation.	Partner	NTA. NZTA	Opex existing: Staff time and expertise to support NTA work Opex and Capex new: Dependent on any future changes to the Public Transport (such as new infrastructure, contract etc) to be identified and prioritise through future LTP's	<ol style="list-style-type: none"> 1. Promote public transport use which will reduce emissions profile. 2. Great public transport use will support Councils Urban Transport Strategy in terms of mode shift and reduction in traffic. 3. Align public transport with District growth

Theme	Action	WDC's role	Partners	Resourcing Needs	Benefits
Active Modes	Prioritise the delivery of our existing Walking & Cycling Strategy actions through additional funding, NZTA subsidies, and working in partnership with our communities.	Leading	NTA NZTA	<p>Capex existing and new:</p> <p>Current LTP approximately \$10m 2021 – 2028</p> <p>New 2021 – 31 LTP funding to be determined and prioritised through Council.</p>	<ol style="list-style-type: none"> 1. Providing the public with other alternative active modes will reduce the long-term dependency on the use of private vehicles and green house gas emissions 2. Increased walking and cycling will support Councils Urban Transport Strategy in terms of mode shift and reduction in traffic. 3. Support the health and wellbeing of our community 4. See Walking and Cycling Strategy http://www.wdc.govt.nz/TrafficandTransport/PublicTransport/Cycling/Documents/Walking-and-Cycling-Strategy.pdf
Buildings & Infrastructure	<p>Develop an implementation plan and partnership agreements for the Blue Green Network Strategy that includes a programme of work prioritising projects that align with:</p> <ul style="list-style-type: none"> - the Walking & Cycling Strategy; - City Core Master Plan; - planned infrastructure upgrades; - low impact stormwater designs - planting plans developed through Action 	Leading	NRC NTA	<p>Capex and opex new and existing:</p> <p>Programme co-ordinator/Project manager: 1FTE (if funding that currently exists in the LTP remains then this FTE can fit within existing budget).</p>	<ol style="list-style-type: none"> 1. Multiple outcomes/benefits: 2. Improved stormwater and flood mitigation 3. Increased connectivity through walking and cycling 4. Improved biodiversity and health of our waterways 5. Supports the delivery of the Blue Green Network Strategy: http://www.wdc.govt.nz/TrafficandTransport/PublicTransport/Cycling/Documents/Walking-and-Cycling-Strategy.pdf

Theme	Action	WDC's role	Partners	Resourcing Needs	Benefits
				Capex budget 2018 – 2028 LTP \$16 million More maybe required for property acquisition	
Education & Training	<p>Sharing information and develop training packages to ensure staff are appropriately trained as to how climate change affects their roles (new legislative requirements, carbon accounting and change management)</p> <p>Proactively sharing what our staff have learnt with our community and business partners.</p>	Leading	LGNZ Upper North Island Strategic Alliance Professional bodies (e.g. New Zealand Planning Institute)	<p>Opex new:</p> <p>Potential increase or change in focus of training budgets. Indicative budget \$10,000 - \$15,000</p>	<ol style="list-style-type: none"> 1. Council will require all staff to have an appropriate level of knowledge in the climate space to ensure Council are successfully delivering 2. From an organisational level, buy in from our staff has been identified as a crucial component particularly in the beginning stages of the implementation of the Climate Action Plan.

2.3 Strategic Session on Housing (deferred from 8 July 2020)

Meeting: Council Briefing
Date of meeting: 6 August 2020
Reporting officer: Tony Horton (Manager Strategy)

1 Purpose

The purpose of this briefing is to:

- To provide Council with an overview of Housing as a strategic issue in our District
- Update Councilors on existing housing related workstreams
- Seek guidance on the next steps leading into the 2021 -31 Long Term Plan

2 Background

At the 27 February Council Meeting, Elected Members endorsed their priorities for the 2019 – 2022 Triennium, which are to be considered through the 2021 – 2031 Long Term Plan (LTP). These were reviewed with Council as a result of COVID-19 before being reconfirmed, with a minor amendment, at the Council meeting of 14 May as:

- Transport (Roading and Public Access)
- Revitalising the City Core
- Potential Northport expansion/Navy relocation
- Sustainability (including waste minimisation)
- **Housing**

Through the endorsement of these priorities it was indicated that strategic briefing sessions would be a key tool to provide information to elected members and an opportunity to discuss the next steps in addressing these priorities.

Key consideration is how these strategic priorities can integrate with the LTP. The LTP is currently in the information briefing phase. This will move through into direction setting and programme prioritisation in August and September, at which point there will be a report back on potential options to consider along with the resourcing implications.

3 Discussion

In order to support decision making and direction setting through the LTP, this briefing will provide an:

- Overview of the housing issue in Whangarei and key priorities such as inner city living.
- Update on key work programme and projects that are underway such as our Draft Whangarei District Growth Strategy
- Discussion on next steps and priorities

3.1 Housing in Whangarei

Housing is a broad and complex issue which impacts on everyone in our community. The presentation at the briefing will give an overview of some of the key housing issues in Whangarei, including:

- The supply of housing, including the provision of land and infrastructure to meet demand for new housing developments.
- The cost of housing and the rise in house values and rental values over the past 10 years.
- The limited housing choice particularly for apartments and townhouses
- Increasing affordability issues across the District when compared to other towns and cities in New Zealand
- Poor quality homes which are damp and mouldy
- The likely impacts of economic recovery from COVID-19 on housing.
- Ongoing government reform.

Attachment A Whangarei Housing Monitoring Report gives a snapshot of some of the key indicators for housing in Whangarei. The report is driven by the monitoring and reporting requirements of the National Policy Statement on Urban Development Capacity. The report also provides a useful pre-COVID 19 base line. Future reporting against this baseline will help the delivery of the Whangarei COVID-19 Response Strategy.

3.2 Current housing work programme

Whangarei District Council currently undertakes a number of programmes of work that relate to housing. Some programmes are driven by legislation, such as the Resource Management Act and are a core function of local government. Other programmes are discretionary and are not requirements of legislation.

District Plan

The Urban and Services Plan Change provides for residential development in our urban area and provides greater opportunity for housing development. The recommendation from the hearing commissioners was endorsed by Council in May 2020. Land use activity and built form provisions is a key function under the Resource Management Act.

Inner city living

Council have identified inner city living as a priority and as a result, a report on the opportunities and constraints for inner city living is included in performance objectives for the Chief Executive. While work on this report commenced late last year, it was delayed due to COVID-19.

In May, Council established an Inner City Living Working Group to explore opportunities for more residential development in our city core. Outcomes of these initiatives are closely aligned and staff have therefore had an initial meeting with the Inner City Living Working Group. Attachment B provides the initial findings and a summary of recommendations. Work is ongoing however, particularly in terms of research and consultation, and the full report will be worked through with Council in due course.

Whangarei District Growth Strategy

This provides a strategic 30 year vision for the development of our District. Legislative requirements state that it must include the identification of new locations for housing as well as identifying tools to deliver other housing outcomes such as quality intensification, sustainability and housing choice. A further update on this programme will be provided at a Council Briefing on 12 August.

Monitoring and reporting

Requirements under the National Policy Statement on Urban Development Capacity set out what we need to monitor and report on. This is largely driven by a need to ensure our decision

making is informed by data on our housing market. The latest monitoring report can be found in Attachment B.

Pensioner Housing

WDC manages a number of Pensioner Housing units. A portfolio of work for maintenance is in our current 2018 – 28 LTP. A future work programme will be discussed in detail through the activity briefings for the 2021 – 31 LTP.

Strategic partnerships

Across all of these works programmes there has been strategic partnerships fostered with locally based and central government stakeholders. In particular opportunities through the Whangarei District Growth Strategy and Monitoring and Reporting programmes have identified key relationships with agencies such as the Ministry for Housing and Urban Development.

Urban design and housing quality

A suite of urban design guidance has been developed to support the community and the development sector produce better quality design outcomes for new housing and subdivision.

3.3 Next steps

In order to provide a focus for housing as a strategic issue, direction and prioritisation will be required through the Long Term Plan discussions as well as allocation of budget to ensure the programme can be delivered.

Potential options for next steps include:

Status quo: Continuation of existing work programme as outlined above

Do more: Continuation of existing work programme plus new programmes/projects to be identified and prioritised through the 2021-31 LTP

Do less: Focus work programme only on those project/programmes that are required by legislation

Any new or expanded programmes related to housing will require additional resourcing. They will also require a clear understanding of Council's role, and that of any partners.

Direction and decision making on resourcing will be taken through the LTP direction setting briefings set for August and September. It is acknowledged that due to impacts of COVID-19, the ability to resource additional programmes may be limited.

4 Attachments

Attachment A: Whangarei District housing monitoring report

Attachment B: Whangarei inner city living report initial findings and recommendations

Attachment C: Presentation

Housing Monitoring Report May 2020

1. Introduction

This is an updated housing monitoring report for the Whangarei District. This is the latest in a series of monitoring reports that outline key information and trends for housing. The report is a response to requirements of the National Policy Statement on Urban Development Capacity for regular monitoring and reporting to help inform Council decision making.

This report uses data sources that were collected prior to COVID-19 and therefore offers a useful benchmark to measure the longer-term impacts and the progress of our economic recovery and delivery of key actions from the COVID-19 Response Strategy.

2. Summary of findings

This report outlines a story of a growing district. Following a period of stagnation since 2007/08, data from 2015 onwards shows strong population growth alongside a dramatic increase in property sale values. In the past two years there are signs of house price increases slowing.

Within the District, house sales data suggest that our rural and coastal areas are the most market attractive. Consent data shows sustained residential development and investment in the Districts rural and coastal settlements.

Based on sale values our urban area is less desirable and significantly lower than the rural and coastal areas. However, these areas have still experienced a significant increase in sales value and volume. Across the district rental values have increased steadily.

Our buildings consents have been dominated by residential development, including standalone homes. Very few apartments or townhouses have been constructed.

Information on consent/subdivisions suggest the number of new residential units is keeping up with demand. However, the availability of land will need be constantly monitored to ensure it is not overly constrained.

The quality of our homes is an increasing concern, with the prevalence of mould and damp being higher than the national average.

It is likely that Kiānga Ora will play an increasing role in housing delivery with their new powers under the Urban Development Bill.

The Housing Affordability Measures indicate a growing issue of affordability in the District aligned with the rapid increase in property values. This will need to be carefully monitored going forward.

3. Background

The National Policy Statement on Urban Development Capacity (NPS-UDC) came into effect on 1 December 2016.

The NPS-UDC is to provide direction to local authorities to ensure sufficient and feasible urban development capacity is provided for housing and business development. Its emphasis is on understanding the demand for housing and business land and ensuring there is enough feasible capacity to meet that demand.

The NPS-UDC is currently being reviewed and will be replaced by a new policy statement. However, the information released by the Ministry for the Environment indicates that the monitoring requirements will remain.

4. Requirements

A key driver for this report is the monitoring and reporting requirements in the NPS-UDC, which includes:

Objective Group B – Evidence and monitoring to support planning decisions

OB1: A robustly developed, comprehensive and frequently updated evidence base to inform planning decisions in urban environments.

PB6: To ensure that local authorities are well-informed about demand for housing and business development capacity, urban development activity and outcomes, local authorities shall monitor a range of indicators on a quarterly basis including:

- a) Prices and rents for housing, residential land and business land by location and type; and changes in these prices and rents over time;*
- b) The number of resource consents and building consents granted for urban development relative to the growth in population; and*
- c) Indicators of housing affordability*

PB7: Local authorities shall use information provided by indicators of price efficiency in their land and development market, such as price differentials between zones, to understand how well the market is functioning and how planning may affect this, and when additional development capacity might be needed.

5. Analysis of house sale prices and rents

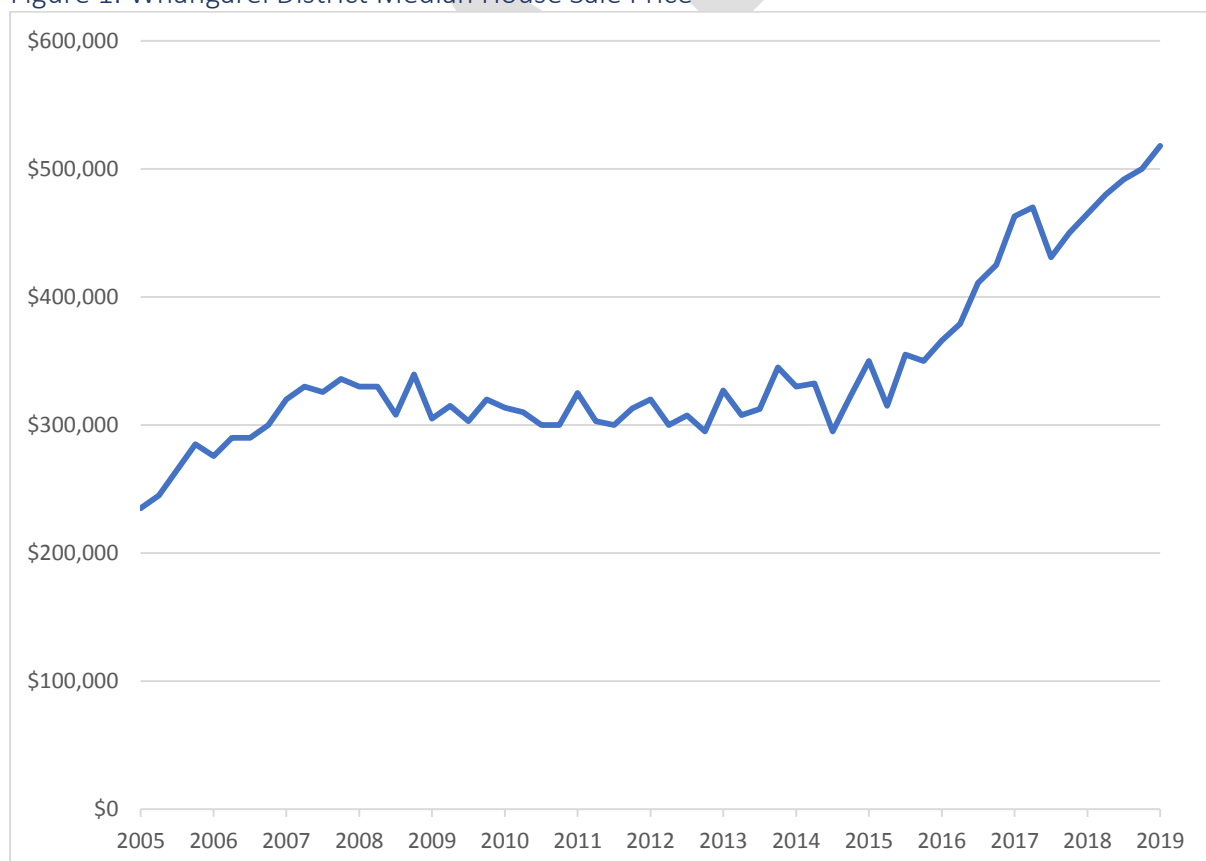
This section of the report seeks to understand the changes in price and rents as well looking how this is experienced in different locations across the Whangarei District. The monitoring of property sales and rent can an indication of how well our housing market is functioning.

Figure 1 shows that Whangarei District has experience significant house sale price increase from 2015 – 2019. This is generally consistent with nationwide and regional trends. The also appears to be a relationship between the increases seen in Whangarei and those seen in Auckland, although there is a degree of lag time (approximately 6 – 12 months) between rapid sale price increases in Auckland and subsequent increases in Whangarei.

