

Whangarei District Council Meeting

Agenda

Date: Thursday, 22 May, 2025

Time: 9:00 am

Location: Civic Centre, Te Iwitahi, 9 Rust Avenue

Elected Members: His Worship the Mayor Vince Cocurullo
Cr Gavin Benney
Cr Nicholas Connop
Cr Ken Couper
Cr Jayne Golightly
Cr Phil Halse
Cr Deborah Harding
Cr Patrick Holmes
Cr Scott McKenzie
Cr Marie Olsen
Cr Carol Peters
Cr Simon Reid
Cr Phoenix Ruka
Cr Paul Yovich

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

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8. Public Excluded Business / Rāhui Tangata

8.1 Confidential minutes of the Whangarei District Council meeting held on 29 April 2025

8.2 Civic Honours Selection Committee - Approval of Minutes and Recommendations 2025

8.3 CCTO Update May 2025

8.4 Kamo Rd T2 Lane

9. Closure of Meeting / Te katinga o te Hui

Recommendations contained in the Council agenda may not be the final decision of Council.

Please refer to Council minutes for final resolution.

4.1 Public Forum

Meeting: Whangarei District Council
Date of meeting: 22 May 2025
Reporting officer: Nicolene Pestana (Team Leader, Democracy)

1 Purpose / Te Kaupapa

To afford members of the community an opportunity to speak to Council and to report on matters raised at public forums where appropriate.

2 Summary

Standing Orders allow for a period of up to 30 minutes to be set aside for a public forum at the commencement of each monthly council meeting.

The time allowed for each speaker is 5 minutes.

Members of the public who wish to participate should send a written application, setting out the subject matter and the names of the speakers, to the Chief Executive at least 2 clear working days before the day of the meeting.

Speakers

Speaker	Topic
Melissa Arseneault	Present petitions from concerned communities against sand mining in the Whangarei District.

Response to previous speakers

There were no speakers at the April meeting.

5.1 Police Report – May 2025

Meeting: Whangarei District Council
Date of meeting: 22 May 2025
Reporting officer: Simon Weston (Chief Executive)

1 Purpose

To update Council on Police activities.

2 Recommendation

That Council note the report on Police activities.

3 Background

Area Commander Maria Nordstrom (New Zealand Police), will update council on Police activities over the last quarter.

4 Significance and engagement

The decisions or matters of this Agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via Agenda publication on the website.

Whangarei District Council Meeting Minutes

Date: Tuesday, 29 April, 2025
Time: 9:00 a.m.
Location: Civic Centre, Te Iwitihi, 9 Rust Avenue

In Attendance	His Worship the Mayor Vince Cocurullo Cr Gavin Benney (Teams) Cr Nicholas Connop Cr Ken Couper Cr Jayne Golightly Cr Phil Halse Cr Deborah Harding Cr Patrick Holmes Cr Scott McKenzie Cr Marie Olsen Cr Carol Peters Cr Simon Reid Cr Phoenix Ruka Cr Paul Yovich
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Scribe	N. Pestana (Team Leader. Democracy)
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Administrative matters

- Meeting livestreamed
- Elected Members attending electronically
- Supplementary report to replace Item 7.5 – Councillor Scott McKenzie - Notice of Motion - Replacement Notice of Motion and Additional Information

1. Karakia/Prayer

His Worship the Mayor opened the meeting with a prayer.

2. Declarations of Interest / Take Whaipānga

Item 6.1 Notice of Motion - Local Government New Zealand Background Information

Item 7.1 Notice of Motion: Councillor Marie Olsen - Local Government New Zealand

Item 1.2 KPP Chair's Report

3. **Apologies / Kore Tae Mai**

Cr Phoenix Ruka (late arrival).

Moved By His Worship the Mayor

Seconded By Cr Carol Peters

That the apology be sustained.

Carried

4. **Public Forum / Huihuinga-a-tangata**

There were no speakers at public forum.

5. **Confirmation of Minutes of Previous Meeting of the Whangarei District Council / Whakatau Meneti**

5.1 **Minutes of the Whangarei District Council meeting held on 27 March 2025**

Moved By Cr Carol Peters

Seconded By Cr Phil Halse

That the minutes of the Whangarei District Council meeting held Thursday 27 March 2025, having been circulated, be taken as read and now confirmed and adopted as a true and correct record of proceedings of that meeting.

Carried

5.2 **Minutes of the Whangarei District Council meeting held on 10 April 2025**

Moved By Cr Simon Reid

Seconded By Cr Marie Olsen

That the minutes of the Whangarei District Council meeting held Thursday 10 April 2025, having been circulated, be taken as read and now confirmed and adopted as a true and correct record of proceedings of that meeting.

Carried

6. **Information Reports / Ngā Pūrongo Kōrero**

6.1 **Notice of Motion – Local Government New Zealand Background Information**

Moved By His Worship the Mayor

Seconded By Cr Nicholas Connop

That the Council notes the report.

Carried*Declaration of interest:**His Worship the Mayor declared an interest as member of LGNZ National Council and Chair of LGNZ Zone 1.**Cr Ruka joined the meeting at 9.03am during discussion on Item 6.1.***7. Decision Reports / Whakatau Rīpoata***His Worship the Mayor declared a conflict of interest as member of LGNZ National Council and Chair of LGNZ Zone 1, vacated the Chair and took no part in discussion or voting on Item 7.1. Deputy Mayor Cr Halse assumed the Chair for Item 7.1.***7.1 Notice of Motion: Councillor Marie Olsen - Local Government New Zealand****Moved By** Cr Marie Olsen**Seconded By** Cr Jayne Golightly

That the Council withdraw from Local Government New Zealand (LGNZ).

On the motion being put Cr Holmes called for a division:

	For	Against	Abstain
Cr Gavin Benney	X		
Cr Nicholas Connop		X	
Cr Ken Couper		X	
Cr Jayne Golightly	X		
Cr Phil Halse	X		
Cr Deborah Harding		X	
Cr Patrick Holmes		X	
Cr Scott McKenzie		X	
Cr Marie Olsen	X		
Cr Carol Peters		X	
Cr Simon Reid	X		
Cr Phoenix Ruka		X	
Cr Paul Yovich	X		
Results	6	7	0

The Motion was Lost (6 to 7)*Declaration of interest:*

Cr Connop declared an interest as a member of LGNZ Young Elected Members Committee.

*His Worship the Mayor re-assumed the Chair after voting on Item 7.1.
Cr Phil Halse left the meeting at 10.14am after voting on Item 7.1.*

7.2 Fluoridation Litigation decision

Moved By Cr Gavin Benney

Seconded By Cr Simon Reid

That the Council

1. Notes that the decision of the High Court dated 21 March 2025 in which Council's application for interim relief was unsuccessful.
2. Notes the legal advice that it has received from Jeremy Browne in relation to the judicial review and declaration proceedings.
3. Notes the letter from Crown Law dated 17 April 2025.
4. Approves the withdrawal of Council's judicial review proceedings.
5. Approves the withdrawal of Council's declaration proceedings.
6. Authorises the Chief Executive to undertake those actions and instructions necessary to give effect to Council's resolution/s.
7. That Council investigates the installation of a 'fluoride free' tap for Whangarei residents and reports this back to Council at the June 2025 Council meeting.
8. That the affidavits of Philippe Grandjean and Bruce Lanphear be added to Whangarei District Council's website
<https://www.wdc.govt.nz/Services/Water-services/Water-Supply/Fluoridation>
9. Appoints Councillor Gavin Benney or a nominee of this Council to work with staff to prepare an educational statement on the risks or possible implications of treating the water supply with hydrofluorosilicic acid.
10. That once completed, the statement will come to the May 2025 Council meeting for ratification.

The motion was taken in parts.

On the motion being put Cr Holmes called for a division on recommendations 1 to 6.

That the Council

1. Notes that the decision of the High Court dated 21 March 2025 in which Council's application for interim relief was unsuccessful.
2. Notes the legal advice that it has received from Jeremy Browne in relation to the judicial review and declaration proceedings.
3. Notes the letter from Crown Law dated 17 April 2025.
4. Approves the withdrawal of Council's judicial review proceedings.
5. Approves the withdrawal of Council's declaration proceedings.
6. Authorises the Chief Executive to undertake those actions and instructions necessary to give effect to Council's resolution/s.

	For	Against	Abstain
His Worship the Mayor	X		
Cr Gavin Benney	X		
Cr Nicholas Connop	X		
Cr Ken Couper	X		
Cr Jayne Golightly	X		
Cr Deborah Harding	X		
Cr Patrick Holmes	X		
Cr Scott McKenzie	X		
Cr Marie Olsen	X		
Cr Carol Peters	X		
Cr Simon Reid	X		
Cr Phoenix Ruka	X		
Cr Paul Yovich	X		
Results	13	0	0

The Motion was Carried (13 to 0)

Cr Holmes called for a division on recommendation 7.

7. That Council investigates the installation of a 'fluoride free' tap for Whangarei residents and reports this back to Council at the June 2025 Council meeting.

	For	Against	Abstain
His Worship the Mayor	X		
Cr Gavin Benney	X		
Cr Nicholas Connop	X		
Cr Ken Couper	X		
Cr Jayne Golightly	X		
Cr Deborah Harding	X		
Cr Patrick Holmes	X		
Cr Scott McKenzie	X		
Cr Marie Olsen	X		
Cr Carol Peters	X		
Cr Simon Reid	X		
Cr Phoenix Ruka	X		
Cr Paul Yovich	X		
Results	13	0	0

The Motion was Carried (13 to 0)

Cr Holmes called for a division on recommendation 8.

8. That the affidavits of Philippe Grandjean and Bruce Lanphear be added to Whangarei District Council's website

<https://www.wdc.govt.nz/Services/Water-services/Water-Supply/Fluoridation>

	For	Against	Abstain
His Worship the Mayor	X		
Cr Gavin Benney	X		
Cr Nicholas Connop		X	
Cr Ken Couper		X	
Cr Jayne Golightly	X		
Cr Deborah Harding		X	
Cr Patrick Holmes		X	
Cr Scott McKenzie		X	
Cr Marie Olsen	X		
Cr Carol Peters		X	
Cr Simon Reid	X		

Cr Phoenix Ruka	X
Cr Paul Yovich	X

Results	5	8	0
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The Motion was Lost (5 to 8)

Cr Holmes called for a division on recommendations 9 and 10.

9. Appoints Councillor Gavin Benney or a nominee of this Council to work with staff to prepare an educational statement on the risks or possible implications of treating the water supply with hydrofluorosilicic acid.
10. That once completed, the statement will come to the May 2025 Council meeting for ratification.

	For	Against	Abstain
His Worship the Mayor			X
Cr Gavin Benney	X		
Cr Nicholas Connop		X	
Cr Ken Couper		X	
Cr Jayne Golightly	X		
Cr Deborah Harding		X	
Cr Patrick Holmes		X	
Cr Scott McKenzie		X	
Cr Marie Olsen	X		
Cr Carol Peters			X
Cr Simon Reid	X		
Cr Phoenix Ruka	X		
Cr Paul Yovich		X	
Results	5	6	2

The Motion was Lost (5 to 6)

A break was taken from 10.58am to 11.10am following Item 7.2.

Cr Benney did not rejoin the meeting following the break.

7.3 Establishment of a Northland Water Services Working Group

Moved By Cr Scott McKenzie

Seconded By Cr Carol Peters

That the Council:

1. Agrees to form an elected member Joint Council Working Group from the Kaipara District Council, Whangarei District Council and Far North District Council, focusing on the Local Waters Done Well (LWDW) programme.
2. Appoints the following three elected members to the Joint LWDW Working Group,
 - a. His Worship, Mayor Vince Cocurullo
 - b. Deputy Mayor, Councillor Phil Halse
 - c. Councillor Ken Couper
3. Agrees the draft terms of reference for the Joint LWDW Working Group as provided at Attachment A.
4. Agrees to appoint an independent qualified expert to the Joint LWDW Working Group.
5. Delegates to the Joint LWDW Working Group the authority to appoint the independent qualified expert to its membership.
6. Agrees that Whangarei District Council is the secretariat for the LWDW Working Group.
7. Notes that the Joint LWDW Working Group will make recommendations to each Council for future decision-making.
8. Notes the that Joint LWDW Working Group will be supported by an operational team from each council.
9. Agrees that any costs incurred by the Joint LWDW Working Group shall be shared equally between the Councils or as otherwise agreed by the Working Group.

Amendment

Moved By Cr Simon Reid

Seconded By Cr Marie Olsen

That the Council:

1. Agrees to form an elected member Joint Council Working Group from the Kaipara District Council, Whangarei District Council and Far North District Council, focusing on the Local Waters Done Well (LWDW) programme.
2. Appoints the following three elected members to the Joint LWDW Working Group,

- a. His Worship, Mayor Vince Cocurullo
 - b. Deputy Mayor, Councillor Phil Halse
 - c. Councillor Paul Yovich
3. Agrees the draft terms of reference for the Joint LWDW Working Group as provided at Attachment A.
 4. Agrees to appoint an independent qualified expert to the Joint LWDW Working Group.
 5. Delegates to the Joint LWDW Working Group the authority to appoint the independent qualified expert to its membership.
 6. Agrees that Whangarei District Council is the secretariat for the LWDW Working Group.
 7. Notes that the Joint LWDW Working Group will make recommendations to each Council for future decision-making.
 8. Notes the that Joint LWDW Working Group will be supported by an operational team from each council.
 9. Agrees that any costs incurred by the Joint LWDW Working Group shall be shared equally between the Councils or as otherwise agreed by the Working Group.

On the amendment being put Cr McKenzie called for a division:

	For	Against	Abstain
His Worship the Mayor	X		
Cr Nicholas Connop		X	
Cr Ken Couper		X	
Cr Jayne Golightly	X		
Cr Deborah Harding		X	
Cr Patrick Holmes		X	
Cr Scott McKenzie		X	
Cr Marie Olsen	X		
Cr Carol Peters		X	
Cr Simon Reid	X		
Cr Phoenix Ruka		X	
Cr Paul Yovich	X		
Results	5	7	0

The Amendment was Lost (5 to 7)

On the motion being put Cr Reid called for a division:

	For	Against	Abstain
His Worship the Mayor			X
Cr Nicholas Connop	X		
Cr Ken Couper	X		
Cr Jayne Golightly		X	
Cr Deborah Harding	X		
Cr Patrick Holmes	X		
Cr Scott McKenzie	X		
Cr Marie Olsen		X	
Cr Carol Peters	X		
Cr Simon Reid		X	
Cr Phoenix Ruka	X		
Cr Paul Yovich		X	
Results	7	4	1

**The Motion was Carried (7 to 4)
and subsequently Carried as the
substantive Motion**

7.4 2025 Triennial Local Government Elections – Order of Candidates Names

Moved By His Worship the Mayor

Seconded By Cr Simon Reid

That the Council:

1. Adopts the alphabetical order of candidate names on voting documents for the 2025 Triennial Local Government Election in accordance with Regulation 31 of the Local Electoral Regulations 2001.

Carried

7.5 Notice of Motion: Councillor Scott McKenzie - Accessible Ramp Inclusion in Ngunguru Seawall Project

This item was replaced with Item 7.5.1.

7.5.1 Councillor Scott McKenzie - Notice of Motion – Replacement Notice of Motion and Additional Information

Moved By Cr Scott McKenzie

Seconded By Cr Nicholas Connop

That the Council:

1. Acknowledges that an accessible ramp was not included in the original scope of the Ngunguru seawall construction project.
2. Notes that a design and cost estimate for the ramp has been prepared by staff, with an estimated cost of \$75,000.
3. Requests staff to prepare a report with options for including the accessible ramp during the current project works and return to Council for a decision at the Council meeting on the 22nd of May.

Carried

Cr Reid and Cr Yovich requested their abstention from voting on Item 7.5 be recorded.

7.6 International Rally of Whangarei 2025 Funding Update

Moved By His Worship the Mayor

Seconded By Cr Simon Reid

That the Council:

1. Receives and notes the International Rally of Whangarei 2025 funding update.
2. Approves the allocation of \$11,000 from the 2025-2026 Mayoral in-kind budget (included within the draft 2025-26 Annual Plan) to support the International Rally of Whangarei event in the 2025-2026 financial year.
3. Notes that under section 80 of the Local Government Act 2002, if Council makes a decision which is significantly inconsistent with policy, it is required when making that decision to clearly identify:
 - The inconsistency; and
 - The reason for the inconsistency; and
 - Any intention of the local authority to amend the policy or plan to accommodate the decision.
4. Acknowledges that use of the Community Fund for the Rally of Whangarei 2025 would be inconsistent with the Community Funding Policy in that:

- a. There has been no application to the fund.
 - b. There has been no competitive process.
 - c. It is inconsistent with the funding application criteria and process.
 - d. Is inconsistent with the Eligibility criteria for the Community Fund.
5. Approves the use of funds in a manner significantly inconsistent with the Community Funding Policy on the grounds that:
 - a. The Rally of Whangarei event has an estimated economic benefit to the region of \$2,522,704.
 - b. If funding is not provided, the event may not occur in the district in the 2025-2026 financial year and may not return to the district in future years.
 - c. The Community Development committee may, in rare circumstances, support applications and organisations outside the criteria in the Community Funding Policy where there is clear community benefit that outweighs any negative impact of going outside of the Policy, while continuing to use ratepayer funds responsibly.
 - d. There is no intention to amend the current Community Funding Policy
 6. Approves the budget reallocation of \$52,000 from the 2025-2026 Community Fund budget (included within the draft 2025-26 Annual Plan) to provide a grant to International Rally of Whangarei event in the 2025-2026 financial year.
 7. Notes that the \$52,000 budget reallocation from the 2025-26 Community Funds budget to Events - Grants will be adjusted within the final 2025-26 Annual Plan budget.
 8. Requires that Rally New Zealand must, as a condition of receipt of funding, be required to:
 - a. Acknowledge Whangarei District Council in all publicity.
 - b. Return any unspent funds to Whangarei District Council if the project is cancelled or completed under budget.
 - c. Meet any additional terms and conditions that may be set by Whangarei District Council.
 9. Delegates to the Chief Executive responsibility for negotiating suitable terms of funding with Rally New Zealand.
 10. Acknowledges that a decision made outside policy, where the requirements in section 80 have not been satisfied exposes Council to possible challenge on the grounds of unreasonable

decision making (judicial review) or possible audit issues and an Auditor General investigation.

Procedural Motion

Moved By Cr Scott McKenzie

Seconded By Cr Patrick Holmes

That the item lay on the table until June, pending Rally New Zealand seeking external funding so that Whangarei District Council is not required to fund this.

On the procedural motion being put Cr Couper called for a division:

	For	Against	Abstain
His Worship the Mayor		X	
Cr Nicholas Connop	X		
Cr Ken Couper		X	
Cr Jayne Golightly		X	
Cr Deborah Harding	X		
Cr Patrick Holmes	X		
Cr Scott McKenzie	X		
Cr Marie Olsen			X
Cr Carol Peters	X		
Cr Simon Reid		X	
Cr Phoenix Ruka			X
Cr Paul Yovich		X	
Results	5	5	2

**The Procedural Motion was Lost
On the casting vote of His Worship the Mayor**

The motion was taken in parts.

On the motion being put Cr Holmes called for a division on recommendations 1 and 2.

That the Council:

1. Receives and notes the International Rally of Whangarei 2025 funding update.
2. Approves the allocation of \$11,000 from the 2025-2026 Mayoral in-kind budget (included within the draft 2025-26 Annual Plan) to

support the International Rally of Whangarei event in the 2025-2026 financial year.

	For	Against	Abstain
His Worship the Mayor	X		
Cr Nicholas Connop		X	
Cr Ken Couper	X		
Cr Jayne Golightly	X		
Cr Deborah Harding	X		
Cr Patrick Holmes	X		
Cr Scott McKenzie	X		
Cr Marie Olsen	X		
Cr Carol Peters	X		
Cr Simon Reid	X		
Cr Phoenix Ruka	X		
Cr Paul Yovich	X		
Results	12	1	0

The Motion was Carried (12 to 1)

Cr Holmes called for a division on recommendations 3 to 10.

3. Notes that under section 80 of the Local Government Act 2002, if Council makes a decision which is significantly inconsistent with policy, it is required when making that decision to clearly identify:
 - The inconsistency; and
 - The reason for the inconsistency; and
 - Any intention of the local authority to amend the policy or plan to accommodate the decision.
4. Acknowledges that use of the Community Fund for the Rally of Whangarei 2025 would be inconsistent with the Community Funding Policy in that:
 - a. There has been no application to the fund.
 - b. There has been no competitive process.
 - c. It is inconsistent with the funding application criteria and process.
 - d. Is inconsistent with the Eligibility criteria for the Community Fund.
5. Approves the use of funds in a manner significantly inconsistent with the Community Funding Policy on the grounds that:

- a. The Rally of Whangarei event has an estimated economic benefit to the region of \$2,522,704.
 - b. If funding is not provided, the event may not occur in the district in the 2025-2026 financial year and may not return to the district in future years.
 - c. The Community Development committee may, in rare circumstances, support applications and organisations outside the criteria in the Community Funding Policy where there is clear community benefit that outweighs any negative impact of going outside of the Policy, while continuing to use ratepayer funds responsibly.
 - d. There is no intention to amend the current Community Funding Policy
6. Approves the budget reallocation of \$52,000 from the 2025-2026 Community Fund budget (included within the draft 2025-26 Annual Plan) to provide a grant to International Rally of Whangarei event in the 2025-2026 financial year.
 7. Notes that the \$52,000 budget reallocation from the 2025-26 Community Funds budget to Events - Grants will be adjusted within the final 2025-26 Annual Plan budget.
 8. Requires that Rally New Zealand must, as a condition of receipt of funding, be required to:
 - a. Acknowledge Whangarei District Council in all publicity.
 - b. Return any unspent funds to Whangarei District Council if the project is cancelled or completed under budget.
 - c. Meet any additional terms and conditions that may be set by Whangarei District Council.
 9. Delegates to the Chief Executive responsibility for negotiating suitable terms of funding with Rally New Zealand.
 10. Acknowledges that a decision made outside policy, where the requirements in section 80 have not been satisfied exposes Council to possible challenge on the grounds of unreasonable decision making (judicial review) or possible audit issues and an Auditor General investigation.

	For	Against	Abstain
His Worship the Mayor	X		
Cr Nicholas Connop		X	
Cr Ken Couper	X		
Cr Jayne Golightly	X		

Item 6.1

16

Cr Deborah Harding			X
Cr Patrick Holmes		X	
Cr Scott McKenzie		X	
Cr Marie Olsen	X		
Cr Carol Peters			X
Cr Simon Reid	X		
Cr Phoenix Ruka	X		
Cr Paul Yovich	X		
Results	7	3	2

The Motion was Carried (7 to 3)

7.7 Sale of Parks Land to Kiwi Rail

Moved By Cr Ken Couper

Seconded By Cr Simon Reid

That the Council:

1. Agree to the partial sale of land designated for a cemetery in Ruakaka to Kiwi Rail
2. Agree to the sale price of \$58,256
3. Gives Councils Chief Executive, or Council Officer with the delegated authority, permission to execute legal documents for the partial sale of the required land to Kiwi Rail

Carried

7.8 Ruakaka Surf Life Saving Patrol Re-development Lease Proposal

Moved By Cr Ken Couper

Seconded By Cr Simon Reid

That the Council:

1. Resolves to give public notice in accordance with section 119 of the Reserves Act 1977 of the intention to grant a lease to the Ruakaka Volunteer Lifeguard Service pursuant to section 54(1)(b) of the Reserves Act 1977 for an area of the Ruakaka Beach recreation reserve, for a term of 30 years, and;
 - a. In accordance with section 120 of the Reserves Act 1977, invites any interested person(s) to make written objections and submissions on the proposal.

2. Notes that should any person who makes a submission or objection who wishes to do so may request an opportunity be speak to their objection or submission in person.
3. Delegates to the infrastructure Committee responsibility for the hearing of person requesting to make a verbal presentation on the proposed lease.

Carried

7.9 Bylaws to regulate signs and nuisance, trading and events in public places

Moved By His Worship the Mayor

Seconded By Cr Marie Olsen

That Council:

1. Agrees that a bylaw is the most appropriate way to regulate—
 - a. the display of signs in public places and, in some cases, on private property; and
 - b. nuisance behaviours, trading and events in public places;
2. Directs staff to prepare a Statement of Proposal to make new bylaws consistent with the findings in Attachments 1 and 2.

Carried

7.10 Temporary Road Closure - Māori All Blacks v Scotland

Moved By Cr Scott McKenzie

Seconded By Cr Simon Reid

That the Council:

1. Approves the proposal to temporarily close the following roads to ordinary traffic for the Māori All Blacks v Scotland and the Black Ferns vs Black Ferns XV rugby events on the following date/s in accordance with the Transport (Vehicular Traffic Road Closure) Regulations 1965.

Saturday 5th July 2025

Okara Drive, from the roundabout at Okara Drive & Porowini Ave to the roundabout at Okara Drive & Port Road

Period of Closure: 9am to 7pm

2. Approves the proposal to temporarily close the side roads off the roads to be closed for up to 100 metres from the intersection for safety purposes.
3. Delegates to the Chair of the Infrastructure Committee and General Manager Transport and Community Infrastructure the power to give public notice of these proposed temporary closures, to consider any objections and to either approve, cancel or amend any or all of the temporary road closures if applicable.

Carried

7.11 Temporary Road Closure - Northland Car Club Motor Sport Event Series (June – July 2025)

Moved By Cr Marie Olsen

Seconded By Cr Simon Reid

That the Council:

1. Approves the temporary closure of the following roads to ordinary traffic for the Northland Car Club Motor Sport Event Series (June – July 2025) on the following dates in accordance with section 342 (1)(b) and Schedule 10 Clause 11 of the Local Government Act 1974.

Sunday 15th June 2025

Rosythe Road, from 400m from the intersection of SH1 to 3km from the intersection of SH1.

Period of Closure: 8am to 5pm

Sunday 6th July 2025

Springfield Road, from 7.5km from the intersection with SH1 to the intersection of Springfield Road and Kukumui Road.

Period of Closure: 8am to 5pm

Sunday 13th July 2025

Waiwarawara Drive, from Theodore Drive to Casey Road (includes the Casey Road/Waiwarawara Drive roundabout and Theodore/Waiwarawara Drive roundabout).

Roosevelt Road, from Theodore Drive to Waiwarawara Drive.

Period of Closure: 8am to 5pm

2. Approves the temporary closure of the side roads off the roads to be closed for up to 100 metres from the intersection for safety purposes.
3. Delegates to the Chair of the Infrastructure Committee and General Manager Transport and Community Infrastructure the power to give public notice of these proposed temporary closures, to consider any objections and to either approve, cancel or amend any or all of the temporary road closures if applicable.

Carried

7.12 Regional Deals update - April 2025

Moved By His Worship the Mayor

Seconded By Cr Simon Reid

That the Council:

1. Notes the Regional Deals update.

Carried

The meeting adjourned at 12.58pm and readjourned at 2.15pm.

Cr Halse rejoined the meeting after the adjournment.

Cr McKenzie and Cr Peters rejoined the meeting on Teams after the adjournment.

Cr Golightly and Cr Olsen did not rejoin the meeting after the adjournment.

8. Public Excluded Business / Rāhui Tangata

Moved By His Worship the Mayor

Seconded By Cr Nicholas Connop

That the public be excluded from the following parts of proceedings of this meeting. The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution

Confidential Minutes Whangarei District Council 27 March 2025	Good reason to withhold information exists under Section 7 Local Government Official Information and Meetings Act 1987	Section 48(1)(a)
KPP Chair's Report		
Property – Infrastructure Agreement		

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public, are as follows:

Item	Grounds	Section
1.1	For the reasons stated in the open minutes	
1.2	To protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or it the subject of the information. To enable Council to carry on without prejudice or disadvantage negotiations (including commercial and industrial negotiations).	Section 7(2)(b)(ii) Section 7(2)(i)
1.3	To enable Council to carry on without prejudice or disadvantage negotiations (including commercial and industrial negotiations).	Section 7(2)(i)

Carried

Cr Yovich requested his vote against the motion be recorded.

9. Closure of Meeting / Te katinga o te Hui

The meeting concluded at 3.06pm.

Confirmed this the 22nd day of May 2025

His Worship the Mayor Vince Cocurullo (Chairperson)

Whangarei District Council Meeting Minutes

Date: Monday, 12 May, 2025
Time: 9:00 a.m.
Location: Civic Centre, Te Iwitahi, 9 Rust Avenue

In Attendance	His Worship the Mayor Vince Cocurullo Cr Gavin Benney Cr Nicholas Connop Cr Ken Couper Cr Phil Halse Cr Deborah Harding Cr Patrick Holmes Cr Scott McKenzie Cr Carol Peters Cr Simon Reid Cr Paul Yovich
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Not in Attendance	Cr Jayne Golightly Cr Marie Olsen Cr Phoenix Ruka
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Scribe	N. Pestana (Team Leader, Democracy)
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Administrative matters

- Copies of all submissions provided to Councillors
- Late submissions in Volume 12 tabled at the meeting.
- Meetings livestreamed
- Hearing procedure outlined

1. Karakia/Prayer

His Worship the Mayor opened the meeting with a prayer.

2. Declarations of Interest / Take Whaipānga

There were no declarations of interest made.

3. Apologies / Kore Tae Mai

Cr's Marie Olsen and Phoenix Ruka (apologies) and Cr Gavin Benney (late arrival).

Moved By Cr Carol Peters

Seconded By Cr Simon Reid

That the apology be sustained.

Carried

4. Decision Reports / Whakatau Rīpoata

4.1 2025-26 Annual Plan and 2025-26 Fees and Charges - Submissions and Hearings including unaccounted for and late submissions

Moved By His Worship the Mayor

Seconded By Cr Phil Halse

That the Council:

1. Receive and hear the submissions relating to the Consultation Document for the 2025-26 Annual Plan.
2. Receive and hear the submissions relating to the Statement of Proposal for the 2025-26 Fees and Charges.
3. That any submissions identified as being received after the close of the submissions period (prior to the closure of this meeting) be accepted for consideration by Council.

Carried

Submitters who were heard are listed:

David Colley – Objection to proposed rates increases.

Alan Agnew – Objection to changing the location of the Whangarei Airport from Onerahi. Objection to proposed rates increases.

Robin Lieffering – Pensioner Housing.

Dean Jones – Cap rates annually to no more than the annual rate of inflation, with a max of 4%.

Wayne Valentin – Objection to proposed changes to rural rates.

Matthew Mathias - Onerahi Football Club.

Mel Atkins – Objection to proposed changes to rural rates. Stormwater Targeted Rate: Option 2. Reducing the Uniform Annual General Charge: Option 2. Relief for Farmed, Business Zoned Land: Option 2.

Neil McLeod – Stormwater Targeted Rate: Option 1. Relief for Farmed, Business Zoned Land: Option 2.

Neil McLeod for Marilyn Cox (Waipu Residents & Ratepayers Association) –

Paul M Smith – Stormwater Targeted Rate: Option 2. Reducing the Uniform Annual General Charge: Option 2.

Peter Gregory – Oppose relief for Farmed, Business Zoned Land.

Frank Newman – Objection to proposed rates increases and debt levels.

Val Hart - Northland Car Club.

Marnie Muirhead – Objection to proposed changes to rural rates.

Christopher Taplin – other.

Tim Robinson (Chamber of Commerce and Industry of Northland (Inc) T/A NorthChamber) – Objection to proposed rates increases. Stormwater Targeted Rate: Option 2. Reducing the Uniform Annual General Charge: Option 2. Relief for Farmed, Business Zoned Land: Option 2.

Neil Campbell – Objection to proposed rates increases.

Evelyn Johnson – Objection to proposed changes to rural rates.

Melissa Arseneault - Whangarei Heads Citizen's Association.

Melissa Arseneault – Stormwater Targeted Rate: Option 2. Reducing the Uniform Annual General Charge: Option 2. Relief for Farmed, Business Zoned Land: Option 2.

Janet Atkinson – Objection to justification of proposed rates increases.

David Baldwin – Objection to the 2025/26 Annual Plan review and proposed rates increases.

John Goulter – Objection to proposed rates increases.

Noah Hewlett on behalf of Sarah Hewlett – Objection to proposed changes to rural rates.

Neil Thomas – Objection to proposed changes to rural rates.

Karl Hansen (HKRS Holdings Ltd) – Objection to proposed rates increases.

Michael Goudie (Marsden Cove Ltd) – Stormwater Targeted Rate: Option 2. Reducing the Uniform Annual General Charge: Option 2. Relief for Farmed, Business Zoned Land: Option 1.

Clare Davies-Colley – Rates increases for commercial ratepayers.

Ron Esveld – Stormwater Targeted Rate: Option 2. Reducing the Uniform Annual General Charge: Option 1. Relief for Farmed, Business Zoned Land: Option 1. Objection to proposed rates increases.

Mark Rasmussen – Stormwater Targeted Rate: Option 1. Reducing the Uniform Annual General Charge: Option 1. Relief for Farmed, Business Zoned Land: Option 1.

A short break was taken from 9.47am to 10am.

A tea break was taken from 10.00am to 11.17am.

A lunch break was taken from 11.45 to 1pm.

Cr Benney joined the meeting at 1pm after the lunch break.

A short break was taken from 2.42am to 2.57pm.

Cr McKenzie and Cr Connop did not rejoin the meeting after the break.

5. Public Excluded Business / Rāhui Tangata

There was no business in public excluded.

6. Closure of Meeting / Te katinga o te Hui

The meeting concluded at 3.07pm.

Confirmed this 22nd day of May 2025

His Worship the Mayor (Chairperson)

Civic Honours Selection Committee Meeting Minutes

Date: Wednesday, 7 May, 2025
Time: 1:00 p.m.
Location: Civic Centre, Te Iwitahi, 9 Rust Avenue

In Attendance
 Cr Jayne Golightly (Chairperson)
 His Worship the Mayor Vince Cocurullo
 Cr Ken Couper
 Cr Patrick Holmes
 Cr Scott McKenzie
 Cr Marie Olsen
 Cr Simon Reid

Also in Attendance Cr Phil Halse

Not in Attendance Cr Phoenix Ruka

Scribe D.Garner (Democracy Adviser)

1. Apologies / Kore Tae Mai

Cr Carol Peters

Moved By Cr Marie Olsen

Seconded By Cr Simon Reid

Carried

2. Public Excluded Business / Rāhui Tangata

Moved By Cr Marie Olsen

Seconded By Cr Simon Reid

That the public be excluded from the following parts of proceedings of this meeting. The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each	Ground(s) under Section 48(1) for passing this

Item 6.3

	matter	resolution
1.1 Civic Honours 2025	Good reason to withhold information exists under Section 7 Local Government Official Information and Meetings Act 198	Section 48(1)(a)

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public, are as follows:

Item	Grounds	Section
1.1	To protect the privacy of natural persons	Section 7(2)(a)

Carried

3. Closure of Meeting / Te katinga o te Hui

The meeting concluded at 1:38pm.

Confirmed this 22nd day of May 2025

Cr Jayne Golightly (Chairperson)

7.1 Ngunguru Seawall - Accessibility Ramp

Meeting: Whangārei District Council
Date of meeting: 22 May 2025
Reporting officer: Jim Sephton – General Manager Transport and Community Infrastructure
 Raymond Short - Project Manager, Infrastructure Capital Programmes

1 Purpose / Te Kaupapa

For Council to consider increasing the scope of the Ngunguru Seawall project to include an extension to the seawall at the southern (upstream) end and incorporate an accessibility ramp.

2 Recommendations / Whakataunga

That the Council:

1. Notes that Council Adopted the Regional Accessibility Strategy in June 2024 which includes an aim that everyone can access popular beaches. However, funding for the implementation of the Strategy was not approved in the 2024 Long Term Plan.
2. Notes that the current seawall project is funded through renewals and is largely a like for like replacement.
3. Notes that previous designs which incorporated accessibility ramps were rejected by NRC as they involved too much reclamation.
4. Notes that the incorporation of an accessibility ramp opposite the Ngunguru Road crossing is considered to have planning implications that cannot be addressed in time to deliver within this construction contract.
5. Notes that the extension of the rock revetment seawall to the south would provide the best opportunity to incorporate an accessibility ramp and that this location is supported by the Disability Advisory Group.
6. Notes that there is no current budget to undertake this work (seawall extension and the ramp).
7. Either
 - a. Approves scope to extend the seawall to the southern end (incorporating an accessibility ramp) and in principle unbudgeted spend of circa \$275,000
 Or
 - b. Declines to fund the extension to the seawall and the accessibility ramp at this time but recommends that it is included for consideration in the next Long Term Plan.
8. Subject to the decision above, directs officers to negotiate a price with Clements Contractors and return to Council for approval of additional budget and contract variation.

9. Directs staff to establish a prioritisation of beaches that will be accessible for everyone and include a budget for consideration as part of the 2027 Long Term Plan.

3 Background / Horopaki

The planning and consultation for a replacement seawall at Ngunguru commenced in 2016. The consent was lodged in 2018 and included a much wider scope, including the installation of a 1.8m wide disability access and a new footpath (refer fig. 1 below). However, to provide space to accommodate these additions, the design required reclamation, and this became the principal issue of contention.

The application was referred to a Hearings Commissioner. Ultimately, the consent for the reclamation components was declined. Consent was instead granted in 2020 for maintenance and repair of the existing seawall. At this time, the rock revetment was proposed to cease at the southern end of the site, as this was the preference of the community, in developing the resource consent.

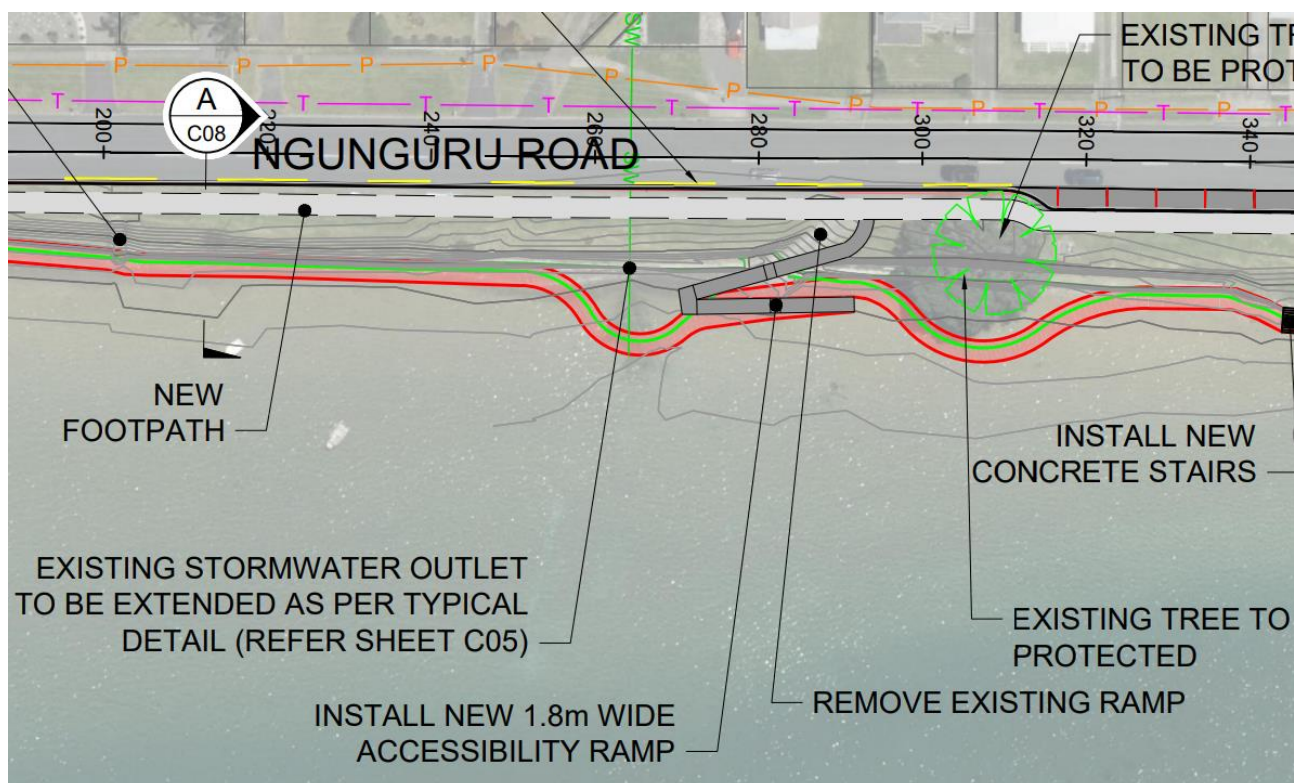


Figure 1: The 2016 proposal included an accessibility ramp

The current consented project renews the existing seawall with rock revetment and includes replacement of existing steps.

The remaining section of existing seawall, located south of the current extent of works, is in a similar state of disrepair however this was excluded from the original scope at the request of the community.