Data for 2019 shows a continuing upward trend. However, noting that Auckland sale price inflation is leveling, this may subsequently lead to slower increase in sale price into 2020 - 21. Furthermore, the impacts of COVID-19 will have a strong impact on sale volume and price, although the extent of that impact is unknown at this stage. Interest rates remain low, and measure put in place to cool the market, such as loan to value ratios, have been lifted.

Continued analysis of these data sets will give an overview of how our property market is responding to both changes in the Auckland market and the broader economic impacts of COVID-19.

Figure 1. Whangarei District Median House Sale Price

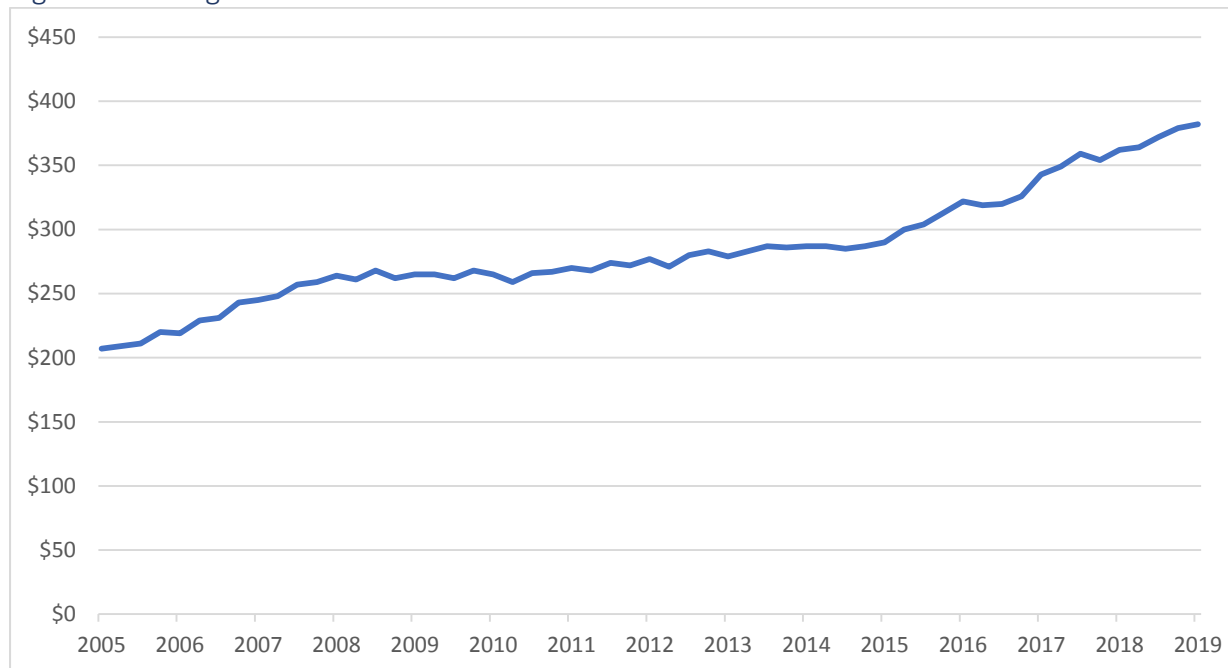


Source: Ministry for Housing and Urban Development 2020

Correspondingly, Figure 2 shows actual rents have seen a steady increase that aligns broadly with rising sale prices. Rent values remain relatively low compared to larger cities in New Zealand.

However, continued increases in rents could lead to growing affordability within the rental market in Whangarei.

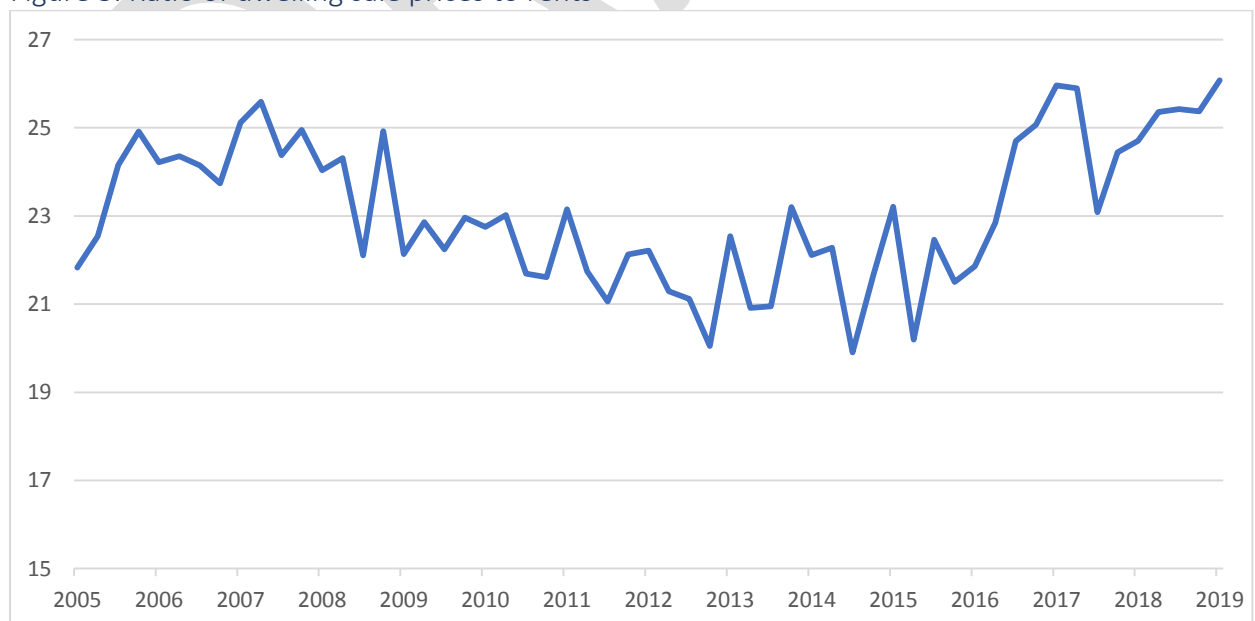
Figure 2. Whangarei District Median Residential Actual Rents



Source: Ministry for Housing and Urban Development 2020

Figure 3 depicts a ratio of dwelling price to rent. This indicates the relative ease of moving from renting a home to home ownership. For Whangarei District there has been an upward trend corresponding with the inflation of house prices sale in the periods 2005 – 2008 and 2015 – Present. During these periods it has been more difficult to transition from renting to home ownership in our District.

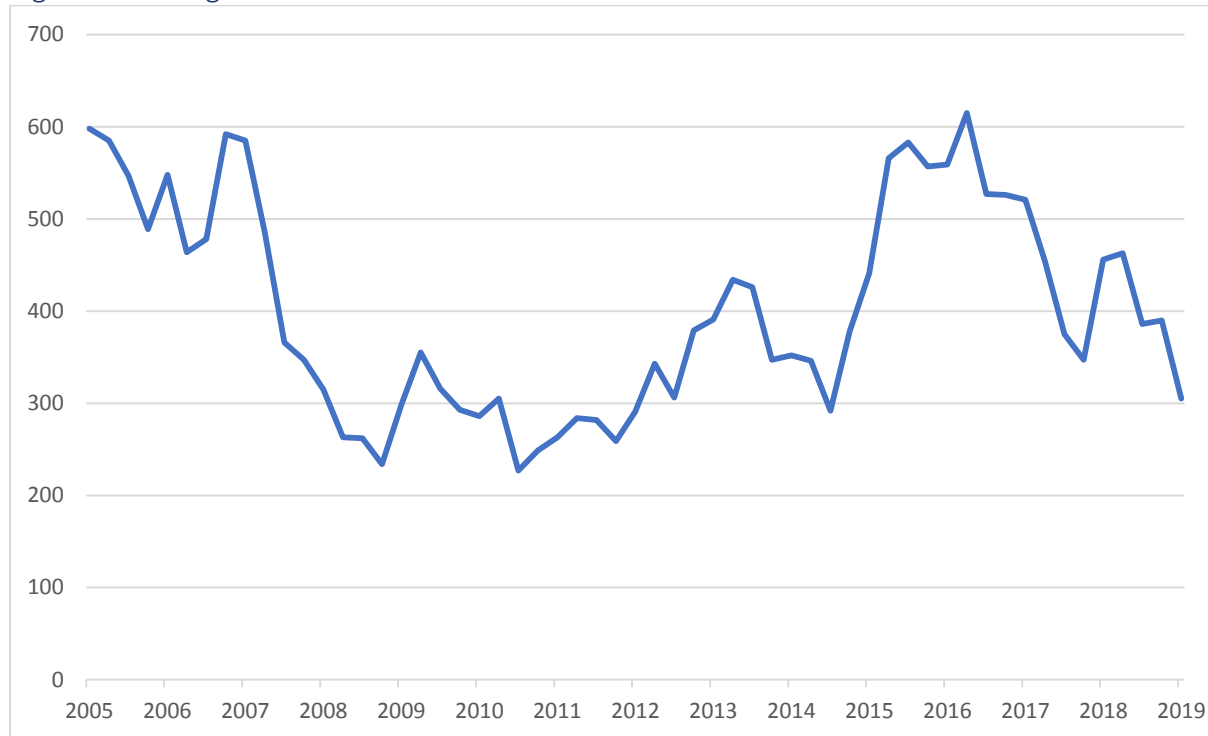
Figure 3. Ratio of dwelling sale prices to rents



Source: Ministry for Housing and Urban Development 2020

Figure 4 shows the volume of houses sold with the District and gives an indication of the transactions taking place as well as the availability of homes on the housing market. The peak in sale volume generally correspond with increases in sale price, which is to be expected, however the volume from 2018 onwards is reduced, this may be an indicator of a slowing of the property market and/or a restricted supply of homes.

Figure 4. Whangarei District house sale volumes



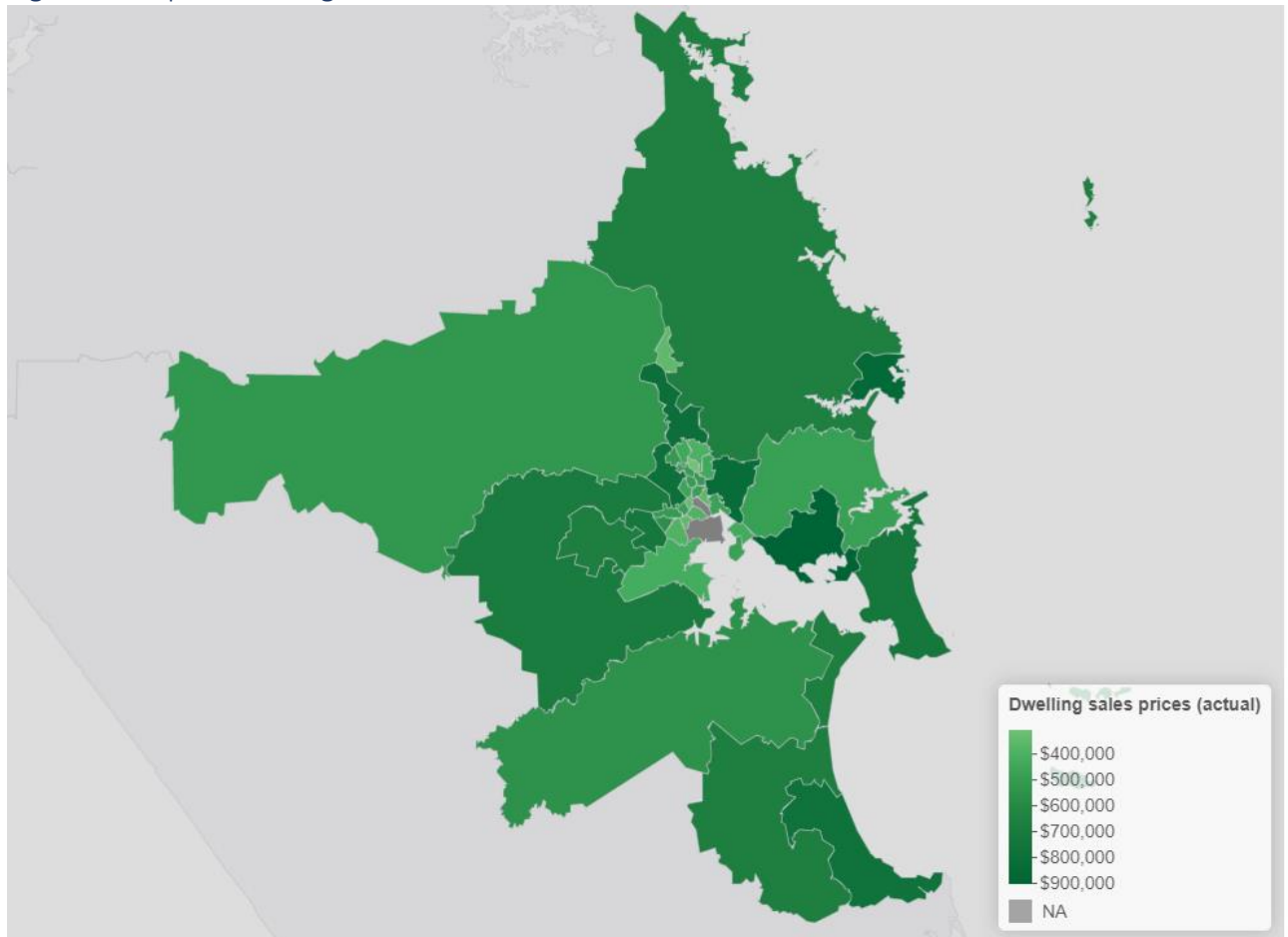
Source: Ministry for Housing and Urban Development 2020

Figure 5 shows a spatial representation of sale values in 2019. The darker green areas have higher sale values. This spatial analysis of housing sale data shows that there are specific locations within the District which generally have higher sale values and have seen the highest rise in sale prices since March 2014. These locations are generally coastal, rural and urban fringe areas. This supports to key assumptions around past growth in our district:

- Coastal (such as Tutukaka) and rural (such Maungatapere) environments are market attractive relative to our urban environment, particularly to those moving from outside our District.
- Urban fringe and lifestyle blocks have been in higher demand, particularly in urban fringe areas such as Vinegar Hill and the Three Mile Bush.

However, it is important to note that even the value of the property may be lower, the volume of properties sold is higher in our urban areas.