Council officers are preparing a Resource Consent application with Northland Regional Council to cover the renewal of this section (as shown in Figure 2) should additional funding become available.

There is insufficient renewals budget in the current LTP to be able to undertake this work.

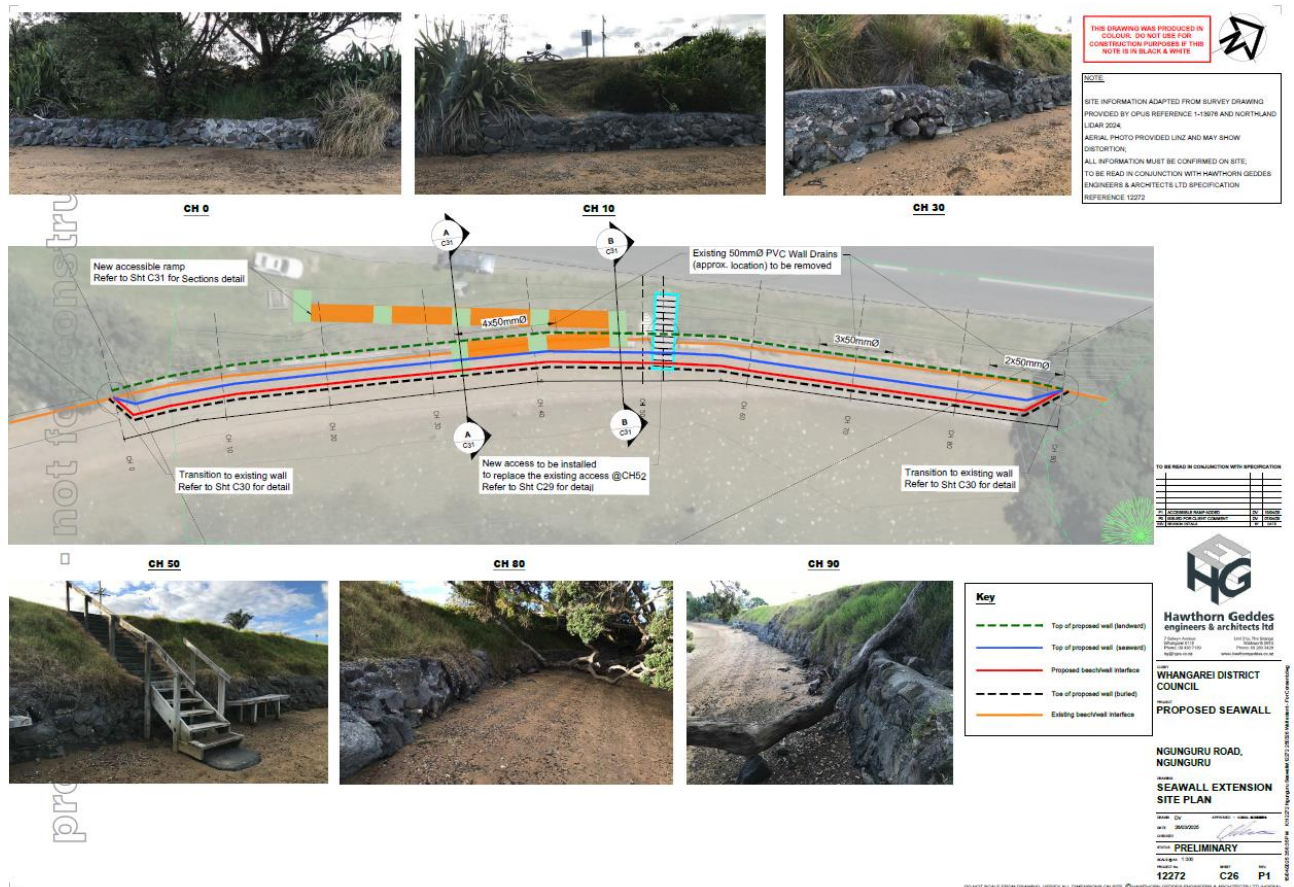


Figure 2 (southern seawall renewal extension)

4 Discussion / Whakawhiti kōrero

Members of the public have requested an accessibility ramp since the commencement of the construction of the replacement seawall.

The Disability Advisory Group met with the project manager on Friday the 9th of May 2025 and stated their preference for the accessibility ramp to be located at the southern end.

4.1 Financial/budget considerations

A high level estimate of \$275,000 has been provided by the Engineer based on the concept design which includes the accessibility ramp. If Council decides to progress this option then a detailed design will be progressed and a proposal negotiated with the Contractor.

If Council chooses to progress then this would likely be considered as unbudgeted spend. However it may be more appropriate to include this as a stand alone project for consideration in the next LTP.

There is sufficient headroom in the current financial year to accommodate unbudgeted funding if Council were to decide to progress.

4.2 Policy and planning implications

The following outlines the planning implications for both location options:

Option A – North

Likely to trigger consent requirements related to the setback of structures from roads. A separate consent process would need to be undertaken to either modify existing consents or seek additional consents.

WDC – Discretionary consent likely required for structure within road reserve.

NRC – upgrades to the wall are likely permitted, provided reclamation is not required.

However, this may still require a s127 to update plans.

NB: If reclamation is required, consent will be for a non-complying activity.

Option B - South

A resource consent s127 amendment is being prepared for the southern extent of the Ngunguru seawall. There is an opportunity to build into the consent s127 amendment, acceptance for an accessibility ramp.

The consent being sought is a bundled application to both WDC and NRC; as such, there will be no change to the activity status overall.

There is a different planning implication, depending on the preferred location. Option B is considered the most feasible with the least risk, in terms of planning implications.

4.3 Options

If an accessibility ramp is to be provided at this beach, then it is recommended that it is provided at the southern end as part of rock revetment works. Note that this is outside of the current scope of works.

Option 1 - Extend the seawall to the southern end and incorporate an accessibility ramp.

Option 2 – Do not progress the extension to the seawall and the accessibility ramp at this time but consider as a potential project as part of the next LTP.

It is recommended that the southern option continues to be developed and consented and then paused until funding is prioritised in the next Long Term Plan.

Whilst there are benefits in constructing now - as the Contractor is established – the fact that a new Resource Consent is required means that we would not be able to benefit from existing mobilisation. However the contract could be used once this section is ready to go as it provides competitively tendered rates.

4.4 Risks

There is an opportunity to prioritise which beaches Council wishes to provide improved access to. This would feed into considerations for the 2027 Long Term Plan.

There is a risk that providing an accessibility ramp in the wrong location and/or with a substandard design might not meet the needs of the wider disability community.

5 Significance and engagement / Te Hira me te Arawhiti

The decisions or matters of this Agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via agenda publication on the website, Facebook and an update on the Project Website.

6 Attachments / Ngā Tāpiritanga

Attachment A – Draft Wall Extension and Ramp Drawing



CH 0



CH 10



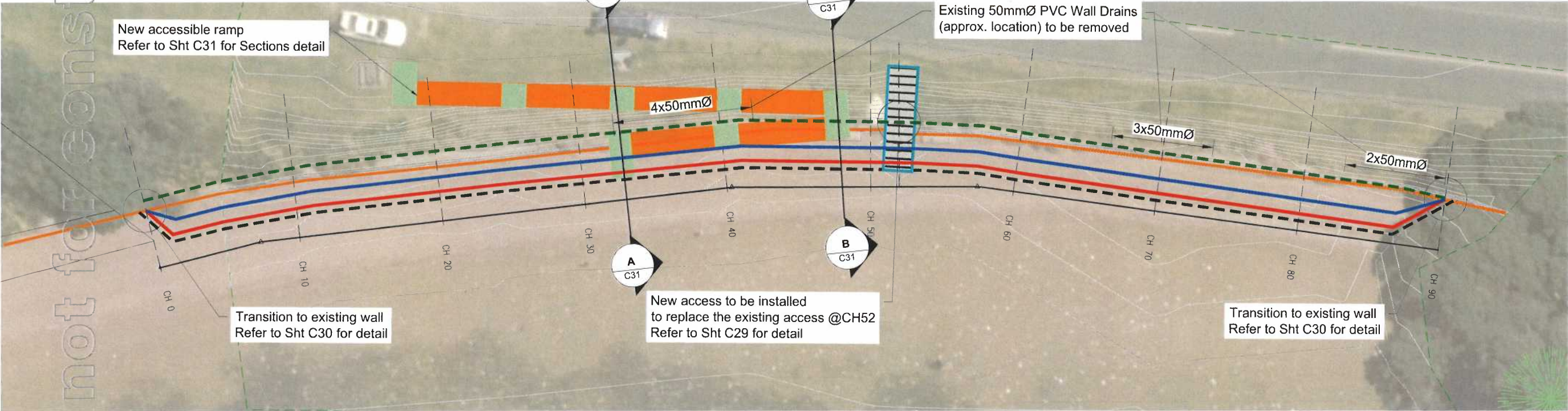
CH 30

THIS DRAWING WAS PRODUCED IN COLOUR. DO NOT USE FOR CONSTRUCTION PURPOSES IF THIS NOTE IS IN BLACK & WHITE



NOTE:

SITE INFORMATION ADAPTED FROM SURVEY DRAWING PROVIDED BY OPUS REFERENCE 1-13976 AND NORTHLAND LIDAR 2024;
AERIAL PHOTO PROVIDED LINZ AND MAY SHOW DISTORTION;
ALL INFORMATION MUST BE CONFIRMED ON SITE;
TO BE READ IN CONJUNCTION WITH HAWTHORN GEDDES ENGINEERS & ARCHITECTS LTD SPECIFICATION REFERENCE 12272



TO BE READ IN CONJUNCTION WITH SPECIFICATION

P1	ACCESSIBLE RAMP ADDED	DV	15/04/25
P2	ISSUED FOR CLIENT COMMENT	DV	07/04/25
REV	REVISION DETAILS	BY	DATE



CH 50



CH 80



CH 90

Key

- Top of proposed wall (landward)
- Top of proposed wall (seaward)
- Proposed beach/wall interface
- Toe of proposed wall (buried)
- Existing beach/wall interface



Hawthorn Geddes engineers & architects ltd

7 Selwyn Avenue
Whangarei 0110
Phone: 09 438 7139
hg@hgc.co.nz

Unit 21a, The Grange
Whangarei 0110
Phone: 09 283 3428
www.hawthorngeddes.co.nz

CLIENT
WHANGAREI DISTRICT COUNCIL

PROJECT
PROPOSED SEAWALL

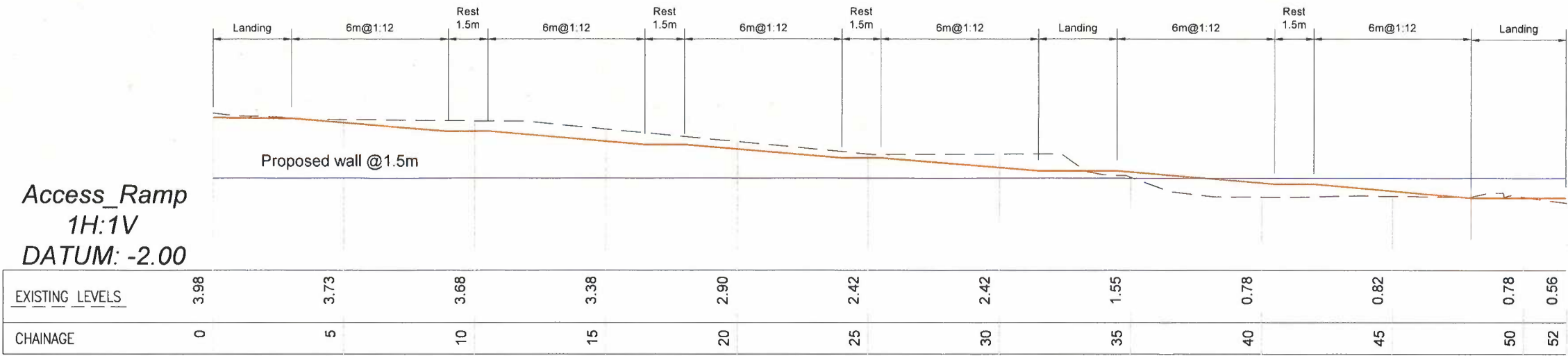
NGUNGURU ROAD,
NGUNGURU

DRAWING
SEAWALL EXTENSION
SITE PLAN

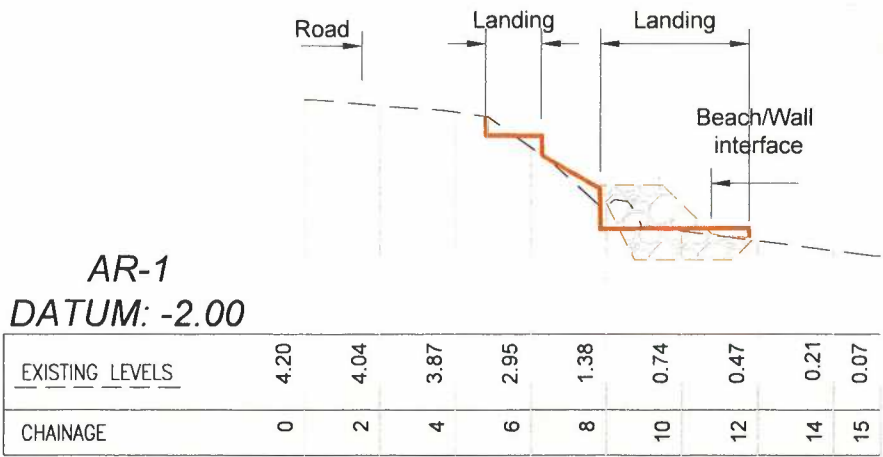
DRAWN	DV	APPROVED	CONAL SUMMERS
DATE	26/03/2025	CHECKED	
STATUS	PRELIMINARY	SCALE @ A3	1:300
PROJECT NO.	12272	SHEET	C26
REV.	P1		

provisional - not for construction

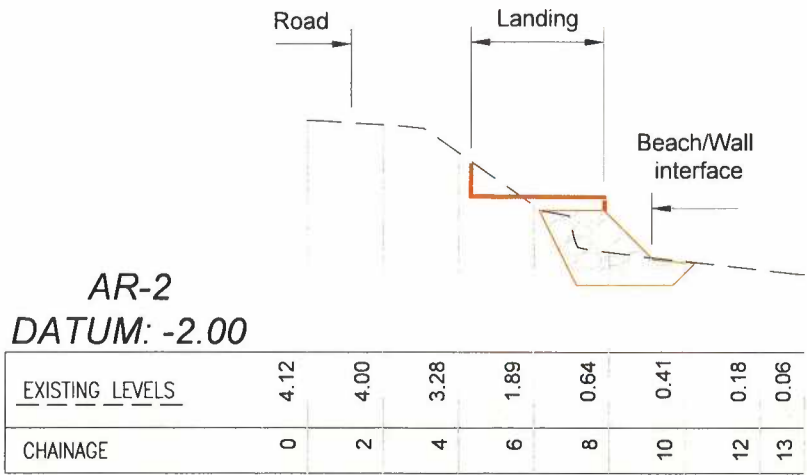
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RAMP LONG SECTION
C26 1:200



A CROSS SECTION A
C26 1:200



B CROSS SECTION B
C26 1:200

TO BE READ IN CONJUNCTION WITH SPECIFICATION

REV	DESCRIPTION	DATE
P0	ISSUED FOR CLIENT COMMENT	15/04/25
DV	BY	DATE



Hawthorn Geddes
engineers & architects ltd

7 Selwyn Avenue
Whangarei 0110
Phone: 09 438 7139
hg@hgc.co.nz

Unit 21a, The Grange
Waikato 0910
Phone: 09 283 3428
www.hawthorngeddes.co.nz

CLIENT
WHANGAREI DISTRICT COUNCIL

PROJECT
PROPOSED SEAWALL

NGUNGURU ROAD, NGUNGURU

DRAWING
ACCESSIBLE RAMP SECTIONS

DRAWN	DV	APPROVED - CONAL SUMMERS
DATE	26/03/2025	
CHECKED		
STATUS	PRELIMINARY	
SCALE @ A3	1:50	
PROJECT No.	12272	SHEET C31
		REV P0

7.2 Central Library – Pou Refurbishment

Meeting: Whangarei District Council
Date of meeting: 22 May 2025
Reporting officer: Victoria Harwood (General Manager Community Services)
 Paula Urlich (Manager – Libraries)

1 Purpose / Te Kaupapa

To update council on the council libraries bequest fund and its potential use to refurbish the ten pou at the entrance to Central Library.

2 Recommendation/s / Whakataunga

That the Council:

1. Receive the report Central Library Pou Refurbishment
2. Approve the use of \$110,000 currently unbudgeted operational spend funded from the library bequest donation held in a cash-backed reserve, to refurbish the ten pou outside Central Library.

3 Background / Horopaki

Central Library Pou

The pou were included in the original design and build of the central library in 2006 and are a significant part of the building and entrance, welcoming customers daily. The pou project was an incredible example of so many different people coming together to create something meaningful and representative of what the library means in the community. The pou stories explain that journey and meaning, and can be found on the Whangarei District Libraries website [The Pou - Whangarei District Libraries](#)

The description of the pou from east to west are:

- Generic Pou - Te Ngira
- Celestial Realm Pou - Io Matua Kore Rangi-tū-hāhā
- Celtic Pou - Croabh Beatha Óg
- Creative Realm Pou - Te Tihi o Manono
- Tangata Whenua and Pasifika Pou

- Tāne te Wānanga Pou
- 28th Māori Battalion A Company Whangārei branch Pou
- Korean Pou
- Graduand Pou - Te Tohunga
- Dalmatian Pou.

When the pou were installed, their expected life was to 2043, with maintenance and repairs required.



Libraries Bequest

In 2016 a bequest of \$337,875.00 was given to the Whangarei Libraries by a generous overseas couple, Carl and Mary Leonard, who spent some time living on a yacht in the Town Basin. They loved Whangarei and wanted to make a difference in the community. There were no specific criteria stated as part of the bequest and the funds have been held in a reserve account until an appropriate and worthy use of the funds in support of the library was decided.

4 Discussion / Whakawhiti kōrero

The pou have endured many years but have started to show some severe deterioration from the environment. Libraries staff have worked with Parks staff to undertake an assessment of the work and costs to restore all 10 pou.

Parks staff have been working through how the pou can be restored and started working with one of the original artists. It was determined the most efficient and least disruptive method to repair the pou was to remove and transport to a workshop. Unfortunately, there is little to no technical information on the pou installation, so it was not known what was being encountered upon the attempted removal.

The attempt to lift the pou from their plinth failed. After exerting over 800kg of pressure on the pou the attempt was aborted, and a halt was made to this method until a better idea of onsite restoration logistics is known.

Alongside this, various hapu asked staff to do maintenance on all the pou at the same time. The Manager Maori Outcomes has been supporting the investigation into the artists availability to undertake maintenance of those pou and how to achieve the unveiling of all pou at the same time. One of the chief sponsors and local master carver was contacted and agreed that the full set of pou ideally should be restored and unveiled together. However, it became obvious they had limited capacity to assess the pou by the close of 2024 and would be unable to meet the indicative timeframes provided by the two communities attached to the Dalmatian and 28 Māori Battalion pou to have all pou unveiled together. It is now proposed that the two communities who want to restore their pou should not be held up and that they proceed with their restorations when funds are identified.

The alternative method now being planned is onsite restoration. This will however likely be more expensive due to the number of elements required to undertake each restoration appropriately and with Health and Safety management. To undertake a one-off intensive restoration of all 10 pou, an estimated \$110,000 would be required from the bequest funds for the project.

The balance on the reserve account is currently \$224,783.31.

The restoration project could begin in the 2025-2026 financial year undertaken by the Parks department.

4.1 Financial/budget considerations

A bequest of \$337,875 given to the Whangarei Libraries in 2016, now with a balance of \$224,783 could be accessed to fund the estimated \$110,000 required to do a one-off restoration of all 10 pou outside Central Library.

If the recommendation is approved the 2025-26 Annual Plan budget will be adjusted to incorporate the \$110,000 of operational spend with a corresponding reduction to the reserve balance, to reflect how this is being funded. Note that while this spend is funded via a cash-backed reserve, the operational expense of \$110,000 will be included within the balanced budget benchmark calculation.

Through the next council long-term plan 2027-2037, opex funding for repairs and maintenance will be required to ensure the pou are maintained to reach their expected lifespan in 2043. This will be approximately \$10,000 each year. The Dalmatian Pou will require painting every 5 years at \$25,000.

4.2 Options

Option 1

Utilise the libraries bequest funding and approve the use of \$110,000 for the restoration project during the 2025-2026 financial year, with the understanding that the 2025-26 Annual Plan budget will be adjusted to incorporate the operational expense and a corresponding reduction to the library reserve balance. Note that while this spend is funded via a cash-backed reserve, the operational expense of \$110,000 will be included within the balanced budget benchmark calculation.

Option 2

Decline to use the libraries bequest funding and the pou restoration cannot be undertaken during the 2025-2026 financial year. Funding for the restoration of the 10 pou would have to be addressed through planning during the next long-term plan 2027 - 2037 cycle.

4.3 Risks

The condition of the 10 pou will deteriorate further in the next three years, which may increase the overall restoration costs.

The pou may pose a health and safety risk in the future if they remain unmaintained for the next 2-3 years, which would likely incur unbudgeted costs to reduce the health and safety risk to the public.

The additional \$110,000 operating expense funded from the libraries bequest will impact Council's balanced budget position for the Annual Plan 2025-2026.

5 Significance and engagement / Te Hira me te Arawhiti

The decisions or matters of this Agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via agenda publication on the website

7.3 Drinking-Water Quality Policy

Meeting: Whangarei District Council
Date of meeting: 22 May 2025
Reporting officer: Andrew Venmore (Water Services Manager)

1 Purpose / Te Kaupapa

To seek Council approval for a Drinking-Water Quality Policy

2 Recommendation/s / Whakataunga

That the Council:

1. Approves the Drinking-Water Quality Policy (Policy 203) attached

3 Background / Horopaki

Water Services is quality management certified to ISO 9001:2015. This certification requires that Water Services has a policy relating to the quality of the water that it produces. The current Water Quality Policy was adopted in 2020 and is due for review in accordance with Council requirements.

There have been a number of changes in legislation related to drinking water over the last few years. These include changes to the drinking water standards for New Zealand and the introduction of Drinking Water Quality Assurance Rules. As part of Water Services' commitment to meeting the standards and rules we implemented a water quality policy.

4 Discussion / Whakawhiti kōrero

Our Drinking-Water Quality Policy incorporates the six fundamental principles of drinking water safety. These principles were highlighted in the Government Inquiry into Havelock North Drinking Water 2017. These principles are:

Principle 1: A high standard of care must be embraced

Principle 2: Protection of source water is of paramount importance

Principle 3: Maintain multiple barriers against contamination

Principle 4: Change (including change to processes and hazardous events) precedes contamination

Principle 5: Suppliers must own the safety of drinking-water

Principle 6: Apply a preventative risk management approach

From these principles the Drinking-Water Policy has been developed. The policy is intended to be a public document which can be used by both Council staff and residents to help understand drinking water quality objectives. The proposed policy aligns with the legislative framework and the requirements of ISO 9001:2015. The proposed Drinking-Water Quality is attached.

4.1 Financial/budget considerations

There are no direct financial implications of the policy. However, there will be ongoing costs to meeting the requirements of the policy. Most of these have already been allowed for within the Water Services Activity Management Plan.

4.2 Policy and planning implications

This policy is due for review. The review found that some of the legislation mentioned in the policy needed to be updated. This has now been done.

5 Significance and engagement / Te Hira me te Arawhiti

The decisions or matters of this agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via Agenda publication on the website, Council News, Facebook or other channel used to inform customers.

6 Attachments / Ngā Tāpiritanga

Attachment 1 – Drinking-Water Quality Policy 2025

Whangarei District Council

Drinking-water quality policy Policy 203

Drinking-water quality policy			
Group	Infrastructure	Business owner	Water
Date adopted	28 May 2020	Adopted by	Council
Review Cycle	5 years (statutory)	Last Review date	NA

1. Relevant legislation and policy

Water Service Act 2021

Drinking-water Standards for New Zealand 2022

Drinking Water Quality Assurance Rules 2022 (Revised November 2024)

ISO 9001:2015 Management System and Water Services Quality Manual

2. Purpose

To provide safe, high-quality drinking-water that consistently meets legislative requirements and the expectations of the community.

3. Introduction

Ensuring a continuous and safe drinking-water supply requires commitment to water safety principles. This Policy outlines the principles followed by Water Services at Whangarei District Council, including having a high standard of care and owning the safety of our water, protecting water sources and having multiple treatment steps to purify and disinfect, vigilance to changes that could precede contamination and taking a preventative approach to risk management.

4. Policy

Whangarei District Council is committed to managing its water supply effectively to provide safe, high-quality drinking-water. To achieve this, in partnership with stakeholders and relevant agencies, Whangarei District Council will:

1. embrace a high standard of care to manage water quality to the consumer
2. retain a personal sense of responsibility
3. use a preventive risk-based approach to water quality and quantity
4. improve the protection of source water
5. maintain robust multiple barriers against contamination
6. monitor and respond to change; as a precursor to contamination
7. develop contingency planning and incident response capability
8. continually improve our practices

5. Implementation

All managers and employees involved in the supply of drinking-water are responsible for understanding, implementing, maintaining and continually improving the drinking-water quality management system. This policy will be reviewed annually for suitability and if changes are required will be brought back to Council for approval. Copies of this policy will be displayed at all Main offices within Water Services premises, and printed copies will be made available to Interested Parties upon request.

7.4 Establishment of City Centre Committee

Meeting: Whangarei District Council
Date of meeting: 22 May 2025
Reporting officer: Simon Weston (Chief Executive)

1 Purpose / Te Kaupapa

To advise the Council that the Mayor has exercised his discretionary power under Section 41A(3) of the Local Government Act 2002.

2 Recommendation/s / Whakataunga

That the Council:

1. Notes the establishment of the City Centre Committee by the Mayor under Section 41A of the Local Government Act 2002, with the following membership:
 - Phil Halse
 - Paul Yovich
 - Carol Peters
2. Notes the draft Terms of Reference for the City Centre Committee contained in Attachment 1.
3. Agrees that the Committee will develop the final Terms of Reference ahead of a decision of Council for consideration of adoption at the June 2025 meeting of Council
4. Notes that the Committee will meet as required but at a minimum of every month.
5. Agrees that the John Street design be paused until the formation of the Committee and Council makes a decision on the adoption of the Parking Strategy at the June 2025 meeting of Council.

3 Background / Horopaki

Under Section 41A of the Local Government Act (LGA) 2002 the Mayor has the power to establish committees, appoint the chairperson and determine the membership of each committee of the territorial authority. Council noted the committee structure, chairpersons, and elected member representation on committees for the 2022-2025 in a report to the 2 November 2022 Council meeting.

The terms of reference are the mechanism by which Council can delegate responsibilities and decision-making powers to committees.

Under Clause 32 of Schedule 7 of the LGA a local authority may delegate to a committee any of its responsibilities except those included in Clause 32(1)(a)-(h). A list of the responsibilities that cannot be delegated is included in the terms of reference.

3.1 Why the city centre?

The development of city centre has been guided by a number of documents adopted by Council. These are noted in Table 1 below:

Table 1 : Timeline of strategic documents for the city centre

1996	Whangarei 20/20	Inception of the 20/20 master planning process
2002	Portfolio of Inner City Projects	Projects from the Whangarei 20/20 mater planning process.
2006	Whangarei 20/20 Plus	Review of Whangarei 20/20 document.
2016 - July	Whangārei 20/20 Momentum	Vision for the development of the inner city over the next decade through a range of projects.
2016	Blue/Green Network Strategy For Whangarei City	Aims to create an attractive and environmentally sustainable urban environment that also addresses threats from flooding and future climate change.
2017	Whangārei City Centre Plan	Forms the basis for the outcomes in all other plans with the exception of the Hīhīaua Precinct Plan.
2015	Hihiaua Precint Plan	Sets out outcomes & design guidelines for sub-precinct only.
2019	City Core Precinct Plan	Sets out urban design drivers / design principles.
2021	Waterfront Precinct Plan	Includes additional outcomes beyond the five set out in the City Centre Plan
2020	Whangārei Complete Streets Masterplan and Streetscape Design Manual	Masterplan & Streetscape Design Manual - a 30-year vision for the revitalisation of the central city. Sets out a clear set of design principles & key moves.

2025	Draft Parking Strategy, Car Park Supply Feasibility Study & City Centre Parking Management Plan
2025	Future Development Strategy (pending adoption May 2025)
2024-2026	Whangārei Urban Flood Study
Ongoing	Asset Management Plans

A previous term of Council established the 20/20 Inner City Development (City Centre / Urban Design) Committee. This Committee was established with several departments across Council to discuss future initiatives in the Central Business District (CBD) and Town Basin. The vision was

“creating a vibrant, attractive and thriving District that will enhance the ‘sense of place’ particularly through the enhancement of the CBD and natural asset of the Town Basin. The ultimate living environment will mean different things to different sectors of our Community. These projects will increase the experiences available to these various sectors in the CBD and Town Basin areas.”

The City Centre Committee could be seen as the evolution of the 20/20 Inner City Development (City Centre / Urban Design) Committee recognising that the strategic direction for the city centre has progressed substantially since this earlier Committee.

The Whangārei 20/20 Momentum plan (developed in 2016) was developed with a sub-committee of Council. It set out a range of projects to be implemented as part of the 2018 Long Term Plan.

Subsequent plans built on this work and were adopted through Council without the support of a specific sub-committee. Some documents such as the Complete Streets Masterplan was endorsed by the Planning and Development Committee.

Although the general direction to revitalise the city centre is consistent throughout these documents, there are subtle differences, and these have led to alternative points of view within Council hindering the overall implementation of the plan.

3.2 John Street Upgrade

The Portfolio of Inner City Projects from 2002 recognised the need for better pedestrian access to the Town Basin. Both John Street and Lower James Street had advantages and disadvantages and the compromise proposal at the time was to refurbish both streets to the same standard.

John Street was not included in the 20/20 Momentum document but was included in the City Core Precinct Plan (adopted in 2019) as the desired pedestrian corridor to connect the waterfront to the city core. John Street is also now the best option for aligning pedestrian access to the Town Basin and the award winning Putahi Park.

It was envisaged that “Mixed use commercial buildings will focus along these streets with active bottom floor frontages and engaging street fronts, creating an enjoyable experience for all”. Upgrading John Street supports and encourages these wider outcomes of more mixed-use development, activated street frontages and inner city living.



The design of the John Street upgrade was included in the 2024 Long Term Plan and to date only the concept has been developed (included as Attachment 2). This concept aligns and is consistent with the City Core Precinct Plan as well as the Complete Streets Masterplan.

Engagement with stakeholders and the business community began in October 2024 however engagement on the concept design has been paused at the request of Elected Members until there is clearer Council direction on the way forward.

3.3 City Centre Influences

There are activities underway which could influence how the city centre develops. These include:

- Whangārei Urban Flood Strategy
- Commercial Property CCTO
- Parking Supply Feasibility Study
- Future Development Strategy

There is an opportunity for a Committee of Council to guide and align initiatives so that there is a consistent direction from Council.

4 Discussion / Whakawhiti kōrero

4.1 Establishment of the committee

The Council’s governance structure ensures that Elected Members are empowered to maximise their contribution to advancing the growth and well-being of Whangarei. It is

designed to ensure that decisions are made as efficiently as possible while ensuring that Council decisions are well informed by our communities.
The Mayor has decided to establish an additional committee to focus on the development and growth of the City Centre of Whangarei.

The Mayor has recommended that he be appointed as Chairperson, Councillor Phil Halse be appointed as Deputy Chairperson and that the committee comprise one additional Councillor and be supported by senior Staff.

4.2 Committee delegations and structure

Committees of Council are subject to Standing Orders, and other legislative requirements regarding the notification of meetings, agenda and minutes under the Local Government Official Information and Meetings Act 1987 (LGOIMA). Legislation requires that Committees of Council have one chairperson.

There are 11 committees of Council, two of which have overlapping responsibilities with this Committee. The purpose of the Strategy, Planning and Development Committee is to oversee planning, monitoring and enforcement activities, and guide the economic and physical development and growth of Whangārei District. The purpose of the Infrastructure Committee is to oversee the management of Council's infrastructural assets, utility services and public facilities.

Adding further complexity is the Knowledge Precinct Project Steering Board which was established in 2024. The Steering Board was established to help lead and shape the development of the Knowledge Education and Arts Project and the Knowledge Precinct Project. The Knowledge Precinct Plan is closely linked to transport, education, urban renewal, cultural governance, and economic development initiatives. It depends on public transport integration with the Rose Street Bus Hub and potential rail station, collaboration with tertiary institutions for a shared education hub, and alignment with Forum North redevelopment and environmental projects like Cafler Park revitalisation.

4.3 Financial/budget considerations

No external parties will be included in the membership and all Councillors and Staff costs are already included in budgets. There are no financial considerations.

5 Significance and engagement / Te Hira me te Arawhiti

The decisions or matters of this Agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via agenda publication on the website

6 Attachments / Ngā Tāpiritanga

1. Draft City Centre Committee - Terms of Reference
2. John Street Upgrade Concept Plan

City Centre Committee – Terms of Reference

Membership

Chairperson: To be determined

Members: To be determined

Meetings: At least six monthly otherwise as required

Quorum: 3

Purpose

To provide governance over:

- Delivering the vision and implementing the strategic framework for the Central Business District and Town Basin.
- Timeline and sequential delivery of the work programme in alignment with the 2024-34 Long Term Plan.

Key responsibilities include:

- Oversight of a hygiene check of all existing and underway strategic documents relevant to the city centre as defined in Image XX
- Oversee the implementation of the existing established strategic framework and strategic projects for the Central Business District and Town Basin. This includes ensuring alignment between delivery aspects across the central city.
- Provide governance leadership through optioneering, partnerships, budget and resource allocation, and project delivery.
- Ensuring all Elected Members are bought into the process and identified priorities within relevant work programmes. In particular, collaborating with the Knowledge Precinct Project Steering Board on strategic direction, project development, project delivery and budget and resource allocation in overlapping geographical areas or assets.
- Support engagement with the community, business sector, landowners and hapu to identify issues and opportunities regarding implementation of the strategic direction and strategic projects.
- Report regularly to Council with feedback, analysis and options for Council to consider for future action.
- Provide direction for the preparation of the 2027- 37 Long Term Plan.
- In the undertaking of their responsibilities the Committee will comply with and be consistent with relevant legislation and Council policies, including the District Plan and designations.

Conflicts of Interest

At the start of each meeting, members are to declare actual, potential or perceived conflicts of interest relating to the matters on the agenda.

Members are required to declare actual, potential or perceived conflicts of interest relating to the matters arising from within discussion.

Delegations

The Committee has no delegated authority.

Term of the Committee

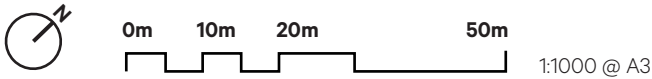
For the remainder of the duration of the 2022-2025 term of Council.

Central Business District Committee – Guiding Principles

1. Respect and seek to understand different opinions
2. Approach issues with an open mind, be willing to change views
3. Aim to reconcile views, making concessions where possible
4. Respect the pressures faced by other members (i.e. from the community)
5. Be heard, vote and move forward
6. Focus on final outcomes rather than tactical implementation that staff can deliver
7. Be cognisant of the legislative, operational and funding requirements that have shaped the work programme delivering the existing strategic direction.

Concept Plan.

Key Areas		Key Areas		Legend	
01	Redesigned Cameron / Walton intersection	07	Rain Gardens within garden beds	<div></div>	Extent of Works
02	Lower Cameron St Upgrade (one-way)	08	Proposed Zebra Crossing	<div></div>	Property Boundary
03	Tie in to Cameron St altered	09	Redesigned John / Walton intersection	<div></div>	Active Zone (cyclists)
04	One way vehicle zone	10	Robert Street Upgrade (two-way)	<div></div>	Proposed Tree
05	Active Zone for Cyclists	11	Redesigned Robert / Walton intersection	<div></div>	Existing Tree
06	Carparking Bays	12	Redesigned entrance of Dent St	<div></div>	Removed Tree
		13	Future Laneway to inform development		



7.5 Maunu Cemetery Extension Budget Brought Forward Request

Meeting: Whangarei District Council
Date of meeting: 22 May 2025
Reporting officer: Louis Rattray – Manager Parks and Recreation

1 Purpose / Te Kaupapa

The purpose of this report is to seek Council approval to bring forward budget from years 5, 9 and 10 of the 2024-34 LTP into years 1, 2 and 3 of the LTP for the development of the Maunu Cemetery to cater for future burials and cremains.

2 Recommendations / Whakataunga

That the Council:

1. Approve the request to bring forward Cemetery development budget to provide burial capacity at Maunu Cemetery and to meet Council's obligations with regards to the Burial and Cremation Act 1964 as follows:
 - a. Bury Overhead Powerlines - bring forward budget of \$183,326 from year 5 to \$33,326 in year 1 and \$150,000 in year 2 of the LTP.
 - b. Maunu Cemetery Roding Network – bring forward budget of \$243,480 from year 9 and \$806,325 from year 10 to \$341,500 in year 2 and \$708,305 in year 3 of the LTP.
 - c. Maunu Development Plan, Littoralis - \$248,100 from year 10 to year 3 of the LTP
2. Notes that the necessary budget adjustments will be reflected in the final 2025-26 Annual Plan Budget prior to adoption.

3 Background / Horopaki

Maunu Cemetery, located approximately 6.5 kilometres west of Whangārei on Cemetery Road off State Highway 14, serves as the city's main cemetery. Established in November 1892, the cemetery has expanded over the years and now encompasses over 90 acres of rolling countryside, featuring bush-clad valleys and pockets of native trees.

The cemetery offers a range of services, including burials, cremations, ash interments, stillborn burials, memorials, and the scattering of ashes. It is maintained to a high standard by on-site staff, and visitors are welcome to explore the grounds and search for family history information.

The cemetery has a range of spaces and services provided including:

- **Children's Area:** Dedicated to the interment of children, this area provides a serene environment for families.
- **Family Burial Area:** Developed in response to public requests, this section allows families to purchase multiple plots together, accommodating several interments in one space and permitting larger monuments to denote a family site. The layout moves away from traditional straight lines, offering a more personalized setting.
- **Forest Lawn:** This section is characterized by its natural setting, with gravesites nestled among existing trees, providing a tranquil and shaded environment.
- **Ash Berms and Rose Garden:** Designed for the interment of ashes, this area features well-maintained berms and a beautiful rose garden, offering a peaceful space for reflection.
- **Maunu Park:** A landscaped park area within the cemetery, providing open green spaces and walking paths for visitors.
- **North Meadow:** An open meadow area offering a spacious and serene environment for burials.
- **Old Portion:** The original section of the cemetery, now enhanced by the efforts of the Friends of Maunu Cemetery, who have planted trees, shrubs, and flowers around the graves, transforming it into a gardener's delight.
- **Returned Services Burials and Cremains:** Dedicated areas for the interment of military personnel, honouring their service with designated sections for both burials and cremated remains.

The Cemetery as at December 2024 had 134 presold plots yet to be used by owners of their burial plots and 50 plots available for general burials. The Cemetery averages 12 burials per month and therefore we can expect to exhaust all plots in approximately 15-18 months. It is with urgency therefore that the Cemetery begins site preparations for the next stage of development.

Budget to extend the cemetery was included as part of the 2024-34 LTP however during the prioritisation process this was pushed out to future years. However the level of demand at the Cemetery requires more urgent intervention.

4 Discussion / Whakawhiti kōrero

There is urgent need to develop the next stage of Maunu Cemetery as there is approximately 15 months capacity remaining in the existing burial plots.

The LTP 2024-34 has a total of \$1,846,451 budget for Maunu Cemetery expansion and improvements:

LTP 2024-34	Year 5	Year 9	Year 10
Bury Overhead Powerlines	\$183,326		
Maunu Cemetery Roding Network		\$243,480	\$806,325
New Office Driveway		\$365,220	
Maunu Development Plan - Littoralis			\$248,100

LTP budget needs to be brought forward into years 1, 2 and 3 of the LTP to allow for development of the site highlighted in yellow in the below concept plan and to improve the roading network. Note the blue line is the overhead powerline which needs to be relocated.



The development of the new sections of cemetery will provide 252 additional burial plots which will provide approx 3.5 years capacity.