Figure 5. Map of Dwelling Sale Prices 2019

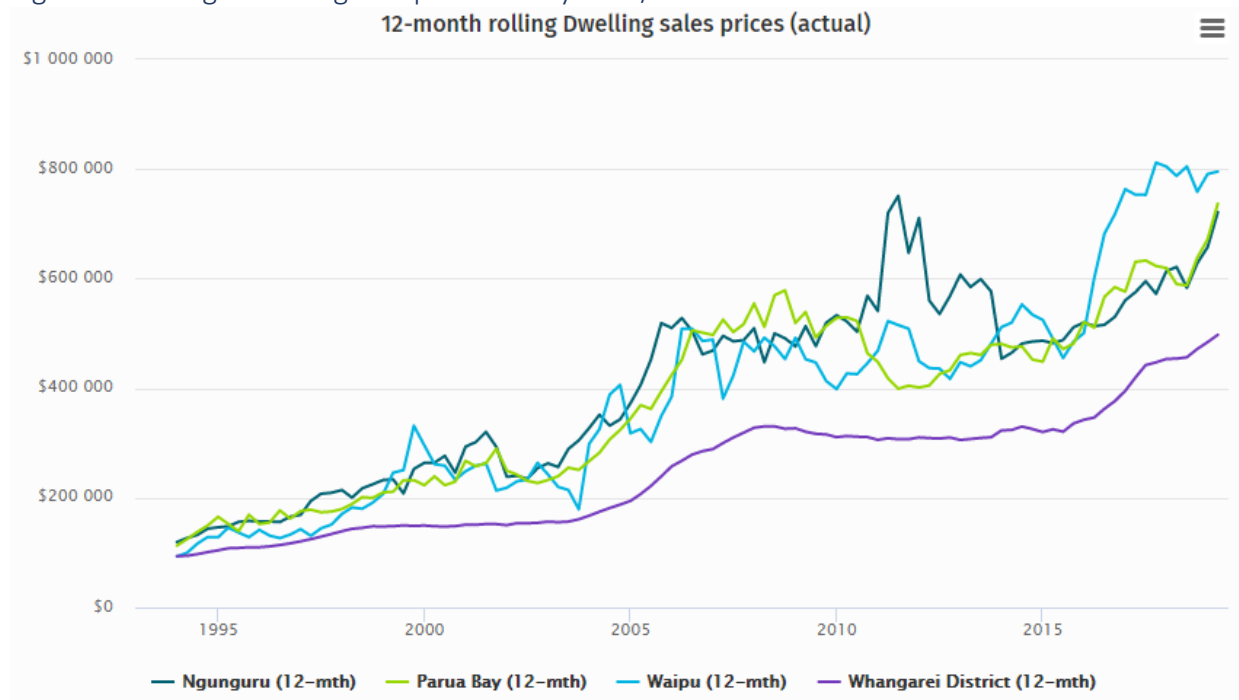


Source: Ministry for Housing and Urban Development 2020

Figure 6 shows a comparison property sale values in rural and coastal locations. These areas have all experienced a significant rise in sale prices when compared to Whangarei District. Waipu has experienced a notable increase which is likely due to a combination of a desirable coastal location, proximity to State Highway 1 and therefore Auckland and market attractive housing stock

If demand continues to grow in these areas, there will be development pressure and relatively quick take-up of land zoned for housing. If this zoning is not enough in the longer term, there may be a need to expand and/or intensify the zoning and infrastructure to accommodate more growth.

Figure 6. Average dwelling sale price for key rural/coastal locations.



Source: Ministry for Housing and Urban Development 2020

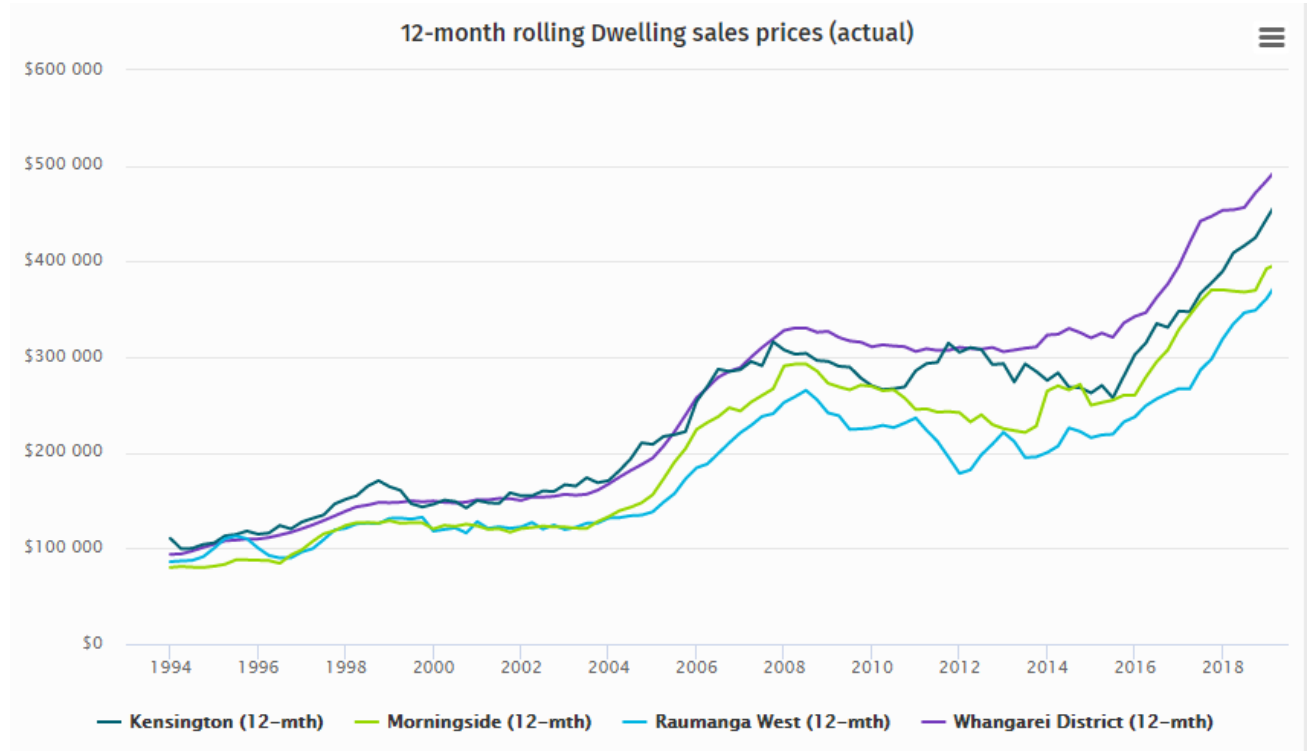
In comparison, Figure 7 shows the property sale values for locations within Whangarei Urban area. This shows lower house sale values than Whangarei District. This may be for several reasons:

- Less market desirable, particularly for those moving here for lifestyle reasons.
- Smaller house and site size
- Poorer quality/older housing stock

However, despite the low values, all areas have experienced an increase in sale values from 2015 to present.

It remains to be to whether a market downturn as a result of COVID-19 will affect rural/coastal and urban areas differently. Furthermore, analysis of land values and building condition shows that there is a growing opportunity for redevelopment of older housing stock. If done well, this could further stimulate the housing market.

Figure 7. Average dwelling sale price for key urban locations.



Source: Ministry for Housing and Urban Development 2020

6. Price-cost ratio

The price-cost indicator provides a general indication of how responsive land markets are to demand, relative to construction activity.

- The price-cost ratio measures the relative contribution to house prices of:
- construction costs and purchase costs such as real estate agency fees
- land (infrastructure-serviced sections)

The ratios are developed by comparing the price of each house sold with the relevant building consent values, plus a 25 per cent “construction cost buffer”, and 5 per cent for real estate fees and other costs of buying a home. The amount left over is the imputed cost of land (the section). The results for each house are aggregated for urban areas. The price-cost ratio is 1.5 when the cost of a section comprises one third of the house price.

When there are enough infrastructure-serviced sections to meet demand, land should be a minor component of the cost of a home. The price of a home should mostly reflect the cost to build it. Construction and land prices might both increase commensurately with growth in demand. But when there is a shortage of sections for some reason, land prices can push house prices far beyond construction costs. The gap between house prices and construction costs – the price-cost ratio – can be used as a general indicator of the flexibility of land markets to accommodate new homes

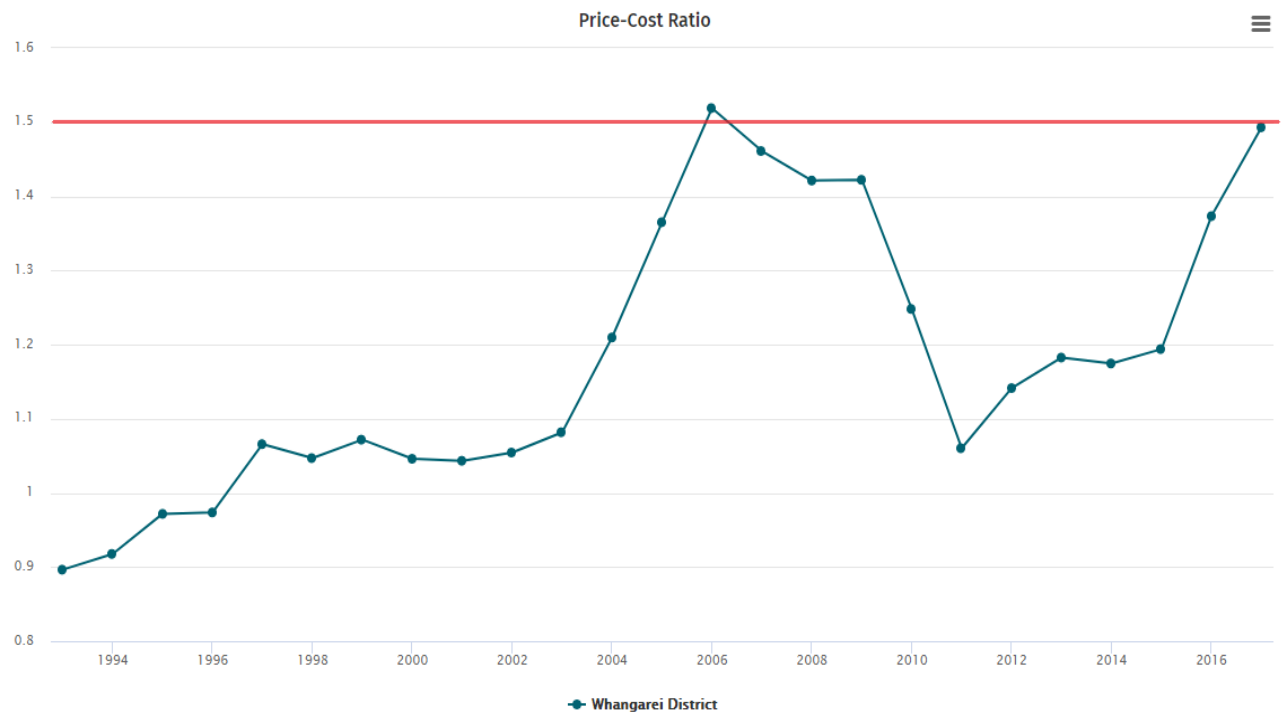
The price-cost ratios calculated for high and medium growth urban areas suggest that:

- **Ratios below 1** might occur in places or times where there is no growth and low demand reflected in the cost of infrastructure service section comprising less than one-third of the price of a home.
- **Ratios between 1 and 1.5** (that is, where the cost of an infrastructure serviced section comprises up to one-third of the price of a home) are common where the supply of land and development opportunities are relatively responsive to demand. All New Zealand urban areas had price-cost ratios of between 1 and 1.5 about 20 years ago when land and housing markets delivered more affordable housing, and these ratios are still common in places where homes are cheaper.
- **Ratios above 1.5** signal that the supply of sections and development opportunities is not keeping pace with demand and land prices are materially increasing house prices.

For Whangarei, the price-cost ratio has fluctuated considerably over the past 20 years. Increases, from 1.1 to 1.5 occurred between 2002 and 2006 followed by a drop that corresponded with the 2008 GFC. Since 2015 the ratio has increased from 1.2 to 1.5 in 2019.

Acknowledging that a ratio of over 1.5 signals potential constraints that are impacting land prices, Council should carefully monitor to identify whether this ratio will continue to increase, or whether the post COVID-19 recovery will reduce the cost ratio in a similar way to the 2008 GFC.

Figure 8. Price cost ration for Whangarei District.



Source: Ministry for Housing and Urban Development 2020

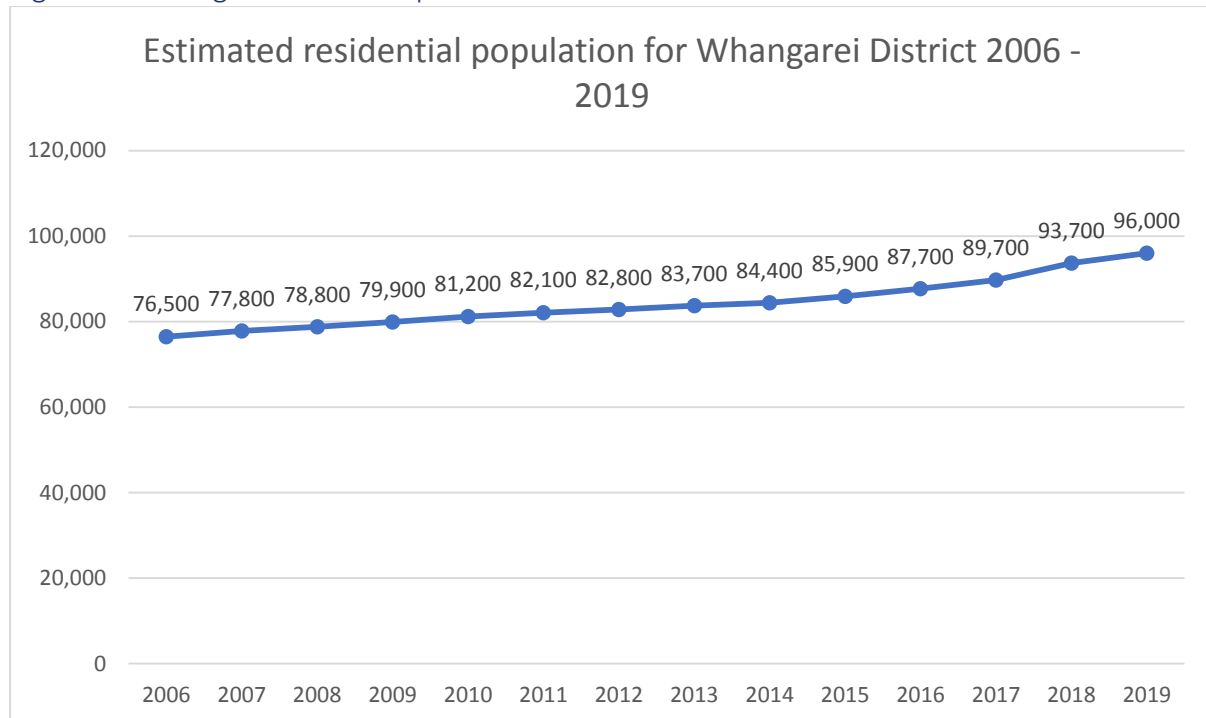
7. Population growth, Subdivision and Building Consents

Population growth

Statistics NZ releases a yearly population estimate for the District. This estimate is a result of births, deaths, and migration, both international and throughout the country.

These estimates show that the district population has increased by 24.5% between 2006 and 2019, which equates to an average annual increase of approximately 1.8%.

Figure 9. Whangarei District Population Estimates 1996 - 2016



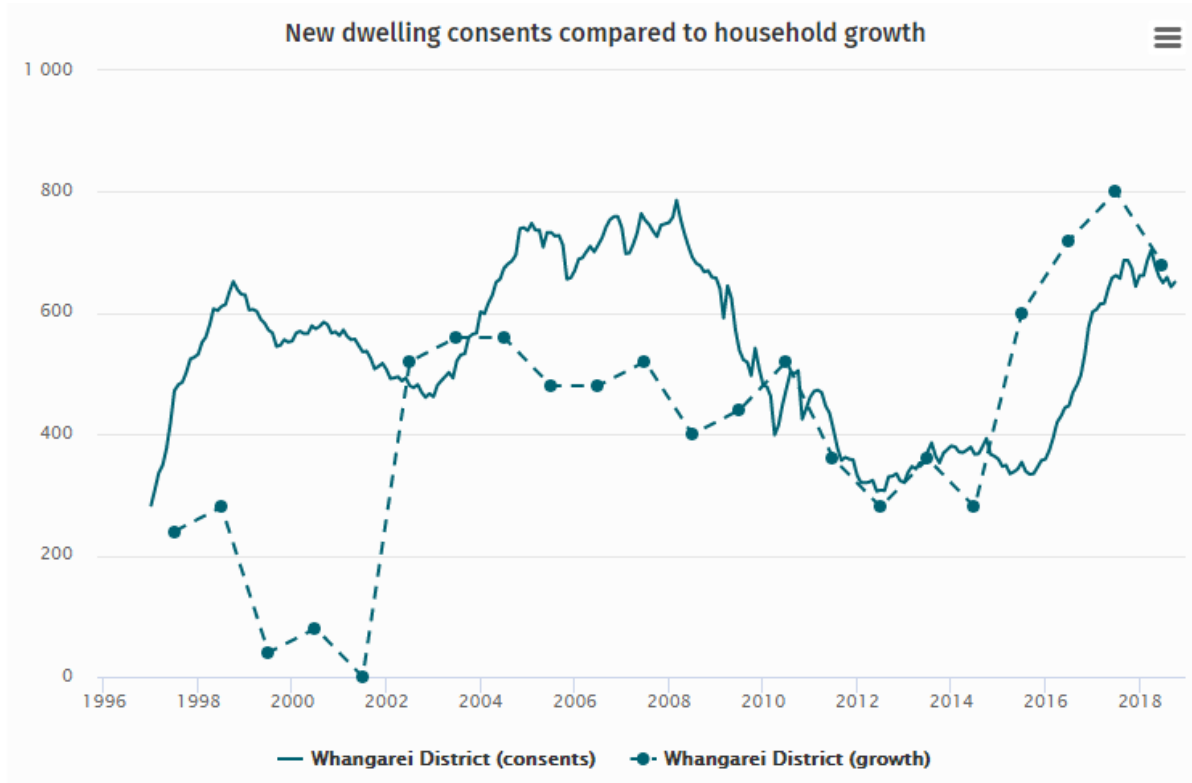
Source: Statistics New Zealand 2020

Building Consents compared to household growth

Figure 10 approximates the demand for, and supply of, new dwellings. It measures changes in demand and how responsive supply is.

This analysis shows that generally consents have responded to growth up until 2015, where the sharp increase in population outpaced supply of dwellings. However, by 2019 there appears to be better alignment between to supply and demand. This may also be a sign of the market catching up on growth when the time taken to consent and develop new housing is taken in to account. Future analysis will determine whether this trend can continue if our population continues to rise.

Figure 10. New Dwelling Consents and Household Growth



Source: Ministry of Housing and Urban Development 2020

Subdivision consents and building consents

Figures 12 and 13 show the location of subdivisions and building consents for new residential units across the District. This gives a spatial representation of growth across the District.

Most of the development has taken place inside nodal areas identified in the adopted Whangarei District Growth Strategy: Sustainable Futures 30/50. However, there have been some subdivisions occurring outside of these areas and there are noticeable concentrations of subdivision outside our growth nodes in the following areas:

- West of Waipu
- Springsflat and North Kamo
- Glenbervie

The rolling review of the District Plan, including the Rural Plan Changes and the Urban and Services Plan change, have continued to focus development in urban locations. However, at this stage it is too soon to see the impacts of those Plan Changes on the consent data.

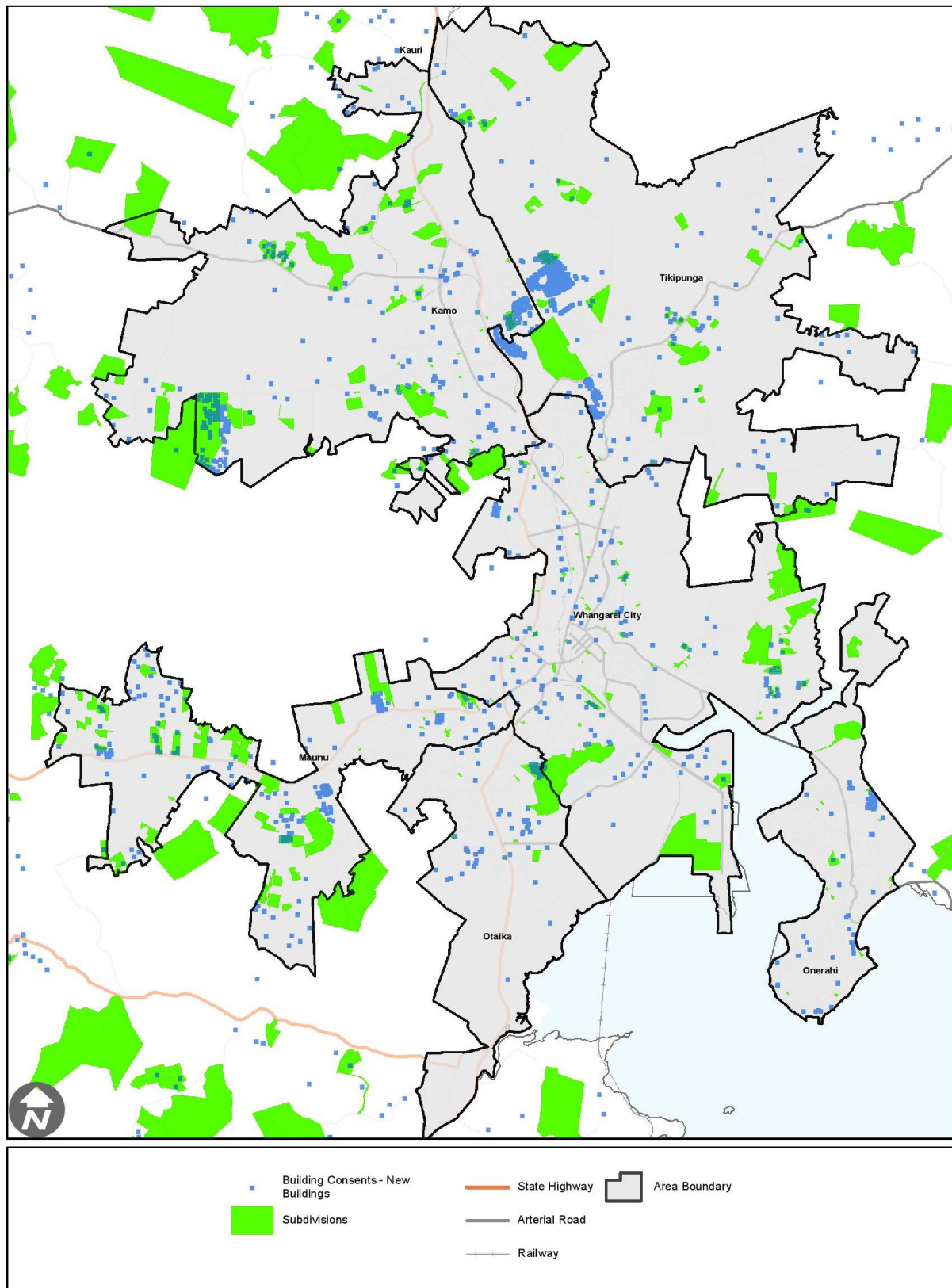
Within our urban area, there are concentrations of consents for new residential buildings aligning with larger scale subdivisions such as Totara Parklands. There are also clusters associated with larger scale comprehensive development such as retirement complexes.

However, in more established suburbs such as Kensington, there are low numbers of building consents and subdivisions and these consents are more disperse across the suburb. This reflects limited opportunity for larger scale redevelopment in our established urban areas.

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Figure 12. Map of new residential building consents and subdivision consents for Whangarei Urban Area (2013 – 2019)



Source: WDC 2020

Figure 13 shows the number, value and floor area of new residential units in Whangarei District. Building consents for new residential units reached a peak in 2018 for number, value and floor area. This corresponds with our growth and inflation in house prices. Generally, this shows that the market is responding to demand.

In 2019, numbers have dropped, this again support the other indicators that the housing market is slowing. It is also likely that numbers will drop further due to economic impacts of COVID-19. The severity of the impact on building consents is yet to be seen, but continued monitor is essential to understand how house construction is being impacted.

Figure 13. Building consents granted for new residential units, by number, dollar value and floor area (2009 – 2019)

	New Residential Units		
	Number	Value (\$)	Floor area (m2)
2009	482	99,397,558	82,310
2010	461	113,336,492	84,358
2011	332	105,633,603	64,631
2012	321	85,364,784	58,589
2013	381	96,702,826	69,670
2014	359	103,026,567	69,379
2015	359	109,389,034	69,588
2016	602	186,309,212	114,764
2017	662	235,318,388	130,373
2018	664	264,709,517	131,522
2019	588	241,305,560	110,889

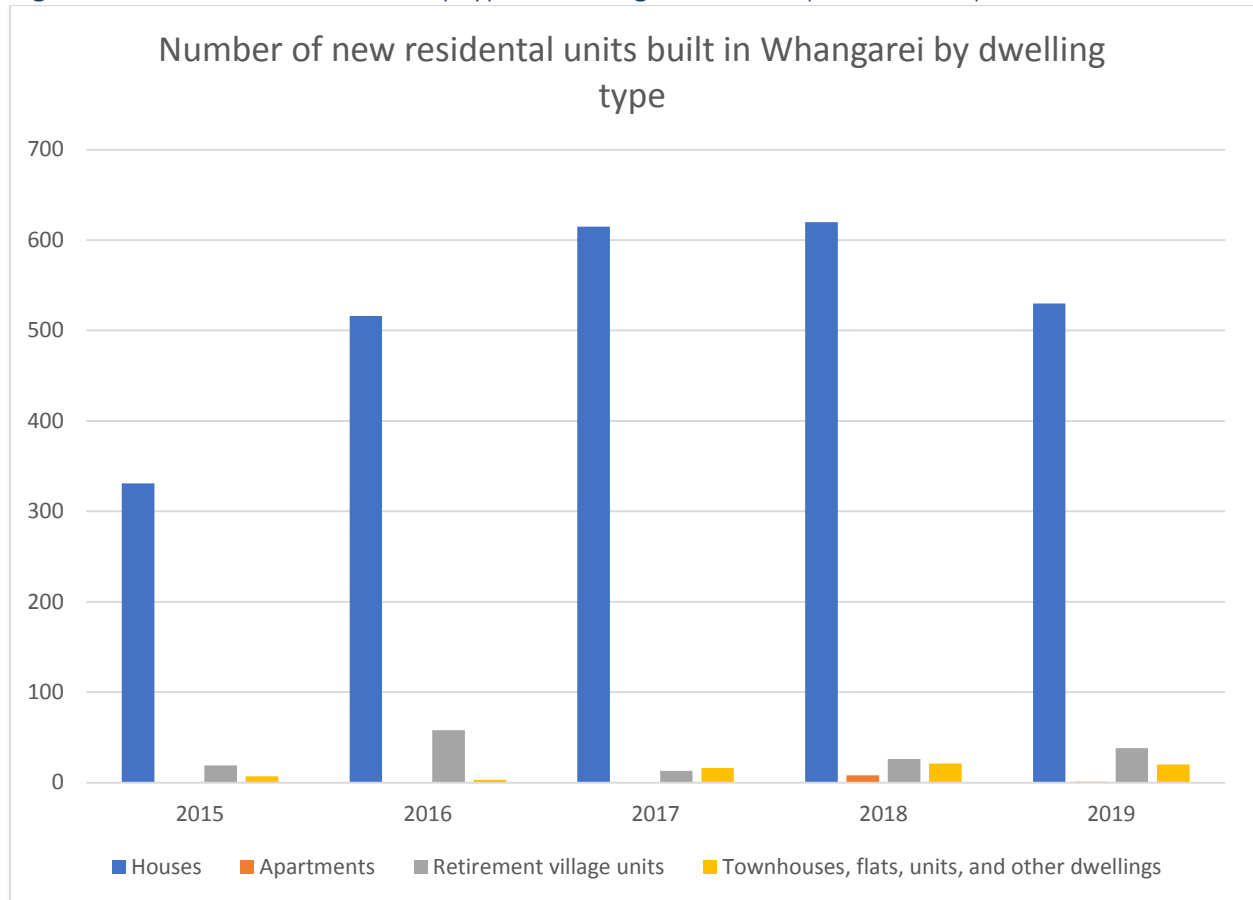
Source: Statistics New Zealand 2020

Building consent data also shows a limited range of housing types being constructed in Whangarei. Standalone houses make up most new residential units consented, with a very low numbers of townhouses and apartments. This means that the housing being built is not necessarily meeting the needs of our community when we consider changes to our demographics, including:

- Increase number of 1 – 2-person household for those aged over 55 years
- Increase in young adults with low incomes

It remains to be seen whether changes in demand and community needs will be reflected in the house types being delivered by the private market. Furthermore, the recent Urban and Services Plan Change to the District has enabled more urban development and different typologies. This may also stimulate the construction of more apartments and town houses.

Figure 14. New residential units by type in Whangarei District (2015 – 2019)



Source: Statistics New Zealand 2020

8. Housing quality

The quality of existing housing stock is a growing issue in Whangarei. Poor quality housing has wide ranging impacts which are well documented internationally and in New Zealand.

Unhealthy homes are often cold, damp and mouldy due to inadequate insulation, heating and ventilation. People who live in unhealthy homes have increased risk of contracting a range of serious and avoidable illnesses such as meningitis, rheumatic fever and pneumonia. Poor quality housing is a significant driver of hospitalisation among children and in the general population, is linked to the following diseases:

- asthma
- respiratory infections
- rheumatic fever
- cardiovascular disease
- respiratory illnesses and infections, including asthma, bronchiolitis, pneumonia, bronchiectasis, tuberculosis

Sub-standard at least doubles the risk of admittance to hospital for pneumonia and is the most important risk factor for rheumatic fever and meningococcal disease. Māori and Pacific children are at significantly greater risk of hospitalisation and death from preventable housing related disease. Rates of hospitalization in New Zealand for Māori aged 15-29 with bronchiectasis were 14.5 times higher than for non-Māori, Pacific, Asian (MPA) peoples.

Along with the health impacts, poor quality housing can have a significant impact on household incomes and ultimately the affordability of housing. The increased costs associated with home heating and maintenance can be a significant burden on household budgets.

Despite Whangarei's relatively warm climate, the 2018 Census has identified a relatively high occurrence of dampness and mould, both of which are an indication of poor-quality housing which lacks adequate insulation, ventilation and heating.

As affordability remains an ongoing issue in Whangarei, alongside our relatively high levels of deprivation, the ability for improvements to be made to housing stock remains uncertain without support or incentives.

Figure 15. Percentage of households recording damp and mould in Whangarei District (2018 Census)

Indicator	Percentage of homes in Whangarei	Percentage of homes in New Zealand
Sometimes damp	22.6%	18.5%
Always damp	3.9%	3%
Mould over A4 size sometimes present	16%	12.6%
Mould over A4 size always present	5.6%	4.3%

Source: Statistics New Zealand 2020

9. Social and transitional housing

Social and transitional housing is a crucial component of ensuring housing meets our community's needs. Recent changes to the social housing sector have brought the management of tenancies and the housing stock under Kāinga Ora and the Ministry of Housing and Urban Development (MHUD). Whangarei has seen modest growth in the number of applicants on the housing register. This number may dramatically increase as the levels of unemployment increase and incomes reduce.