4.1 Financial/budget considerations

It is requested that the following budgets be brought forward from their current LTP years to Years 1,2 and 3 of the LTP as detailed within the following table:

Current LTP 2024-34	Year 5	Year 9	Year 10	TOTAL
Bury Overhead Powerlines	\$183,326			\$183,326
Maunu Cemetery Roothing Network		\$243,480	\$806,325	\$1,049,805
Maunu Development Plan - Littoralis			\$248,100	\$248,100
TOTAL	\$183,326	\$243,480	\$1,054,425	\$1,481,231

Revised Budget Brought Forward	Year 1	Year 2	Year 3	TOTAL
Bury Overhead Powerlines	\$33,326	\$150,000		\$183,326
Maunu Cemetery Extension		\$341,500	\$956,405	\$1,297,905
TOTAL	\$33,326	\$491,500	\$956,405	\$1,481,231

The 252 additional burial plots will generate \$800,000 of income at today's rates.

There will be some impact on the timing of debt as the budget is brought forward. Once approved, these changes will be incorporated as part of the final 2025-26 Annual Plan budget. There will be additional borrowing costs as a result of bringing this budget forward, however at this time it is expected that this can be managed within the existing Annual Plan parameters.

4.2 Policy and planning implications

Councils are required to provide, or ensure, there is burial capacity within their jurisdiction as per the Burial and Cremation Act 1964

4 Local authorities to provide cemeteries

- (1) It shall be the duty of every local authority, where sufficient provision is not otherwise made for the burial of the bodies of persons dying within its district, to establish and maintain a suitable cemetery.
- (2) Every local authority is hereby authorised to undertake any work for the purpose of carrying out the duty imposed on it by subsection (1) and to expend such money as it thinks fit on the acquisition of land for cemeteries and on the establishment, maintenance, and improvement of cemeteries.

4.3 Options

Option 1 – Do not bring funding forward to this LTP period.

Option 2 – Bring funding forward

Option 1 is recommended as this will enable works to be undertaken ahead of capacity being reached.

4.4 Risks

Not bringing funds forward would likely result in the cemetery being unable to accept burials in approximately 15 -18 months which will be in breach of the Burial and Cremation Act 1964. This could become a public health issue and will expose Council to legal and reputational risks

The risks associated with bringing budget forward include:

Deliverability

We have been working with North power and have a quote to undertake the powerline undergrounding.

The rest of the work is phased over two years to allow for design, consent and construction.

5 Significance and engagement / Te Hira me te Arawhiti

The decisions or matters of this Agenda do not trigger the significance criteria outlined in Council's Significance and Engagement Policy, and the public will be informed via agenda publication on the website.

7.6 Camping in Public Places Bylaw - Amendments to Freedom Camping Act 2011

Meeting: Whangarei District Council
Date of meeting: 22 May 2025
Reporting officer: Will McNab (Strategic Planner – Bylaws)

1 Purpose / Te Kaupapa

1. To remove inconsistencies between Council's Camping in Public Places Bylaw and recent amendments to the Freedom Camping Act 2011.

2 Recommendations / Whakataunga

That Council:

1. Continues to allow camping in non-self-contained motor vehicles at the designated sites listed in Schedules 3 and 4 of the Camping in Public Places Bylaw (the Bylaw) by revoking clauses 9 and 10 of the Bylaw and replacing them, under section 11A of the Freedom Camping Act 2011, with new clauses 9 and 10, respectively, as shown with tracked changes in Attachment 1;
2. Amends all other clauses of the Bylaw, as shown with tracked changes in Attachment 1;
3. Determines that the above amendments to the Bylaw come into force on 7 June 2025.

3 Background / Horopaki

3.1 Council made the Camping in Public Places Bylaw (the Bylaw) in 2017 to regulate freedom camping on Council-controlled land

Council's Bylaw was made in 2017 under the Freedom Camping Act 2011 (the Act). It regulates freedom camping on Council-controlled land to protect areas, protect health and safety, ensure appropriate public access, provide transparency and promote a positive experience for campers and residents alike.

3.2 The Self-contained Motor Vehicles Legislation Act 2023 amended the Act in 2023 and Council must now remove inconsistencies between the Bylaw and the new Act

The Self-contained Motor Vehicles Legislation Act 2023 came into force on 07 June 2023 and made several amendments to the Act. The amendments include:

- A new nationwide default rule that allows freedom camping in tents and in certified self-contained motor vehicles only;

- A new definition of “self-contained” for the purposes of freedom camping. Motor vehicles are now required to have a water supply system, a wastewater system and a fixed toilet. The Plumbers, Gasfitters and Drainlayers Board administers the new certification system.

The amendments also include a requirement for councils to amend their bylaws, if these are now inconsistent with the Act. Councils can remove inconsistencies by resolution without public consultation.

Staff have not reviewed the Bylaw beyond scanning for inconsistencies with the amended legislation. The Bylaw is next due for review by October 2030.

4 Discussion / Whakawhiti kōrero

4.1 Fives clauses of the Bylaw are now inconsistent with the Act, but none of the proposed amendments changes the intent or effect of the Bylaw – beyond what the new Act requires

Staff have identified five clauses, including explanatory text, where the Bylaw is inconsistent with the new Act. None of the remedies requires substantive changes to the intent or effect of the Bylaw.

Attachment 1 shows the proposed amendments to the Bylaw with tracked changes.

4.2 Clause 5: The Bylaw’s definition of “self-contained” is inconsistent with the new Act

The Bylaw’s definition of “self-contained motor vehicle” and the related explanatory notes are inconsistent with the definition in the new Act. This inconsistency can be remedied by simply referencing the new Act and updating the explanatory text.

A definition of “motor vehicle” is also added, reflecting the new Act, to explicitly capture units that can be loaded onto and/or towed by a vehicle and used for camping but are not otherwise classed as vehicles under the Land Transport Act 1998.

Textbox 1 below shows these proposed changes (strikethrough = deleted text; red font = inserted or amended text).

Textbox 1: Proposed amendments to clause 5

Motor vehicle means—

- a) a motor vehicle within the meaning of section 2(1) of the Land Transport Act 1998:
- b) a unit used for camping that is not itself a vehicle but is capable of being—
 - (i) transported by means of being loaded onto a vehicle; and
 - (ii) used for camping whether or not it is loaded onto a vehicle.

[...]

Self-contained vehicle means a vehicle that complies with the New Zealand Standard 5465:2001 (the Standard), incorporating all amendments as at 1 September 2017 or any subsequent New Zealand Standard that amends or replaces that Standard. Evidence of compliance with the Standard is through the display of a current warrant card and the availability on request of the associated self-containment certificate **has the same meaning as in section 4 of the Act.**

Explanatory note: A self-containment certificate is issued for vehicles that have systems to contain both black water (from toilets) and grey water (wastewater from sinks, showers or similar). The warrant that is issued in conjunction with the self-containment certificate should be displayed inside the front window of the vehicle.

~~Any plumber or other suitably qualified person registered under the Plumber, Gasfitters and Drainlayers Act 1976 is eligible to certify compliance with NZS 5465. The standard also provides for other entities to be issuing authorities if they have a suitable scheme for certifying testing officers.~~

A certificate of self-containment may be issued for motor vehicles that meet the requirements of the Plumbers, Gasfitters, and Drainlayers (Self-Contained Vehicles) Regulations 2023. These requirements include a water supply system, a wastewater system and a fixed toilet.

A certificate may only be issued by a self-containment certification authority appointed by the Plumbers, Gasfitters, and Drainlayers Board. A person whose vehicle has been issued a certificate must keep that certificate with the vehicle and, when camping under the terms of that certificate, must display the warrant card associated with the certificate in the vehicle.

4.3 Clause 6: General provisions for camping now apply to self-contained motor vehicles and tents only

Provisions that generally permit camping in non-self-contained motor vehicles are now inconsistent with the Act. Textbox 2 below shows the proposed remedies (~~strikethrough~~ = deleted text; **red font** = inserted or amended text).

Textbox 2: Proposed amendments to clause 6

6.1 Camping **using a tent or other temporary structure or a self-contained motor vehicle** is permitted in any local authority area within the District, except for those areas where it is prohibited or restricted

6.2 Camping **in a motor vehicle** is restricted to self-contained ~~vehicle~~ **motor vehicles** only, in all areas of the District, except for those areas listed in Schedules 3 and 4 of this Bylaw.

*Explanatory note: All Schedules of this Bylaw provide specific restrictions for the areas contained in the Schedules, including for self-contained ~~vehicle~~ **motor vehicles**. For ~~all areas~~ **any area** not included in the Schedules, camping is permitted only in **a self-contained motor vehicle or in a tent or other temporary structure**.*

4.4 Clauses 9 and 10: Council must revoke bylaws permitting camping in non-self-contained motor vehicles made under the old Act, but may replace them with new bylaws made under section 11A of the new Act

Clauses 9 and 10 (and associated Schedules 3 and 4), which permit camping in non-self-contained motor vehicles in designated sites, were made under the old section 11 of the Act and are no longer valid.

Staff have assessed the compatibility between these bylaws and the new legislation and consider that no changes are necessary, beyond Council making them anew under section 11A of the new Act.

Staff have also received feedback from Council's Field Officer – Waste Management and Minimisation that all the areas listed in Schedules 3 and 4 continue to have appropriate toilet facilities onsite to cope with camping in non-self-contained motor vehicles. Further, the Field Officer confirmed that freedom campers using these vehicles are not causing undue problems in these locations.

Council could decide to remove the right to camp in non-self-contained motor vehicles altogether by revoking clauses 9 and 10 of the Bylaw to the extent that they allow camping in non-self-contained motor vehicles and by amending Schedules 2, 3 and 4 of the Bylaw accordingly. However, in the absence of a full review of the Bylaw and given the expert opinion of the Field Officer, staff see no reason to depart from the status quo.

4.5 Clause 14: Default penalties have been increased

A new section 20E has replaced former section 23 of the Act and default infringement fees have been increased from \$200 to \$400.

Textbox 3: Proposed amendments to clause 14

14.1 The penalties in section ~~23~~20E of the Act apply to the offence of camping in breach of this Bylaw.

Explanatory note: Camping in breach of a prohibition or restriction contained in this Bylaw is an infringement offence. The penalty is ~~\$200~~400 or any other amount prescribed in regulations.

4.6 Financial/budget considerations

Nil.

4.7 Policy and planning implications

Nothing in this report is inconsistent with Council policies, plans or strategies.

4.8 Options

If Council wishes to continue to regulate freedom camping in Whangārei District through a bylaw, then it has no option but to amend the Bylaw to align it with the new legislation.

Council faces two options to address clauses 9 and 10, to the extent that they allow freedom camping in non-self-contained motor vehicles:

- Option 1a: Revoke and replace clauses 9 and 10 to continue to allow camping in non-self-contained motor vehicles at designated sites with onsite toilet facilities; or
- Option 1b: Revoke clauses 9 and 10 to the extent that they allow camping in non-self-contained motor vehicles and amend Schedules 2, 3 and 4 accordingly.

Staff recommend Option 1a in the absence of a full review of the Bylaw and given the opinion, outlined in section 4.4 above, of the Field Officer – Waste Management and Minimisation.

Any further amendments to the Bylaw would require public consultation.

4.9 Risks

Failure to amend the Bylaw by 7 June 2025 would jeopardise the enforceability of the Bylaw.

5 Significance and engagement / Te Hira me te Arawhiti

The decisions of this agenda report do not trigger the significance criteria outlined in Council's Significance and Engagement Policy. The public will be notified of the amendments to remove inconsistencies with the Act by public notice, as per the requirements of clause 10(2), Subpart 3 of Schedule 1AA of the Act.

6 Attachments / Ngā Tāpiritanga

Attachment 1 - Proposed amended Camping in Public Places Bylaw with tracked changes

Whangarei District Council

Camping in Public Places Bylaw 2017

Pursuant to the Freedom Camping Act 2011, Whangarei District Council makes the following Bylaw about camping in public places in the Whangārei District.

1. Title

- 1.1 This Bylaw is the Camping in Public Places Bylaw 2017.

2. Commencement

- 2.1 This Bylaw comes into force on 21 October 2017.

Explanatory note: The Bylaw was first made in September 2017. It was reviewed by Council in October 2020 and subsequently amended on 26 February 2021. The amendments to the Bylaw made in the 2020/2021 review ~~came~~ came into force on 1 October 2021. Subsequent amendments to align the Bylaw's provisions with amendments to the Act made by the Self-contained Motor Vehicles Legislation Act 2023 come into force on 7 June 2025. Refer to Section 1 of 'Additional Information to the Camping in Public Places Bylaw'.

3. Application

- 3.1 This Bylaw applies to the Whangārei District.

Part 1 Preliminary provisions

4. Purpose

- 4.1 The purpose of this Bylaw is to regulate and manage camping on land controlled and managed by Whangārei District Council to:
- protect areas
 - protect the health and safety of people who may visit areas
 - ensure appropriate public access to areas is maintained
 - provide transparency for those wishing to camp in public places in the District
 - support a positive experience for campers and residents

Explanatory note: The provisions of this Bylaw only apply to public places owned and/or controlled by Council and which are not managed as a camping ground. The Bylaw does not apply to land owned or controlled by other organisations, for example the Department of Conservation and The New Zealand Transport Agency, or privately owned land.

5. Interpretation

- 5.1 In this Bylaw, unless the context otherwise requires:

Act means the Freedom Camping Act 2011.

Area means a local authority area that is considered a discrete singular location and which may have multiple parking areas or marked parking spaces contained within it.

Camp or camping has the same meaning as freedom camp/freedom camping as provided in section 5 of the Act or any subsequent legislation that amends or replaces the Act.

Council means the Whangārei District Council

Designated site means a parking area or marked parking spaces identified within the areas in Schedules 2, 3 and 4 of this Bylaw and indicated by signs erected in the area where camping is permitted subject to any restrictions and conditions.

District means the district of Whangarei District Council

Enforcement Officer means a person appointed as an enforcement officer under the Act.

Infringement offence means an offence specified in section 20(1) of the Act.

Local authority area has the meaning set out in section 6 of the Act or any subsequent legislation that amends or replaces that Act.

Motor vehicle means—

- a) a motor vehicle within the meaning of section 2(1) of the Land Transport Act 1998;
- b) a unit used for camping that is not itself a vehicle but is capable of being—
 - (i) transported by means of being loaded onto a vehicle; and
 - (ii) used for camping whether or not it is loaded onto a vehicle.

Reserve management plan means a management plan prepared under section 41 of the Reserves Act 1977 for reserves for which Council is the administering body.

Self-contained means a vehicle that complies with the New Zealand Standard 5465:2001 (the Standard), incorporating all amendments as at 1 September 2017 or any subsequent New Zealand Standard that amends or replaces that Standard. Evidence of compliance with the Standard is through the display of a current warrant card and the availability on request of the associated self-containment certificate **has the same meaning as in section 4 of the Act.**

Explanatory note: A self-containment is issued for vehicles that have systems to contain both black water (from toilets) and grey water (wastewater from sinks, showers or similar). The warrant that is issued in conjunction with the self-containment certificate should be displayed inside the front window of the vehicle.

Any plumber or other suitably qualified person registered under the Plumber, Gasfitters and Drainlayers Act 1976 is eligible to certify compliance with NZS 5465. The standard also provides for other entities to be issuing authorities if they have a suitable scheme for certifying testing officers. A certificate of self-containment may be issued for motor vehicles that meet the requirements of the Plumbers, Gasfitters, and Drainlayers (Self-Contained Vehicles) Regulations 2023. These requirements include a water supply system, a wastewater system and a fixed toilet. A certificate may only be issued by a self-containment certification authority appointed by the Plumbers, Gasfitters, and Drainlayers Board. A person whose vehicle has been issued a certificate must keep that certificate with the vehicle and, when camping under the terms of that certificate, must display the warrant card associated with the certificate in the vehicle.

Vehicle has the same meaning as in section 2(1) of the Land Transport Act 1998.

Waste means any kind of waste, including human waste.

- 5.2 Every Schedule to this Bylaw forms part of this Bylaw.
- 5.3 Any explanatory notes and attachments are for information purposes, do not form part of this Bylaw, and may be changed without formality.
- 5.4 The Interpretations Act 1999 applies to this Bylaw.

Part 2 Provisions for camping, and restricted and prohibited areas

6. Provisions for camping

- 6.1 Camping **using a tent or other temporary structure or a self-contained motor vehicle** is permitted in any local authority area within the District, except for those areas where it is prohibited or restricted:

- a) pursuant to this Bylaw; or
- b) under any other enactment.

Explanatory note: The provisions of Council's District Plan, Reserve Management Plans and other bylaws, including the Parking and Traffic Bylaw 2017, the Alcohol Control Bylaw 2018 and the Public Places Bylaw 2014, may also apply to camping.

- 6.2 Camping **in a motor vehicle** is restricted to self-contained ~~vehicle~~**motor vehicles** only, in all areas of the District, except for those areas listed in Schedules 3 and 4 of this Bylaw.

*Explanatory note: All Schedules of this Bylaw provide specific restrictions for the areas contained in the Schedules, including for self-contained ~~vehicle~~**motor vehicles**. For ~~all areas~~**any area** not included in the Schedules, camping is permitted only in **a self-contained motor vehicles or in a tent or other temporary structure**.*

- 6.3 Except where this Bylaw provides for a lesser period, no person may camp for more than three nights in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period. The four consecutive week period begins on the date the first camping commences.

- 6.4 All camping activities must comply with the following conditions:

- a) ~~vehicle~~**motor vehicles** must park within existing marked parking spaces or within identified parking areas, whichever is present. Where marked parking spaces are present, only one ~~vehicle~~**motor vehicle** per marked space is allowed

Explanatory note: where campers are travelling by bicycle and camping in a tent, bicycles may be stored near a tent provided the storage of bicycles is not preventing others from undertaking legitimate activities in the area and is not restricting access to public areas.

- b) ~~vehicle~~**motor vehicles** must be legally parked
- c) the site used must be left in a clean and tidy state
- d) the camping must not prevent others from undertaking legitimate activities in the area
- e) the camping must not restrict public access to public areas
- f) enforcement officers must be able to inspect any site being used for camping and campers must comply with any reasonable directions of an enforcement officer, including requests to view self-containment certificates and/or warrants
- g) no effluent tanks may be emptied in public toilets.

- 6.5 To avoid doubt, nothing in this Bylaw allows a person to take up permanent or semi-permanent residence on any local authority area.

Explanatory note: In some locations in the District, parking on the grass area of a road reserve is an accepted and commonly occurring activity. In areas where such parking occurs during the day, the parking of camping vehicles is also deemed generally acceptable. However, this is at Council's discretion and campers may be asked to move on in certain circumstances.

7. Prohibited areas

- 7.1 All camping is prohibited in the areas identified in Schedule 1 of this Bylaw.

8. Restricted areas for self-contained motor vehicles

- 8.1 In the areas identified in Schedule 2 of this Bylaw, camping is restricted to a designated site or marked parking spaces and is subject to the following restrictions:
- a) camping is restricted to self-contained vehicle motor vehicles only
 - b) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive week period begins on the date the camping commences
 - c) all camping must comply with any additional restrictions as provided in Schedule 2
 - d) all camping is subject to the conditions listed in clause 6.4.
- 8.2 Council may, by resolution, change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 2.

Explanatory note: In some instances, a reserve or park may be upgraded or modified in a way that will necessitate relocation of the designated site within an area. The number and maximum length of camping vehicles possible will be limited by the size of each designated site. Signs and/or information will be provided on the maximum length of vehicles permissible at each site.

~~9.1. Restricted areas for self-contained and non self-contained vehicles~~

- ~~9.11.1 In the areas identified in Schedule 3 of this Bylaw, camping is restricted to a designated site or marked parking spaces, and is subject to the following restrictions:~~
- ~~a) camping is restricted to self-contained and non self-contained vehicles only~~
 - ~~b)a) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive week period begins on the date the camping commences~~
 - ~~c)a) all camping must comply with any additional restrictions as provided in Schedule 3~~
 - ~~d)a) all camping is subject to the conditions listed in clause 6.4.~~
- ~~9.21.1 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 3.~~

9. Restricted areas for self-contained and non self-contained motor vehicles only

- 9.1 In the areas identified in Schedule 3 of this Bylaw, camping is restricted to a designated site or marked parking spaces, and is subject to the following restrictions:
- a) camping is restricted to self-contained and non self-contained motor vehicles only
 - b) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive week period begins on the date the camping commences
 - c) all camping must comply with any additional restrictions as provided in Schedule 3
 - d) all camping is subject to the conditions listed in clause 6.4.

- 9.2 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 3.

10.1. Restricted areas for all camping

- ~~10.11.1 In the areas identified in Schedule 4 of this Bylaw, camping is restricted to a designated site within an area and subject to the following restrictions:~~
- ~~a) no person may camp for more than one night in any four week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four week period, unless otherwise provided for in the Schedule. The four consecutive week period begins on the date the camping commences~~
 - ~~b)a) all camping must comply with any additional restrictions as provided in Schedule 4~~
 - ~~c)a) all camping is subject to the conditions listed in clause 6.4.~~

10. Restricted areas for all camping

- 10.1 In the areas identified in Schedule 4 of this Bylaw, camping is restricted to a designated site within an area and subject to the following restrictions:
- a) no person may camp for more than one night in any four-week consecutive period in any one area, or within 1 kilometre of any area they have previously camped in within that four-week period, unless otherwise provided for in the Schedule. The four consecutive week period begins on the date the camping commences
 - b) all camping must comply with any additional restrictions as provided in Schedule 4
 - c) all camping is subject to the conditions listed in clause 6.4.

*Explanatory note: The areas listed in Schedule 4 allow for camping in self-contained and non self-contained **motor** vehicles, as well as tents. Any vehicle associated with a tent is subject to the same restrictions and requirements of Clause 6.*

- ~~10.21.1 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 4.~~

- 10.2 Council may by resolution change the location of a designated site within a restricted area, and record such changes on the maps to Schedule 4.

11. Prior consent from Council

- 11.1 Consent may be sought from Council for camping that is specifically provided for in Council's Reserve Management Plans. Consent must be applied for in writing to Council.
- 11.2 Consent may be sought from Council to allow camping in an area listed in Schedule 1. Any consent granted may be subject to such conditions as Council considers appropriate. Consent must be applied for in writing, providing sufficient detail about the proposed camping at least 20 working days in advance of the date planned for the camping to commence.
- 11.3 Permission may be sought from Council to waive or modify camping restrictions in an area listed in Schedules 2, 3, or 4 and/or the restrictions as set out in clause 6.4. Any consent granted may be subject to such conditions as Council considers appropriate. Consent must be applied for in writing, providing sufficient detail about the proposed camping, at least 20 working days in advance of the date planned for the camping to commence.

*Explanatory note: Any permission granted by Council to waive or modify a restriction under clause 6, 7, 8, 9 or 10 of this Bylaw can only relate to camping using a tent or other temporary structure or a self-contained ~~vehicle~~**motor vehicle**.*

12. Temporary prohibitions or restrictions

- 12.1 Council may temporarily prohibit or restrict camping on any area or part of any area where a restriction is considered necessary by Council to:
- a) prevent damage to the area or facilities in the area
 - b) allow maintenance of the area or facilities in the area
 - c) protect the safety of persons or property
 - d) enable public access, including in circumstances where events are planned for or occurring in that area.
- 12.2 Where reasonably practicable, prior notice will be given of any temporary prohibition or restriction, and the length of that prohibition or restriction, or its removal, in a manner appropriate to the circumstances.
- 12.3 A temporary prohibition or restriction under clause 12.1 shall not extend for more than 14 consecutive days, however this does not limit Council's power to make a fresh prohibition or restriction under clause 12.1 for the same area where the prerequisites in that clause are satisfied.

Part 3 Enforcement, offences and penalties

13. Offences

- 13.1 Any person who camps in breach of clause 6, 7, 8, 9, 10 or 12 of this Bylaw commits an offence under section 20 of the Act.

Explanatory note: Section 20 of the Act provides for offences, including freedom camping in a local authority area in breach of any prohibition or restriction in a bylaw made under the Act. It also includes further offences such as not properly disposing of waste into a waste receptacle, damaging or interfering with the flora and fauna in an area, and obstructing or threatening an enforcement officer.

14. Penalties

- 14.1 The penalties in section ~~23~~**20E** of the Act apply to the offence of camping in breach of this Bylaw.

*Explanatory note: Camping in breach of a prohibition or restriction contained in this Bylaw is an infringement offence. The penalty is ~~\$200~~**400** or any other amount prescribed in regulations.*

Schedule 1: Prohibited areas

Area	Map Reference
Abbey Caves – new carpark	S1-01A
Bland Bay Reserve	S1-01B
Drummond Park Scenic Reserve (Parihaka Lookout carpark)	S1-02
Elliott Reserve	S1-03A
Finlayson Street/ Reyburn House Lane carpark	S1-03B
Helena Bay	S1-03C
Herekino Street - service lane and carpark behind 4-22 Herekino Street	S1-04
Hikurangi Sportspark	S1-05
Hora Hora Sportspark	S1-06
Kamo Sportspark	S1-07
Kensington Park	S1-08
Koropupu Community Sportspark (Springs Flat)	S1-09
Langs Beach - Cove Road beach access and carpark area	S1-10
Mander Park	S1-11
Marsden Point Wharf	S1-12
Matapouri - Morrison Road carpark	S1-13A
McAuslin Road, Matapouri	S1-13B
McLeod Bay - playground and reserve Area	S1-14
McLeod Bay – Stuart Road, all road Reserve	S1-15
Morningside Sportspark	S1-16
Moureeses Bay	S1-17
Ngunguru School	S1-18
Onerahi Beach Reserve – between Cliff Street and Johnson Street	S1-19
One Tree Point Road layby	S1-20
Otaika Sportspark	S1-21A
Otamure Bay	S1-21B
Otangarei No.1 Reserve	S1-22
Otangarei Sportspark	S1-23
Pātaua South	S1-24

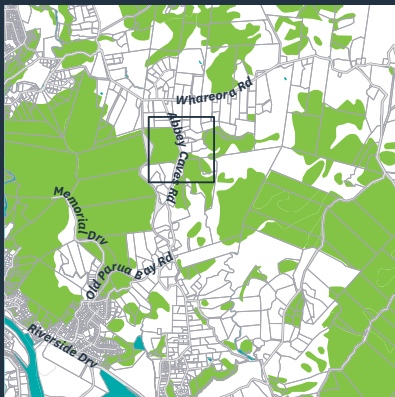
Area	Map Reference
Port Road - service lane and carpark area behind 11-67 Port Road	S1-25
Portland Recreation Reserve	S1-26
Ruakākā - Princes Road Reserve	S1-27
Ruakākā Recreation Grounds	S1-28
Taiharuru	S1-29
Takahiwai Sportspark	S1-30
Teal Bay/Ngawai Bay - Teal Bay Recreation Reserve	S1-31
Tutukākā Marina Reserve	S1-33
Urquharts bay	S1-34
Whananaki – Mangaiti Reserve	S1-35A
Whangaumu Reserve - west (22 Whangaumu Street)	S1-35B
Whau Valley Dam	S1-36
William Fraser Memorial Park on Pohe Island	S1-37
Woolleys Bay – eastern carpark	S1-38

Explanatory note: Organised camping activities at Kensington Park and William Fraser Memorial Park on Pohe Island in accordance with their respective Reserve Management Plans may be applied for in accordance with clause 11 of this Bylaw.

Prohibited areas – maps

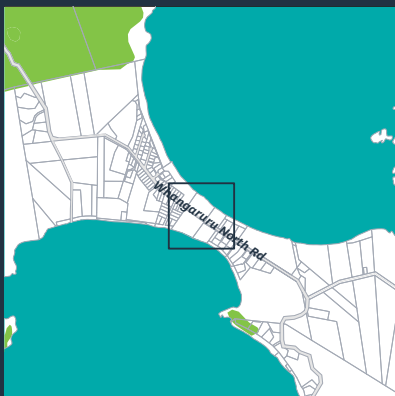
Abbey Caves – S1-01A

 All camping prohibited



Bland Bay Reserve – S1-01B

 All camping prohibited



Drummond Park Scenic Reserve (Parihaka Lookout carpark) – S1-02

○ All camping prohibited



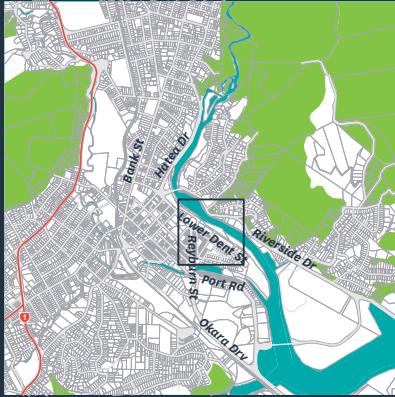
Eliott Reserve – S1-03A

○ All camping prohibited



Finlayson Street/ Reyburn House Lane carpark – S1-03B

 All camping prohibited



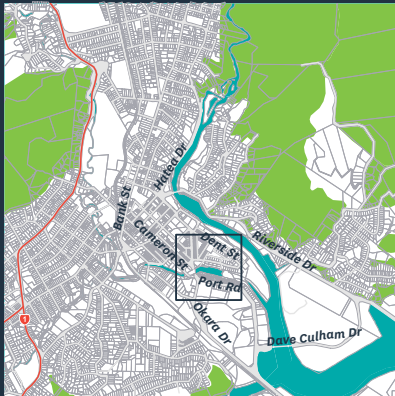
Helena Bay – S1-03C

 All camping prohibited



Herekino Street – service lane and carpark behind 4-22 Herekino Street – S1-04

○ All camping prohibited



Hikurangi Sportspark – S1-05

○ All camping prohibited



Hora Hora Sportspark – S1-06

 All camping prohibited



Kamo Sportspark – S1-07

 All camping prohibited



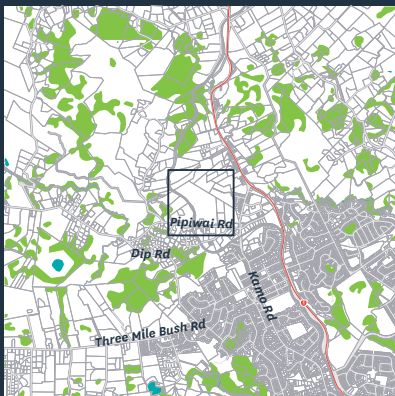
Kensington Park – S1-08

 All camping prohibited



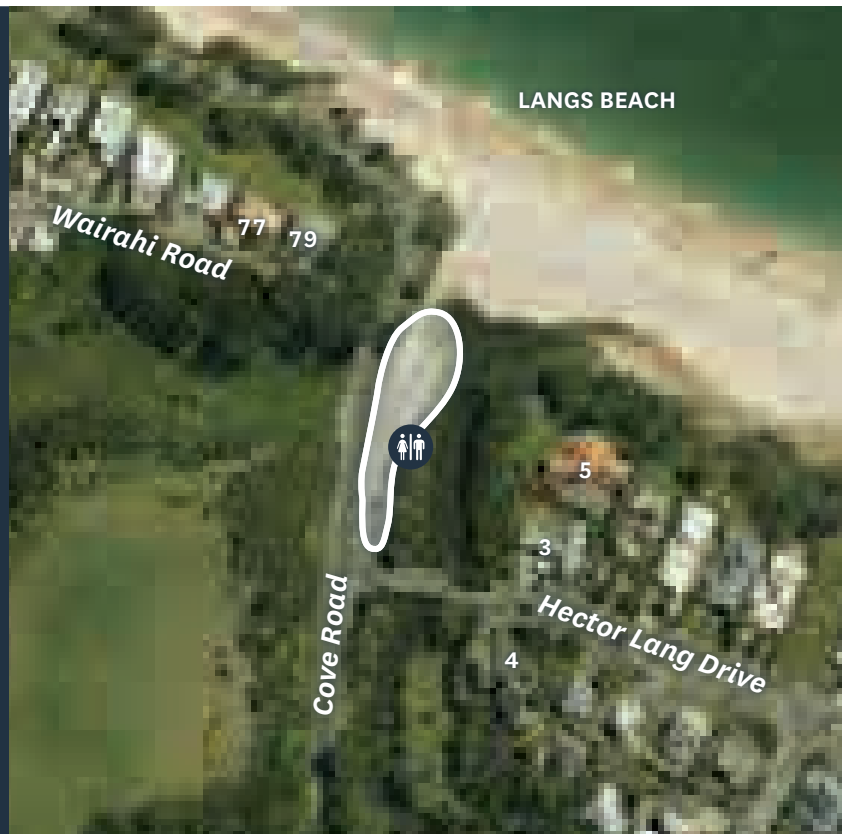
Koropupu Community Sportspark (Springs Flat) – S1-09

 All camping prohibited



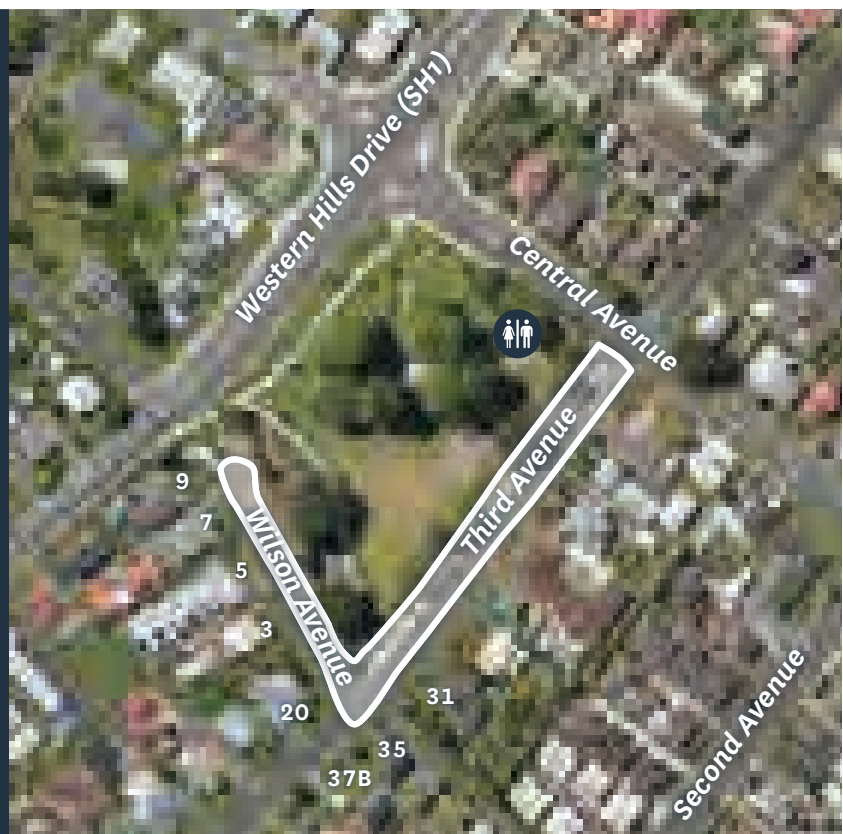
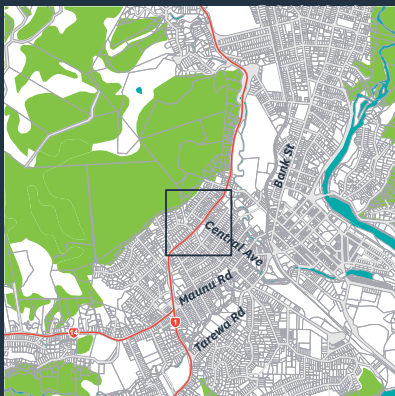
Langs Beach – Cove Road beach access and carpark area – S1-10

 All camping prohibited



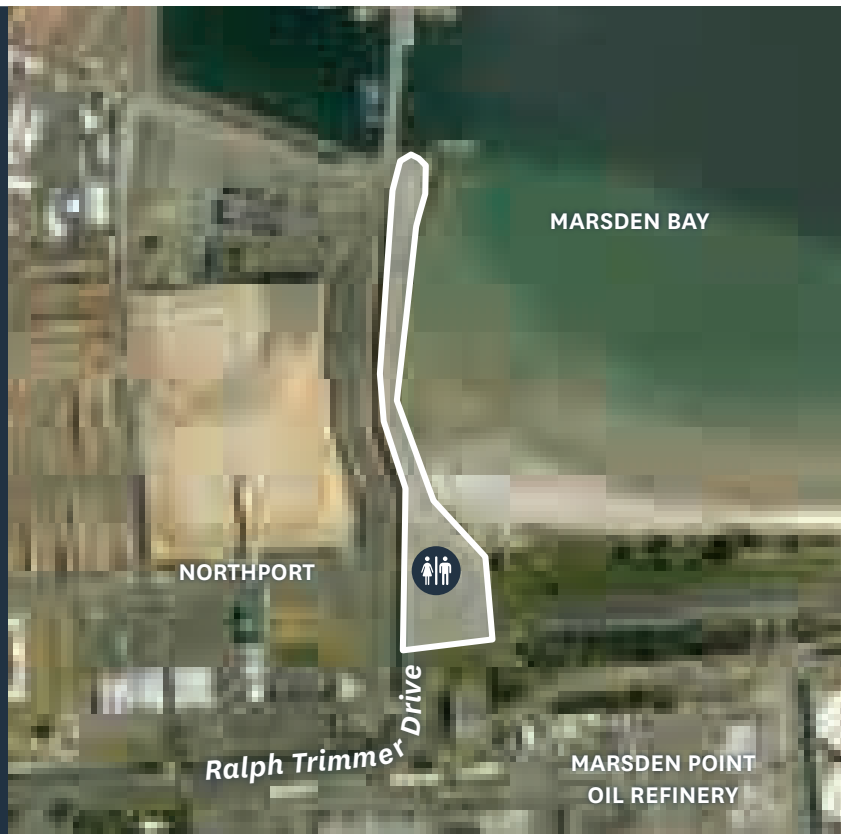
Mander Park - S1-11

 All camping prohibited



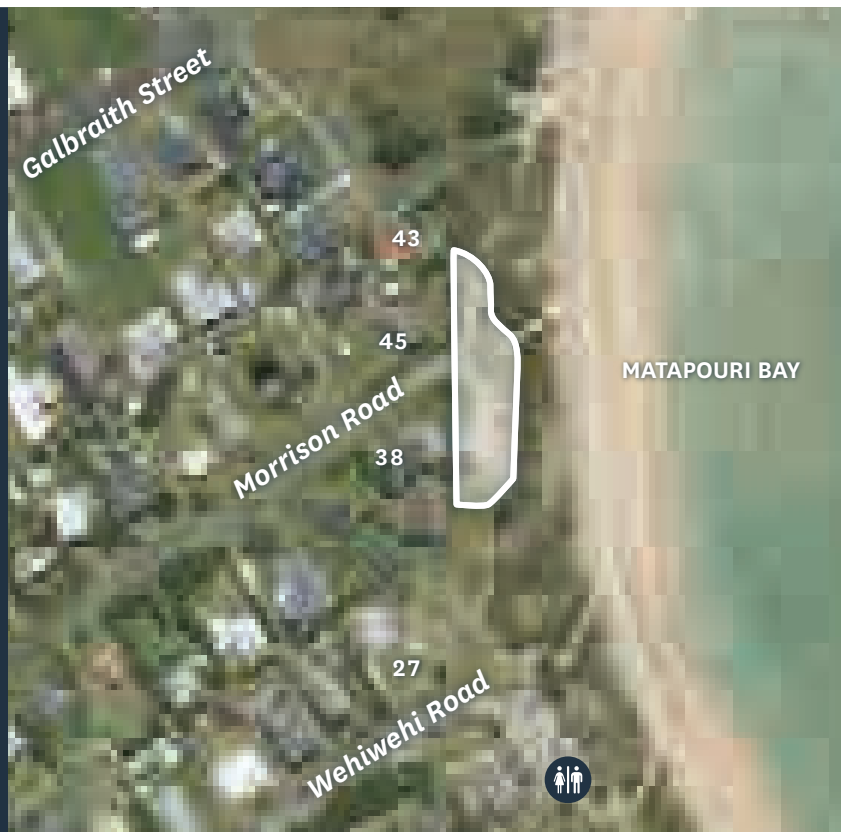
Marsden Point Wharf – S1-12

 All camping prohibited



Matapōuri – Morrison Road carpark – S1-13A

 All camping prohibited



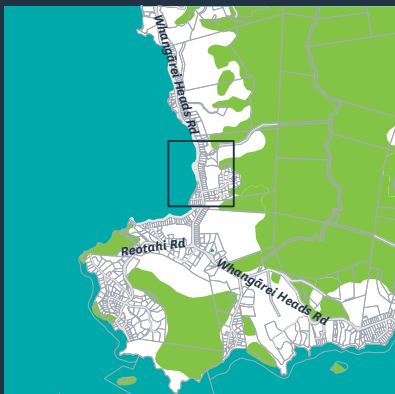
McAuslin Road, Matapouri – S1-13B

○ All camping prohibited



McLeod Bay – playground and reserve area – S1-14

○ All camping prohibited



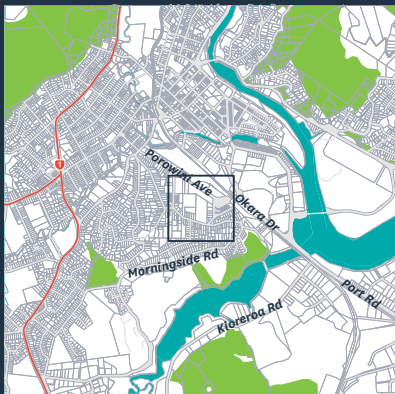
McLeod Bay – Stuart Road, all road reserve – S1-15

 All camping prohibited



Morningside Sportspark – S1-16

 All camping prohibited



Moureeses Bay – S1-17

 All camping prohibited





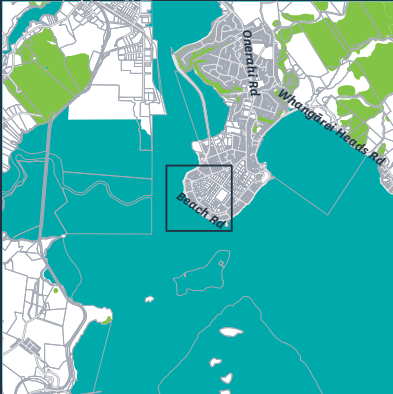
Ngunguru School – S1-18

 All camping prohibited



Onerahi Beach Reserve – between Cliff Street and Johnson Street – S1-19

-  All camping prohibited
-  Self-contained vehicles in designated site or marked parking spaces only



One Tree Point layby – S1-20

-  All camping prohibited



Otaika Sportspark - S1-21A

 All camping prohibited



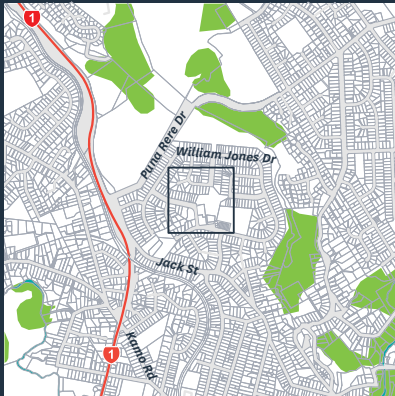
Otamure Bay – S1-21B

 All camping prohibited



Otangarei No.1 Reserve - S1-22

 All camping prohibited



Otangarei Sportspark - S1-23

 All camping prohibited



Pātaua South – S1-24

 All camping prohibited



Port Road – service lane and carpark area behind 11-67 Port Road – S1-25

 All camping prohibited



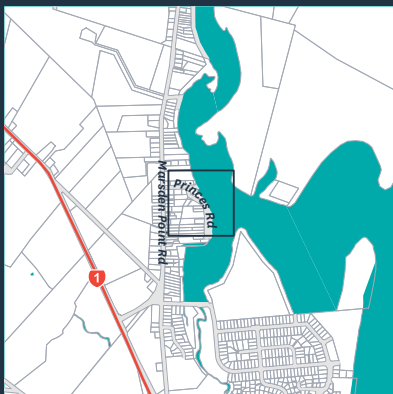
Portland Recreation Reserve – S1-26

○ All camping prohibited



Ruakākā – Princes Road Reserve – S1-27

○ All camping prohibited



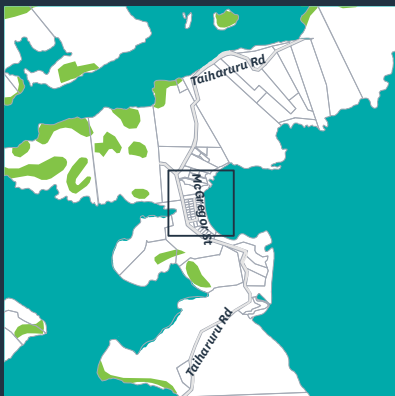
Ruakākā Recreation Grounds – S1-28

 All camping prohibited



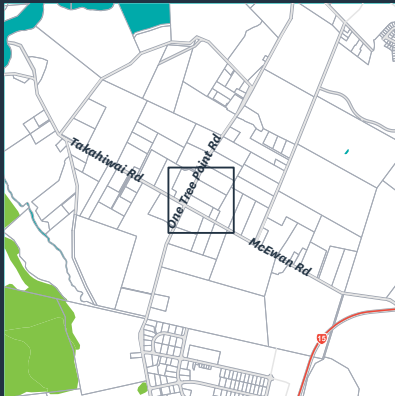
Taiharuru – S1-29

 All camping prohibited



Takahiwai Sportspark – S1-30

 All camping prohibited





Teal Bay/Ngawai Bay – Teal Bay Recreation Reserve – S1-31

 All camping prohibited



Tutukākā Marina Reserve – S1-33

-  All camping prohibited
-  The large carparking area further along from the Tutukākā Marina Reserve is under the control of the Marina Management Trust and the Trust prohibits all camping in that area, in accordance with the signage in place.