Figure 16. Number of applicants for the housing register, public housing tenancies and transition housing places (2019 – 2020)

Location	2019 Number of applicants on the housing register	2020 Number of applicants on the housing register	2019 Public housing tenancies	2020 Public housing tenancies	2019 Transitional housing places	2020 Transitional housing places
Whangarei	321	338	1333	1342	82	80
Hamilton	960	1067	3168	3192	160	182
New Plymouth	152	179	954	952	17	17
Tauranga	393	406	1310	1311	125	127

Source: Ministry for Housing and Urban Development 2020

Figure 17 gives an overview of the 2018 -2022 Public Housing Plan produced by the Ministry for Housing and Urban Development identifies that an additional 180 public housing places are needed in Northland.

Kāinga Ora

The Kāinga Ora-Homes and Communities Act 2019 brought the KiwiBuild Unit, Housing New Zealand and its development subsidiary HLC into a single entity.

Kāinga Ora has two key roles:

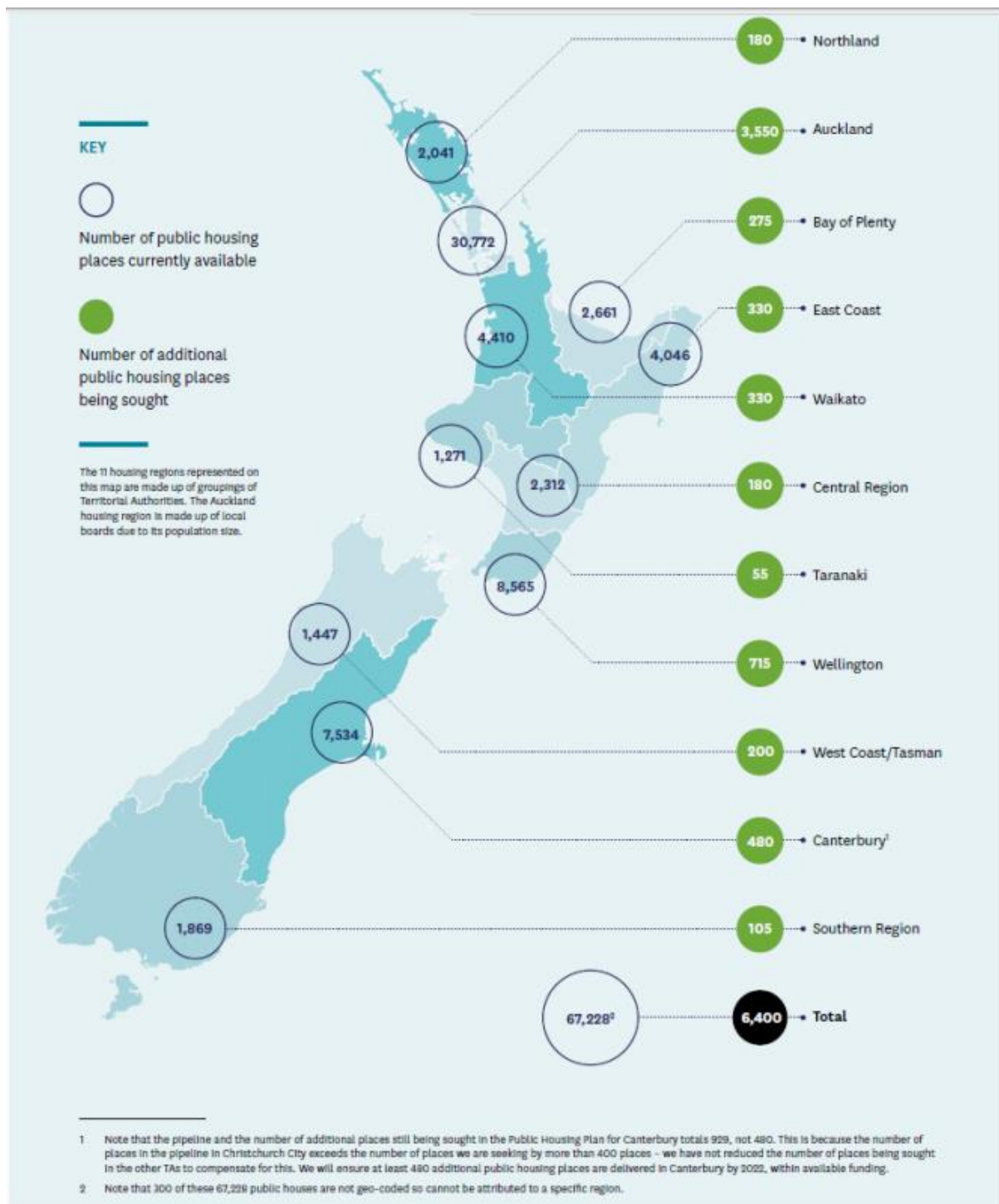
- public housing landlord
- partnering with the development community, Māori, local and central government, and others on urban development projects.

The Urban Development Bill (currently at the Second Reading phase in Parliament) outlines the roles, functions and powers of Kāinga Ora, to enable it to deliver urban development projects. Kāinga Ora and its partners will have access to a tool-kit of development powers that currently exist through numerous separate pieces of legislation. These powers include:

- the ability to override, add to, or suspend provisions in RMA plans or policy statements in the development plan that applies to the project area
- act as a consent authority and requiring authority under the RMA
- the ability to create, reconfigure and reclassify reserves
- the ability to build, change, and move infrastructure
- tools to fund infrastructure and development activities, including targeted rates.

None of the powers can be used in respect of Māori customary land, Māori reserves and reservations, or any parts of the common marine and coastal area in which customary marine title or protected customary rights have been recognised. Following royal ascent of the Urban Development Bill, Council will continue monitor Kāinga Ora developments and gain a better understanding of the public housing needs in this District.

Figure 17. 2018 – 2022 Public Housing Plan



Source: Ministry for Housing and Urban Development 2018

10. Analysis of housing affordability

The Housing Affordability Measure (HAM) has been developed by the Ministry of Business, Innovation and Employment. This report uses this measure as means of establishing affordability for first home buyers and households who rent their home.

Figure 18. How the Housing Affordability Measure is calculated

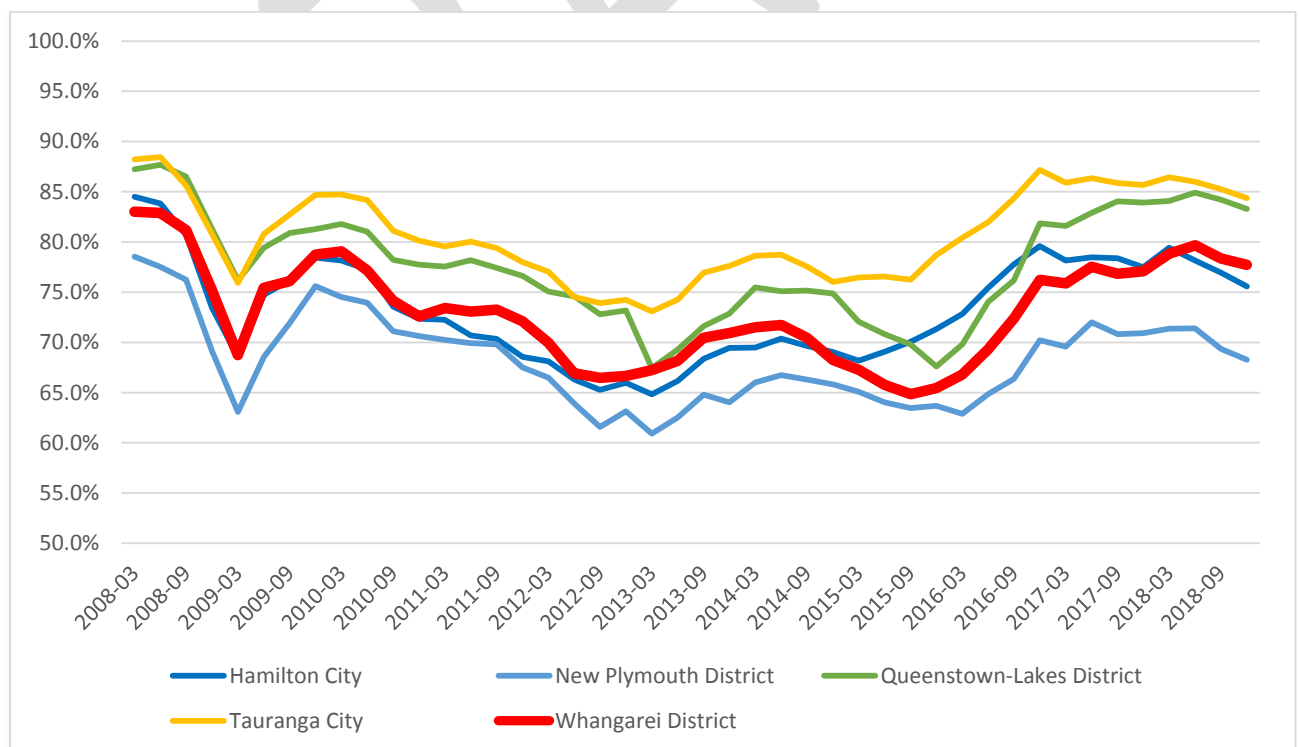


The HAM calculates what a household's residual income would be after housing costs. Housing costs calculated for the purpose of this tool include mortgage, insurance and rates. Average income is determined using the average New Zealand household, both homeowners and renters, nation-wide.

A higher percentage indicates more households have an income after housing costs that is below the national average. This therefore indicates a lower level of affordability.

Using this indicator, it shows more households are below the average and have a lower level of affordability. This generally corresponds with the inflation of house sale prices. Figure 19 shows that Whangarei has a greater proportion of households spending more than 30% of household income on housing compared to Hamilton and New Plymouth.

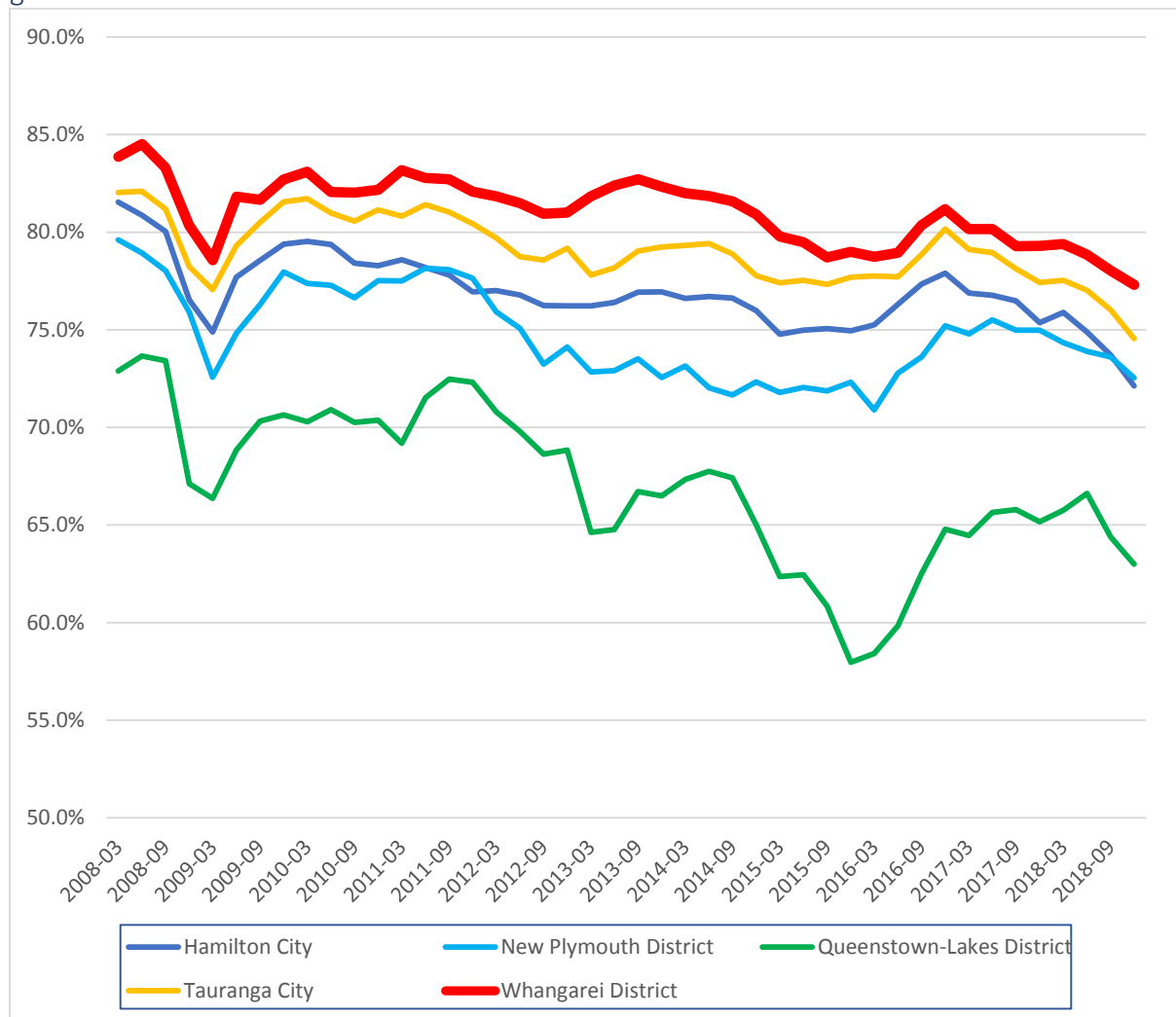
Figure 19. Housing Affordability Measure: Percentage of household spending more than 30% of income on housing



Source: Ministry for Housing and Urban Development 2018

Figure 20 shows that Whangarei has a high percentage of households with housing costs greater than the national median. This includes a greater percentage of households compared with Queenstown Lakes, New Plymouth, Hamilton and Tauranga. This indicates that housing costs are high in Whangarei and this is leading to problems of affordability.

Figure 20. Housing Affordability Measure: Household with a proportion of total housing costs greater than the national median



This data indicates that there is an ongoing housing affordability issue in Whangarei. There are many factors that drive affordability, not just the supply of housing. Further analysis is recommended to determine what locations in our District and what parts of our community are impacted the greatest by this affordability.

It is noted that the data for 2018 -2019 shows a drop in the percentage of households with a proportion of total housing costs greater than the national median. This could be a sign of improved affordability linked to lower mortgage interest rates, rather than a reduction in house values which still remain high.

11. Next steps

The next Whangarei Housing Monitoring report will continue to analyse the key indicators outlined in the report. The next report will also focus on key indicators which will provide information on how well our property market is performing in relation to the recovery from COVID-19.

It is also recommended that the next report looks at new indicators such as:

- the relationship between commercial development and residential development. This will show whether there is pressure on commercial/industrial land for residential development.
- the price differentials between urban land and rural land. This can give an indication as to how well the market is operating.
- New assessment of housing and business capacity based on the Urban and Services Plan Change

The next iteration of this report is recommended for December 2020.

Whangarei Inner City Living Report

June 2020

Initial Findings and Recommendations

This report sets out the review of both the internal and external factors that influence residential development in Whangarei City Centre. The report aims to understand what can be done from a Council perspective to facilitate the development of inner-city buildings. The geographic scope of the report includes our City Core and our City Fringe areas.

Council policy direction

The report has identified that Council has established a clear strategic and policy direction for encouraging and promoting inner city living. This is encapsulated in the:

- City Centre Plan (2017)
- City Core Precinct Plan (2019)
- Whangarei District Plan / Urban and Services Plan Change (2020)
- Whangarei District Council Triennium Priorities (2020)
- Whangarei District Council COVID-19 Response Strategy (2020)

Despite the strong strategic direction, the report did find that there may be a need to update some policies to better reflect or enable the strategic direction, such as a review of our Public Places Bylaw.

Council road blocks

The report assessed current Council practices that have been identified as areas that could be negatively impacting development conditions, such as our District Plan / Urban and Services Plan Change. Reviews of the District Plan and the consenting process were undertaken. It was established early on that the District Plan and the consenting processes are 'enabling' for new inner-city development. There were no obvious requirements or rules, that Council control, which would prevent the development of new residential development.

It is also noted that the Urban and Services Plan Change includes incentives for the provision of residential units, by offering additional height over the maximum height limits. This incentivized approach is well used in other larger centres in New Zealand.

Market factors and feasibility

Our review looked at market related factors that influence inner-city development. The review identified a number of issues that could impact on development:

- uncertainty in market information, particularly demand and price points
- building costs due to building act requirements (rather than RMA)
- infrastructure concerns within the City Centre including poor public transport, flood protection

- relative ease/low risk of alternative housing developments e.g. greenfield subdivision
- experience in delivering inner city housing models

The report also looks at feasibility of inner-city development, linking to work undertaken as part of compliance with the National Policy Statement on Urban Development Capacity. This identifies that the total cost of development exceeds any profit of selling on the private market. This is determined by several factors which are constantly changing, such as land values, material costs, labour costs.

We have undertaken a series of discussions with local developers and local land owners to inform this report. Our ability to communicate with the private sector has been impacted due to COVID-19, and therefore there are several key developers and land owners we have not spoken to.

Market driven delivery

Economic analysis has provided a likely scenario for market driven delivery of inner-city living. The scenario has been assessed against our District Plan and other relevant policies. The scenario can be summarized as follows:

Stage 1: Small scale but high value conversion of commercial space to residential uses. This will be less constrained by market price points.

Stage 2: Townhouse/low rise apartments on brownfield sites in the city center fringe areas. This is likely to be delivered by medium scale developers based locally and nationally, including central government.

Stage 3: Greater market confidence and demand to deliver larger scale inner city living in both central and fringe areas.

Public investment to stimulate private investment

Analysis has identified an opportunity to stimulate private investment, through public investment in infrastructure. The public investment should concentrate in two areas:

- Core infrastructure and transport needed to serve a growing inner-city population
- Public space investment to make a location more attractive for people to live

Our council has a comprehensive view of core infrastructure investment through our Asset Management Planning and infrastructure strategies, which shows continued investment in the central city area. However, consideration will need to be given to key risk areas such as flood protection.

The draft Complete Streets Masterplan provides a framework for public space investment along with key projects such as the new town basin park. The draft plan is currently being worked through with Council

Role of Kāinga Ora

Kāinga Ora brings together KiwiBuild, Housing New Zealand and its development subsidiary HLC. This is designed to enable a more cohesive, joined-up approach to delivering the Government's priorities for housing and urban development.

Kāinga Ora has two key roles:

- public housing landlord
- partnering with the development community, Māori, local and central government, and others on urban development projects of all sizes.

Kāinga Ora received significant funding through the 2020 Budget to deliver 8000 homes. It is unclear at this stage what that delivery will look like in Whangarei. For the inner city, there are small pockets of Kāinga Ora land in city fringe locations of the Avenues and Morningside. Alternatively, Council could look to partner with Kainga Ora to utilise Council owned land or with private investor for private land development. Under both scenarios Council would need to be clear of its role, and that of central government.

Financial tools and incentives

A key learning from this report, is that many successful delivery models focus on financial tools. However, success varies considerably depending on the country in which tools are applied, largely due to different revenue and financing regimes. In New Zealand, two tools are often considered:

- Development contributions
- Rating tools

Generally, these tools are used as incentives either in the construction of inner-city living development (e.g. reduced Development Contributions paid by the developer) or incentives for demand (e.g. reduced rates for those who live in inner living developments).

It was noted that these tools would not necessarily have a material bearing on market feasibility, particularly when compared to other cost drivers such as land values and material and labour costs.

COVID-19

Our recommended approach will be impacted by COVID-19. Economic conditions are anticipated to cause setbacks to the level of confidence from the private sector in the short term. The financial impacts may also impact on Councils ability to act.

What are other Councils doing?

Our analysis includes a comprehensive review of other inner-city living models such as Wellington City Council, Christchurch City Council, Tauranga City Council and the Greater Adelaide plan provide a range of tools that could substantially improve the development conditions in our city centre. Generally, all the approaches that have been reviewed include the development of Council owned property to stimulate the delivery of inner-city living or provide an exemplar of how quality inner city living can be delivered.

Immediate next steps

The next stage of the work programmed is to move ahead with discussions with other Councils who have been identified as having a successful inner-city model. Further discussions will also be required with the private sector as our discussions were interrupted due to COVID-19.

Work is ongoing. Once all necessary consultation and information gathering has been completed there will be a better understanding of the tools available, and decisions required, to improve inner-city living development. However, this could include:

1. Identification of a baseline and target for inner city living.
2. Investigation and implementation of a Pilot Scheme / Programme or Exemplar development.

3. Identify and partner with stakeholder to create a road map for longer term delivery (this could include Kainga Ora, local housing providers, national/international providers or investors)

An aerial photograph of Whangarei, New Zealand, showing the harbour, the Whangarei River, and surrounding residential and commercial areas. The river flows through the city, with a large marina filled with sailboats. The harbour is visible in the background, with hills and mountains in the distance under a clear blue sky.

Strategic Session on Housing

Council Briefing 8 July 2020

Purpose

- To provide Council with an overview of Housing as a strategic issue in our District
- Update Councilors on existing housing related workstreams
- Seek guidance on the next steps leading into the 2021 -31 Long Term Plan



Background

- At the start of the year Elected Members endorsed their priorities for the 2019 – 2022 Triennium (to be considered through the 2021 – 2031 Long Term Plan):
 - Transport (Roding and Public Access)
 - Revitalising the City Core
 - Potential Northport expansion/Navy relocation
 - Sustainability (including waste minimisation)
 - **Housing**
- Strategic briefing sessions were identified as a key tool to provide information, and discuss the next steps.

Background

- Key consideration is how these strategic priorities can integrate with the LTP.
- The LTP is currently in the information briefing phase.
- This will move through into direction setting and programme prioritisation in August and September.
- At which point there will be a report back on potential options to consider along with the resourcing implications.



Housing in Whangarei

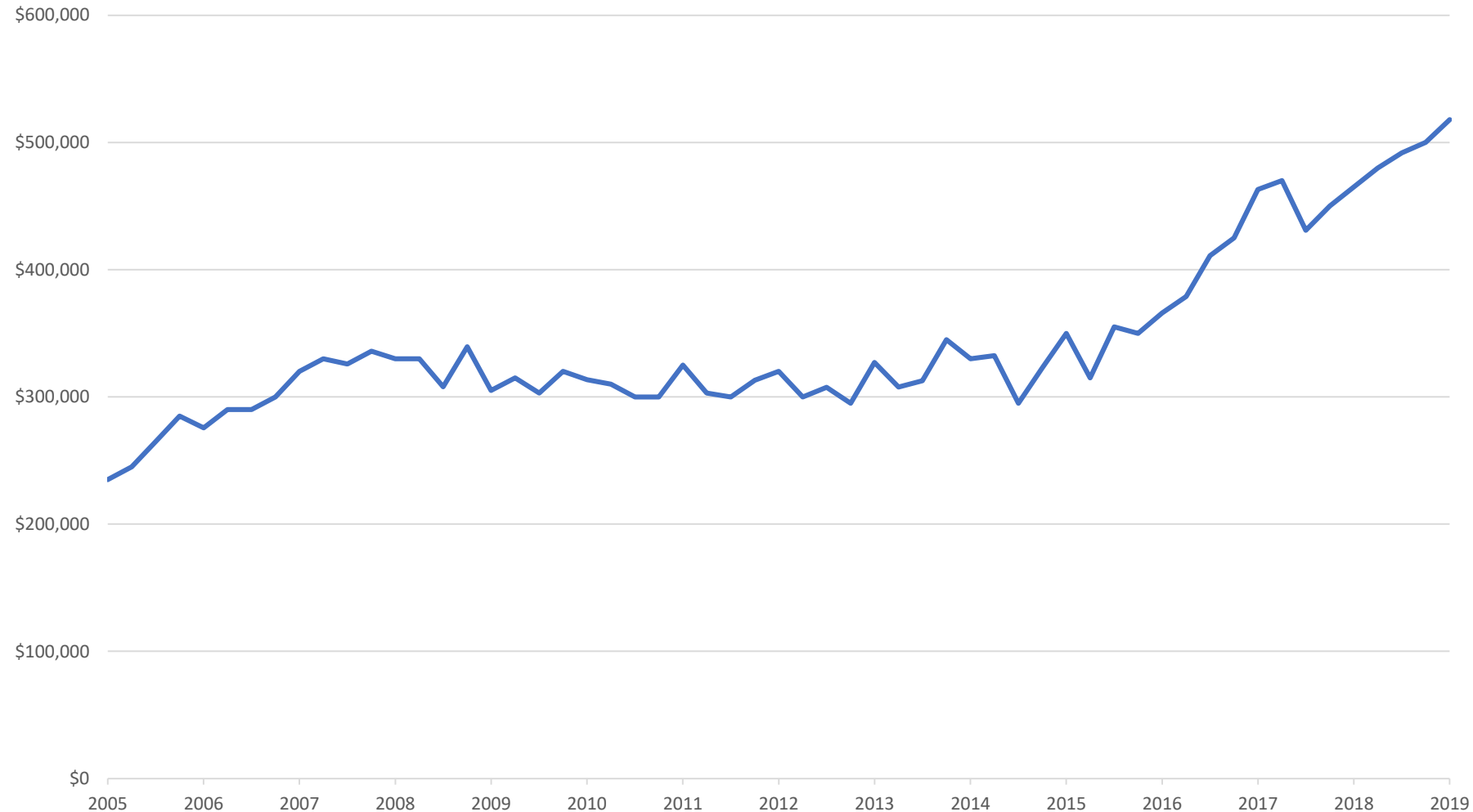
Attachment A – Housing Monitoring Report. gives a more detailed snapshot of some of the key housing issues in the District. The report is driven by our requirements under the National Policy Statement on Urban Development Capacity.

Complex and high profile issue

We need to be clear about what issues we can meaningfully influence through our local government functions