Urquharts Bay – S1-34

-  All camping prohibited



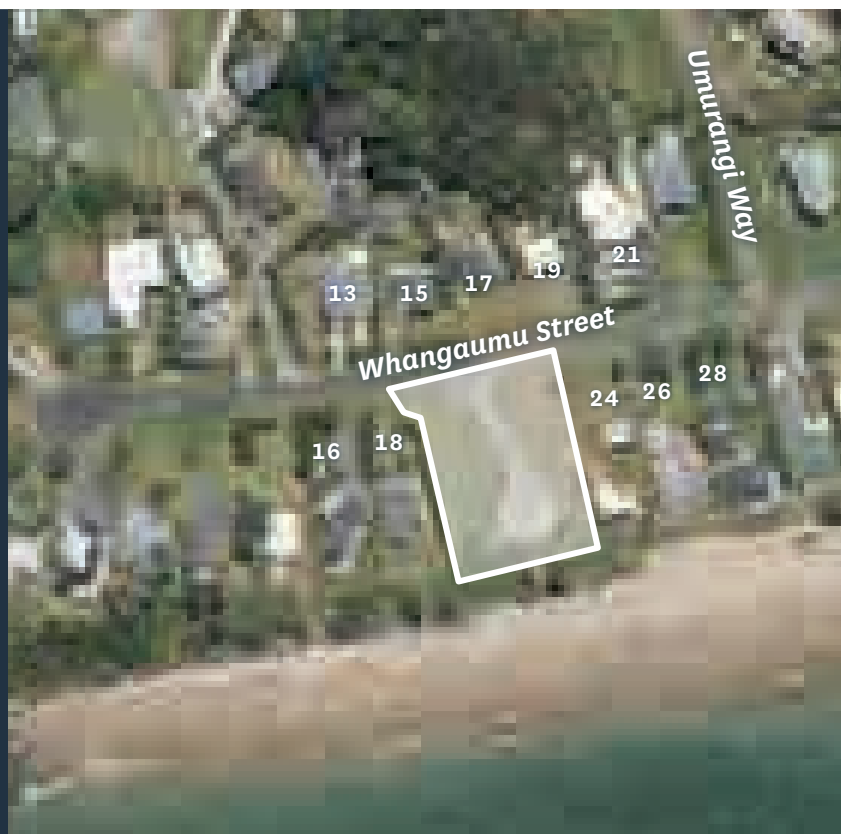
Whananaki – Mangaiti Reserve – S1-35A

 All camping prohibited



Whangaumu Reserve west (22 Whangaumu Street) – S1-35B

 All camping prohibited



Whau Valley Dam - S1-36

 All camping prohibited



William Fraser Memorial Park on Pohe Island - S1-37

 All camping prohibited



Woolleys Bay – eastern carpark – S1-38



All camping prohibited





Schedule 2: Restricted areas for self-contained vehicles

Camping is subject to the restrictions stated in the table.

Area	Restriction	Map Reference
Onerahi - Beach Road Reserve	Restricted to the designated site as indicated on the referenced map.	S2-02A
Onerahi Sportspark	Restricted to times when Sportspark is not being used for sporting activities from 18 December up until Northland/Auckland Anniversary Day.	S2-02B
Riverside/Hātea East Carpark	Restricted to the marked parking spaces as indicated on the referenced map.	S2-03A
Ruakākā Beach Reserve	Restricted to the designated site as indicated on the referenced map.	S2-03B
Ruakākā Riverside Reserve	Restricted to the designated site as indicated on the referenced map.	S2-03C
Tikipunga Sportspark	Restricted to times when Sportspark is not being used for sporting activities from 18 December up until Northland/Auckland Anniversary Day.	S2-03D
Whangārei Falls Scenic Reserve	Restricted to the marked parking spaces as indicated on the referenced map.	S2-04



Restricted areas for self-contained vehicles - maps

Onerahi – Beach Road Reserve – S2-02A

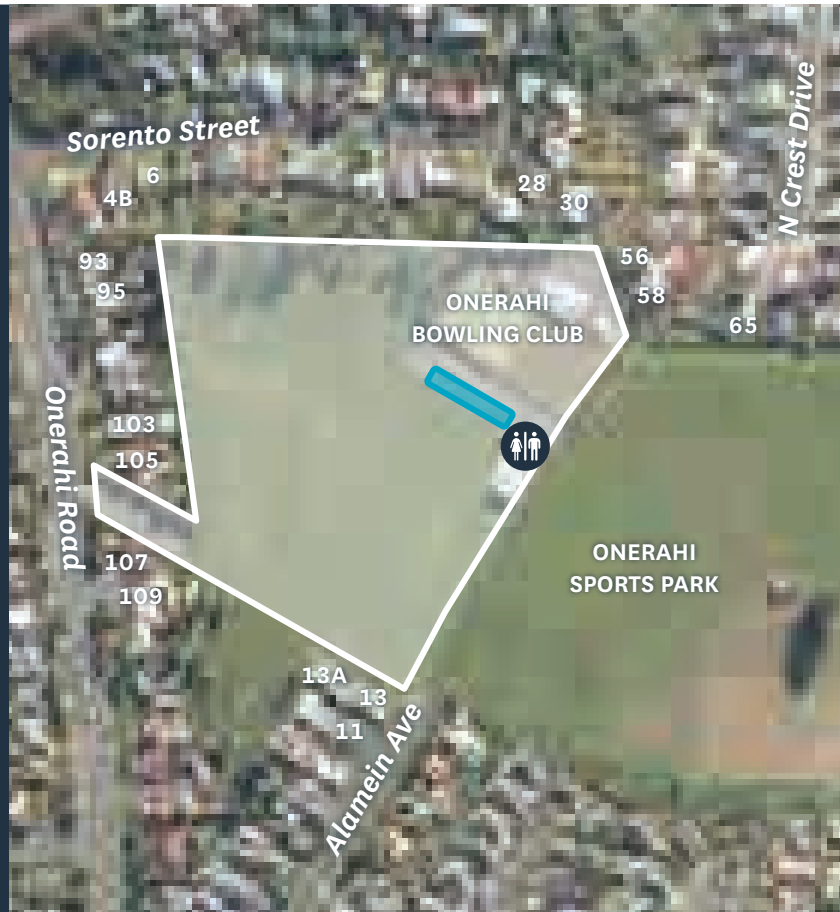
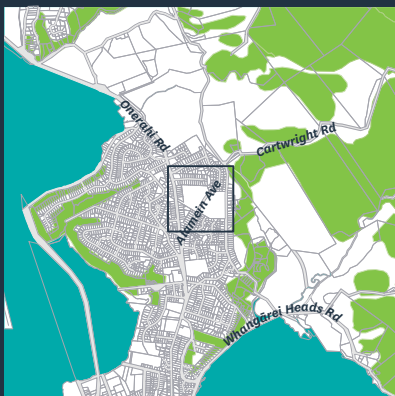
-  All camping prohibited
-  Self-contained vehicles in designated site or marked spaces only





Onerahi Sportspark – S2-02B

-  All camping prohibited
-  Self-contained camping in designated site or marked parking spaces only

Camping restricted to times when Sportspark is not being used for sporting activities from 18 December up until Northland/Auckland Anniversary Day.





Riverside/Hātea East Carpark – S2-03A

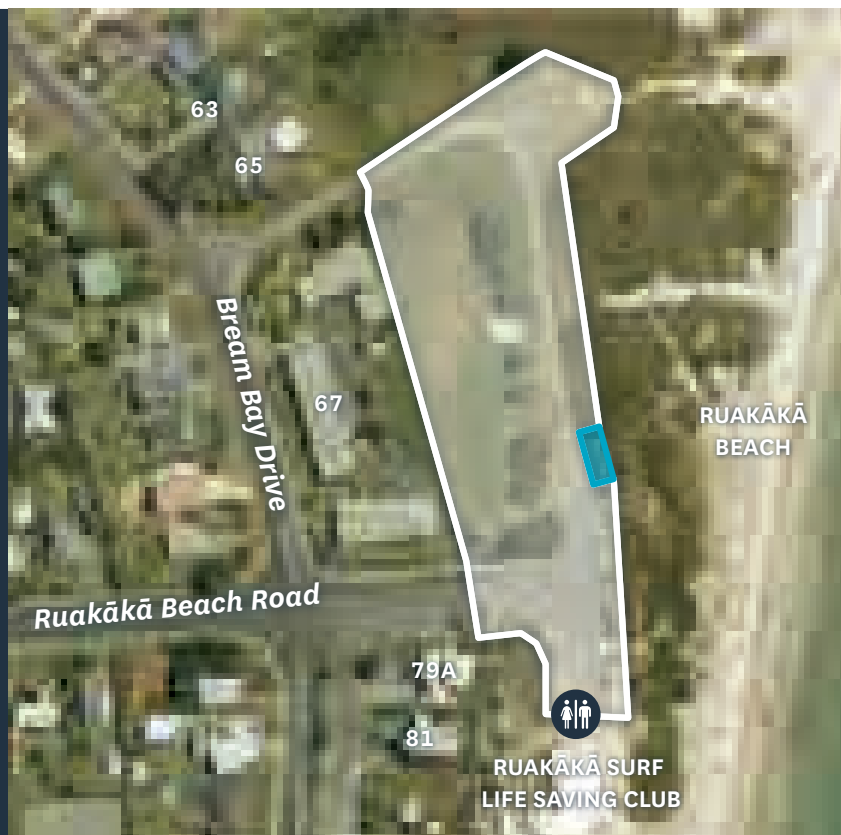
-  All camping prohibited
-  Self-contained camping in marked parking spaces only

Camping restricted to the hours between 6pm-8am. One night stay maximum. Parking rules apply after 8am.





Ruakākā Beach Reserve – S2-03B

-  All camping prohibited
-  Self-contained vehicles in designated site or marked spaces only





Ruakākā Riverside Reserve – S2-03C

-  All camping prohibited
-  Self-contained vehicles in designated site only



Tikipunga Sportspark – S2-03D

-  All camping prohibited
-  Self-contained camping in designated site or marked parking spaces only

Camping restricted to times when Sportspark is not being used for sporting activities from 18 December up until Northland/Auckland Anniversary Day.



Whangārei Falls Scenic Reserve – S2-04



All camping prohibited



Self-contained vehicles in designated site or marked spaces only





Schedule 3: Restricted areas for self-contained and non self-contained vehicles

Camping is subject to the restrictions stated in the table.

Area	Additional Restrictions	Map Reference
AH Reed Memorial Park – Whareora Road carpark	Restricted to the designated site as indicated on the referenced map.	S3-01
Bascule carpark – Port Road	Restricted to the designated site as indicated on the referenced map. Parking permitted for a maximum of 3 nights.	S3-02
Kowharewa Bay	Restricted to the designated site as indicated on the referenced map. Camping restricted to outside the peak season (which runs from 18 December to 08 February).	S3-03
Manaia walkway carpark	Restricted to the designated site as indicated on the referenced map.	S3-04
Marsden Bay Reserve	Restricted to the designated site as indicated on the referenced map.	S3-05
Matapouri – Wehiwehi Road carpark	Restricted to the designated site as indicated on the referenced map. Camping restricted to outside the peak season (which runs from 18 December to 08 February).	S3-06
Ngunguru Library	Restricted to the designated site as indicated on the referenced map.	S3-07
Ocean Beach carpark	Restricted to the designated site as indicated on the referenced map.	S3-08
One Tree Point - boatramp carpark	Restricted to the designated site as indicated on the referenced map.	S3-09
Reotahi	Restricted to the designated site as indicated on the referenced map.	S3-10
Tarewa I-Site	Restricted to the designated site as indicated on the referenced map.	S3-11
Wellingtons Bay – main reserve (Whangaumu Reserve)	Restricted to the designated site as indicated on the referenced map. Camping restricted to outside the peak season (which runs from 18 December to 08 February).	S3-12



Restricted areas for self-contained and non self-contained vehicles - maps

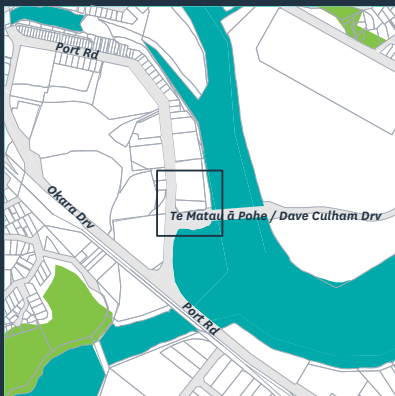
AH Reed Memorial Park – Whareora Road carpark – S3-01

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





Bascule carpark – Port Road – S3-02

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





Kowharewa Bay – S3-03

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





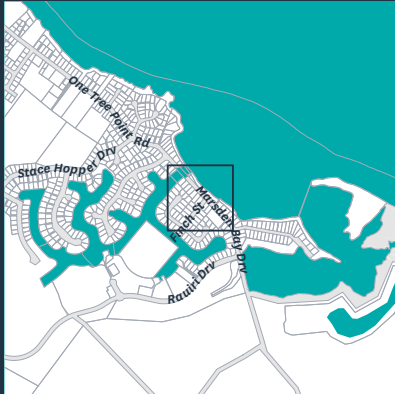
Manaia walkway Carpark – S3-04

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





Marsden Bay Reserve – S3-05

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





Matapōuri – Wehiwehi Road carpark – S3-06

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





Ngunguru Library - S3-07

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





Ocean Beach carpark - S3-08

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only






One Tree Point boatramp - S3-09

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only





Reotahi - S3-10

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only
-  Note: Camping regulated under the Reserves Act 1977.





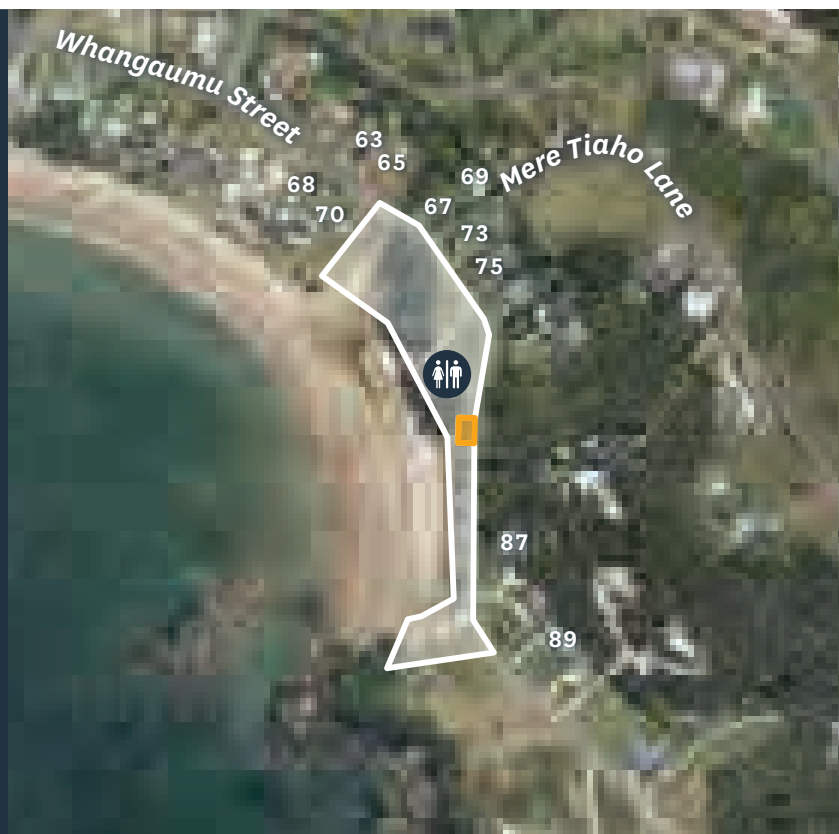
Tarewa i-SITE – S3-11

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only



Wellingtons Bay – main reserve (Whangaumu Reserve) – S3-12

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only






Schedule 4: Restricted areas for all camping

Camping is subject to the restrictions stated in the table.

Area	Restriction	Map Reference
Parua Bay	All camping restricted to a maximum of 3 nights, except where Council has determined, due to problems with overcrowding, there should be a 2-night maximum. The permitted stay period will be indicated on a sign displayed in the area.	S4-01
Sandy Bay - toilet block carpark/grass area	Restricted to the designated site as indicated on the referenced map. Camping restricted to outside the peak season (which runs from 18 December to 08 February).	S4-02
Tamaterau	Restricted to the designated site as indicated on the referenced map.	S4-03
Waipū Caves	Restricted to the designated site as indicated on the referenced map.	S4-04
Woolleys Bay – western carpark	Restricted to the designated site as indicated on the referenced map. Camping restricted to outside the peak season (which runs from 18 December to 08 February).	S4-06



Restricted areas for all camping - maps

Parua Bay – S4-01

-  All camping prohibited
-  Self-contained vehicles in designated overflow site when ground conditions permit
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only
-  Tents permitted in designated site






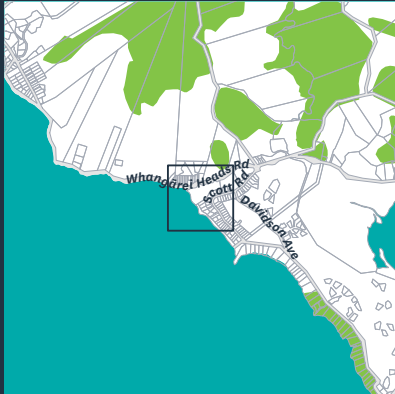
Sandy Bay – toilet block carpark/grass area – S4-02

-  All camping prohibited
-  All camping permitted in designated site or marked parking spaces only





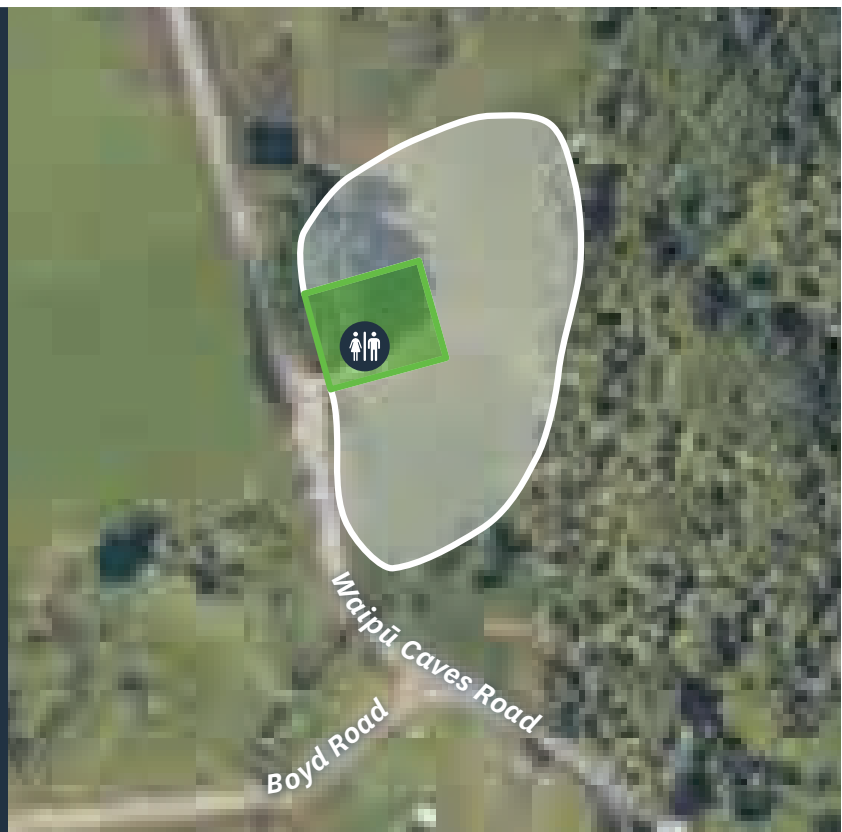
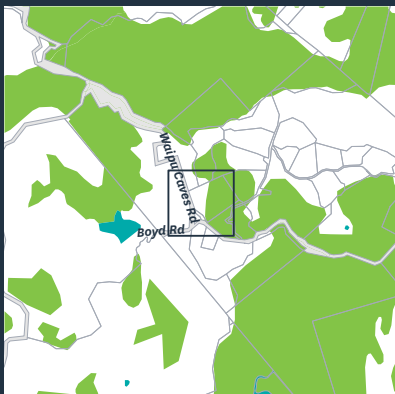
Tamaterau – S4-03

-  All camping prohibited
-  Self-contained and non self-contained vehicles in designated site or marked parking spaces only
-  Tents (maximum of 2) permitted in designated site



Waipū Caves – S4-04

-  All camping prohibited
-  All camping permitted in designated site or marked parking spaces only



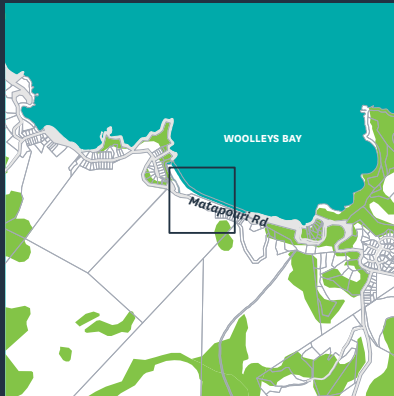
Woolleys Bay – western carpark – S4-06



All camping prohibited



All camping permitted in designated site or marked parking spaces only



7.7 Adoption of the Whangārei Future Development Strategy

Meeting:	Whangarei District Council
Date of meeting:	22 May 2025
Reporting officers:	Hamish Sykes (Senior Strategic Planner) Hannah Shingler (Strategic Planner) David Mitchell (Team Leader – Strategic Planning and Urban Design) Bernadette Aperahama (Manager – Strategic Planning)

1 Purpose / Te Kaupapa

To seek adoption of the Whangārei Future Development Strategy (the Strategy) as required under the National Policy Statement on Urban Development 2020 – Updated May 2022 (NPS-UD).

2 Recommendations / Whakataunga

That the Council:

1. **Adopts** the Whangārei Future Development Strategy (Attachment A).
2. **Receives** the Whangārei Future Development Strategy Technical Report (Attachment B).
3. **Authorises** the Chief Executive to make minor editing amendments required to the Future Development Strategy and supporting documentation before publication.
4. **Notes** the final recommendation from the Future Development Strategy Working Group to Whangarei District Council and Northland Regional Council to adopt the Whangārei Future Development Strategy.
5. **Notes** the disestablishment of the Future Development Strategy Working Group following their final recommendation in accordance with the Terms of Reference (Attachment C).
6. **Notes** that Whangarei District Council and Northland Regional Council each need to formally adopt the Future Development Strategy, and Northland Regional Council intends to make a decision on adoption on Tuesday, 27 May 2025.
7. **Notes** that, pending the outcome of recommendation 1 regarding adoption, the Whangārei Future Development Strategy will supersede the Whangārei District Growth Strategy 2021.

3 Background / Horopaki

3.1 Purpose and content of the Whangārei Future Development Strategy

The National Policy Statement on Urban Development 2020 – Updated May 2022 (NPS-UD) identifies Whangārei as a Tier 2 urban environment¹, requiring Whangarei District Council (WDC) and Northland Regional Council (NRC) to jointly prepare a Future Development Strategy (the Strategy). The purpose of the Strategy is to provide strategic long-term planning of growth and development in Whangārei. The Strategy guides and sets out:

- how sufficient housing and business capacity will be provided to meet existing and future demand over the next 30 years,
- what our well-functioning urban environments will look like now and into the future, and how to achieve this, and
- the integration and alignment of planning and funding decisions across local government and key partners to deliver our collective vision, objectives, and development principles.

The Strategy does not detail:

- operational matters of WDC and NRC,
- management of specific assets and activities, and
- masterplanning or site-specific responses.

The Strategy is a statutory document and must be regarded when preparing or changing Resource Management Act planning documents. Through the NPS-UD, it is also strongly encouraged to use the Strategy to inform other key strategies and plans, including Regional Land Transport Plans, Long-Term Plans, Infrastructure Strategies, and funding or project applications / bids with partners, such as central government.

The Strategy is informed by its relationships to legislation and other strategies, plans, and work programmes. The Strategy considers the most up-to-date and relevant information to provide a robust vision for prioritising and accommodating urban growth, development and related decision-making.

3.2 The Future Development Strategy Working Group

In August 2023, WDC and NRC resolved to establish a Future Development Strategy Working Group (the Working Group) comprised of delegated representatives from WDC, NRC, Te Kārearea Strategic Partnership Committee and Te Ruarangi². The purpose of the Working Group was to guide the development of the Strategy.

Between August 2023 and April 2025, the Working Group met on 24 separate occasions to help develop and refine the Strategy. In addition, the Working Group committed many hours to other responsibilities, including reviewing content and attending stakeholder meetings, workshops and consultations. The Working Group provided oversight and direction across all key phases of developing the Strategy, as detailed in the following section 3.3.

On Friday, 4 April 2025, the FDS Working Group unanimously voted to recommend the Whangārei Future Development Strategy be presented to Whangarei District Council and Northland Regional Council for adoption. The Future Development Strategy Working Group

¹ See Appendix: Table 2 from the NPS-UD. <https://environment.govt.nz/assets/publications/National-Policy-Statement-Urban-Development-2020-11May2022-v2.pdf>

² Formerly known as Te Tai Tokerau Māori and Council Working Party (TTMAC).

is now disestablished following this final recommendation, as per the Terms of Reference (Attachment C).

3.3 Phases to prepare the Future Development Strategy

The preparation of the Strategy has broadly followed guidance from the Ministry for the Environment³. A summary of the key components of the Strategy process is shown in the diagram below (see Figure 1).

Figure 1: Key stages of the development process for the Future Development Strategy

2023	May – August 2023	Strategy preparatory work by staff and project team.
	August 2023	Future Development Strategy Working Group established.
	September – October 2023	Constraints mapping and baseline scenario analysis.
2024	November 2023 – January 2024	Development and testing of spatial scenarios.
	January – March 2024	Drafting the Strategy.
	April – July 2024	Approval of draft Strategy for public consultation.
	August – September 2024	Public Consultation and Hearings.
	October – December 2024	Issues and Options for the final Strategy.
2025	January – May 2025	Development of the final Strategy and presenting it for adoption.

3.4 Extensive early engagement has informed this Strategy

A document of this nature warranted and required early engagement. The commitment to early engagement significantly benefited the direction of the Strategy and this was reflected through positive submissions during public consultation on the draft.

During early engagement, hapū and tangata whenua clearly expressed their expectations of the Strategy and process of collaboration between the two councils, along with their development aspirations for Whangārei. Central government ministries and agencies, infrastructure providers, local developers, and community groups were also invited to participate in key stages of the project.

The engagement was undertaken in various formats, including technical groups, workshops, existing forums, meetings, surveys, social media, news outlets, and written / email communications. Through these methods, the project team obtained input and feedback on the development of the Strategy.

Ahead of the public consultation phase, discussed in section 3.5 below, the following tactical steps were used to improve the visibility of the project, increase community readiness to engage, ensure accessibility of the consultation process and to increase formal submissions:

- Project episode on the Whangārei Matters podcast enabling a deep dive in the project with questions from young person's perspective.
- Introductory stories and social media posts about key topics within the Strategy.

³ See Ministry for the Environment. (2020). *Future Development Strategies Fact Sheet*. <https://environment.govt.nz/assets/publications/Files/FDS-Fact-sheet-updated.pdf>

More information on the early engagement process can be found in section 5 of Whangārei Future Development Strategy Technical Report (Attachment B).

3.5 Statutory public consultation on the draft Future Development Strategy

When preparing the Strategy, local authorities must use the Special Consultative Procedure⁴. Public consultation on the draft Strategy took place over 31 days from 3 August 2024 to 2 September 2024⁵. Submissions could be made using the submission form provided with / or as separate attachments. During formal consultation, specific engagement opportunities involved:

- Three community drop-in sessions
- Two hapū hui
- Four targeted workshops were organised during the consultation period.

The consultation was structured around six main themes that spoke to the general intent and proposed approaches within the draft Strategy.

The themes included:

1. Building in existing town centres
2. Opening up a full range of housing types
3. Preparing transport systems for growth
4. Making full use of infrastructure investment
5. Cultural identity and values
6. Strategic objectives and other thoughts

At the close of public consultation, the two councils had received 134 submissions. Of this total, 99 submissions were from individuals and 35 submissions from organisations.

Overall, submissions showed the majority support for the intent and content of the draft Strategy. On average, 87% of responses supported the proposed approaches of each theme. More detailed information regarding the consultation process, the submissions received, and issues and options analysed for the final Strategy are available on the WDC website⁶. A Hearings process was also provided for submitters to speak to their submissions⁷.

3.6 Every Future Development Strategy must include a clear statement of hapū and iwi values and aspirations for urban development.

Councils established a hapū technical roopu made of members from some Whangārei hapū to draft a collective Hapū Aspiration Statement. The roopu is also responsible for incorporating any final changes to the Hapū Aspiration Statement resulting from feedback

⁴ See section 83 under the Local Government Act 2002.

⁵ Public Consultation approved by Whangārei District Council on 25 July, 2024 (source: <https://pub-wdc.escribemeetings.com/FileStream.ashx?DocumentId=4429>) and by Northland Regional Council on 23 July, 2024 (source: https://northland.infocouncil.biz/Open/2024/07/CO_20240723_MIN_3589.PDF)

⁶ See Whangārei District Council. (n.d.). *Draft Future Development Strategy*. <https://www.wdc.govt.nz/Council/Strategic-Programmes/Future-Growth/Draft-Future-Development-Strategy>

⁷ See Whangārei District Council. (2024). Draft FDS Hearings Report. <https://www.wdc.govt.nz/files/assets/public/v/1/documents/council/strat-program/fds/draft-fds-hearings-report.pdf>

gathered through formal consultation. This process was discussed and supported by tangata whenua, following multiple hui to determine the most appropriate arrangement to prepare the collective Hapū Aspiration Statement.

Hapū were also offered the opportunity to prepare their own individual statements. This remains an aspiration that some hapū may consider for future iterations of the Strategy or through implementation stages.

4 Discussion / Whakawhiti kōrero

4.1 Summary of the Whangarei Future Development Strategy

Core to the Strategy is providing more housing options and transport choices for people across the District. The Strategy consolidates development around existing urban centres and expanded local employment centres. This includes development in the city centre and along a newly formed Primary Growth Corridor, prioritising the provision of newly enabled housing choices, combined with more mixed-use development including local businesses, and all backed by improved transport options for everyone.

The city centre will transform into a vibrant, mixed-use area, offering new employment and residential opportunities close to existing amenities. Urban centres will accommodate majority of future growth, enhancing walkable and active neighbourhoods. Minor development in existing coastal settlements will promote self-sufficiency and improve long-term resilience for the Whangārei District.

The key outcomes the Strategy aims to achieve include:

- Medium and high-density housing that enhances the quality of urban living and provides housing choice.
- New businesses in new mixed-use areas, contributing to more localised employment.
- Frequent and high-quality public transport services along the Primary Growth Corridor between Te Kamo and the City Centre. Bus services for Marsden Point and Ruakākā will be responsive to passenger demand.
- High quality active modes support community access to different transport modes.
- More efficient use of infrastructure, with concentrated investment in transport, waters and social infrastructure along the Primary Growth Corridor and neighbouring urban centres.

4.2 Amendments to the Strategy

The Strategy largely follows the direction and approach proposed in the draft Strategy approved for public consultation. As mentioned in section 3.5, the majority of support was for the proposed approach in the draft Strategy, as such, the changes do not shift significantly from this. The changes are mainly related to refining concepts and clarifying the approach.

The Future Development Strategy Working Group considered and deliberated on some changes in response to submissions. Alongside minor typographical amendments, the key changes included:

- New additional Strategic Objective on social infrastructure
- Updates to the Development Principles to clarify intent
- New additional Transformational Move on frequent and reliable buses
- Updates to the structure and description of the centres and settlements to clarify intent
- Updates to the rural and coastal settlements section to strengthen the role of these communities

- New additional map to present whenua Māori and marae⁸
- Improved maps for legibility

Following the Future Development Strategy briefing to WDC on Tuesday 25 March⁹, Elected Members were provided another opportunity to meet individually with staff to discuss the final Strategy. Following these discussions, staff have accepted some feedback from Elected Members to make minor typographical amendments to the Strategy, these amendments are recorded in the WDC Briefing from Tuesday 7 May¹⁰. During this briefing, Elected Members were provided further opportunity to discuss any questions or concerns regarding the Strategy, however no further feedback was received from Elected Members. The minor amendments are now incorporated into the final Strategy (Attachment A). Staff note that Recommendation 3 of this paper seeks to authorise the Chief Executive to approve any further minor amendments.

4.3 Supporting documentation to the Whangārei Future Development Strategy

The Whangārei Future Development Strategy Technical Report (Attachment B) collates the supporting information and key considerations in preparing and developing the Strategy. The Technical Report includes information, research and data from various sources, much of which is already publicly available information. The Technical Report informs the Strategy but does not form part of the Strategy itself. Importantly, the Technical Report includes key information about the development and testing of different spatial scenarios that informed the final strategic spatial response of the Strategy.

Other supporting documents include:

- the Hearings report
- volumes of submissions received through public consultation
- the Summary of Submissions report
- the Issues and Options reports.

These other supporting documents are publicly available on the WDC website.¹¹

While the Resource Management Act and NPS-UD do not require that evidence and information reports be prepared and made publicly available for the Strategy, it is best practice to provide comprehensive information on the evidence basis that underpins any planning document, especially one as significant as the Strategy. Preparing and publishing these supporting documents is consistent with the expectations of the Local Government Act for councils to be open and transparent in their decision-making.

4.4 Financial/budget considerations

The development of the Strategy is funded through the existing budget of the Strategic Planning department of WDC. The project has remained within budget.

⁸ The FDS Working Group agreed to accept the recommendations from the Hapū Technical Roopu regarding the map of whenua Māori and marae.

⁹ See Whangārei District Council Briefing Agenda report from Tuesday, 25 March 2025. <https://pub-wdc.escribemeetings.com/FileStream.ashx?DocumentId=4507>

¹⁰ See Whangārei District Council Briefing Supplementary Agenda report from Tuesday, 7 May 2025. <https://pub-wdc.escribemeetings.com/FileStream.ashx?DocumentId=4571>

¹¹ [Draft Future Development Strategy - Whangārei District Council](#)

The NPS-UD strongly encourages councils to use the Strategy to inform Long-Term Plans, including the Infrastructure Strategy¹². The Strategy will inform capital and operational works, funding bids and processes throughout the Councils. It is also strongly encouraged that the Strategy be used to inform the Regional Land Transport Plans, prepared by NRC.

4.5 Policy and planning implications

As a statutory document and legislative requirement, the Strategy impacts all parts of Councils activities relating to growth and development. It informs and guides subsequent strategies, plans, work programmes, and investment decisions. While the Strategy responds to existing growth and development trends in the short- to medium-term, the Strategy signals shifts in the priorities, locations, types, staging and delivery of growth and development across the long term. A key approach to achieving this will be shifting the delivery of infrastructure to be aligned with the Strategy.

Existing work has supported the alignment of the Long-Term Plan 2024-34 and Infrastructure Strategy 2024-54 with the FDS. Further alignment of resources, information sharing, and ongoing support from staff and Elected Members across the Councils will be required to achieve the outcomes sought in the Strategy. For example, funding in the Long-Term Plan has been allocated for the investigation of additional carparking facilities in the city centre, including the potential provision of a new carpark building facility¹³ – recognising that as the CBD and other town centres grow, demand for transport infrastructure, such as carparking, is also expected to increase.

Continued awareness and review of the implications of central government policy is required. Central government's Urban Growth Agenda, Going for Housing Growth programme, and resource management reforms propose new directions. These proposals aim to reduce regulation, unlock development and stimulate investment in infrastructure, housing and other activities. These proposals will likely continue changing the policy settings impacting the Strategy and its delivery. The extent of changing directives is unknown. However, from the information currently available, the Strategy is in broad alignment with the messaging provided by central government and Whangārei will be in a strong position to respond to central government priorities.

Staff will continue to regularly monitor policy settings and assess the need for changes or adjustments to the Strategy and Implementation Plan as necessary. Further commentary is provided within this paper under section 4.7.

4.6 Options for Recommendation 1

Option	Advantages	Disadvantages
Option 1: Adopt the Whangārei Future Development Strategy	The Strategy has followed a robust development process. The major support for the Strategy from the Working Group, hapū technical roopu, staff, submitters through public consultation, and other key partners and stakeholders – is	No identified disadvantages to adopting the Strategy.

¹² NPS-UD, Clause 3.17 - <https://environment.govt.nz/assets/publications/National-Policy-Statement-Urban-Development-2020-11May2022-v2.pdf>

¹³ For additional information, see Whangārei District Long-Term Plan 2024-34 (Volume 2), p.318-319 & 330. <https://www.wdc.govt.nz/files/assets/public/v/4/documents/council/plans/long-term-plan/long-term-plan-2024-2034-vol-2.pdf>

Option	Advantages	Disadvantages
	<p>testament to the strength and robustness of the Strategy.</p> <p>The Working Group have recommended the Strategy be presented to the Councils for adoption. Their final recommendation carries significant weight as they have provided oversight and direction for the development of the Strategy over the past 20 months.</p> <p>Adopting the Strategy affirms the feedback, deliberations and decisions of all those involved, especially from the Working Group and local communities.</p> <p>Adoption allows for work to begin on the required Implementation Plan.</p> <p>The NPS-UD provision to regularly review the Strategy ensures that any future changes can be made after adoption. The advantage is that Strategy adoption does not limit these updates; rather, it facilitates ongoing progress.</p>	
<p>Option 2: Adopt with amendments</p>	<p>Assuming the amendments are minor, this would have minimal impact on the Strategy. This would be advantageous with similar benefits described in Option1.</p> <p>Depending on the amendments sought, these changes may strengthen or clarify the original intent or direction of the Strategy.</p> <p>Staff note that:</p> <ul style="list-style-type: none"> • For amendments to be minor in nature, these must not change the specific details or directives set within the Strategy. • Minor amendments, such as graphical or grammatical errors, can be addressed through Recommendation 3. 	<p>The potential inconsistencies in amendments sought from each Council might cause uncertainty in final decision-making.</p> <p>Depending on the type or extent of amendments, this misalignment of decisions between WDC and NRC may impact or delay the adoption of the Strategy.</p> <p>If the amendments are significant, this would impact the Strategy in several ways:</p> <ul style="list-style-type: none"> • Delayed adoption and progress of the Implementation Plan • Additional staff time spent on amendments may impact other projects due to resource constraints

Option	Advantages	Disadvantages
		<ul style="list-style-type: none"> • Potential inconsistencies of amendments with feedback and/or information received from the Working Group, the hapū technical roopu, and submitters through public consultation. • New and unplanned amendments may result in unbudgeted spend to address requests. • Significant rework of the Strategy would require preparation and consultation with the community again, impacting council workstreams, timeframes and budgets. This may also reinforce a negative public perception that Council does not listen to feedback.
Option 3: Do not adopt	<p>The preparing and publishing of a Future Development Strategy is required under the NPS-UD (clause 3.12). To meet these statutory obligations, this option assumes the Strategy is significantly reworked for adoption at a later date.</p> <p>Not adopting could provide opportunity to further refine and clarify the intent and strategic directives of the Strategy.</p>	<p>Creates the need to re-draft content and re-consult with the community. This would impact timeframes significantly and create unbudgeted expense including staff time for Council. For WDC, this would impact multiple departments.</p> <p>Additionally, due to funding and resource constraints, this would pull resource from other Council projects.</p> <p>Significant changes would be inconsistent with the broad alignment of the Strategy with existing Council strategic documents and the strongly supportive feedback received through public consultation.</p> <p>Both Councils may be at risk of not meeting their statutory obligations under the NPS-UD.</p>

Staff have considered the options and recommend **Option 1 Adopt the Whangārei Future Development Strategy.**

4.7 Risks

Identified Risk	Assessment	Staff Response & Mitigations
<p>Operating environment changes from government directives</p>	<p><u>Medium Risk – unclear impact</u></p> <p>Central government has undertaken and continues to progress changes to the national resource management system and planning framework.</p> <p>Recent Cabinet announcements¹⁴ indicate significant changes to the resource management system. The government seeks to introduce a Bill to parliament in late-2025 to replace the Resource Management Act 1991 (RMA), with the potential assent of new legislation in 2026.</p> <p>Detailed information about the proposed new planning legislation to replace the RMA are not yet available. Staff also understand the timeline for the reform programme is being further delayed due to the significant scope of change being sought. Two likely outcomes of further delay are:</p> <ol style="list-style-type: none"> 1. Reduction in scope and, therefore, a continuation of current positions within the Resource Management system 2. Further delay in delivery of the reforms proposed. <p>From the information available, staff understand the Bill fundamentally proposes:</p> <ul style="list-style-type: none"> • A regional approach to planning and resource management • Streamlining and standardising the national planning framework 	<p>Staff have considered the high-level information that is currently available and reasonably expect the Strategy to align with future proposals and reforms.</p> <p>These reforms and proposals carry a high level of uncertainty and are very likely to continue changing in timeframes, scope and detail. Even if these reforms are assented, the implementation and transition to new law would take several years to adjust to. Important to note the legislative obligations of WDC and NRC under current, active legislation that directs the councils to prepare and adopt a Future Development Strategy.</p> <p>Staff highlight the value of the Strategy in providing clear, strong direction and communication to partners and central government in these times of uncertainty. The Strategy also positions WDC well in leading the region through any future potential spatial planning and processes. This is particularly important with respect to current negotiations and discussions between Council and Central Government, such as any potential Regional Deal. Therefore, there are significant tactical advantages of the Strategy.</p> <p>Staff will continue to regularly monitor policy settings and assess the need for changes or adjustments to the Strategy and Implementation Plan as necessary. The NPS-UD outlines two main approaches to updating and reviewing the Strategy:</p>

¹⁴ See New Zealand Government. (2025). *New planning laws to end the culture of 'no'*.
<https://www.beehive.govt.nz/release/new-planning-laws-end-culture-%E2%80%98no%E2%80%99>

Identified Risk	Assessment	Staff Response & Mitigations
	<ul style="list-style-type: none"> Inclusion of spatial planning, potentially through regional spatial plans <p>If the RMA reforms result in new legislation, it is expected that this transition will last several years, during which both old and new legislation will be active.</p>	<ol style="list-style-type: none"> Preparing a Future Development Strategy every 6 years to inform the next Long-Term Plans (Clause 3.12(1)(a), NPS-UD). Conducting regular reviews, potentially on a 3-year cycle, to determine if and what aspects of the Future Development Strategy require updating (Clause 3.16). <p>These approaches can adequately guide Councils' responses to change as they accommodate the uncertainty of changing directives, impacts on the Strategy, and the timeframes for these changes.</p>
<p>The council receives legal challenge (judicial review) due to concerns about the process of developing and/or the content of the Strategy</p>	<p><u>Low Risk- medium impact</u></p> <p>Any long-term, strategic document holds some inherent risk in not representing all views of all people. This Strategy is no different and some submitters may feel it is in their best interest to challenge Councils' process in developing the Strategy.</p> <p>The development of the Strategy has followed a robust process of early engagement (see section 3.4), public consultation (see section 3.5), engagement with hapū and tangata whenua (see sections 3.4 and 3.6), and oversight and direction from the Working Group (see section 3.2). This process has been robust as it has allowed several opportunities for feedback and deliberations.</p> <p>Staff are unaware of any individuals or groups who have expressed an interest in judicially reviewing the process of the Strategy. However, staff recognise that a very small number of submitters disagreed with the Strategy.</p> <p>The breadth of information on public consultation, the Hearings</p>	<p>Changes have been made to the draft Strategy to reflect the feedback received during the public consultation. This reflects the considerable time staff have spent understanding these detailed submissions and, in some cases, talking to organisations who have expressed concerns.</p> <p>Recognition that the feedback received from submitters supports ongoing development and review of the Strategy and its Implementation Plan.</p> <p>Recognition that submitters always have the right to take legal action, regardless of actions the Councils may take.</p>

Identified Risk	Assessment	Staff Response & Mitigations
	process, and further analysis through the Issues and Options is publicly available.	
The council does not adopt the Strategy	<p><u>Low Risk – high impact</u></p> <p>As a Tier 2 authority, the NPS-UD requires the Councils to prepare an FDS every 6 years and regularly review it to inform future Long-Term Plans.</p>	<p>Without adopting the Strategy, the Council could miss opportunities to best address growth and infrastructure needs most appropriately.</p> <p>The Strategy is informed by the most up-to-date information across the Councils, including the public and stakeholder submissions received through consultation.</p> <p>It is noted that the Council could be at risk of not meeting its statutory obligations.</p>

5 Next Steps

5.1 Northland Regional Council decision on adoption

Both WDC and NRC each need to formally adopt the Whangārei Future Development Strategy.

NRC has scheduled the decision regarding adopting the Strategy for **Tuesday, 27 May 2025**. A record of the decision will be available on the NRC website¹⁵ after the meeting date.

5.2 Publication

If the Strategy is adopted, any final minor changes or amendments will be made by those authorised.

WDC staff will complete the final formatting and minor changes to the Strategy. Staff will then make the Strategy and supporting documentation publicly available on the Whangareia District Council website. Internal and external communications are planned for the socialisation of the Strategy.

All submitters to the process will be informed of the adoption of the Strategy.

5.3 Future Development Strategy Implementation Plan

Under Clause 3.18 of the NPS-UD, WDC and NRC must prepare and implement an Implementation Plan for the Strategy. Some key requirements for the Implementation Plan include:

- jointly prepared by WDC and NRC,

¹⁵ A record of meeting minutes and NRC decision on FDS adoption will be made available on <https://northland.infocouncil.biz/>

- prepared as a single document, and
- the plan, or part of it, must be updated annually.

However, unlike the Strategy itself, the Implementation Plan is not a statutory document. This allows the Councils significantly more flexibility in its approach to develop, implement and review the Implementation Plan.

No current decisions on how the Implementation Plan will be prepared have been made. At this stage, it is important to highlight that many of the tactical investments or solutions to problems and approaches will be covered in the Implementation Plan, as opposed to being required in the Strategy itself.

Staff acknowledge previous commentary from Elected Members in wanting to progress beyond the Strategy to action and detail. Therefore, it will be important for staff and Elected Members to work together ensuring the Implementation Plan is fit for purpose and is able to make meaningful change in alignment with the Strategy.

Once the Strategy is adopted, staff will progress with the Implementation Plan.

5.4 Review of the Strategy

The NPS-UD requires a Future Development Strategy to be prepared and made public every 6 years (clause 3.12) and regularly reviewed to inform the next Long-Term Plans, i.e. every 3 years (clause 3.16). If adopted, the next Strategy will, at the latest, be prepared and made publicly available by 2030, in time to inform the Councils respective Long-Term Plans 2030-40.

6 Significance and engagement / Te Hira me te Arawhiti

6.1 Significance

The Future Development Strategy is a long-term, direction-setting strategy for Whangarei District Council and Northland Regional Council. Therefore, the work relating to this Strategy is considered significant. Sections 4.4 to 4.7 discuss the major impacts on Councils' direction and financial resources. These sections also highlight that the Strategy will guide many of Councils' decisions, projects and work programmes. A more detailed understanding of how the Strategy will guide these decisions in the future will be worked through in the Implementation Plan. Staff will present these matters to each Council at future agendas, detailing the impacts of decisions and options to align these projects and work programmes with the Strategy.

6.2 Engagement

The NPS-UD requires the Special Consultative Procedure to be undertaken when preparing or updating a Future Development Strategy (Clause 3.15 and 3.16(4)). As outlined in section 3.5 of this paper, consultation following the Special Consultative Procedure was undertaken from 3 August 2024 to 2 September 2024. Whangarei District Council and Northland Regional Council each approved the draft Strategy and draft Technical Report for public consultation. Sections 3.4 and 3.5 of this paper provide more information, alongside the Technical Report (Attachment C) that includes detailed information. Content from the public consultation and hearings processes are also available on the WDC website¹⁶.

¹⁶ For additional information, refer to <https://www.wdc.govt.nz/Council/Strategic-Programmes/Future-Growth/Draft-Future-Development-Strategy>

Extensive early engagement discussed in section 3.4 also supported the robust process of developing the Strategy.

7 Attachments / Ngā Tāpiritanga

Attachment A – Whangārei Future Development Strategy (**Attachment available under separate cover due to file size**)

Attachment B – Whangārei Future Development Strategy Technical Report

Attachment C – Future Development Strategy Working Group – Terms of Reference

Whangārei Future Development Strategy Technical Report



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Glossary

Term	Meaning
FDS	Future Development Strategy
FNDC	Far North District Council
FUZ	Future Urban Zone of the Whangarei District Plan
GDP	Gross Domestic Product
HBA	Housing and Business Capacity Assessment
IHEMP	Iwi and Hapū Environmental Management Plan
LGA	Local Government Act 2002
LTMA	Land Transport Management Act 2003
LTP	Long-Term Plan
MWAR	Mana Whakahono ā Rohe agreement
NENP	National Education Network Plan
NPS-ET	National Policy Statement on Electrical Transmission 2008
NPS-HPL	National Policy Statement on Highly Productive Land 2020
NPS-UD	National Policy Statement on Urban Development 2020 – Updated May 2022
NRC	Northland Regional Council
NZCPS	New Zealand Coastal Policy Statement
ONF	One Network Framework
PGC	Primary Growth Corridor
RMA	Resource Management Act 1991
RPTP	Regional Public Transport Plan
TTMAC	Te Taitokerau Māori Advisory Committee (as at 2025 known as Te Ruarangi)
VKT	Vehicle Kilometres Travelled
WDC	Whangarei District Council
WDP	Whangarei District Plan

Introduction

The National Policy Statement on Urban Development 2020 – Updated May 2022 (NPS-UD) requires Whangarei District Council (WDC) and Northland Regional Council (NRC) (referred to as ‘the Councils’) to prepare a Future Development Strategy (FDS). The primary purpose of the NPS-UD is to ensure that, “New Zealand’s towns and cities are well-functioning urban environments that meet the changing needs of our diverse communities” (Ministry for the Environment, 2023). The FDS is one key implementation of the NPS-UD, requiring WDC and NRC to strategically plan for the long-term growth and development outcomes for Whangārei as a well-functioning urban environment. The FDS is a statutory document that must be regarded to within other RMA planning documents and sits separately to the supporting documentation, including the Technical Report.

The Technical Report holds the supporting, detailed information that outlines the various steps and components involved in preparing the FDS. This includes the information that has informed understandings and decisions, and the detailed workings of how the project team analysed the different spatial scenarios for achieving the purpose of the FDS. Updated and new information has been considered and incorporated into the report alongside the preparation of the FDS.

In addition to this report, three additional sets of reports provide further information that has informed the FDS:

- Hearings report
- Submissions and Summary of Submissions report
- Issues and Options

Key information from these reports have been brought into this overall Technical Report, to integrate with the main considerations for developing the FDS. Refer to these reports on the WDC website for detailed information.

The report is generally structured in the methodological and chronological order of the development of the strategy. The first part (Part A) of the report identifies the key background information and frameworks that inform the strategy. The second part (Part B) looks at the key information gathered through engagement, consultation and other information collected through various methods. The third part (Part C) culminates the information and guidance from the first two parts. It develops on this information to analyse and refine the preferred development scenario for the strategy. The final part (Part D) presents the final development of the Strategy.

Part A: Background Information

Section 1: Purpose of the Future Development Strategy

1.1. Overview of the Future Development Strategy

The purpose of the FDS is to set out the strategy for the growth and development of the Whangārei District over the next 30 years. As required by clause 3.13(1) of the NPS-UD, this means that WDC and NRC must set out how to achieve:

- a) A well-functioning Whangārei urban environment,
- b) Sufficient development capacity to meet the expected demand for housing and business activities in the district for the next 30 years and
- c) The integration of planning and infrastructure decisions, particularly those decisions made under the Resource Management Act 1991 (RMA), Local Government Act 2002 (LGA) and Land Transport Management Act 2003 (LTMA).

Under the NPS-UD, the Councils are required to develop a FDS in time to inform their next Long-Term Plans and Regional Land Transport Plan.¹ The FDS is required to spatially identify the broad locations where development capacity will be provided over the next 30 years. These broad locations will also locate where infrastructure is needed to service this development capacity.

Every FDS must include a clear statement of hapū and iwi values and aspirations for urban development. Tangata whenua values and aspirations for urban development must also inform the FDS. For the Whangārei FDS, the scope has been extended to a well-functioning kāinga in recognition of the long-term aspirations for the coastal and rural remaining whenua Māori (Māori land). This also recognises that Whangārei is a District with both an urban centre and a strong rural and coastal identity. Councils have worked with hapū throughout the development of the FDS to ensure a statement of hapū collective aspirations is included in the FDS, acknowledging that hapū input on the FDS does not undermine or negate the Rangatiratanga or mana motuhake of any hapū of Whangārei in future policy and decision-making².

The FDS is also informed by other national policy directives³, the most recent Housing and Business Land Capacity Assessment 2024 (HBA 2024), the advantages and disadvantages of different spatial scenarios, the relevant Long-Term Plan 2024-34, other plans and strategies, and other feedback from previous consultation and engagements.

Objectives of the NPS-UD include improving housing affordability and improving people's access to what they need daily.⁴ These objectives are important aspects of a well-functioning urban environment, and they contribute to several outcomes, including lowering the overall cost of living and improving social equity through reducing car dependency in the transport system.

Throughout the development of the FDS, WDC and NRC together with hapū and other key stakeholders tested various spatial scenarios. Clause 3.14 of the NPS-UD requires the FDS to be informed by considering the advantages and disadvantages of different spatial scenarios. The testing included evaluating residential and commercial growth distribution through different typologies, considering various infrastructure servicing assumptions, and estimating the potential development capacity for housing and business.

¹ Refer to section 3.12 of the NPS-UD 2020.

² Whangārei Hapū within the foundational constitutional documents, He Whakaputanga o te Rangatiratanga o Niu Tīreni 1835 and the Tiriti o Waitangi 1840, maintain that all hapū input into the Future Development Strategy (FDS), does not undermine or negate the Rangatiratanga or mana motuhake of any Hapū of Whangārei in future policy and decision-making.

We participate in this process as uri of the hapū of the Whangārei rohe to assist kāwana and kaunihera to alleviate ongoing prejudice and impacts of dispossession of taonga, including land, culture and resources through the Environmental Management System now and into the future. He Whakaputanga me Te Tiriti o Waitangi must be protected for future generations to enhance and strengthen our relationship with Te Taiao.

³ Refer to section 3.14 of the NPS-UD 2020.

⁴ Refer to objectives 2 and 3 in section 2.1 of the NPS-UD.

1.2. How does the FDS meet the requirements of the NPS-UD?

Whangārei is identified as a Tier 2 urban environment by the NPS-UD. The NPS-UD sets out the requirements for the preparation, purpose, and content of the FDS. It specifies what needs to inform the FDS and details the consultation and engagement requirements in clauses 3.12 to 3.15 of the NPS-UD. This Technical Report demonstrates how the development of the Whangārei FDS has achieved the requirements of the NPS-UD.

Of particular relevance is clause 3.12 that outlines the preparation of an FDS:

1. “Every tier 1 and tier 2 local authority must prepare, and make publicly available an FDS for the tier 1 or 2 urban environment:
 - a) every 6 years;
 - b) and in time to inform, or at the same time as, preparation of the next long-term plan of each relevant local authority.
2. The FDS must apply, at a minimum, to the relevant tier 1 and 2 urban environments of the local authority, but may apply to any wider area.
3. If more than one tier 1 or tier 2 local authority has jurisdiction over a tier 1 or tier 2 urban environment, those local authorities are jointly responsible for preparing an FDS as required by this subpart.
4. If a local authority that is not a tier 1 or 2 local authority chooses to prepare an FDS, either alone or with any other local authority, this subpart applies as if it were a tier 1 or 2 local authority, except that any reference to an HBA may be read as a reference to any other document that contains broadly equivalent information.
5. An FDS may be prepared and published as a stand-alone document, or be treated as part of any other document (such as a spatial plan).”

In addition to ensuring those requirements are met, it is important to also ensure that the process and final documents achieve or are aligned with the NPS-UD Objectives and Policies. Of particular relevance is Policy 1 that outlines what contributes to a “well-functioning urban environment, which are urban environments that, as a minimum:

- a. Have or enables a variety of homes that:
 - i. meet the needs, in terms of type, price, and location, of different households; and
 - ii. enable Māori to express their cultural traditions and norms; and
- b. have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
- c. have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and
- d. support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
- e. support reductions in greenhouse gas emissions; and
- f. are resilient to the likely current and future effects of climate change.”

Section 2: How did Council develop the FDS?

2.1. Project team

The development of the FDS was carried out by a collaborative project team which included:

- WDC & NRC staff
- Consultancy team included MRCagney, The Urban Advisory (TUA) and InPlace.
- The Future Development Strategy Working Group (referred to as ‘the Working Group’) that consisted of eight members, comprising:
 - Local government Elected Members
 - Two Whangarei District Council (WDC) Elected Members.
 - Two Northland Regional Council (NRC) Elected Members.
 - Tangata whenua members
 - Two Te Karearea Standing Committee members.
 - Two Te Ruarangi⁵ members.

2.2. Plan development process

The FDS process follows guidance produced by the Ministry for the Environment (MfE, 2020), applied in the local context of Whangārei. A summary of the components of the process are shown below – noting the strategic framework has shifted over the course of developing the Strategy. Four high-level stages were phased when preparing the draft Future Development Strategy.

2023	May – August 2023	Strategy preparatory work by staff and project team.
	August 2023	Future Development Strategy Working Group established.
	September – October 2023	Constraints mapping and baseline scenario analysis.
2024	November 2023 – January 2024	Development of spatial scenarios.
	January – March 2024	Drafting the Strategy.
	April – July 2024	Approval of draft Strategy for public consultation.
	August – September 2024	Public Consultation and Hearings.
2025	October – December 2024	Issues and Options for the final Strategy.
	January – April 2025	Development of the final Strategy and presenting it for adoption.

Figure 1: Key stages of the development process for the Future Development Strategy

In developing the FDS, Council has tested different spatial scenarios to meet key requirements under the NPS-UD, including but not limited to:

- Distribution of residential and commercial growth and related capacity estimates.
- Anticipated housing, business, and service types to support a well-functioning urban environment.
- Focus on accessibility, including public and active transport.
- The spatial identification of development capacity, infrastructure, and constraints.
- Infrastructure considerations.

⁵ Previously known as TTMAC, Te Taitokerau Māori Advisory Committee.

Section 3: Statutory considerations

In preparing the FDS, alignment with central government direction and relevant national policy statements, standards, and statements is required. These documents provide the framework and guidelines for planning and development in New Zealand. Below provides an overview of how the Strategy has taken into account of relevant policy statements.

3.1. He Whakaputanga and Te Tiriti o Waitangi

Hapū expectations of involvement in decision-making processes, ensuring authority and autonomy in matters concerning their rohe (territories) and tāngata (people) is framed within the context of He Whakaputanga me Te Tiriti. Hapū expect the development and delivery FDS must recognise and respect the mana and tino rangatiratanga of hapū in shaping the future development of Whangārei alongside Council, Central Government agencies and key stakeholders. This involves engaging in meaningful partnerships, acknowledging hapū as joint sovereigns, and ensuring their active participation and involvement in the development of the Strategy.

Throughout the preparation of the FDS, it aims to reflect the principles of Te Tiriti o Waitangi, emphasising partnership, protection, and participation. This approach fosters more collaborative and respectful relationship between Treaty partners to realise the aspirations set out in the FDS.

The table summarises relevant statutory requirements for Māori and tangata whenua in relation to developing an FDS.

Key requirements	Legislation
Te Tiriti o Waitangi/ Treaty of Waitangi principles	<ul style="list-style-type: none"> • NPS-UD Part 2, s2.1., Objective 5 • NPS-UD Part 2, s2.2., Policy 9 • RMA s8 • LGA s4
Statement of hapū and iwi values and aspirations for urban development	<ul style="list-style-type: none"> • NPS-UD Subpart 4, clause 3.13(3) • NPS-UD Part 2, s2.2., Policy 9 (b)
Tangata whenua values and aspirations for urban development	<ul style="list-style-type: none"> • NPS-UD Part 2, s2.2., Policy 1(a)(ii) • NPS-UD Subpart 4, clause 3.14(1d) • RMA s6(e)
Relationship of māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga (including areas/sites of cultural significance)	<ul style="list-style-type: none"> • NPS-UD s3.32(1)(a) • RMA s6(e) • LGA s77(1)(c)
Consultation and participation	<ul style="list-style-type: none"> • NPS-UD Part 2, s2.2., Policy 9(a) • NPS-UD Part 2, s2.2., Policy 9 (d) • LGA s82 (1)
Provide opportunities for Maori involvement e.g., decision-making, management, planning tools, kaitiakitanga.	<ul style="list-style-type: none"> • NPS-UD Part 2, s2.2., Policy 9 (c) • RMA s7 (a) • LGA s81 (1)(a) • LGA s 82 (1) and (2)
Māori capacity building	<ul style="list-style-type: none"> • LGA s81 (1)(b)
Provide relevant information	<ul style="list-style-type: none"> • LGA s81 (1) (c)

Table 1: Key statutory considerations and requirements for Māori when preparing an FDS.

3.2. National Policy Statements

Under clause 3.14(1)(f) of the NPS-UD, “every FDS must be informed by [...] every other National Policy Statement under the Act, including the New Zealand Coastal Policy Statement.”

New Zealand Coastal Policy Statement (NZCPS)

FDS scenarios consider effects on the coastal environment including considering the rate at which built development, and the associated public infrastructure should be enabled to provide for the reasonably foreseeable needs of population growth without compromising the other values of the coastal environment. Encourages the consolidation of existing coastal settlements and urban areas where this will contribute to the avoidance or mitigation of sprawling or sporadic patterns of settlement and urban growth.

National Policy Statement for Highly Productive Land 2023 (NPS-HPL)

Requires scenarios to prioritise and support the use of highly productive land for land-based primary production. The urban rezoning of highly productive land is avoided, except if conditions included in the NPS-HPL are met. And, the rezoning and development of highly productive land as rural lifestyle is avoided, except if conditions included in the NPS-HPL are met. Scenarios were explored to minimise impacts on highly productive land.

National Policy Statement for Indigenous Biodiversity 2023 (NPS-IB)

Requires scenarios manage and minimise adverse effects on indigenous biodiversity, ecosystems and Significant Natural Areas. It requires scenarios to explore options which promote the restoration of indigenous biodiversity in both urban and non-urban environments.

National Policy Statement for Freshwater Management 2020 (NPS-FM)

Scenarios are developed to enable and manage land development in a way that prioritises the health and well-being of water bodies and freshwater ecosystems (Te Mana o te Wai) over the health needs of people and people providing for their social, economic, and cultural well-being.

It requires integrated freshwater management, on a whole-of-catchment basis, including the effects on receiving environments, maintaining, or improving degraded water bodies and freshwater and no further loss of extent of natural inland wetlands, their values are protected, and their restoration is promoted

National Policy Statement for Renewable Electricity Generation 2011 (NPS-REG)

Requires the scenario to have particular regard to increasing electricity generation as part of reducing greenhouse gas emissions and to improve the security of energy supply.

National Policy Statement for Electricity Transmission (NPS-ET)

Guides local government in the management of the impacts of the transmission network on its environment, as well as the adverse effects of activities from third parties on the grid. The policy statement ensures the long-term strategic planning for elements of the national grid and acknowledges its national significance, which must be considered in local decision making on resource management.

3.3. Other considerations

Aotearoa New Zealand's first Emissions Reduction Plan 2022

The Emissions Reduction Plan informed the scenarios through planning and providing for infrastructure systems that support emissions reductions across a range of sectors. The NPS-UD and the FDS planning processes have an important role to play in supporting emissions reductions and climate resilience. Transport is identified as one of the largest sources of emissions, and amongst other things, increasing development density, reducing vehicle kilometres travelled, and reducing emissions from freight transport are identified as immediate focus areas for reducing emissions.

National Planning Standards 2019

The FDS planning process adopted terminology consistent with the National Planning Standards and the NPS-UD, shifting from the terminology used in the 2010 Growth Strategy and 2021 Growth Strategy. These strategies used terms like the urban area and urban growth nodes, where 'urban' areas are only the areas of urban development contiguous with the city centre. The NPS-UD, in addition, defines the rural and coastal settlements as urban as well, especially when these areas are serviced by urban infrastructure.

Section 4: Strategic Framework informing the FDS

4.1. Overview of the Whangārei FDS strategic framework

The diagram below highlights the key legislation, regional, and district strategies and plans that have shaped the contents of the FDS. In the early stages of preparing the Strategy, a comprehensive review of key and consistent outcomes across these regional and district strategies and plans was conducted. These outcomes played a crucial role in informing the longlist of scenarios (see Section 9).

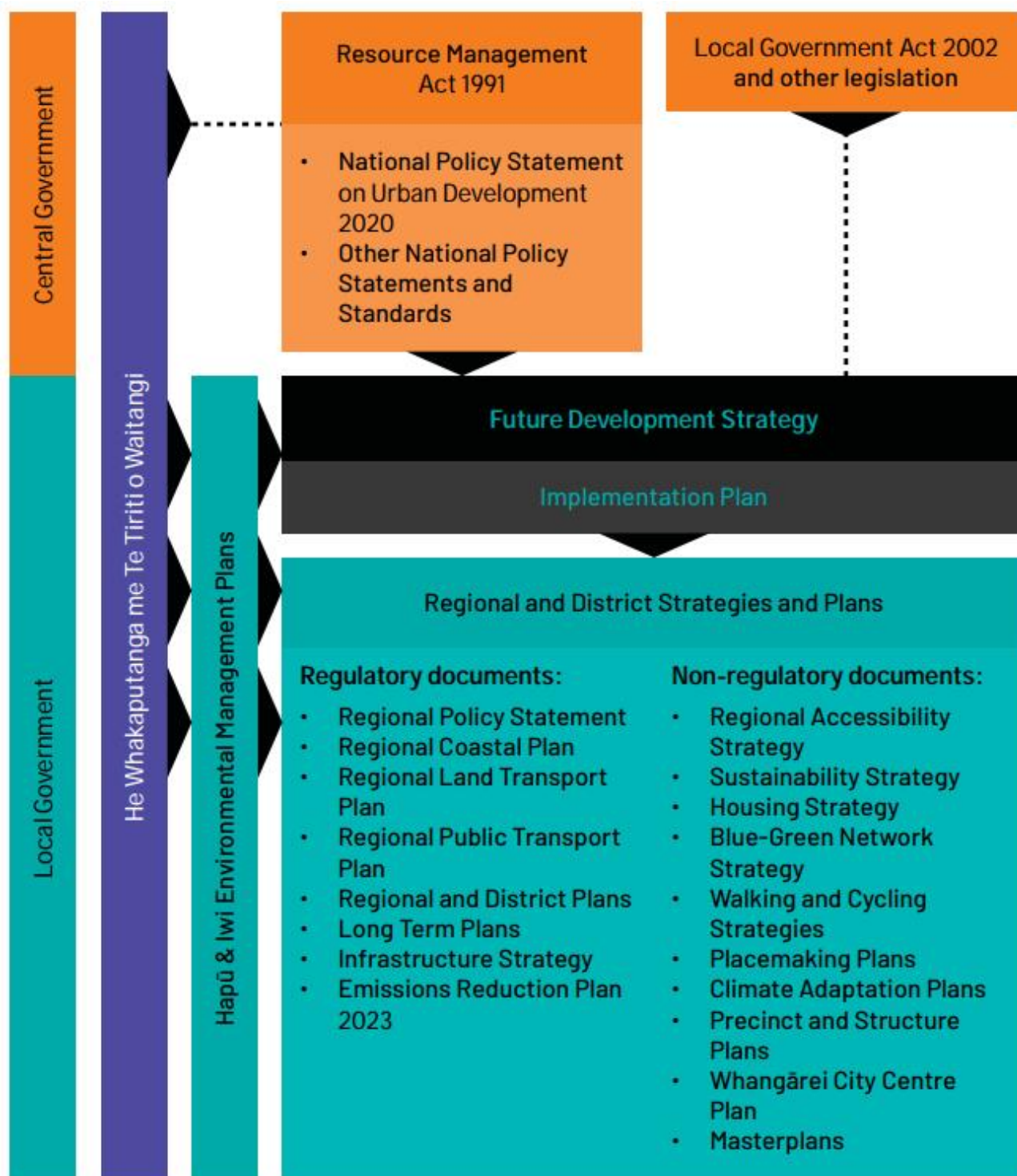


Figure 2: FDS's relationship with key legislation and other strategies, plans and programmes (Source: WDC)

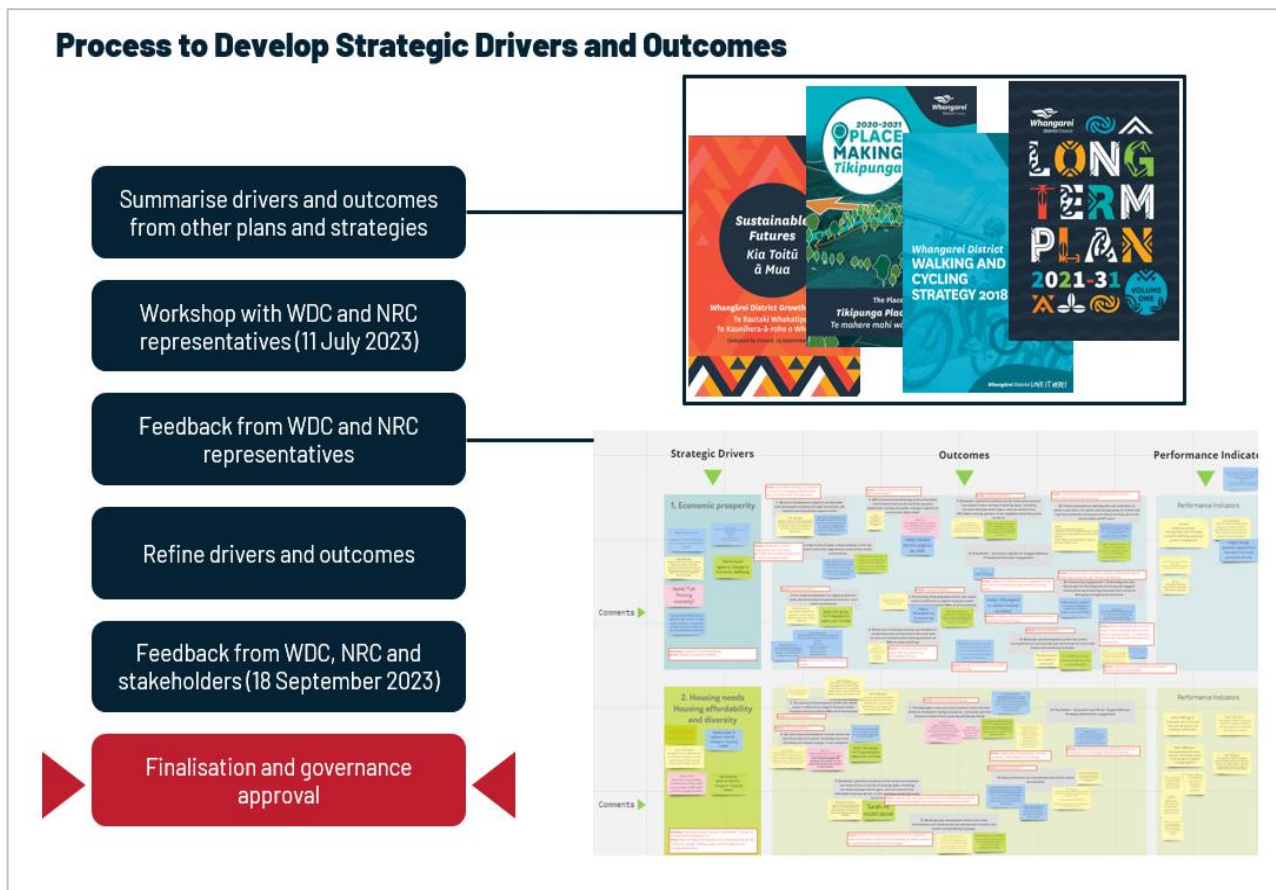


Figure 3: Overview of the process to develop strategic drivers and outcomes.

4.2. Local considerations

How does the FDS relate to previous Whangārei Growth Strategies?

The FDS is a continuation of the strategic spatial planning journey of WDC. This journey commenced in 2008 with the development of the *Whangārei District Growth Strategy Sustainable Futures 30/50* in 2010 (Growth Strategy 2010). To follow, the second spatial strategy was the *Whangārei District Growth Strategy – Te Rautaki Whakatipu o Te Kaunihera-ā-rohe o Whangārei* in 2021 (Growth Strategy 2021). The Growth Strategy 2021 addressed new issues and policy focus areas that arose in the decade since the Growth Strategy 2010. These new issues included matters related to the release of new government policy statements under the RMA, updated data on how the district is changing, and recovery from the COVID-19 Pandemic.

The timeline below (Figure 4) shows that other changes were signalled at the time the 2021 Growth strategy was prepared, including reforms to the RMA and climate change policy direction, although these changes could not be factored into the strategy at that time.

This FDS continues the journey described in the Growth Strategy 2021 in the following ways:

- The development trajectory set by the 2021 Growth Strategy has been assumed as the baseline for assessing the alternative development scenarios during the preparation of the FDS.
- Changes in the policy and development environment that have occurred since the Growth Strategy 2021 was completed have been addressed in the FDS.
- The FDS has assumed a greater focus on developing a 'well-functioning' urban environment and the related objectives and policies of the NPS-UD 2020 (as updated in May 2022).

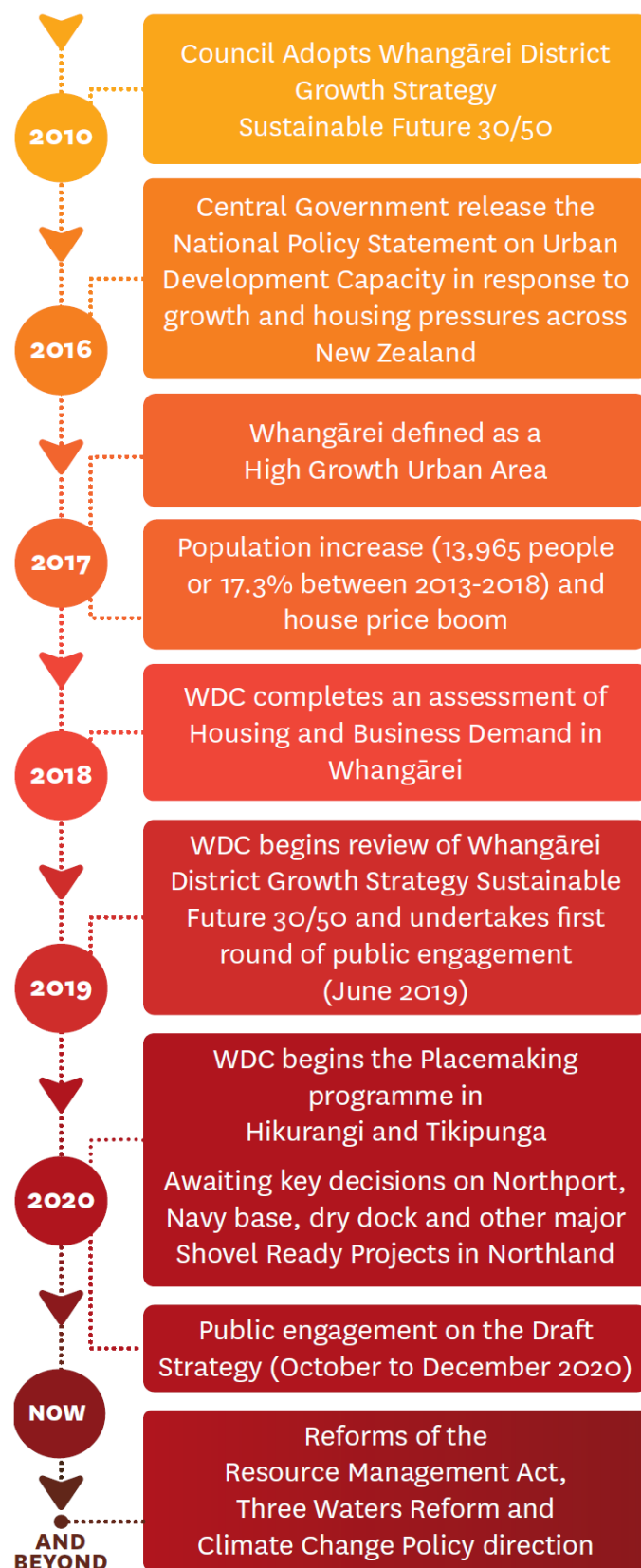


Figure 4: 'Our Journey' from the Sustainable Futures Whangārei Growth Strategy 2021

Part B: Information Gathering

Section 5: Engagement

The engagement approach for developing the FDS included pre-engagement with partners and key stakeholders. This was followed by a public consultation process on the Draft FDS.