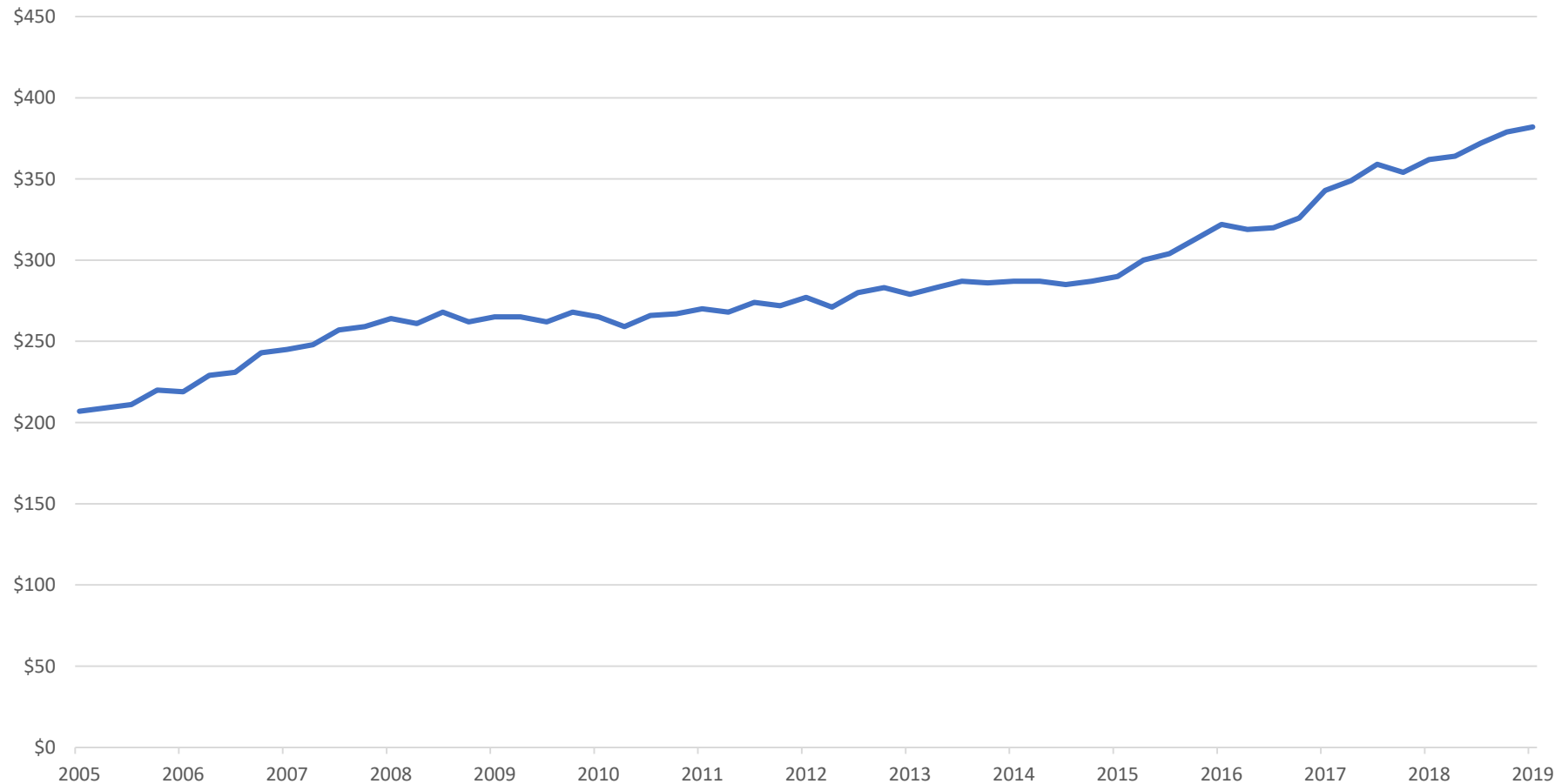


Housing in Whangarei – House sale prices and Rent



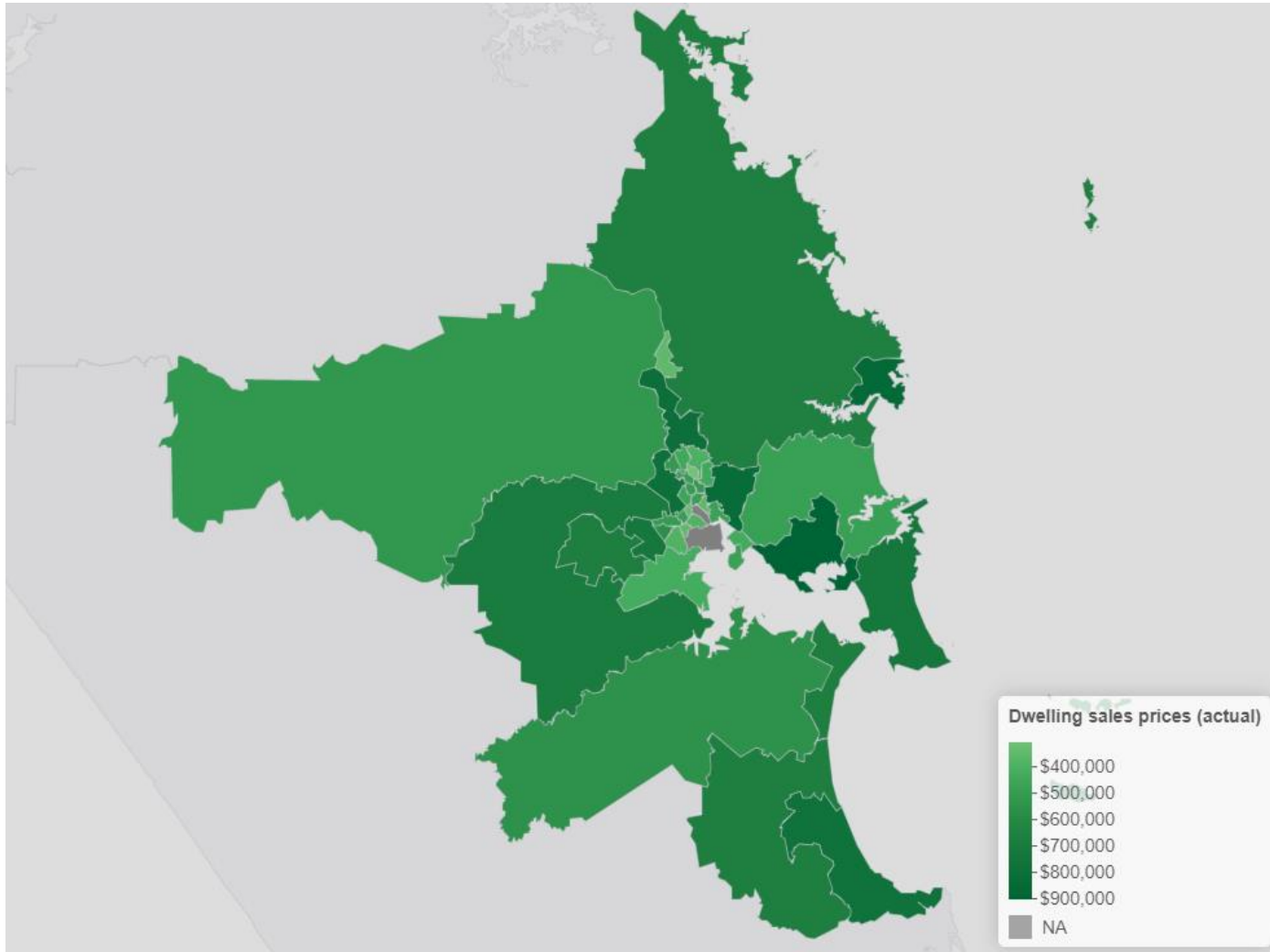
Significant increase in sale price – approximately 60% increase over 10 years.

Housing in Whangarei – House sale prices and Rent



Weekly rent has also increased from a median of \$200 in 2005 to close to \$400 at the end of 2019.

Housing in Whangarei – House sale prices and Rent



Generally coastal, rural and urban fringe locations have seen the biggest increase in values.

Urban and inner city areas have seen the lowest increase

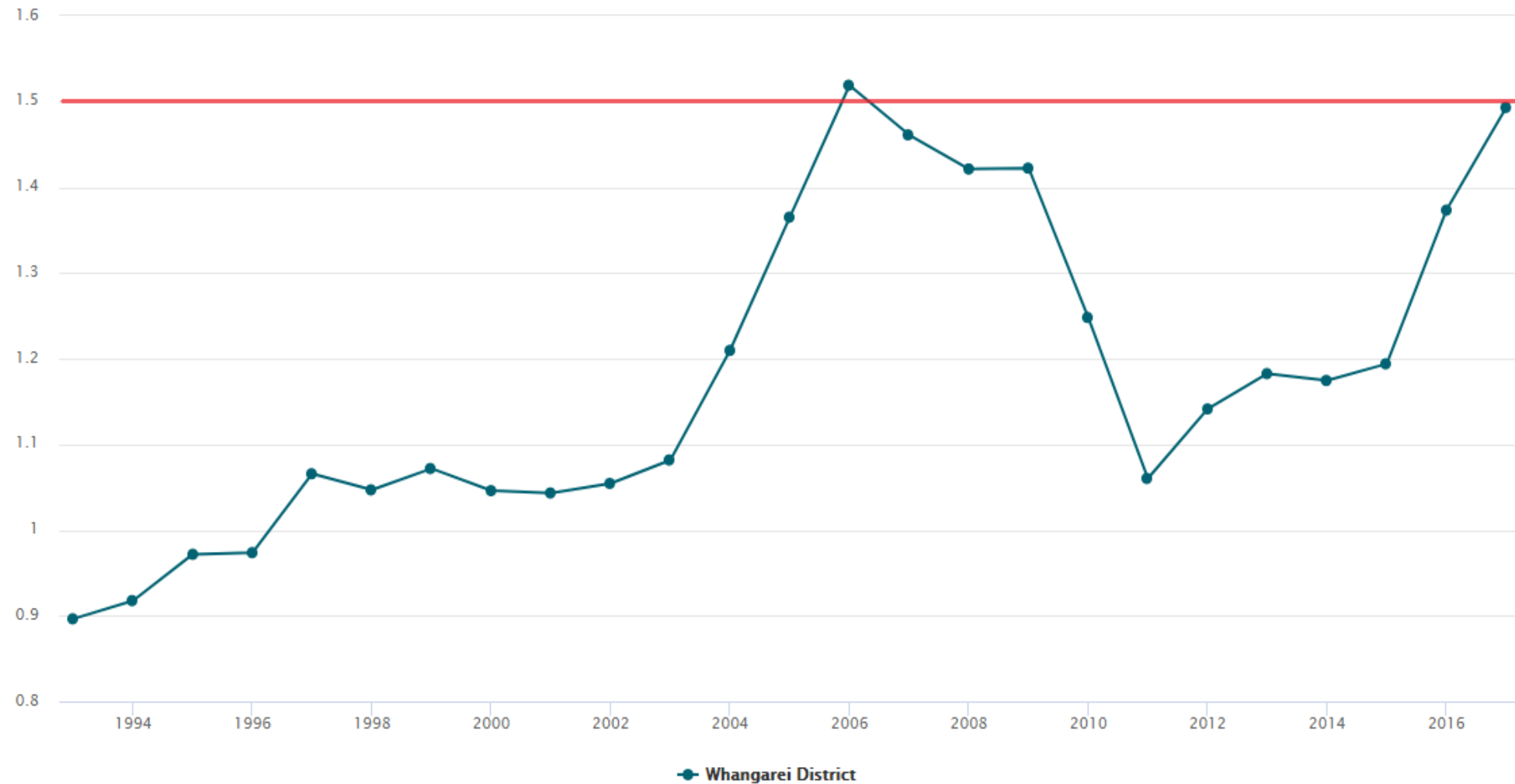
Price Cost ratios

The price-cost indicator provides a general indication of how responsive land markets are to demand, relative to construction activity.

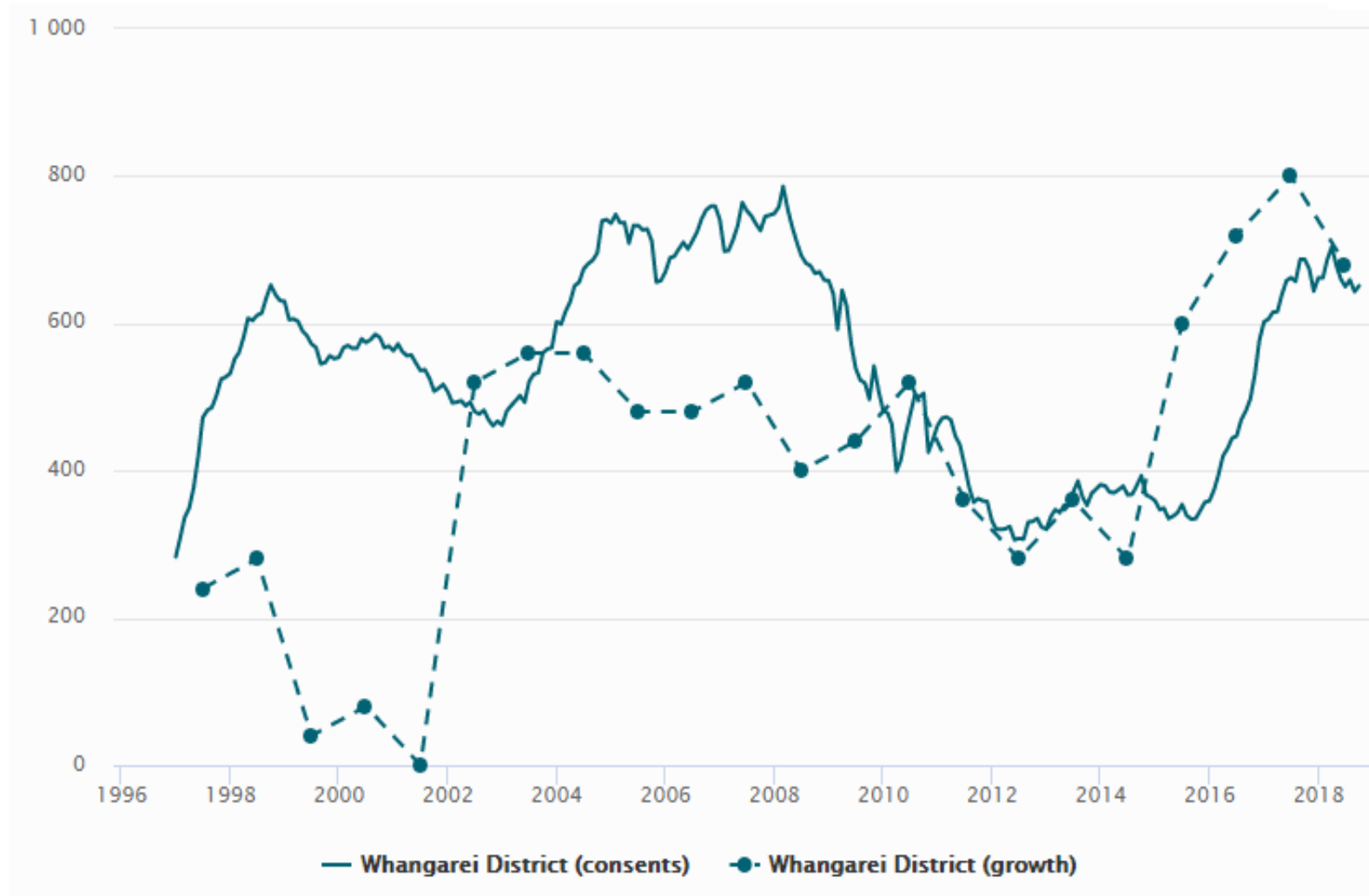
- **Ratios below 1** might occur in places or times where there is no growth and low demand reflected in the cost of infrastructure service section comprising less than one-third of the price of a home.
- **Ratios between 1 and 1.5** (that is, where the cost of an infrastructure serviced section comprises up to one-third of the price of a home) are common where the supply of land and development opportunities are relatively responsive to demand.
- **Ratios above 1.5** signal that the supply of sections and development opportunities is not keeping pace with demand and land prices are materially increasing house prices.



Price Cost ratios

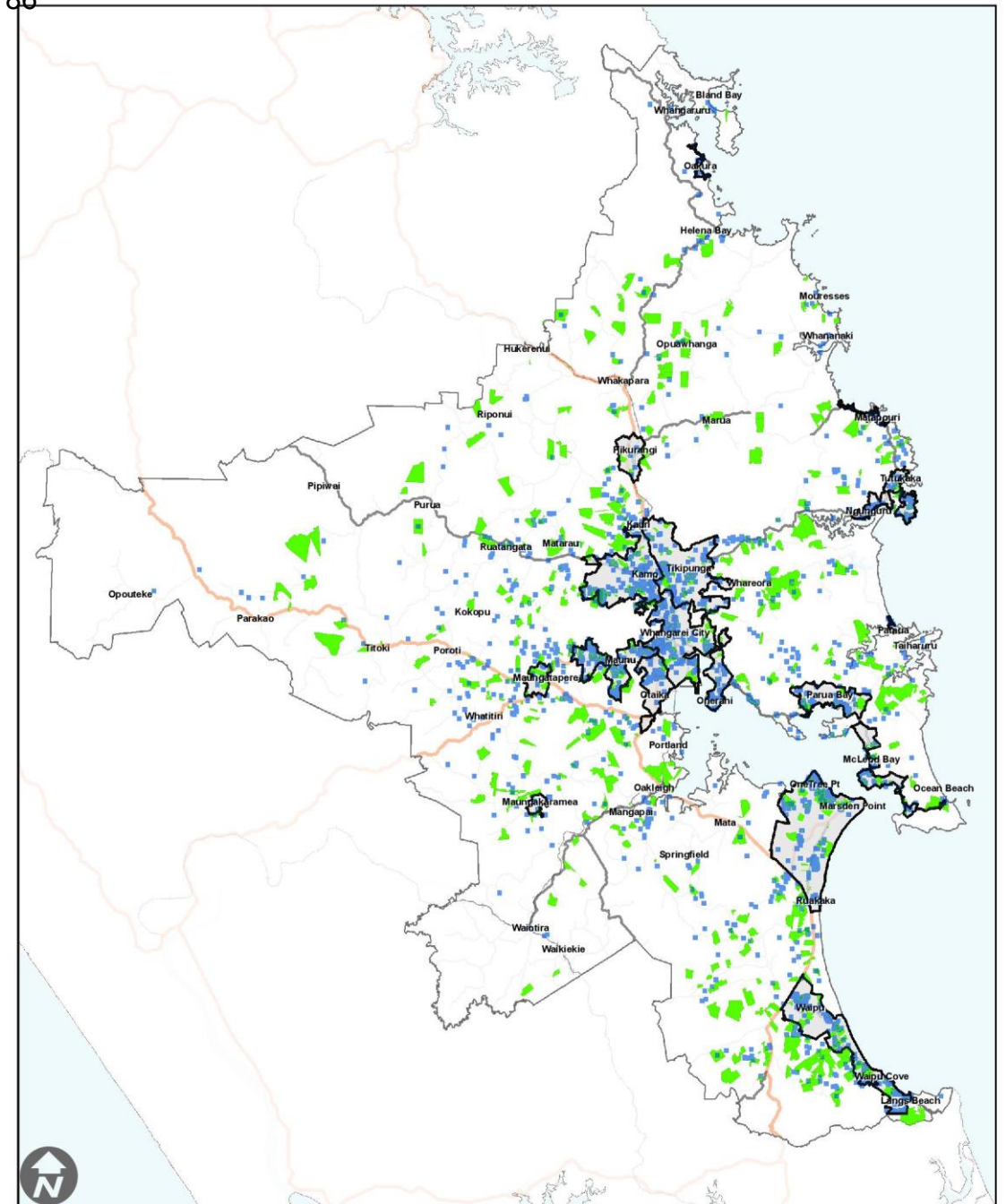


Building consents and growth



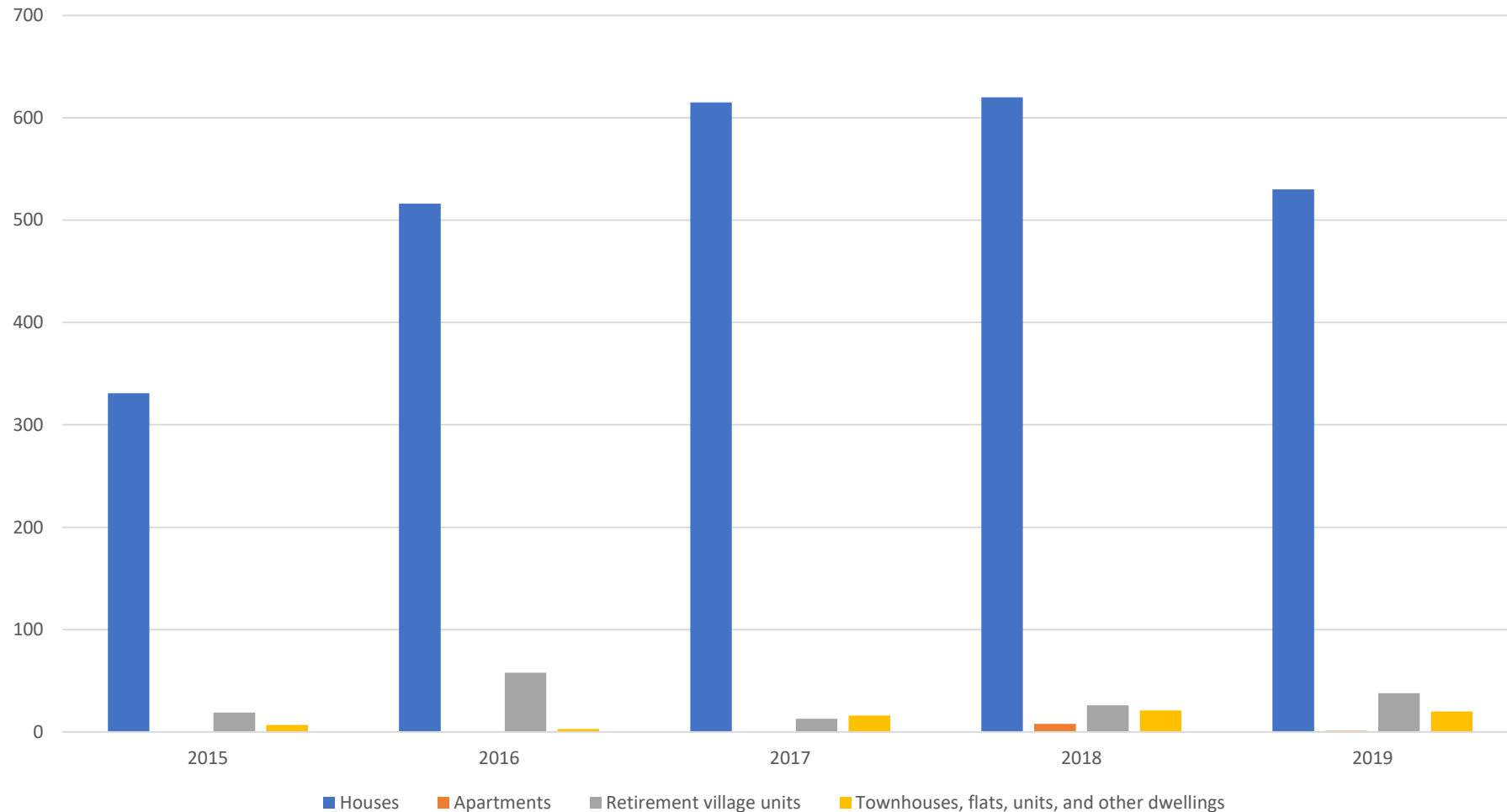
This analysis shows that generally consents have responded to growth up until 2015, where the sharp increase in population outpaced supply of dwellings.

However, by 2019 there appears to be better alignment between to supply and demand.



Housing choice

Number of new residential units built in Whangarei by dwelling type



Limited choice of housing being built. Mostly standalone homes. Is this meeting our communities needs and changing demographics

Housing quality

Relatively poor
quality housing
stock.

Leading to serious
health problems

Indicator	Percentage of homes in Whangarei	Percentage of homes in New Zealand
Sometimes damp	22.6%	18.5%
Always damp	3.9%	3%
Mould over A4 size sometimes present	16%	12.6%
Mould over A4 size always present	5.6%	4.3%

Social housing and Kāinga Ora

New entity for government housing and new powers proposed through the Urban Development Bill including:

- the ability to override, add to, or suspend provisions in RMA plans or policy statements in the development plan that applies to the project area
- act as a consent authority and requiring authority under the RMA
- the ability to create, reconfigure and reclassify reserves
- the ability to build, change, and move infrastructure
- tools to fund infrastructure and development activities, including targeted rates.

Location	2019 Number of applicants on the housing register	2020 Number of applicants on the housing register	2019 Public housing tenancies	2020 Public housing tenancies	2019 Transitional housing places	2020 Transitional housing places
Whangarei	321	338	1333	1342	82	80
Hamilton	960	1067	3168	3192	160	182
New Plymouth	152	179	954	952	17	17
Tauranga	393	406	1310	1311	125	127

2018 -2022 Public Housing Plan produced by the Ministry for Housing and Urban Development identifies that an additional 180 public housing places are needed in Northland

Housing affordability

Variety of ways of measuring affordability.

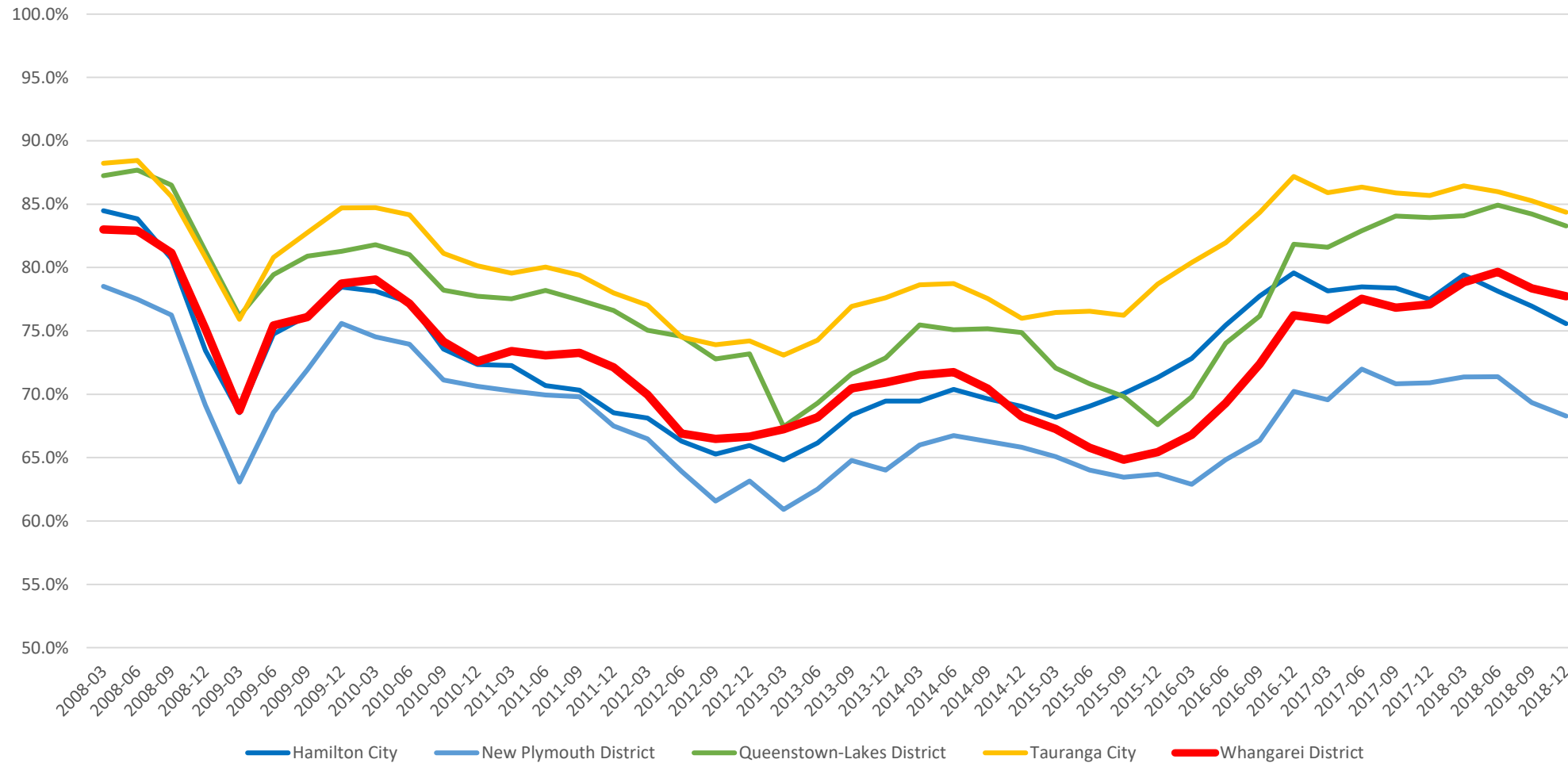
Ministry for Housing and Urban Development has developed the Housing Affordability Measure (HAM) as part of a package of tool to be used for the National Policy Statement on Urban Development Capacity.



The HAM calculates what a households residual income would be after housing costs. Housing costs calculated for the purpose of this tool include mortgage, insurance and rates.

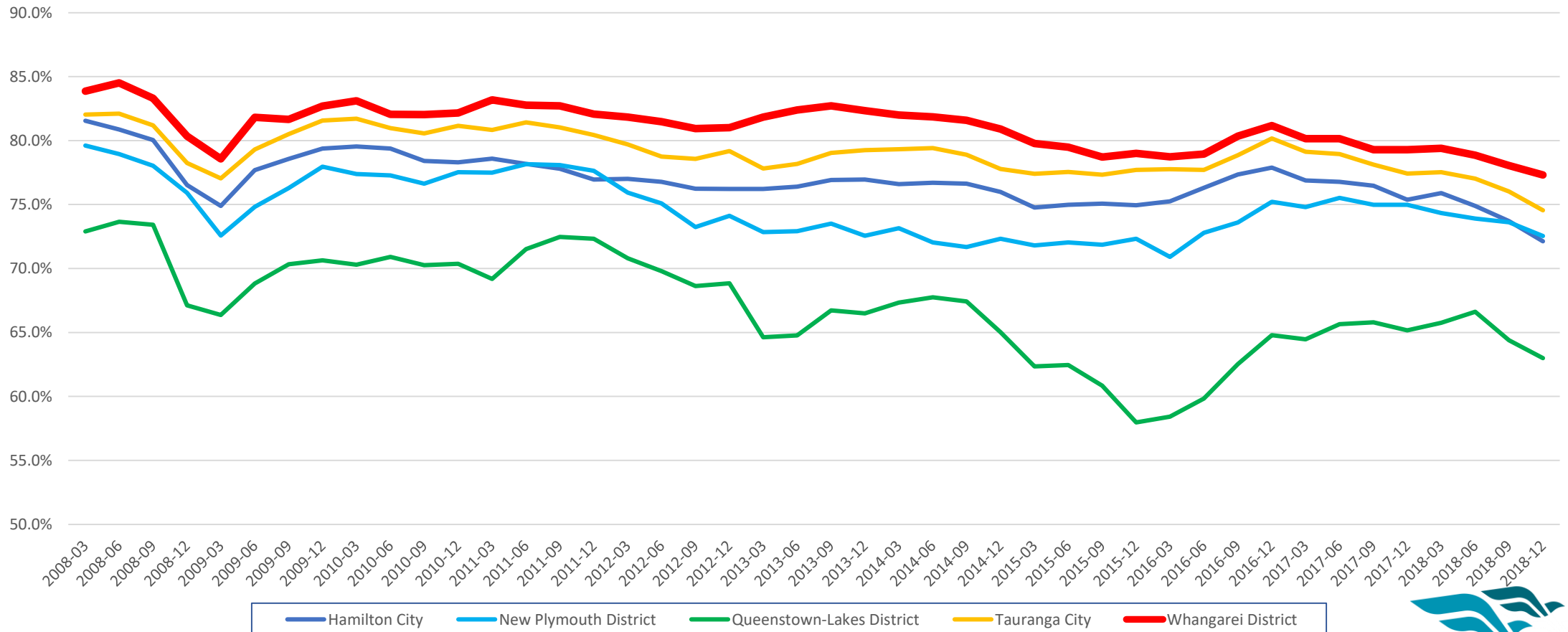
Housing affordability

Percentage of household spending more than 30% of income on housing



Housing affordability

Percentage of households with a proportion of total housing costs greater than the national median



Current work programme

District Plan

**Whangarei District Growth Strategy /
Northland to Auckland Corridor Plan
/ Placemaking**

Monitoring and reporting

Pensioner Housing

Strategic partnerships

Urban design and housing quality



Inner city living

- Council have identified inner city living as a priority and included in performance objectives for the Chief Executive
- In May, Council established an Inner City Living Working Group to explore opportunities for more residential development in our city core. Outcomes of these initiatives are closely aligned and staff have therefore had an initial meeting with the Inner City Living Working Group.
- Attachment B provides the initial findings and a summary of recommendations.



Inner city living – initial findings

- No obvious Council regulatory road blocks, although building code requirements can prove difficult.
- Feasibility (profitability) is uncertain at this stage
- Possible market driven delivery:
 - **Stage 1:** Small scale but high value conversion.
 - **Stage 2:** Townhouse/low rise apartments on brownfield sites in the city center fringe areas.
 - **Stage 3:** Greater market confidence and demand to deliver larger scale inner city living in both central and fringe areas.
- Council needs to ensure our public spaces and infrastructure are attractive to investment
- Other NZ and Aus Council approaches may have merit here – generally revolve around utilizing Council owned property to stimulate development

Options

Leading in to the LTP, potential highlevel options could include:

- **Status quo:** Continuation of existing work programme as outlined above
- **Do more:** Continuation of existing work programme plus new programmes/projects to be identified and prioritised through the 2021-31 LTP
- **Do less:** Focus work programme only on those project/programmes that are required by legislation



Next steps if we want to do more

What doing more could look like:

Expanding existing programmes with more funding. This could lift levels of service.
e.g. additional funding for existing or new pensioner housing

Strengthening existing and build new strategic partnerships.
e.g. strategic partnership with Ministry of Housing and Urban Development through Northland to Auckland Corridor Plan

Start new programmes or projects in areas we don't currently operate.
e.g. funding support for healthy/sustainable homes

Next steps if we want to do more

If we want to do more we need to be clear about:

- What Councils role is
- Are we taking on responsibilities that better sit with other agencies
- Can we fund these responsibilities long term
- Does taking on these responsibilities detract from other local government regulatory responsibilities
- Do we have the skill sets / expertise to deliver on new programmes
- It is acknowledged that due to impacts of COVID-19, the ability to resource additional programmes may be limited.

Questions