5.1. Pre-Engagement with key stakeholders

This section outlines the pre-engagement with hapū / tangata whenua, central and local government, key infrastructure providers, local developers, and the community. This section provides a high-level summary of engagement themes expressed throughout the process.

Future Development Strategy consultation requirements (Clause 3.15, NPS-UD)

The National Policy Statement on Urban Development (NPS-UD) clearly states engagement is required with the following.

- (a) other local authorities with whom there are significant connections relating to infrastructure or community
- (b) relevant central government agencies
- (c) relevant hapū and iwi
- (d) providers of additional infrastructure
- (e) relevant providers of nationally significant infrastructure
- (f) the development sector (to identify significant future development opportunities and infrastructure requirements).

Pre-engagement objectives and values

Our engagement values and objectives guide how we engage with our hapū partners, central government partners, stakeholders, and the community.

Engagement values	<ul style="list-style-type: none"> • We will operate with respect, honesty, transparency, fairness, and accountability. • We commit to engage and communicate information in an easy and accessible way for our diverse community needs. • We honour Te Tiriti o Waitangi and ensure processes are in place to uphold them. • We encourage collaboration and promote opportunities to work together. • We enable people to share their views. • We listen to diverse views with an open mind and give due consideration before making decisions.
Engagement objectives	<ul style="list-style-type: none"> • To build inclusive governance and foster a partnership approach. • To build awareness and a clear understanding of the FDS and what will be delivered. • To facilitate active participation and buy-in through a transparent, respectful, two-way communication approach. • To work together to find ways to align strategic priorities and coordinate programmes/implementation. • To strengthen relationships and build trust between all parties. • To development commitment and accountability to achieve programme success.

Pre-engagement methodology

Partners and key stakeholders have participated in the pre-engagement phase of this FDS project. Multiple engagement methods were used to reach the target audience, enable participation, and provide multiple avenues for providing feedback.

Group	With whom we engaged	Method
Politicians/Elected Members	<ul style="list-style-type: none"> Whangarei District Council Elected Members Northland Regional Council Elected Members 	<ul style="list-style-type: none"> WDC Council Briefings Forums: <ul style="list-style-type: none"> Te Kārearea TTMAC (as of 2025, known as 'Te Ruarangi') FDS Working group
Tangata Whenua	<ul style="list-style-type: none"> Whānau Hapū Iwi Rangatira/members Māori planning practitioners 	<ul style="list-style-type: none"> Forums: <ul style="list-style-type: none"> Te Kārearea TTMAC (as of 2025, known as 'Te Ruarangi') FDS Working group Workshops Meetings Written feedback/email
Government agencies	<ul style="list-style-type: none"> Kāinga Ora KiwiRail Ministry of Education Ministry of Housing and Urban Development Te Puni Kokiri Te Whatu Ora Waka Kotahi Whangarei District Council Far North District Council Kaipara District Council Northland Transport Alliance Sport Northland 	<ul style="list-style-type: none"> Central Government Technical Working Group Workshops Meetings Written feedback/email
Infrastructure providers	<ul style="list-style-type: none"> Chorus Channel Infrastructure NZ Meridian Transpower Marsden Maritime Holding Ltd Northport Whangarei District Council Northland Regional Council 	<ul style="list-style-type: none"> Northland Lifelines Group Workshop Meetings Written feedback/email
Developers	<ul style="list-style-type: none"> Northland Inc Habitat for Humanity NZ Fonterra Kāinga Ora 	<ul style="list-style-type: none"> Targeted meetings Online survey Written feedback/emails
Community	<ul style="list-style-type: none"> Residents Community groups 	<ul style="list-style-type: none"> Social media WDC advisory groups

	<ul style="list-style-type: none"> • Special interest/advisory groups 	<ul style="list-style-type: none"> • Whangārei Leader newspaper and community newsletters
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Table 2: Summary of engaged stakeholders

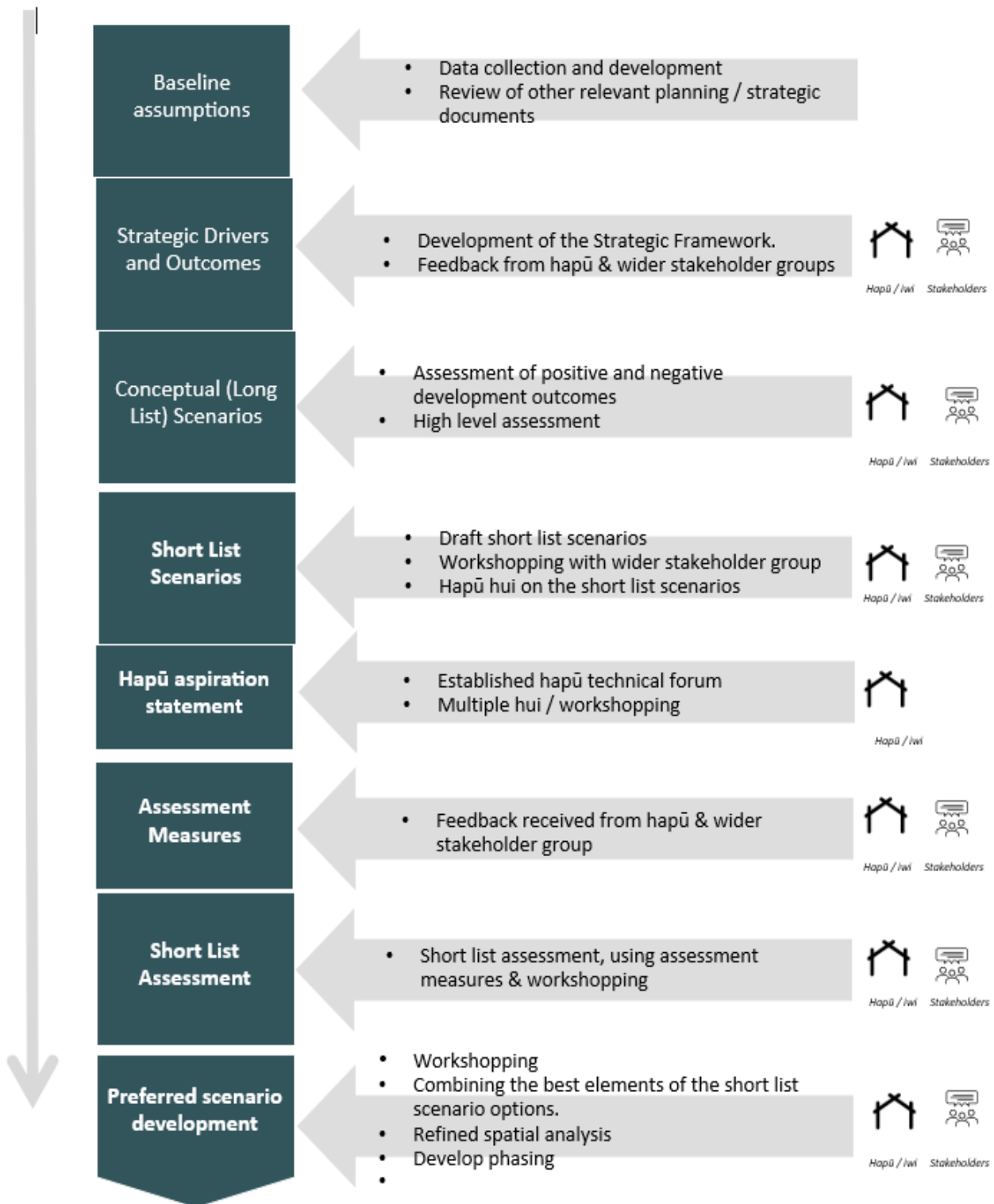


Figure 5: Key stages in developing the draft Future Development Strategy

Tangata Whenua Partnership

Through the process, opportunities were provided for tangata whenua to support key project outcomes, as illustrated in Figure 5. Detailed outputs from multiple meetings can be found in Appendices A and B.

Early, open, and ongoing kōrero with tangata whenua / hapū has been essential for fostering meaningful engagement, participation, and involvement in the FDS. Over the course of seven months, a variety of engagement events with tangata whenua / hapū occurred. This included a soft launch hui series, workshoping and meeting discussions on drivers and outcomes, scenarios, and specifically on the Hapū Aspiration Statement. Council acknowledges Te Waiariki, Ngāti Kororā, Ngāti Takapari Hapu Iwi Trust for their contributions in shaping elements of the FDS and Hapū Aspiration Statement through the submitted Statement of Position presented back to Whangārei District Council.

Although there have been several opportunities for tangata whenua / hapū to meaningfully contribute and influence the FDS, it was clear not all hapū were represented or involved. WDC and NRC acknowledge that consensus on the FDS development processes has not been achieved may not be achieved, as well as seeking full support of the Hapū Aspiration Statement.

To protect those who were participating in the process, the following statement was drafted and will be included as part of the Future Development Strategy.

“Whangārei Hapū (tribes) within the foundational constitutional documents, He Whakaputanga o te Rangatiratanga o Niu Tīreni 1835 and the Tiriti o Waitangi 1840, maintain that all hapū input into the Future Development Strategy (FDS), including positions on the Working Group do not undermine or negate the Rangatiratanga of any hapū of Whangārei in future policy and decision-making.

We participate in this process as uri of the hapū of the Whangārei rohe with the aim to assist kāwana and kaunihera to alleviate ongoing prejudice and impacts of dispossession of taonga: including land, culture and resources through the Environmental Management System now and into the future”.

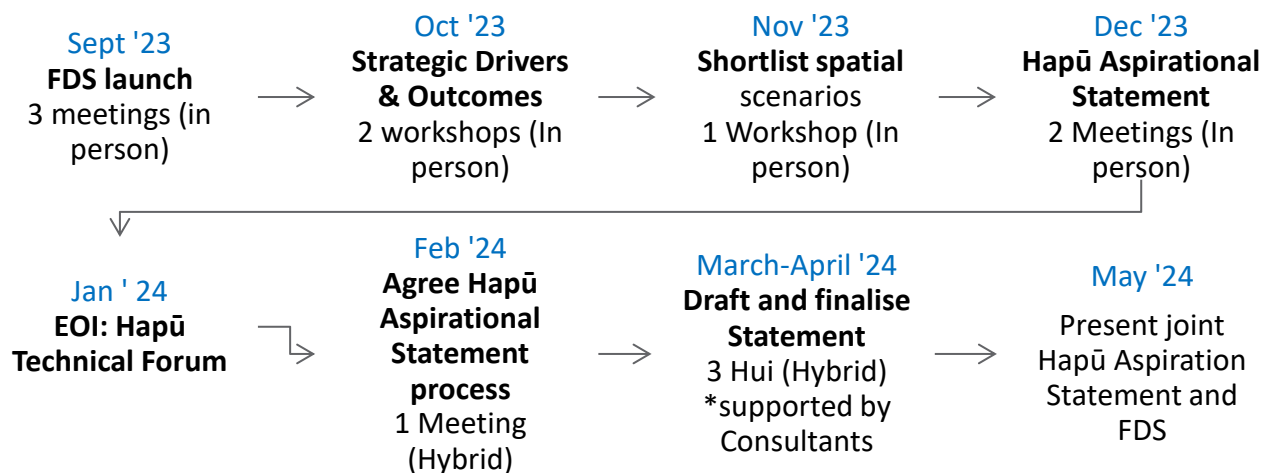


Figure 6: High-level timeline of key engagement milestones with hapū

Hapū Technical Roopu

Councils established a Hapū Technical Roopu made of members from different Whangārei hapū to support the drafting process of the Hapū Aspiration Statement. The roopu were responsible for supporting the drafting process of the Hapū Aspiration Statement. The roopu also held the responsibility for incorporating any final changes to the Hapū Aspiration Statement resulting from feedback gathered through formal consultation.

More information on the process can be found in section 7 of the Technical Report.

Central Government

In August 2023, a Central Government Technical Advisory Group was established to coordinate government advice, input, and feedback. Representatives from the following agencies were invited to sit on the Advisory Group:

- Kāinga Ora – Homes & Communities
- KiwiRail
- Ministry of Education
- Ministry of Housing and Urban Development
- Te Puni Kōkiri
- Te Whatu Ora
- Waka Kotahi – New Zealand Transport Agency

Key responsibilities of the Central Government Technical Advisory Group were to:

1. Provide technical input / information (research, reports etc.) and oversight.
2. Coordinate organisation / agency feedback / advice especially regarding clarifying future work programs / investment.
3. Ensure Council direction is integrated and reflects / aligns with Government priorities.
4. Ensure consistency and alignment to support long term infrastructure investment needs and growing population needs.

Between August 2023 and March 2024, the Central Government Technical Advisory Group met six times (in person and/or online). Central Government agencies were also invited to submit written feedback following meetings and workshops, as well as through the Public Consultation process.

Pre-engagement milestones

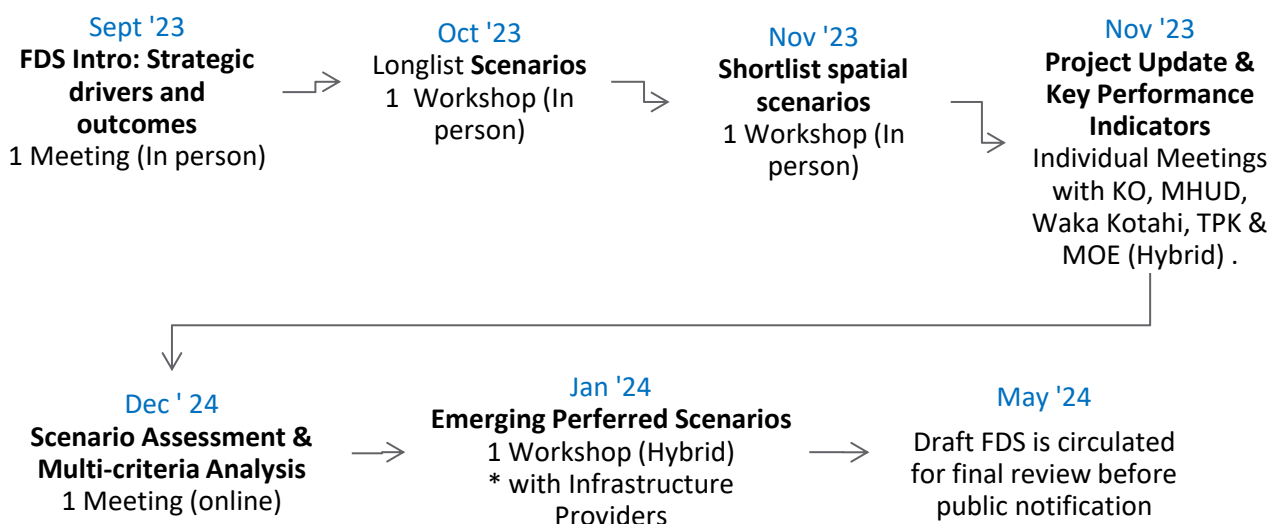


Figure 7: High-level timeline of key engagement milestones with the Central Government Technical Advisory Group.

Infrastructure Providers

Engagement with infrastructure providers took place between September 2023 and February 2024. This involved individual meetings and joint workshops. Infrastructure representatives were also invited to take part in the collaborative joint multi-criteria assessment workshop alongside relevant Central Government agencies. A final review of the draft FDS was also made available.

Development Sector

To date, interaction with the development sector has been limited, despite employing different engagement methods to connect with the development sector. Meetings with Northland Inc as well as a several local landowners and developers have provided guidance of how Council is currently performing key functions including ensuring the infrastructure readiness of growing centres.

Internal Stakeholder

Knowledge exchanges with key internal stakeholders has supported key project deliverables. The FDS has often run alongside Councils LTP. This has provided scope to begin aligning infrastructure priorities and growth. WDC and NRC internal teams have provided key evidence on the current state of assets and provided inputs throughout key stages including the scenario testing processes.

Wider Community

Early community engagement has raised awareness and start conversations about key topics ahead of formal consultation planned in August 2024.

During the months of October 2023 to May 2024, staff attended council advisory groups meetings (Positive Aging Advisory Group, Youth Advisory Group and Disability Advisory Group) as well as targeted meetings. During February and March 2024, short articles in local newsletters, the Leader newspaper and three Facebook posts about the FDS were posted on Councils social media. The Facebook posts received a high number of interactions, eliciting quality responses and reaching a wide audience.

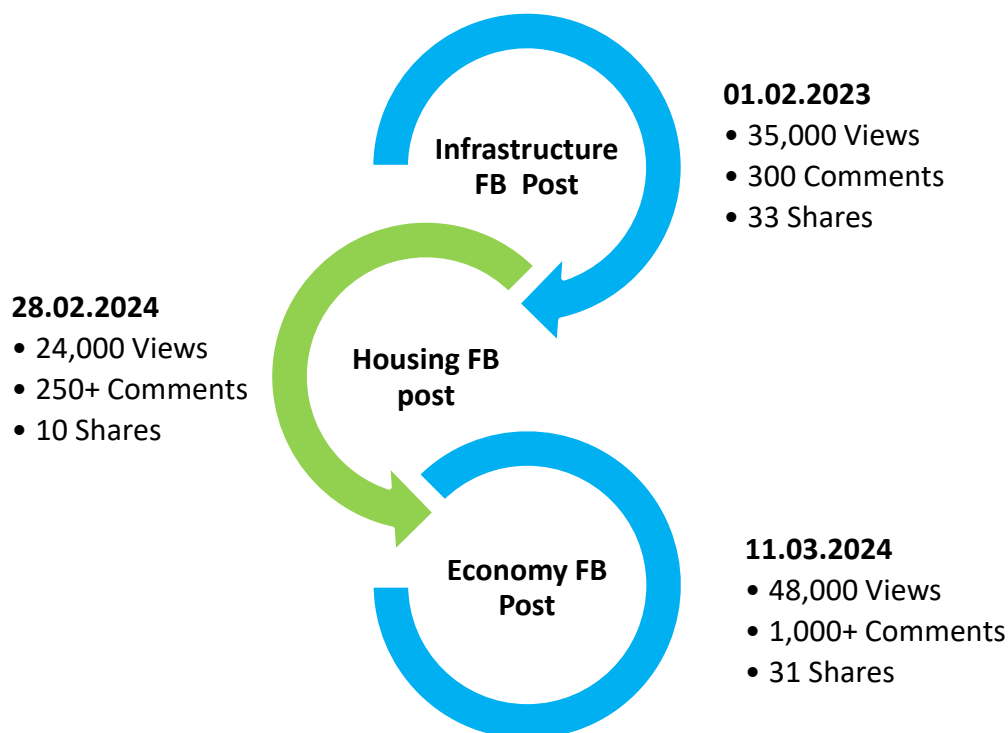


Figure 8: Social media impressions

5.2. Public Consultation

The public consultation followed the Special Consultative Procedure set out in the Local Government Act 2002, as required by the NPS-UD (Clause 3.15(1)).

3.15 Consultation and engagement

(1) When preparing or updating an FDS local authorities must use the special consultative procedure in section 83 of the Local Government Act 2002

The Draft FDS was made available for public consultation from 3 August to 2 September 2024⁶.

Submissions were made by using the form provided or with separate attachments. Feedback was sought on the FDS broadly using the Likert rating scale and with a focus on six identified themes to ascertain opinions and judgments, alongside opportunity to provide comments. The six themes identified were:

1. Building in existing town centres
2. Opening up a full range of housing types
3. Preparing transport systems for growth
4. Making full use of infrastructure investment
5. Cultural identity and values
6. Strategic objectives

A total of 134 submissions were received through the consultation process, including 99 submissions from individuals and 35 submissions from organisations. For further reading, the submissions and summary report are publicly available on the Whangarei District Council website.⁷

In summary, there was major support for the proposed approaches and general themes articulated within the Draft FDS, as seen in the graph below. While there was strong support for each theme, plenty of feedback was received on more nuanced ideas, challenges, conflicts, and areas for improvement within the strategy.

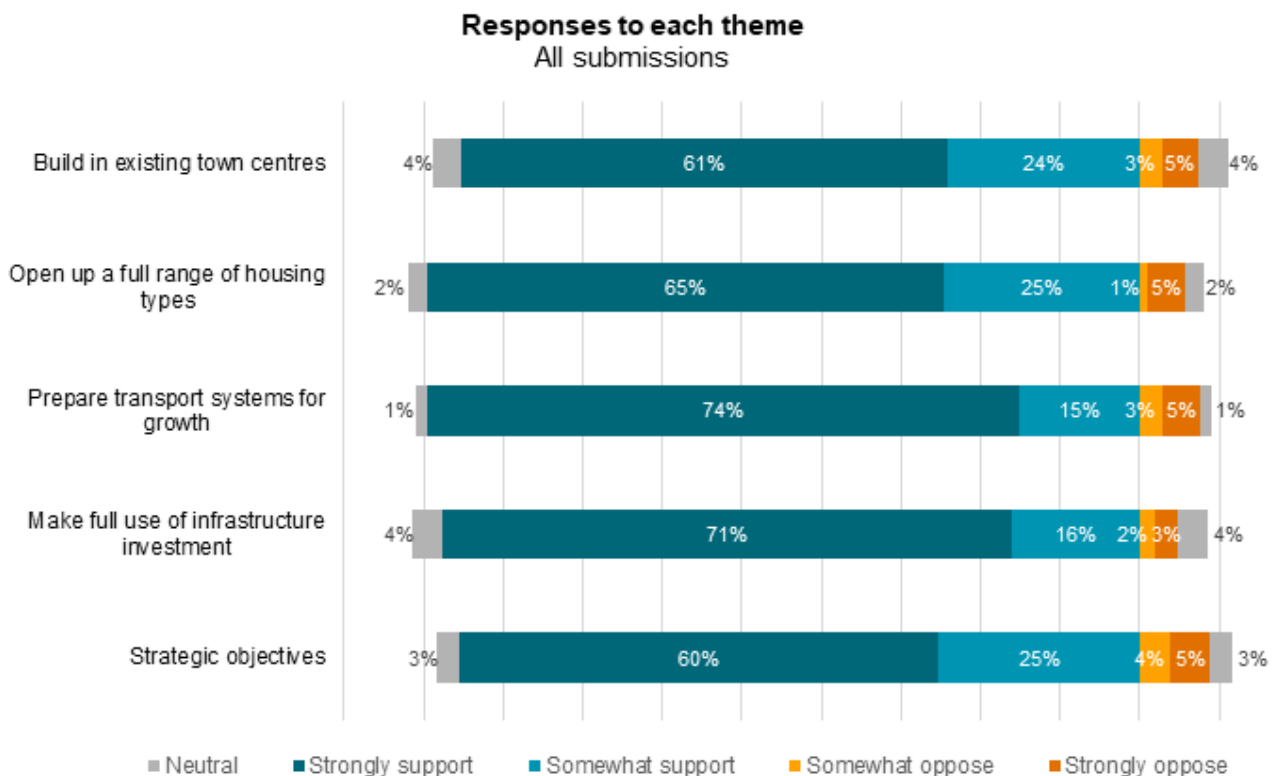


Figure 9: Stacked bar graph of Public Consultation responses to each theme.

⁶ Public Consultation approved by Whangarei District Council on 25 July, 2024 (source: <https://pub-wdc.escribemeetings.com/FileStream.ashx?DocumentId=4429>) and Northland Regional Council on 23 July, 2024 (source: https://northland.infocouncil.biz/Open/2024/07/CO_20240723_MIN_3589.PDF)

⁷ <https://www.wdc.govt.nz/Council/Strategic-Programmes/Future-Growth/Draft-Future-Development-Strategy>

Following the analysis and summary of submissions, Council staff consolidated feedback into issues and options for further analysis and recommended changes to the Final FDS. These issues and options are also publicly available on the Whangarei District Council website⁸ under the 'Issues and options'. These issues and options, split into six reports by each theme, went through a process of decision-making with the Future Development Strategy Working Group (see Section 2 for overview of the Working Group) to confirm what changes were made to the Final FDS.

⁸ <https://www.wdc.govt.nz/Council/Strategic-Programmes/Future-Growth/Draft-Future-Development-Strategy>

Section 6: Whangārei's Context

This section highlights key characteristics of Whangārei's people, the built and natural environments. It includes an overview of key aspects of the development environment that are considered in the FDS, including development capacity, land use regulation, social and community infrastructure, network infrastructure, and the current strategic approach to developing these aspects.

Figure 10 illustrates the 'Functional Urban Area' of Whangārei as defined by Stats NZ. This definition provides a guide to the areas that need to be included in the FDS to ensure it is meeting the NPS-UD objective of a 'well-functioning urban environment'. However, the FDS will cover the whole district, including settlements such as Waipu and Hikurangi.

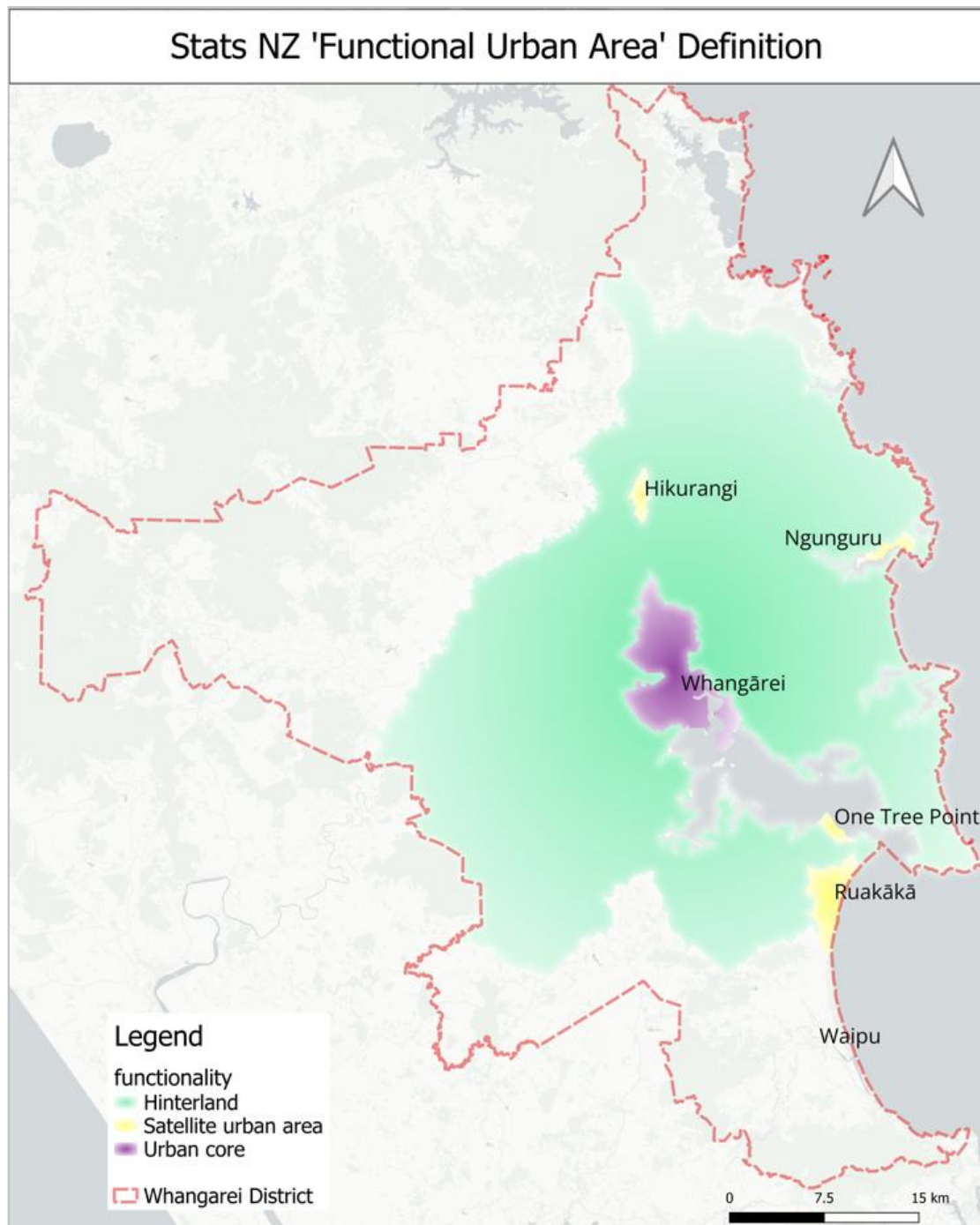


Figure 10: Stats NZ Functional Urban Area – guide for the focus area for the FDS.

6.1. Demographics

Population

Whangārei District is projected to grow from 103,474 people in 2024 to 142,255 in 2054, a 37.5% increase over 30 years (under the high-growth scenario). These projections assume an overall ageing population, as illustrated by the graph below. The population aged 65 years and older is projected to double between 2022 and 2054 (from approximately 20,000 to 40,000 residents) in the high growth scenario. Over time, there will be relatively fewer young people and more older people, which means the demand for healthcare and retirement living services is likely to increase more than the demand for other services, such as schools.

Households and families

Most households in Whangārei are made up of one family (with or without other people) and this has been the case through the last three Census, as seen in the graph below. There have been minimal changes in household composition since 2013, however, there has been a slight increase in shared living arrangements - other multi-person households, three or more family households, and two-family households. While over the same three Census periods, there has been a slight reduction in one-family households and one-person households.

Compared to the Northland region, they share very similar proportions of household composition in the 2023 Census except that Whangārei has more one-family households. Compared to New Zealand, Whangārei has a greater proportion of one-person households and a smaller proportion of one-family households and other multi-person households.

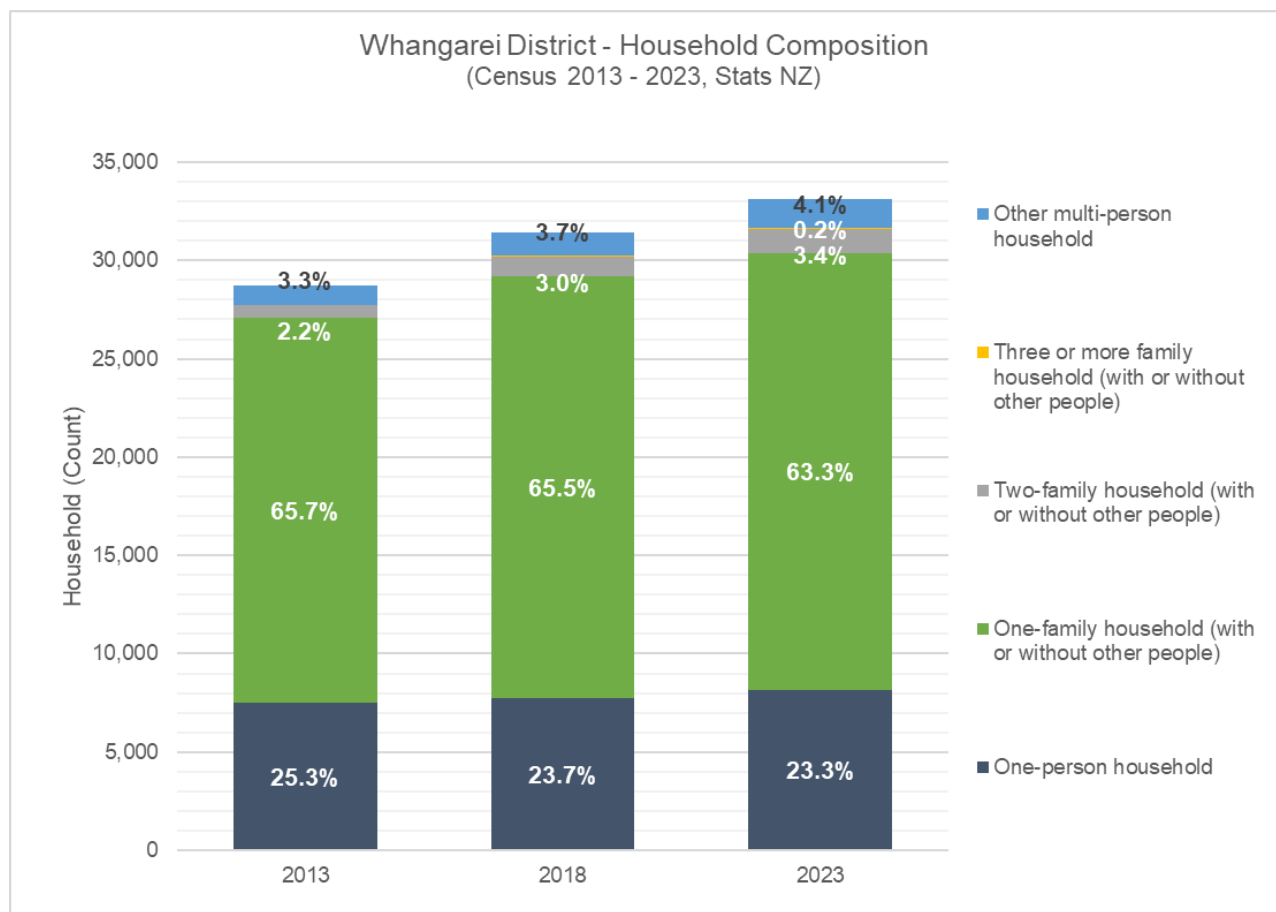


Figure 11: Household Composition (Census, Stats NZ)

Diversity and ethnicity

Whangārei's Māori population is growing and comparatively higher than other regions. The 2023 Census found 31.4% of the total population identified as Māori and 76.3% identified as European in the Whangārei District. Nationally, 17.8% of the total population identified as Māori. Ethnicity is self-

perceived, and people can belong to more than one ethnic group, as such, the census survey enables individuals to identify their ethnicity and to identify up to six ethnicities.

Whangārei's population is projected to become more diverse over time, with growth across all major ethnic groups and an increase in people identifying with multiple ethnic groups. In 2043, the Māori population is projected to reach 47,152 people (39.5% of the total population) from 31,390 in 2023.

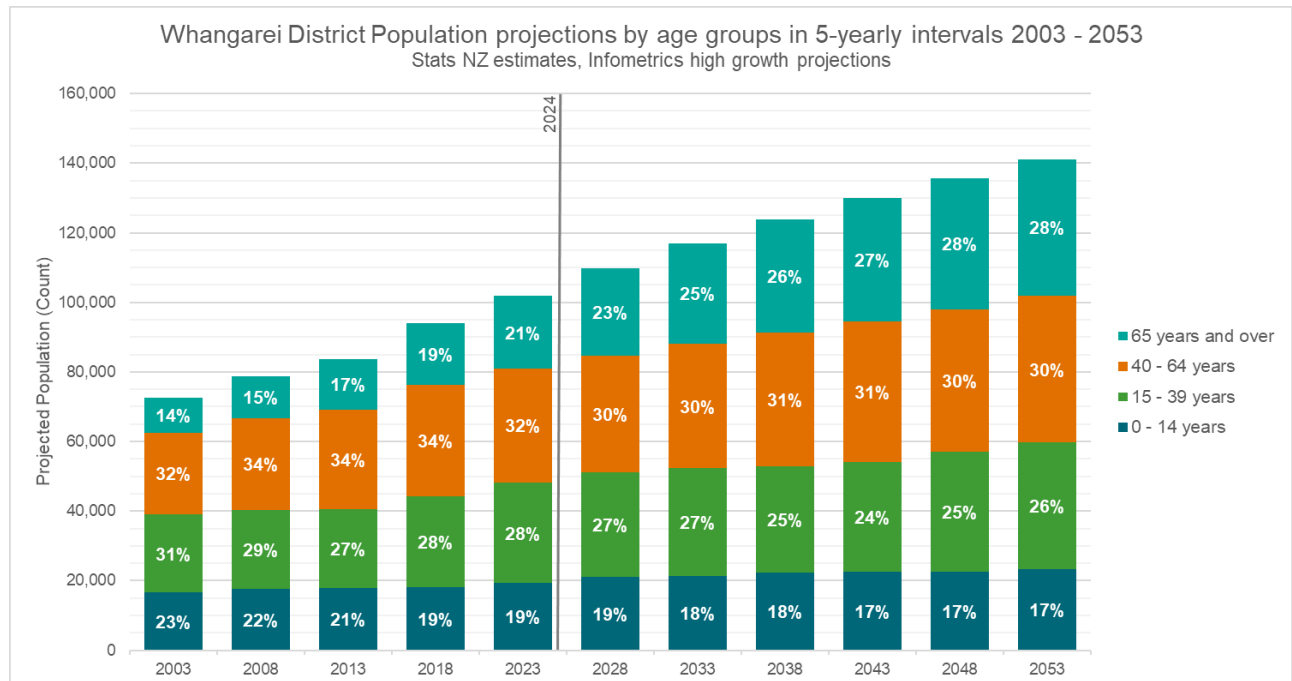


Figure 12: Whangārei district population by age groups (high growth), 2003-2053 (source: Whangārei District Population Projections by Infometrics, December 2024)

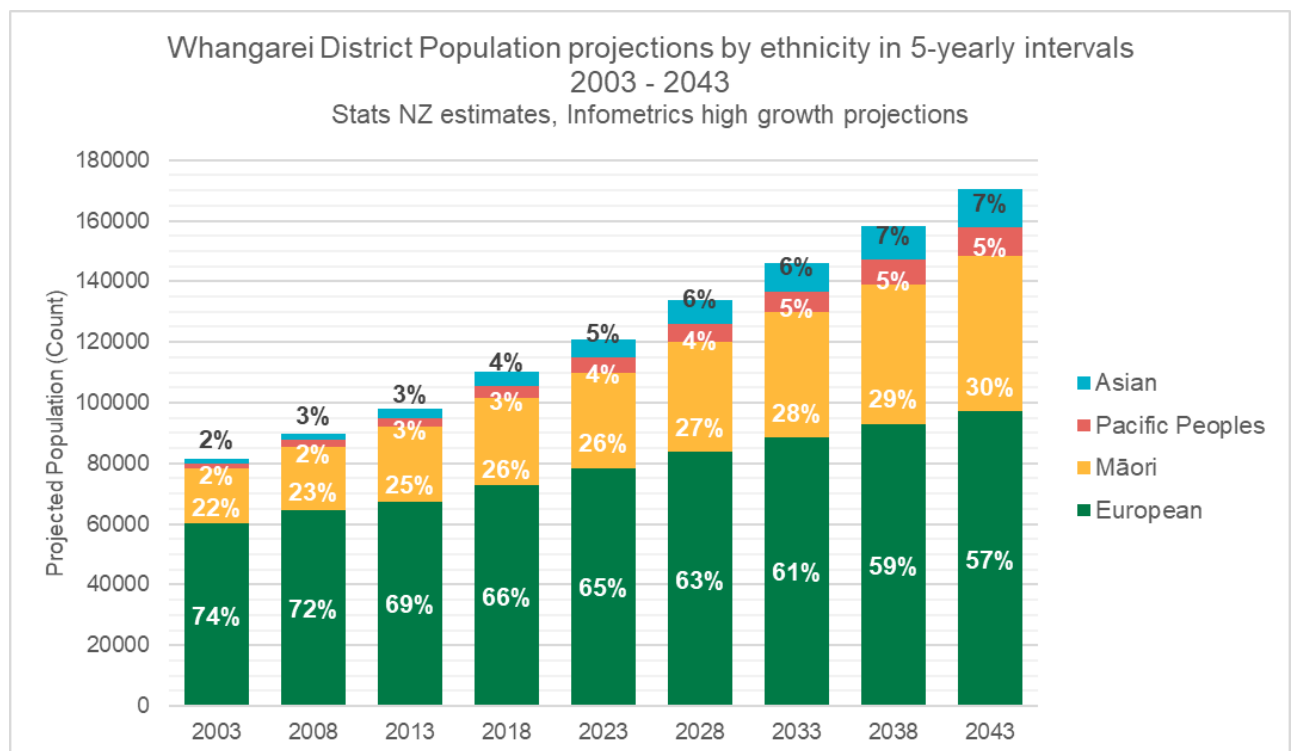


Figure 103: Whangārei district population by ethnicity (high growth), 2003-2043 (source: Whangārei District Population Projections by Infometrics, December 2024)

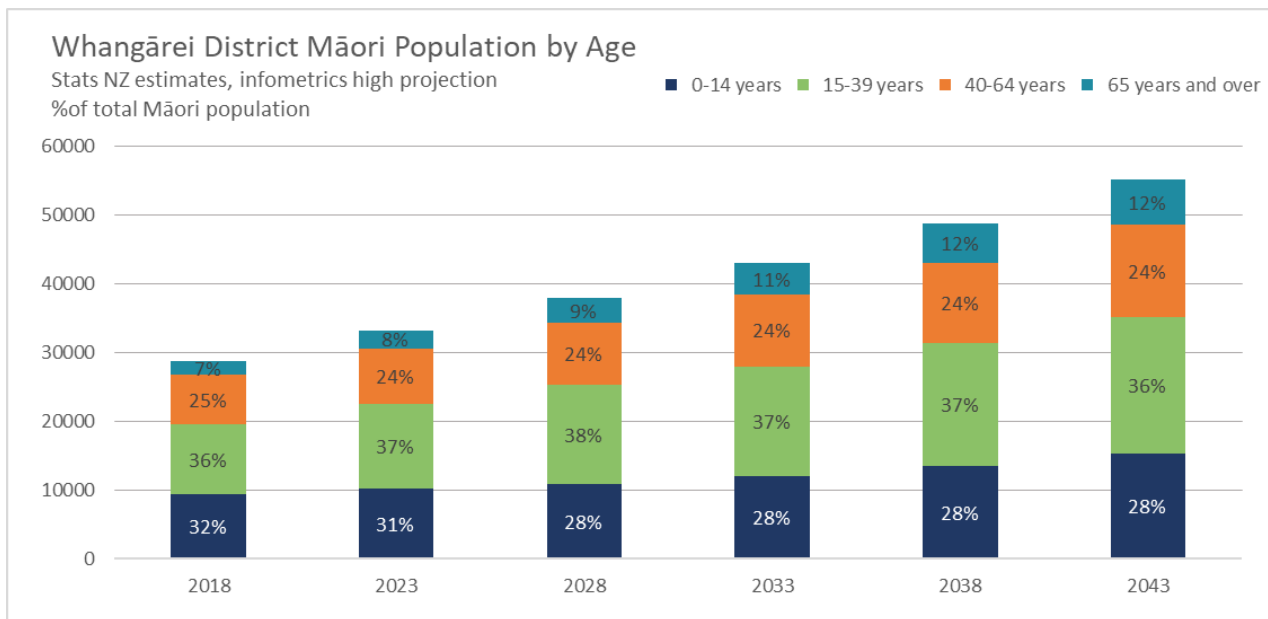


Figure 14: Whangārei District Māori population projection by age, 2018-2043 (source: Stats NZ Whangārei District Population Projections, November 2023)

6.2. Housing and Business Land Assessment 2024

Throughout the preparatory process of the FDS, it was informed by the most recent applicable Housing and Business Capacity Assessments (HBA), which included the 2021 HBA and the 2024 HBA.

The 2024 HBA and Draft FDS were prepared alongside each other, meaning the Draft FDS released for public consultation (between August and September 2024) was mostly informed by the 2021 HBA. The 2024 HBA was finalised and accessible a month prior to the Draft FDS sign off by both councils and was used to inform the final scenario. A complete update of references from the 2021 HBA to the 2024 HBA were made to the Technical Report and FDS post-consultation.

Comparison of 2021 & 2024 HBA

Category	2021 HBA	2024 HBA
Population forecasts & additional demand	<ul style="list-style-type: none"> An additional 46,100 residents need to be accommodated over the long term (2051). 	<ul style="list-style-type: none"> An additional 38,500 residents need to be accommodated in the long-term (2054)
Total number of homes required to meet demand	<ul style="list-style-type: none"> An additional 20,100 dwellings by 2051 	<ul style="list-style-type: none"> An additional 14,312 dwellings by 2054 (and feasible development capacity for 16,727 dwellings)
Plan enabled & feasible housing capacity	<ul style="list-style-type: none"> Plan enabled capacity of residential zones in Whangārei's urban areas was 37,200 dwellings. Feasible capacity was 19,600 dwellings. The assessment does not consider 'infrastructure readiness' assessment – 	<ul style="list-style-type: none"> Plan enabled capacity of residential zones in Whangārei's urban areas was 63,450 dwellings.⁹ Significant capacity has been accounted from previously identified Future Urban Zones, Marsden Private Plan Change and Port Nikau.

⁹ Not excluding designations or sites with hazard risks. Also, not including potential development capacity in Future Urban Zones, the Rural Production Zone, the Ruakākā Equine Zone, or the Port Nikau Development Area.

	assumed all plan enabled areas were infrastructure ready.	<ul style="list-style-type: none"> Of the plan-enabled capacity, 41,773 are commercially feasible. The assessment includes a qualitative review of the extent to which the feasible development is 'infrastructure readiness' and 'reasonably expected to be realised'.
Sufficiently meeting housing demands – short, medium and long term	<ul style="list-style-type: none"> Short term – yes Medium term – yes Long term – no 	<ul style="list-style-type: none"> Short term – Yes Medium term – Yes Long term - Yes
Business land capacity	<ul style="list-style-type: none"> Sufficient business zoned land in total to meet the long term demand (of 228 hectares). 	<ul style="list-style-type: none"> Sufficient development capacity to meet the long-term demand for: 103.4ha of industrial land (118.9ha capacity requirement) 63.5ha of retail and personal services land (73.1ha capacity requirement) 11.8ha of office-based activities land (13.5ha capacity requirement)
Sufficiently meeting business demands – short, medium and long term	<ul style="list-style-type: none"> Short term – yes Medium term – yes Long term – yes <p>However, if flood-susceptible land is excluded from the capacity assessment, there are some small insufficiencies in the long term (but not in the short or medium term) in: industrial land (9.1 hectares) and health, education and community services, and office-based activities (1.3 hectares).</p>	<ul style="list-style-type: none"> Short term – yes Medium term – yes Long term – yes <p>If flood susceptible land is excluded from the capacity estimate there are capacity shortfalls for all types of business land. However, business uses are not always incompatible with flood susceptible land. There may also be shortfalls for some business land activities if developers choose to pursue residential schemes on zoned land that enables residential, or business uses.</p>

Table 3: Comparisons between 2021 and 2024 HBA

Summary of HBA 2024

Whangārei's population is projected to grow from 103,500 in 2024 to 142,000 in 2053, an increase of 39%. To meet this growth and subsequent demand for housing and business, the HBA 2024 has identified sufficient plan-enabled, commercially feasible, infrastructure-ready and reasonably likely to be realised development capacity in the short, medium and long term.

	Housing Capacity		Business Land Capacity	
	Additional housing demand with competitiveness margin (number of dwellings)	Plan-enabled, infrastructure-ready, commercially feasible and reasonably expected to be realised housing development capacity (number of dwellings) ¹⁰	Additional business land demand with the competitiveness margin (ha)	Plan-enabled, infrastructure-ready and suitable for business sector (ha)
Short term	1,519	1,519	34.1	-
Medium term	3,855	3,855	39.1	-
Long term	8,937	8,937	166.4	-
Total	14,311	14,311	239.6	239.6

Table 4: Summary of 2024 HBA

Housing Demand

Housing demand is affected by several different trends and characteristics associated with demographics and population, including age, household composition, birth rate, death rate, and migration. The population and household projections applied in the HBA and FDS were provided by Infometrics (based upon Statistics New Zealand's subnational estimates). Similarly, to the 2021 HBA, a high growth forecast was applied for the 2024 HBA, aligning to forecasts applied in the 2024-34 Long Term Plan and Council's Infrastructure Strategy. The advantage of planning for high growth is that it represents a 'worst case' scenario, thereby ensuring resilience and readiness for the highest growth that is plausible. This is important because effective infrastructure planning and delivery takes time.

The 2024 growth projection is lower than the 2021 growth projection (though the 2021 HBA also relied on the then high growth scenario). The 2021 housing demand assessment projects demand for 20,100 additional dwellings by 2051 - The NPS-UD competitiveness margin brought the total demand to 23,000 residential dwellings. Using the high growth scenario, there is a projected need for an additional 14,311 dwellings by 2054. To ensure a degree of choice and competition in the development market, there is a requirement to enable enough development capacity to accommodate 16,727 dwellings by 2054.² Under the high growth scenario, Whangārei's housing stock will grow by 36 per cent (from 39,502 in 2023 to 53,813 in 2053).

The 2024 HBA assumes that at least the percentage share of each conventional dwelling type granted consent over the most recent five-year period (2019-2024), will be required for each dwelling type over the coming 30 years. This means provision of sufficient development capacity to provide at least the following dwelling mix:

- 12,165 as standalone houses (85%)
- 1,431 as townhouses (10%)
- 716 as apartments (5%)

The housing capacity requirement for 16,727 new dwellings by 2054 split across the different housing typologies is:

- 14,218 as standalone houses
- 1,673 as townhouses
- 836 as apartments

¹⁰ There is substantially more plan-enabled, commercially feasible and infrastructure ready residential capacity available. However, it is not reasonable to expect a surplus of capacity would be realised relative to need.

Housing Feasibility Assumptions

An update to the Housing Capacity and Feasibility Model was undertaken to ensure new plan-enabled capacity was factored into the assessment. Market and development costing updates were also made. The Model first applies district plan zoning rules to model the number of dwellings that could notionally be completed across the district in urban zones that permit residential uses.⁶ The modelling includes greenfield development opportunities (i.e. development on vacant parcels), and it includes brownfield development opportunities (i.e. parcels with existing buildings that could provide net uplift through demolition and redevelopment or infill). The Model then determines how many of the notional plan-enabled dwellings are commercially feasible based on financial assumptions for development costs and values. The key assumptions are that prices for land and development are fixed, developers will accept these prices, but developers will also require a fixed rate of profit. The respective data inputs and sources for feasibility calculations are identified in the table below.

Data	Source	Date / Description
Land prices / Property Valuations	WDC	2024-03 snapshot
Sale prices	HBA 2021 values (based on several sources including REINZ, MHUD, and sales audit file from WDC).	Sale prices inflated 6% from previous 2021 values.
Gross profit margin		Base value of 205, and sensitivity range of 20% - 30%
Weighted average cost of capital		10% - reflects cost of financing for developers
Other associated costs, such as GST, professional service fees, consents, and interest charges	WDC	
Price-cost ratio		
Build costs	QV Cost Builder	Waikato Region numbers as a proxy for Whangārei.
Development durations	Stats NZ	Average of median duration from consent to final inspection for quarters Dec 2017 to Sep 2022.

Table 5: HBA 2024 – housing financial assumptions

The perceived riskiness, scale and type of development are not considered explicitly in the model. However, the costs, revenues, timings and differentiation of brownfield and greenfield¹¹ development are considered explicitly, which means financing costs for development can vary. Brownfield developments are more sensitive to adverse market conditions, and this is taken into account within the model. To this point, the Model does not have the functionality to consider the infrastructure-readiness of feasible development, nor the likelihood of realisation. In other words, the model does not account for the take-up of commercially feasible development, which depends on a variety of other factors, such as landowner/developer risk aversion and availability of capital, challenging construction costs, demand for carpark spaces creating barriers to development, and perceptions of poor amenity, vibrancy and liveability.

Housing Supply

The HBA 2024 identifies the District Plan provides plan-enabled development capacity for 63,450 new dwellings.⁸ This falls to 59,092 when designations are excluded,⁹ it falls to 58,601 when sites vulnerable to high-risk hazards are excluded and falls further to 50,885 when sites vulnerable to any hazard are excluded. 41,773 of the plan-enabled notional dwellings are commercially feasible. This falls to 38,038 when designations are excluded, it falls to 38,334 when sites vulnerable to high-risk hazards are excluded, and it falls to 33,765 when sites vulnerable to any hazard are excluded. Given the district-wide development capacity requirement is to enable at least 16,727 new dwellings, at the district-wide scale, there is significantly more feasible development capacity than is required.

¹¹ It should be noted the modelling of greenfield and brownfield development capacity is differentiated based on location rather than site characteristics.

It is important that the feasible development capacity is infrastructure-ready and suitable to respond to needs in terms of location and type, as well as being sufficiently resilient to withstand adverse market conditions.

The District Plan provides potential additional development capacity in Future Urban Zones (FUZs). FUZs have been designated in some rural areas on the edge of urban Whangārei where they have been deemed as potentially suitable for residential development at a density of one dwelling per 500m².¹¹ FUZs can only be developed at the increased densities if adequate development infrastructure, including municipal water and wastewater supply, has been provided.

Assuming the FUZ is enabled with adequate development infrastructure, FUZs could provide development capacity for **12,702** additional feasible dwellings. The following tables show the net additional dwellings that could be provided in each FUZ (assuming adequate infrastructure).

Future Urban Zone	Net Additional Dwellings
Abbey Caves North	1,174
Abbey Caves South	678
Mauna North	688
Mauna South	2,808
Three Mile Bush	1,419
Vinegar Hill North	2,275
Vinegar Hill South	3,273
Whau Valley North	387
Total	12,702

Table 6: Future Urban Zone additional development capacity

Business Land Demand 2024

The high growth scenario projects the working age population to increase from 83,463 in 2024 to 117,314 by 2054.¹² Assuming a 'medium' long-run labour force participation rate, the work force is projected to account for 51 per cent of the working age population (59,685 workers) by 2054¹³.

The graph below shows the projected workforce growth for the broad economic sectors of 'industry', 'retail and personal services', 'office-based activities', 'health, education and community services', and 'other'. This shows that all sectors of the economy are expected to grow over the coming 30 years, with the greatest growth occurring in 'office-based activities' and 'health, education and community services'.

¹² The working age population refers to all people aged 15 and over.

¹³ The 'medium' long-run labour force participation rate assumes 51 per cent of the working age population are economically active. The 'medium' rate is similar to the current workforce participation rate. Given the aging population profile, it does not seem reasonable to assume the workforce participation rate would increase over time as the proportion of adults that are economically inactive due to advanced years is projected to grow. This would likely offset any increase in workforce participation among younger age groups. A 'high' long-run labour force participation rate assumes 56 per cent of working age population are economically active, a low participation rate assumes 46 per cent are economically active.

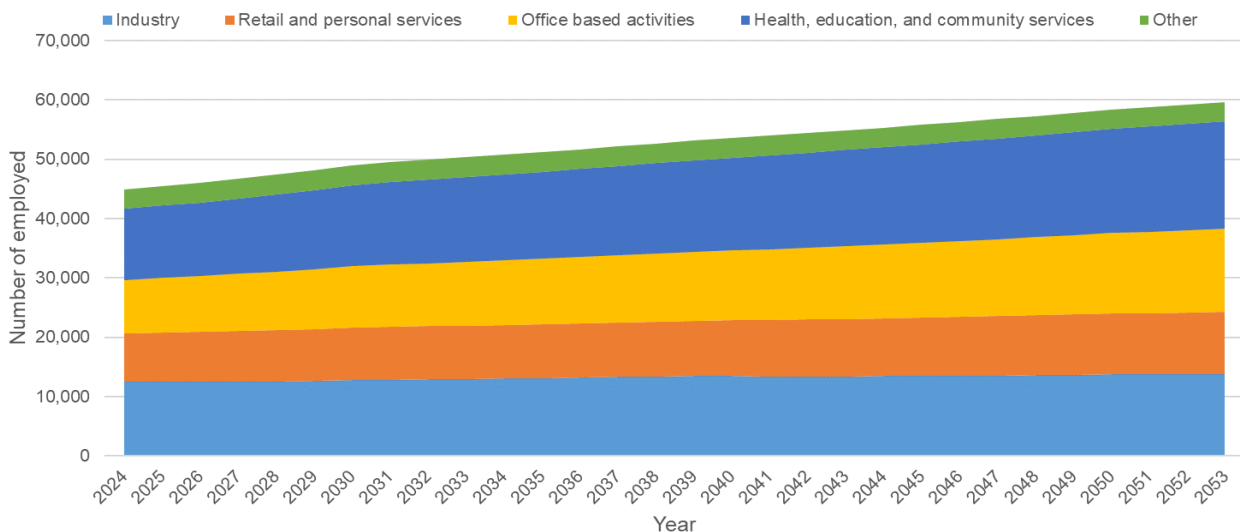


Figure 15: Whangārei District Projected Employment 2024 – 2053 (Source: HBA 2024).

For the broad sector of **industry**, there is estimated to be a requirement for a total of:

- 19.5 ha in the short term (2024 - 2027)
- 38.7 ha in the short-medium-term (2024 - 2034)
- 118.9 ha over short-medium-long-term (2024 – 2054)

For the broad sector of **retail and personal services**, there is estimated to be a requirement for a total of:

- 13.5 ha in the short term (2024 - 2027)
- 29.6 ha in the short-medium-term (2024 - 2034)
- 73.1 ha over short-medium-long-term (2024 – 2054)

For the broad sector of **office-based activities**, there is estimated to be a requirement for a total additional of:

- 1.3 ha in the short term (2024 - 2027)
- 5.1 ha in the short-medium-term (2024 - 2034)
- 13.5 ha over short-medium-long-term (2024 – 2054)

Business Land Supply 2024

Modelling suggests there is likely to be sufficient plan-enabled development capacity to meet the needs of all sectors of the economy over the short-medium-long-term. Indeed, for most sub-sectors, there is likely to be a considerable surplus of development capacity¹⁴.

In addition to the modelled development capacity available to each sector, the Port Nikau Development Area enables a new town centre, and the current Port Nikau Masterplan indicates an additional 6,000m² floorspace will be provided for retail, hospitality and commercial activities. Table 8 shows the development capacity requirement for each major economic subsector, alongside the modelled capacity¹⁵.

¹⁴ Note: The Model only identifies the development potential of vacant sites and infill opportunities on non-vacant sites. Unlike the Housing Capacity and Feasibility Model, the Business Land Model does not attempt to model development options that could be achieved through redevelopment of existing sites.

¹⁵ Note: The model assigns available development capacity that is suitably zoned to each sub-sector up to the point that the available development capacity equals the development capacity requirement. It does not assign surplus available development capacity to any sub-sector of the economy.

Broad sector	Sub-sector	Short-term 2024 - 2027		Medium-term 2027 - 2034		Long-term 2024 - 2054	
		Requirement (ha)	Permitted and enabled capacity (ha)	Requirement (ha)	Permitted and enabled capacity (ha)	Requirement (ha)	Permitted and enabled capacity (ha)
Industry	Food Industry	0.4	0.4	0.6	0.6	2.2	2.2
	Light Industry	3.2	3.2	5.0	5.0	16.9	16.9
	Noxious Industry	0.2	0.2	0.3	0.3	0.8	0.8
	Heavy Industry	14.8	14.8	23.4	23.4	78.7	78.7
	Industrial Services	-	-	7.0	7.0	19.7	19.7
	Warehousing	0.9	0.9	2.3	2.3	0.6	0.6
Retail and personal services	Trade retail	5.8	5.8	15.6	15.6	42.0	42.0
	Service stations	0.2	0.2	0.4	0.4	0.7	0.7
	Supermarkets / food retail <600m2	0.4	0.4	0.6	0.6	1.3	1.3
	Supermarkets / food retail >600m2	1.2	1.2	1.9	1.9	4.0	4.0
	Department stores / durable goods retail	2.1	2.1	3.3	3.3	6.8	6.8
	Boutique shopping and personal services	1.7	1.7	4.4	4.4	11.5	11.5
	Accommodation	0.9	0.9	1.5	1.5	3.1	3.1
	Cafes, restaurants, and bars	1.1	1.1	1.8	1.8	3.7	3.7
Office based activities	Office based activities	1.3	1.3	5.1	5.1	13.5	13.5

Table 7: Development capacity requirement and supply for each economic sub-sector (2024-2054) – no exclusions

Excluding sites susceptible to flood hazards

When development capacity on land parcels that are susceptible to flood hazard are excluded, the amount of development capacity that is available to respond to future needs is reduced. The model indicates that removing such sites would result in insufficient development capacity to meet projected future demand for office-based activities in the long-term (there is a requirement for 13.5ha of land for office-based activities by 2054, but only development capacity for 9.1 ha – a shortfall of 4.4ha).

While certain sites vulnerable to flooding should be completely avoided, others may be suitable with effective flood management strategies in place. Excluding all flood-prone sites has minimal impact overall, mainly affecting a specific subsector in the long run. If evidence shows that flood risks are unmanageable, additional development capacity could be considered to meet future needs.

6.3. Housing considerations

In Whangārei, the housing stock is predominately stand-alone dwellings, which makes up around 84% of the current supply (according to the 2023 Census).¹⁶ Based on Census data between 2013 and 2023, there has been a 11.3% increase in household's owning or partly owning their dwelling in Whangārei. In 2023, around 21,000 households owned or partly owned their dwelling. Between the same period, there has been a small decrease (-1%) in households that do not own nor is it held in a family trust.

In 2023, there were over 2,000 households living in crowded (one bedroom needed) and severely crowded (two or more bedrooms needed) dwellings. In contrast, there were around 25,000 households, or 88% of occupied private dwellings, with one or more spare bedrooms. Therefore, 94% of all occupied private dwellings were under- or over-utilised, with around half of these being severely crowded households and households with two or more spare bedrooms.

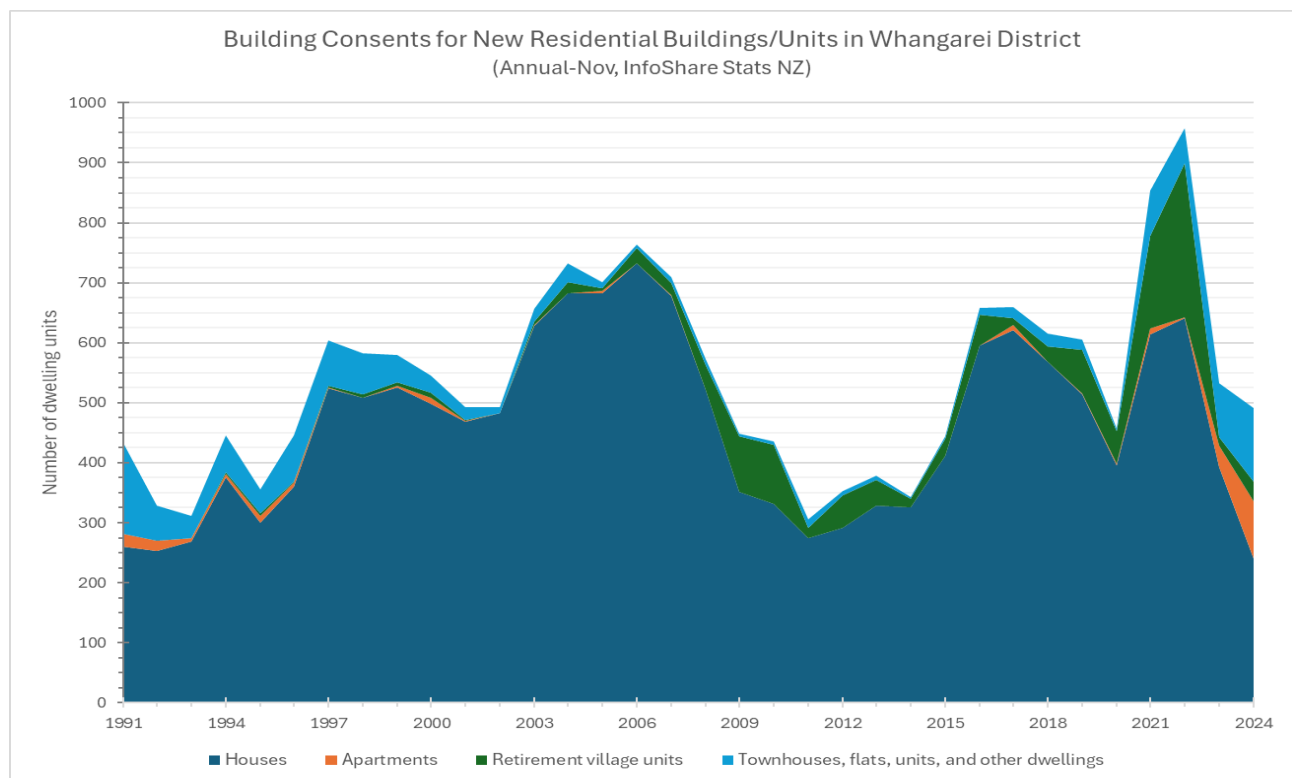


Figure 16: Stacked area graph of new residential buildings consented in Whangarei District (Infoshare, Stats NZ)

¹⁶ Private dwelling types for households in occupied private dwellings (2023 Census, Stats NZ)

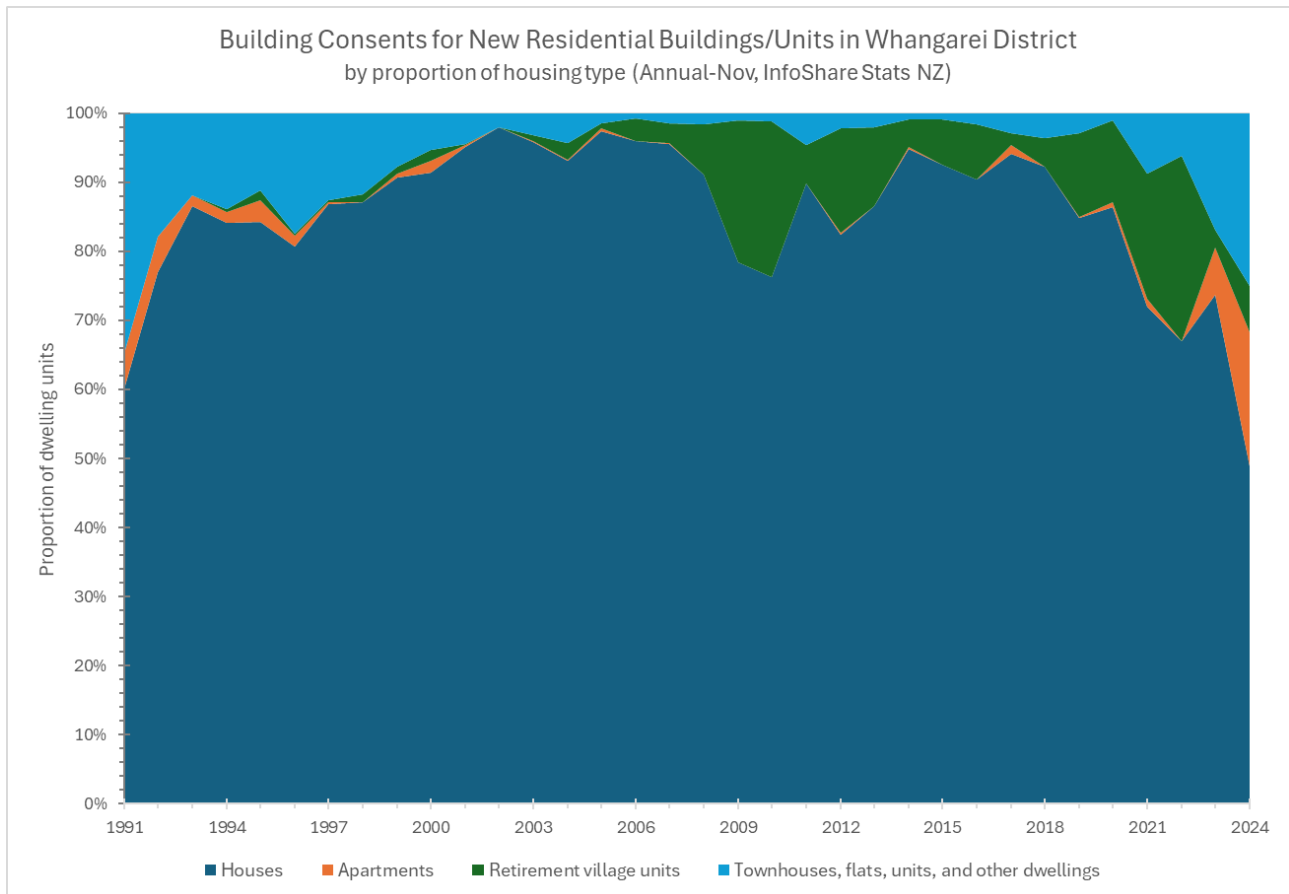


Figure 17: 100% stacked area graph of new residential buildings consented in Whangarei District (InfoShare, Stats NZ)

Suitable housing for different groups in the community

In Whangārei, there are different demands across the community. The NPS-UD requires an assessment of how well those needs are met, including demand for different types and forms of housing. Below is a summary from the HBA of the different groups for which an assessment of current and likely future demand for housing was undertaken¹⁷:

- **Suitable housing for Māori:** Māori generally have the same or similar housing needs to people from other segments of the population. However, some Māori people have a cultural preference for papakāinga. Research highlights some further housing considerations that are more likely to be relevant to some Māori households than to the non-Māori population. Māori homeownership rates have remained lower than those of non-Māori, reflecting ongoing challenges in accessing affordable housing and maintaining tenure security.
- **Suitable housing for older people and those with disabilities:** Many older people live in smaller households (many older people live alone or just with a partner) and prefer smaller, low-maintenance dwellings, such as apartments and townhouses located close to urban amenities. There are members of the community with mobility issues that require specialist types of housing, or accessible or adaptable homes. These types of homes may also be required where one or more member lives with a disability.
- **Housing for renters and homeowners – including low-income households:** Renters generally have less control over their living environment, as landlords dictate terms regarding property modifications and rent increases. This lack of control can lead to instability and uncertainty for renters. In contrast, homeownership tends to offer greater stability and control over living arrangements.
- **Student accommodation:** In the event the existing or new a tertiary education providers seek to expand Whangārei's tertiary education offer, WDC would work with the provider to

¹⁷ 2024 Whangārei Housing and Business Development Capacity Assessment (page 12 – 16)

understand any specialist accommodation requirements that may need to be enabled to support such an expansion.

Inner city living

The Whangārei Inner City Living Business Case, prepared in 2021, investigated the opportunities for residential apartment and town house development in the city centre. While the work found there was increasing demand for inner city living and smaller housing typologies, it also found that market conditions were challenging and development of these types of dwellings was difficult.

Improved inner city amenity was identified by the work as a method for supporting the market, although it was noted that this would support high quality new builds with relatively high price points. This implies that affordable housing in the city centre may not be developed by the private sector under the current (2021) market conditions. The work did not cover areas outside the city centre.

The Whangārei District Housing Strategy (2022) identified that to “support and respond to the shortfall [in apartments] through regulatory and non-regulatory responses, Council is working through options to encourage and incentivise the development of more apartment developments in our urban areas.”

Changing demographics and housing needs

Over the long term, Whangārei is projected to experience a doubling in people aged 65 years and older and this cohort will make up a significant proportion of the population. As stated in the 2024 HBA and Whangārei's Housing Strategy, the housing needs of older people varies from standard housing to more bespoke or specific needs, such as retirement villages, nursing homes, assisted living, and homes with universal design. While the design of housing is important, so is its location, proximity and accessibility to essential services and amenities. These are key considerations for the FDS and the HBA in the supply of housing that is appropriate to the population and helps achieve well-functioning urban environments.

Accessible homes

The Te Tai Tokerau Regional Accessibility Strategy was adopted by the four councils of Te Tai Tokerau (Whangārei District Council, Kaipara District Council, Far North District Council and Northland Regional Council). The strategy gives a shared vision, values, outcomes and actions to improve accessibility and the experiences of people with access needs. The strategy provides important guidance for Whangārei as one in three people in the community live with some form of disability. In relation to housing considerations, the strategy identifies Universal Design as a guiding principle, and council-owned buildings, building control and facilities as a focus area. In addition, Key Goal 1 of the strategy is also strongly related to housing considerations:

People with access needs can easily participate in their communities with their whānau, hapū, iwi, friends, and family.¹⁸

Social housing

From the last count in December 2024, there were officially 555 people on the housing register. The housing register, managed by the Ministry of Social Development, is a list of individuals assessed as eligible for public housing, prioritised by need, and used by housing providers to match applicants with suitable properties. Demand for social housing services in the Whangārei District has increased 72% since 2019. Peak demand for services occurred during 2021 – 2022 which was directly tied to covid-19. Demands for these services are anticipated to increase, therefore requiring new builds from different providers. Kāinga Ora are the primary providers for social housing in the Whangārei District, however, there are several Community Housing Providers who provide housing services at a lower scale.

¹⁸ Te Tai Tokerau Regional Accessibility Strategy <https://www.nrc.govt.nz/accessiblenorthland>

Papakāinga

Papakāinga is a term describing housing on ancestral Māori land and can include other activities associated with the nature and function of the Papakāinga will usually include more than one dwelling and may also include other buildings to support aspects of community living, such as kura and kōhanga reo, health services, commercial enterprise, or cultural activities. Papakāinga development is important for connecting whanau to their whenua and rohe and supporting wellbeing.

The rules for Papakāinga can be applied to ancestral land within the Whangārei District that is as defined in Te Ture Whenua Māori Act 1993 as:

- Māori freehold land; or
- general land owned by Māori.

More information can be found in the cultural consideration section (page 81 – 82)

Operative District Plan

This section describes the current District Plan zoning and the growth patterns that it currently enables. Table 9 shows the housing typologies that are enabled in each zone. Residential development is enabled both in the urban area and in the rural area, but at different scales.

Industrial zones tend to be located on the fringe of the areas zoned for residential and commercial activity but fit within a similar overall extent.

Other than a handful of special zones, most of the rest of the District is zoned either Rural Production Zone or for public open space, conservation, or for recreation.

The operative District Plan enables a range of different housing typologies including:

- Higher and medium density residential and mixed-use formats in the city centre and neighbourhood centres.
- Medium to lower density residential development enabled in residential zones in the suburbs of the city.
- Residential development is also provided for in the rural zones which include the rural and coastal settlements and the Rural Lifestyle Zone.
- Future Urban zoned land has also been identified to provide residential development capacity in the future.

The housing typologies enabled in each of these zones are summarised in Table 9.

District Plan Zone	Most Intensive Housing Typologies enabled
Large Lot Residential	Standalone dwelling
Low Density Residential	Standalone dwelling, minor unit
General Residential	Standalone dwelling, duplex, Minor unit
Medium Density Residential	Terraces, walk-up apartments, standalone dwelling, minor unit
Rural Production	Standalone dwelling, Minor unit
Rural Lifestyle	Standalone dwelling, Minor unit
Settlement - Residential	Standalone dwelling, Minor unit
Future Urban	Standalone dwelling, Minor unit
Mixed Use	Apartment building up to 6 stories
Town Centre	Apartment building up to 4 stories

City Centre	Apartment building up to 10 stories
-------------	-------------------------------------

Table 8: District Plan Zone and types of housing enabled

Although land has been zoned for high and medium density housing, the HBA found that the number of feasible apartment dwellings is relatively low, even with more enabling provisions through the Urban and Services Plan Change. Related to this feasibility issue, developer feedback reported on in the HBA included “Inner city amenity, vibrancy and liveability is perceived as being poor, so people do not want to spend time or live in the inner city”. The HBA also assessed that there was potentially an over-provision for enabled townhouse type development (including terraces) and that this could be substituted for apartment developments in those zones.

Future Urban Zone

The Future Urban Zone (FUZ) covers five areas of rural residential land. These five areas contain clusters of low-density residential development situated on the fringes of Whangarei City's residential suburbs and are addressed in adopted Urban Structure Plans. If reticulated services are provided for areas included in the FUZ, with exception to ToeToe Road and Whau Valley Road FUZ, the General Residential Zone to urban subdivision and subsequent land use will apply.

Council staff prepared a Future Urban Zone (FUZ) Resource Consent Application Simulation Report. The process tested the outcomes in the FUZ through planning and non-planning mechanisms. This process involved:

- District Plan
- Strategy
- Resource Consent
- Stormwater
- Water services
- Wastewater
- Transport

The exercise revealed shortcomings in Council's current ability to influence development outcomes, particularly in terms of ensuring good urban design outcomes, neighbourhood connectivity, efficient land use, and adequate or efficient infrastructure provision.

The report explores immediate opportunities to achieve better development outcomes through leveraging Council's powers as an infrastructure provider, as well as medium to longer-term opportunities through strategic spatial planning initiatives and changes to the District Plan.

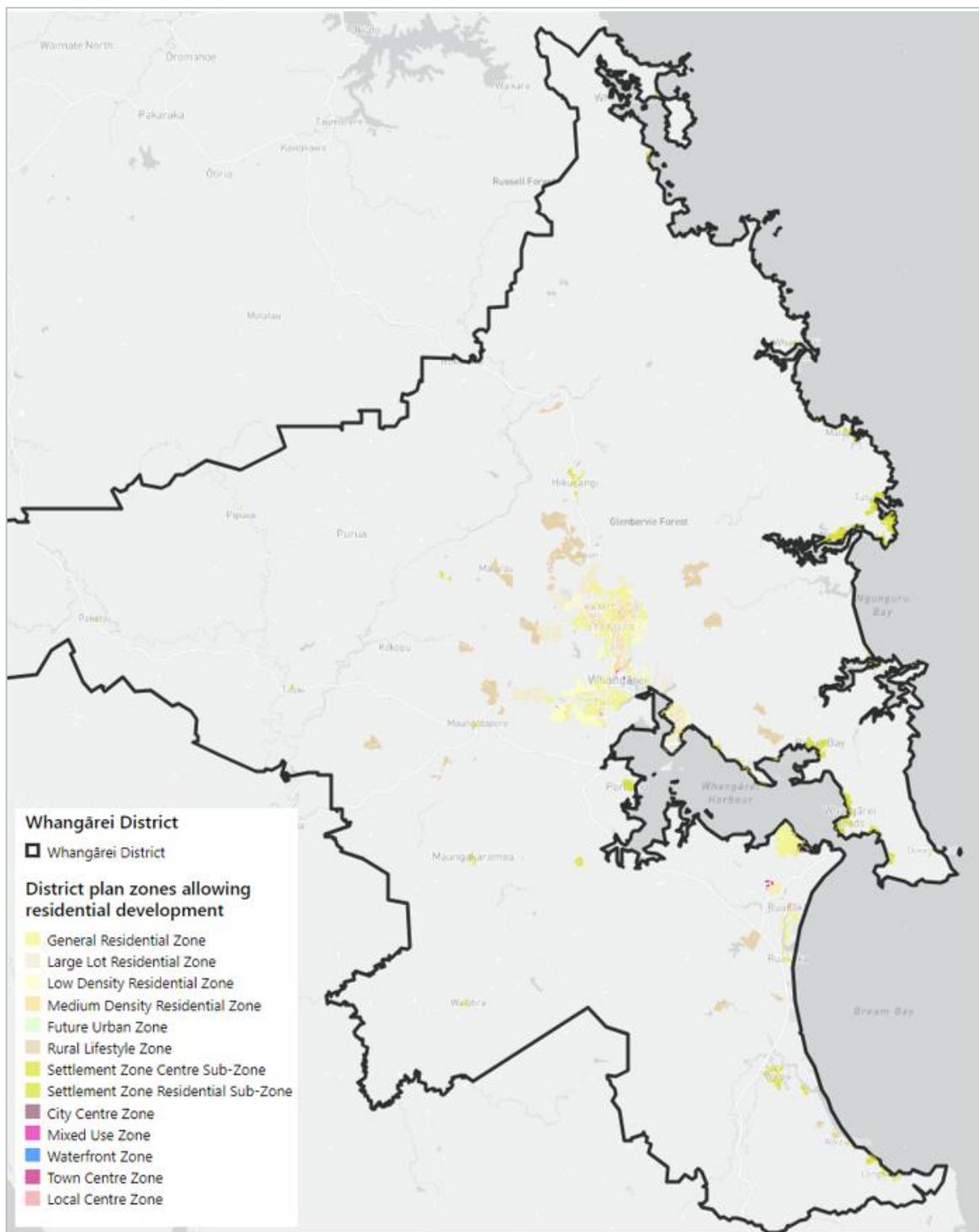


Figure 18: District plan zones allowing residential development across Whangārei District.

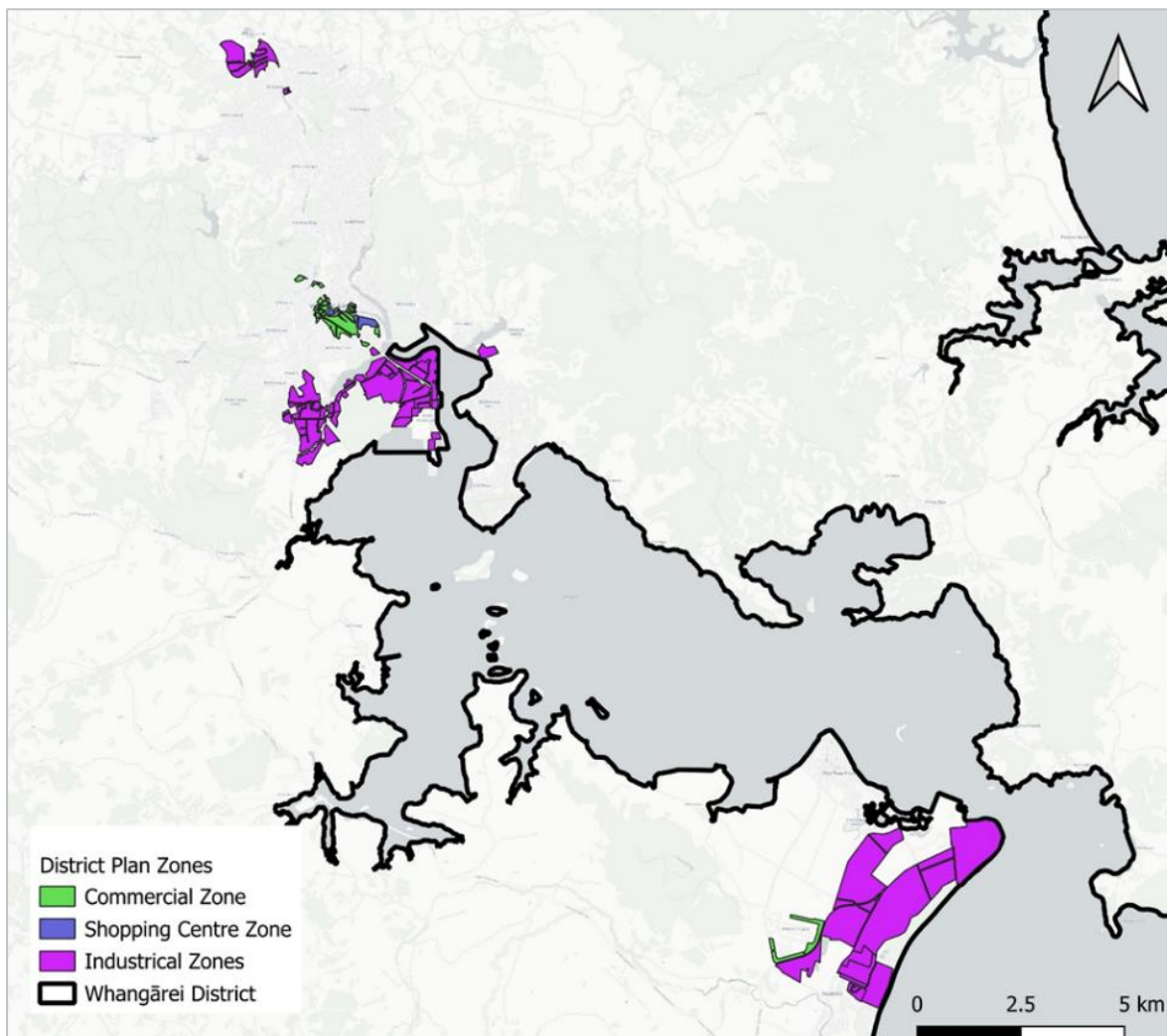


Figure 19: Extent of Commercial, Shopping Centre and Industrial Zones in the main urban area of Whangārei.

Housing Affordability

The housing affordability index for Whangārei, which is the ratio of average current house value to average household income, is 7.0 (as at 2024, NZ index 7.0). In other words, this index presents the median multiple, for Whangārei this means house values are seven times the value of household income. Generally stated by research, an affordable index is 3.0, meaning house values are only three times the value of household income. Between 2012 and 2024, the affordability index was lower (more affordable) than the New Zealand median. For the first time in 12 years, the Whangārei District and National median has sat at the same index of 7.0 in 2024.

Housing affordability is influenced by a range of factors including household income, market rent or housing prices, transport costs, infrastructure costs and delivery and other living costs related to the location and lifestyle of residents. The Whangārei District Housing Strategy¹⁹ has a key outcome to increase access to affordable housing and a strategic value to prioritise affordable housing solutions based on demand. This can be achieved through statutory responses like District Plan zoning which provide for a range of housing typologies in strategic locations, and supporting business development, job, and income growth. Market incentives may also be considered to improve market availability.

¹⁹ Link to the Whangārei District Housing Strategy -

<https://www.wdc.govt.nz/files/assets/public/v/1/documents/council/strategies/housing-strategy.pdf>

6.4. Business and Economic Development

Whangārei's role to economic prosperity

Whangārei has an important role in the Northland, which also contributes to the Upper North Island economy. [Infometrics Regional Profile](#) shows Whangārei GDP for the year to March 2023 at \$5,517.8, making up 56.7% of Northland's GDP. Whangārei District Council has a key role in district promotion, tourism, and economic development to generate revenue and employment opportunities.

GDP per filled job in Whangārei District was \$121,135 in the year ending March 2023, which was lower than the national average of \$137,196. In the same period, there were 45,551 filled jobs (a 1.6% increase, an additional 699 jobs, on the previous year). By broad sector, nearly a third (31.2%) of filled jobs were in 'high-value services' (i.e. knowledge intensive service industries) while 40.3% were in 'Other services' (i.e. all service industries that are not knowledge intensive, such as retail trade, food and accommodation services, as well as owner-occupied property operation and unallocated activity).

City Centre

The city centre area²⁰ (174ha) is the main employment centre in Whangārei. While few people live in the city centre, a third of employed people from the district work in the city centre. For the year ending March 2023, there were 1,818 businesses and 15,205 filled jobs. The businesses made up 16% of the district total, while the jobs made up 33.4%. Conversely, the City Centre Plan adopted in 2017 identified that there were 1,400 businesses and 9,300 people employed in the city centre. Statistics related to employment, GDP, and business growth have all generally seen upward trends since around 2015.

The filled jobs are spread across different industries, including:

- Professional, scientific and technical services (11%, 1,650 jobs)
- Health care and social assistance (11%, 1,642 jobs)
- Central government administration, defence and public safety (10%, 1,568 jobs)
- Other store-based retailing and non-store retailing (10%, 1,441 jobs)
- Accommodation and food services (6%, 978 jobs).

Businesses are spread widely across the city centre, which creates fragmented connections and issues between these areas. The City Centre Plan seeks to be a place that attracts success through job creation, knowledge, and economic transactions (Whangārei City Centre Plan 2017). It is intended that the quality of the public realm, including the waterfront, a range of retail, entertainment, arts and cultural facilities supports the attractiveness and vibrancy of the city centre economic area, offering opportunities for business and unique and authentic experiences for locals and visitors alike.

Employment and workforce forecasts

Employment across the District is mostly concentrated in the city centre, with some jobs spread across the District including Hikurangi, Parua Bay, Marsden Point, Ruakākā, and Waipū.

The 2021 Growth Strategy (Sustainable Futures) identified the key business sectors for Whangārei as manufacturing, healthcare, construction, forestry, retail, and agriculture. Opportunities for future growth are identified as relating mostly to the primary sector industries.

Whangārei District already has a shortage of construction workers. Whangārei District has a current supply of 4,752 construction workers. A 'most likely' scenario of construction pipeline projects requires a demand of 5,120 construction workers, leaving an undersupply gap of 368 workers. The need for construction workers is not a short-term issue. Projects which are not able to be built in the next five years still need to be built. As such, infrastructure and workforce demand compounds over time.²¹

²⁰ In concordance with the Statistical Area 3 unit 'Whangārei Centre'

²¹ Social impact assessment of Northland's pipeline of major infrastructure projects – June 6 2024

There are several established industries which are of strategic importance to Whangārei District and to other rural communities across the District, including horticulture, aggregates, and other industries.

NEET rate

% of people aged 15-24 not in employment, education or training, annual average rate to December 2024

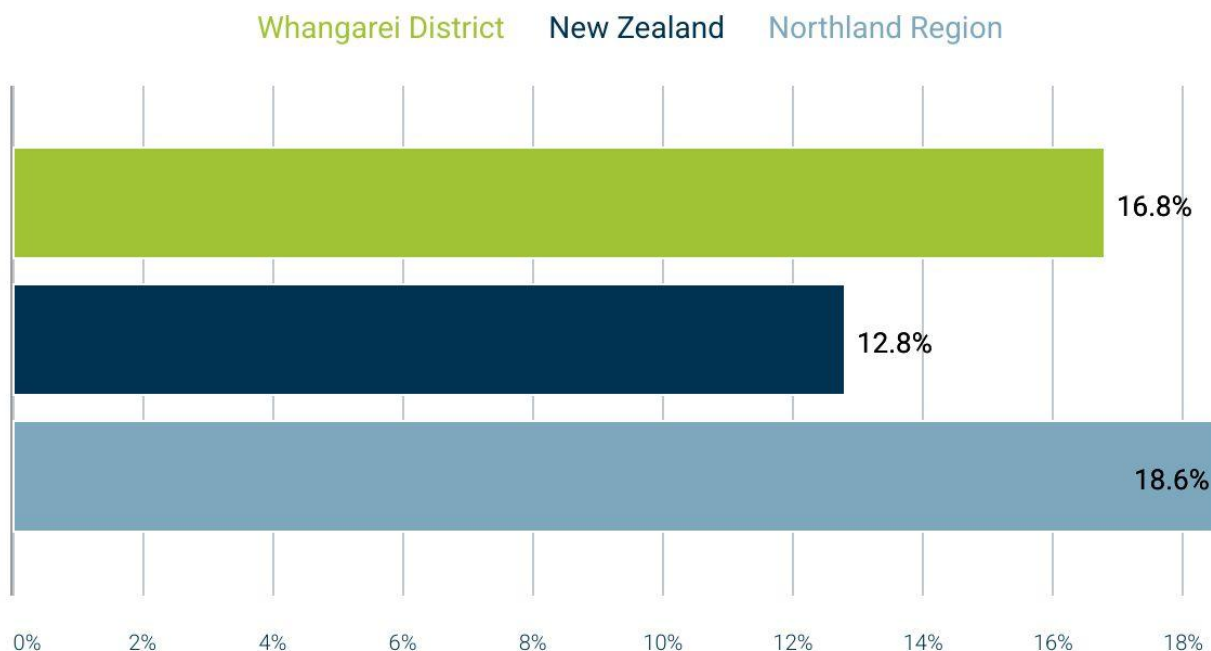


Figure 11: NEET rate of Whangarei District, New Zealand and Northland Region (Source: Infometrics)

Primary Sector

In the year to March 2023, primary industries in Whangarei made up 6% (\$329.3M) of the District's economic structure. Even though this proportion is relatively small, the District is home to over a third of those employed in primary industry across the Northland Region (Census 2023). Similarly, while the primary industry holds the smallest share of the local economy, it also produced the highest greenhouse gas emissions in 2023 at 659.9 kilo-tonnes, 47.4% of the district's total emissions. Since 2000, the number of primary industry business units has steadily decreased from 2,487 to 1,695 units in 2023.

Dairy farming and forestry made up the greatest sub-portion (at 5.1%) of primary industry in the district. There is approximately 34,000 hectares of forested area²² and 36,000 hectares of dairy farms²³ in the district. Northport, located at Marsden Point, is a key asset for the processing and exporting of forestry as it is the northern-most multipurpose port in New Zealand. Northport exported approximately 10% of the national total in the 11 months to November 2024.²⁴ The potential rail connection, the Marsden Point Rail Link, could further strengthen and increase the volume of freight transported via Northport. A detailed design and revised business case for the Marsden Point Rail Link is expected in mid-2025.²⁵

Horticulture and fruit growing made up 0.5% of the primary industry in the district, within which kiwifruit growing held the greatest share.²⁶ Horticulture New Zealand's 2017 hearing evidence on the Rural Package (Plan Changes 85, 85A-85D of the Whangarei District Plan) offers helpful

²² Ministry of Primary Industries (<https://www.mpi.govt.nz/forestry/forest-industry-and-workforce/forestry-wood-processing-data/new-zealand-forest-data/>)

²³ Dairy NZ (<https://www.dairynz.co.nz/media/bywm13d4/dairy-statistics-2023-24.pdf>)

²⁴ Forest Growers Levy Trust Inc. (https://fglt.org.nz/images/Combined_November_Report.pdf)

²⁵ Canopy (<https://www.canopy.govt.nz/assets/content-blocks/downloads/Northland-regional-fact-sheet.pdf>) KiwiRail (<https://www.kiwirail.co.nz/our-network/our-regions/northland-rail-rejuvenation/>)

²⁶ Sourced from Infometrics Estimates based on Stats NZ data.

context of existing horticulture and fruit growing in the district. Horticulture in Whangārei includes significant areas of avocado and kiwifruit orchards as well as smaller pockets of persimmons, citrus and vegetable crops. These plantings are located in key areas with suitable soils and contour, access to water, suitable climate, access to labour, and infrastructure. These areas include Kirapaka, Maungatapere, Maungakaramea, and Apotu Rd Kauri areas. Major constraints to horticulture were evidenced by the limited availability of suitable land and the potential for reverse sensitivity with non-rural neighbours (such as sprays, pollination, shelter belts and noise). The hearing evidence also postulated that the loss of productive land in Auckland presents an opportunity in Whangārei to provide for this lost production on an inter-regional and national level.

In support of primary industries within the District, the District Plan has a Strategic Rural Industries Zone to recognise and provide for established industries of strategic significance located in rural areas. These include the Fonterra Milk Processing Site at Kauri (and Ancillary Irrigation Farms), Croft Timber Mill at Kauri, and Cement Works at Portland. These strategic assets provide economic and employment stability for many households in the Whangārei District. An additional strategic rural asset, the Rosvall Sawmill at Whareora, will be included in the District Plan early 2025 after a private plan change for rezoning was approved in November 2024.

Extractive Sector

The construction of infrastructure and development within urban and rural areas depends on aggregate resources. In the year to March 2023, mining accounted for 0.07% of total GDP in Whangārei District, lower than in Northland region (0.11%), Far North (0.12%), and New Zealand (0.75%). It is therefore important that these resources are understood and managed effectively. A guidance note from Quality Planning²⁷ suggests an integrated management approach to planning for extraction alongside projected development and growth.

Aggregate opportunity modelling completed in 2021 identifies some opportunity in and around Whangārei that should be considered in decision-making around resources, land use, and development.²⁸ The same modelling suggests that future demand in Whangārei is between 250-500 tonnes per km².²⁹ For context, other Tier 2 urban environments (i.e. Rotorua, New Plymouth, Napier Hastings, Nelson, etc.) have future demand between 250-5,000 tonnes per km², while the likes of Auckland and Wellington have a future demand greater than 25,000 tonnes per km².

Te Rerenga Tai Tokerau Northland Economic Wellbeing Pathway

Te Rerenga – Tai Tokerau Northland Economic Wellbeing Pathway seeks to set a vision for the regional economic landscape. Designed through a collaborative process involving stakeholders from many sectors, it sets a vision for a sustainable, innovative, and prosperous economy.

It has been co-created by representation from business and industry, Iwi/Māori, local and central government, community, Northland Inc, and guided by Te Rerenga Steering Group. Te Rerenga seeks to cultivate a prosperous, sustainable, and innovative economy for all to partake in its benefits

The Strategy empowers Taitokerau Northland to shape its destiny, fostering a region where people can grow, connect, and achieve balance with their environment. Importantly, this strategy is not limited to one group but involves many organisations, individuals, businesses, and community groups working together to create a place where people and enterprise choose to thrive.

Digital Connectivity

Digital connectivity is important to support the economic development of the region. Nothing But Net - Digital Strategy FNDC outlines a series of outcomes sought to improve digital connectivity (mobile and broadband), digital literacy, and the role of digital technology in business and enterprise and in supporting social wellbeing. Reflecting on the pandemic period, digital connectivity is identified as a factor that supports social and economic resilience also.

²⁷ https://qualityplanning.org.nz/sites/default/files/2018-11/Aggregates%20and%20Quarry%20Industry_0.pdf

²⁸ Hill MP. 2020. Aggregate opportunity modelling for New Zealand [digital appendix]. Lower Hutt (NZ): GNS Science. <https://doi.org/10.21420/DQKB-ET09>

²⁹ Hill MP. 2021. Aggregate opportunity modelling for New Zealand. Lower Hutt, NZ: GNS Science. P 106. Doi:10.21420/1RKC-QB05

Whangārei is a fully fibered city, meaning it has an Ultra-fast Fibre Broadband (UFB) network. Access to UFB is currently not available to majority of rural and coastal communities. These areas typically have ADSL network coverage.

Previous engagement through the 2021 Whangārei District Growth Strategy identified the constraints of limited infrastructure for rural and coastal communities. Ongoing improve to provide better telecommunications connectivity inform hapū aspirations for improving service delivery.

6.5. Transport infrastructure

State Highway network

Te Tai Tokerau has one of the highest rates of road deaths and serious injuries of any region in New Zealand. The region's transport system is vulnerable to sea-level rise, flooding, intense storms, and slips. Whangārei and the wider region's primary access in and out is through State Highway 1. This connection faces a number of resilience challenges, impacting commuter routes, safety and economic performances of the region. In 2023, SH1 Brynderwyn Hills suffered significant damage from severe weather events, resulting in severe under slips and over slips. These events are likely to increase in the future because of increased rainfall.

State Highway 1 Improvements

Central government have made early commitments to connect Northland to the Auckland region through a resilient, safe and efficient new Northland expressway. The Northland expressway proposal is separated into three sections, spanning 100km between Warkworth to Te Hana, Te Hana to Port Marsden and Port Marsden to Whangārei.

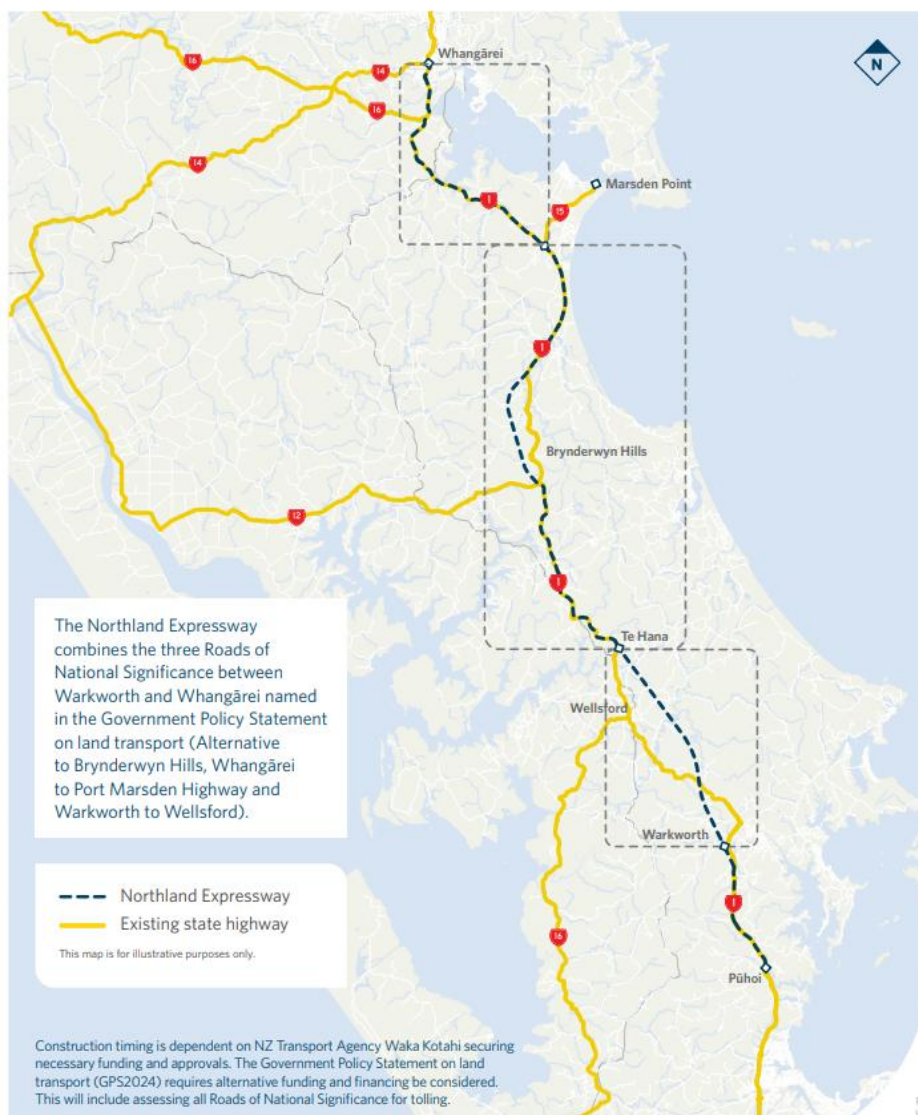


Figure 20: The proposed Northland Expressway of the three Roads of National Significance between Warkworth and Whangārei.

State Highway 14 Improvements

The Ministry of Health is committed to funding the upgrade and expansion of the Whangārei base hospital. One of the key issues surrounding the site is the impact on State Highway 14 and the local road network from increased traffic. Coordinated and aligned land use decisions will be required to resolve built up issues within the area.

Walking and cycling network

There are some dedicated walking and cycling paths (with varying degrees of priority) in the Whangārei urban core. However, the network is currently somewhat disconnected. The dedicated paths provide higher levels of safety and amenity than the standard footpaths and urban streets. There are also several proposed paths that aim to connect existing paths into a network. These existing and proposed paths are shown in the map below. There are also some longer proposed shared paths that would link remote areas of the district, like Ngunguru and Tutukaka, with Whangārei City.

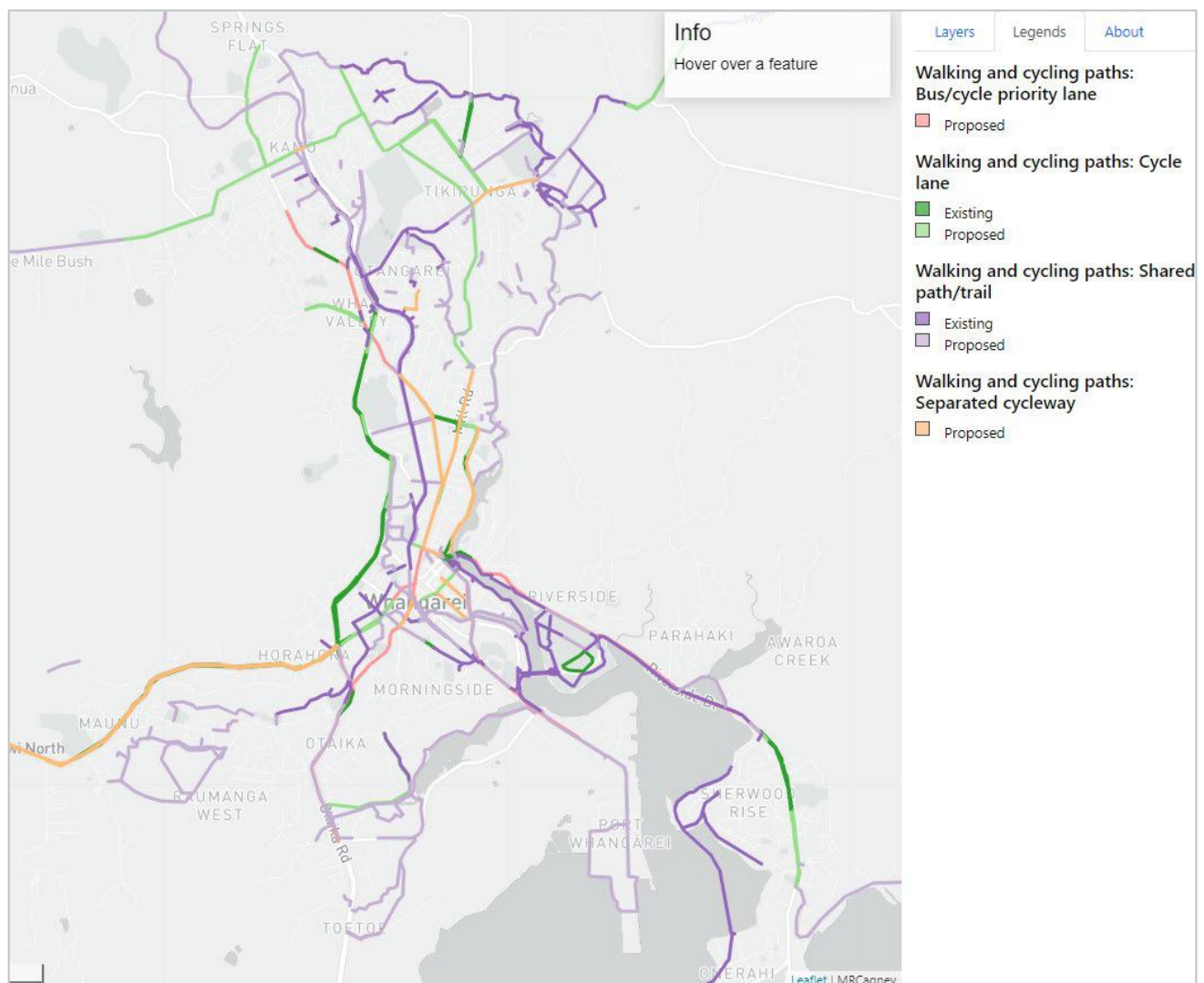


Figure 21: Existing and proposed dedicated walking and cycling infrastructure (source: WDC online maps)

The WDC Walking and Cycling Strategy 2018³⁰ outlines a framework and priorities for developing a connected walking and cycling network. The vision of this strategy is:

³⁰ <https://www.wdc.govt.nz/files/assets/public/v/1/documents/council/strategies/walking-and-cycling-strategy.pdf>

A walking and cycling destination that provides safe, integrated, attractive and viable networks for commuters as well as lifestyle and economic opportunities for residents and visitors.

(Walking and Cycling Strategy, 2018, p.4)

There are three main workstreams covered by the strategy:

- Urban Shared Pathways
- Tourism and Recreational Routes
- Safety and Participation Programme

The approach of the strategy for urban shared pathways is to first focus on the completion of the core urban backbone routes, then build out connections to schools, active playgrounds, significant urban destinations, and places of work and recreation. The aim of this approach is to create a full network.

The core backbone routes are planned to be between Kamo, Onerahi, Tikipunga, Raumanga, Otaika and Maunu (and a new community area at Limeburners), and the city centre.

There are opportunity areas identified such as creating a Kamo Walkability Zone and co-benefits from the integrated implementation of the Blue Green Network Strategy.

The strategy also aims for a recreational walking network that has tracks that are easily accessed from the urban area and provide a non-urban experience for users.

Council has a Network Operation Framework report that was produced in 2021. This report focuses on the core urban area of Whangārei and includes more comprehensive maps, showing more local connections, of the strategic pedestrian and cycling networks. These are shown in the maps below.

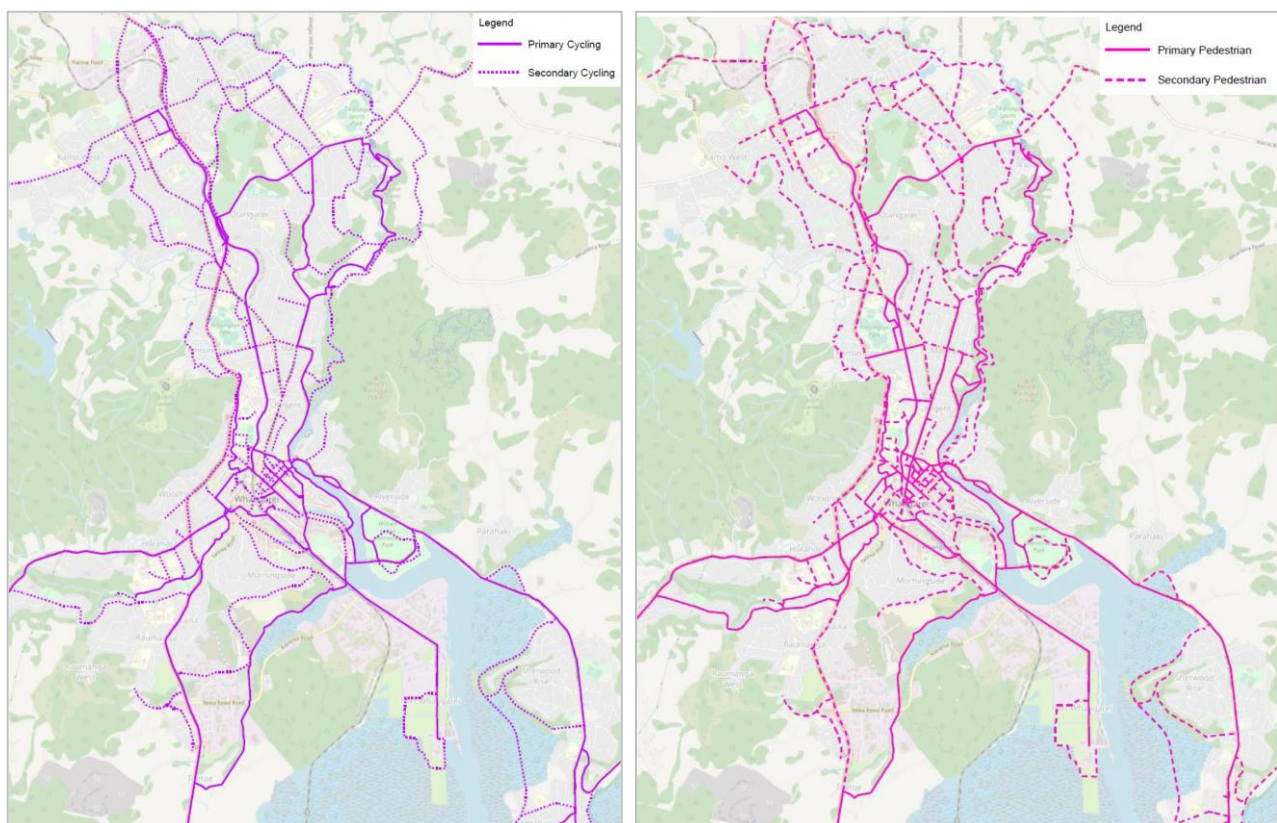


Figure 22: Network Operating Framework Priority Pedestrian and Cycling Networks

Bream Bay trail

In October 2023, Herenga ā Nuku Aotearoa signed a memorandum of understanding with Whangārei District Council and Bike Northland to implement a Northland Regional Walking and Cycling Project. It has identified the Bream Bay trail from Marsden Cove through Ruakākā to Mangawhai as a priority project for the next three years, with four community groups leading the

project. The intention is for these trails to ease pressure on the roading network and support new economic initiatives. The image below indicates the main arterial routes, which will have localised connections to be made as required through existing and new roading networks.

The shared path will link between Marsden City and Ruakākā Village by utilising an abandoned State Highway 15 cattle underpass and generally follow Marsden Point Road. Prioritisation is also being sought for urbanisation of this roading network. The Marsden City Plan Change Transport Assessment (section 5.2, p.29) identifies that at some point in the future there will be a proposed link to this connection with One Tree Point, however no funding is confirmed yet.

Bus network

The main bus route in Whangārei services the urban core (CityLink). There are also bus routes servicing townships and settlements to the north and south of the urban core, including Hikurangi (Hikurangi Link), Ruakākā and Waipū (Bream Bay Link), as well as Mangawhai and Kaiwaka (which are outside of Whangārei District's boundaries). The SchoolLink service was recently initiated in 2024.

Currently, the CityLink buses typically operate every half hour during the morning and evening commuter peak periods, and every one or two hours outside these times. The City Link routes are shown in the map below Figure 23 and initiatives for improvements to the bus network from the Regional Public Transport Plan 2021. Proposed improvements include, in general terms, doubling the existing service frequencies on the City Link network and increasing the Hikurangi and Bream Bay Links frequency to provide a peak commuter service.



Figure 12: Whangārei City bus routes (source: Regional Public Transport Plan 2021-2031)

Planned upgrades and initiatives

The Rose Street Terminus upgrade (Stage 2) is planned to be completed in July 2025.³¹ Also around mid- to late-2025, the National Ticketing System 'Motu Move' will be rolled out in the Northland region.³² The National Ticketing System will support ease of paying for tickets for digital methods and will be universal across the country – making it easier for people to catch buses.

The Bream Bay Link Service Extension is an upcoming project, as well as the investigation of park-and-ride facilities. There is potential for these initiatives, as well as alignment with the T2 lane trial along the Kamo Route, to support increased patronage. There will also be a review in 2025/26 of the Whangārei CityLink services to ensure that capacity meets demand.

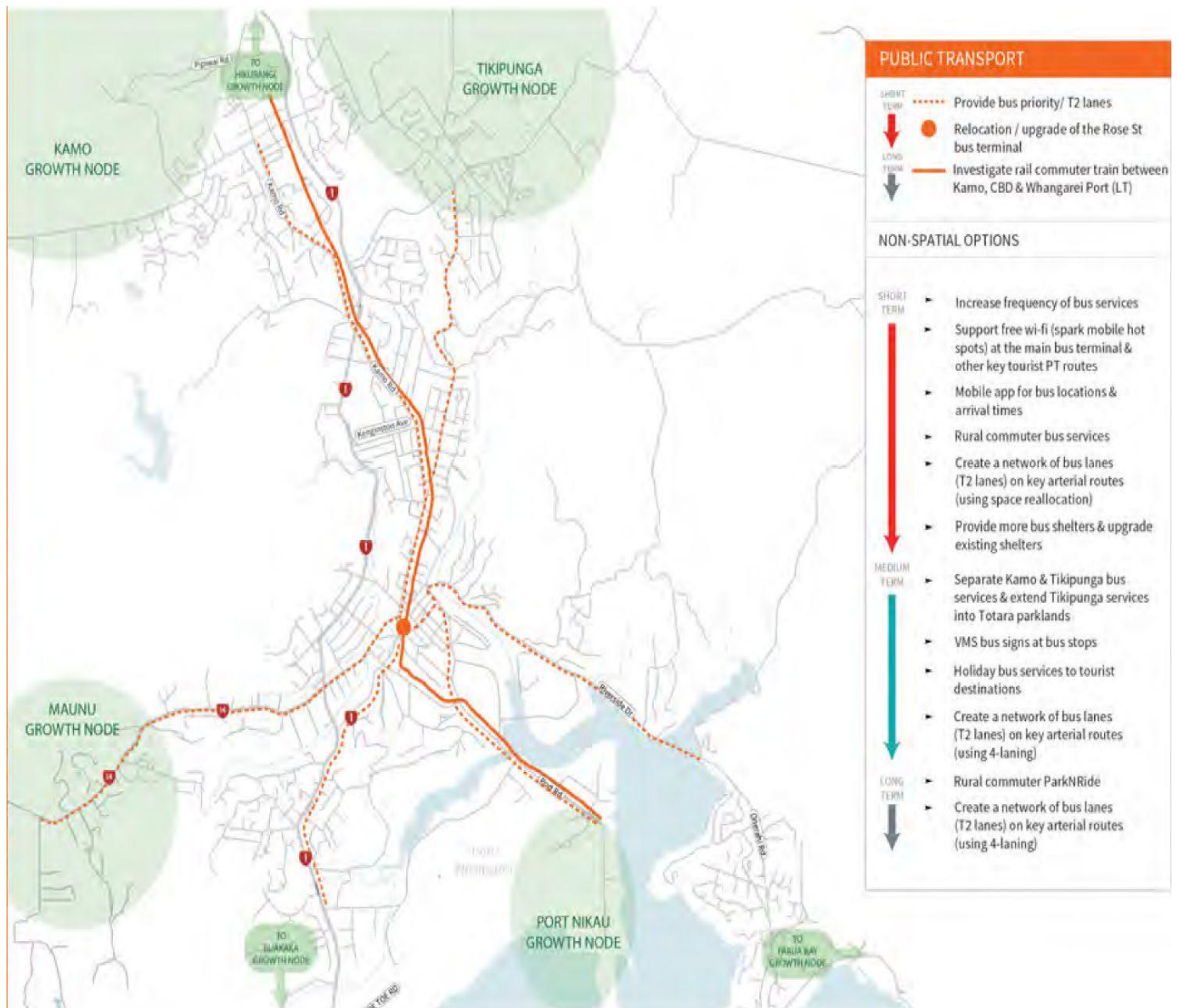


Figure 24: Planned improvements to the Whangārei bus network (Source: NRC Regional Public Transport Plan 2021)

Bus Patronage

Bus patronage on the CityLink service has increased significantly in recent years, as seen in the graph below 19. SuperGold users consistently represent a significant share of total patronage, however recent years show a decline in these trips.

³¹ <https://www.wdc.govt.nz/Council/Projects/Rose-Street-Bus-terminal-Upgrade>

³² <https://www.nrc.govt.nz/transport/national-ticketing-solution-motu-move/>

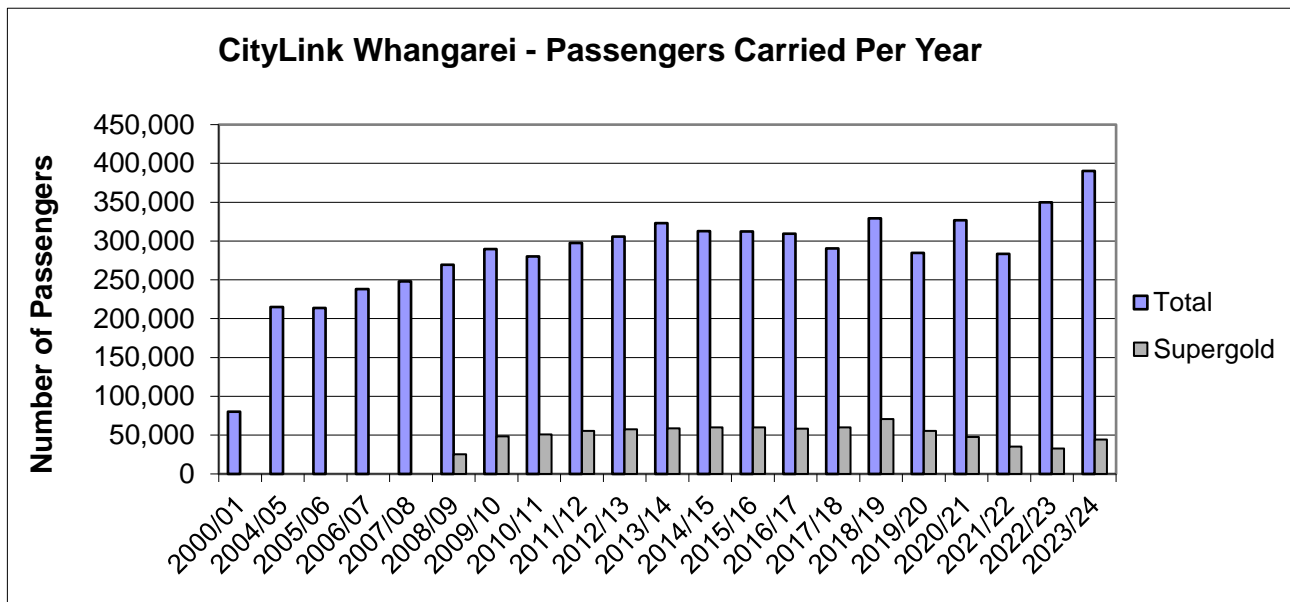


Figure25: CityLink Bus Patronage 2000/01 to 2023/24 (Source: Northland Regional Council, 2024)

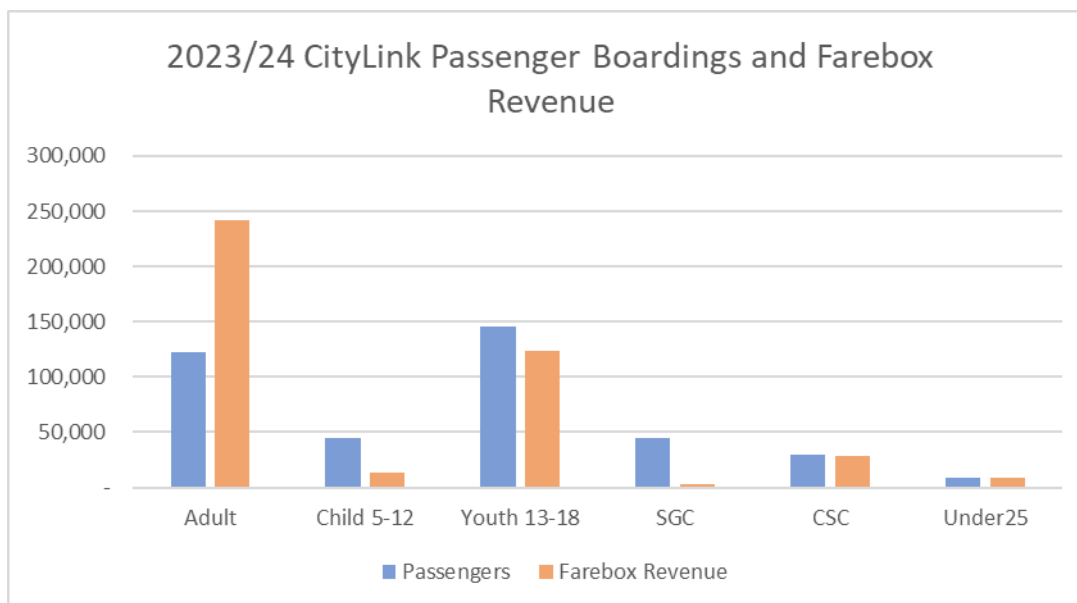


Figure 26: 2023/24 CityLink Passenger Boardings and Farebox Revenue (Source: Northland Regional Council)

Challenges for the bus network and services

Northland Regional Council³³ has identified some of the pressure points on the service that, if solved, could support a more robust and utilised bus network. These points include:

- Limited service coverage and frequency. Limited coverage is compounded by urban sprawl and out-of-sequence development.
- Buses required to share the same lanes as all other vehicles, which means the service is no faster nor convenient than other vehicle mode choices.
- Safety and security concerns on buses and around bus stations.
- Negative public perception and prejudice towards bus users.
- Extensions to existing services or new services are dependent on funding. Currently there is a high-level of uncertainty around funding sources.

Some of the solutions to these points currently identified or underway include:

- Route optimisation has been identified

³³ Unpublished document (Source: Communications with Northland Regional Council, January 2024)

- Bus survey to be completed
- Continued targeted marketing and community engagement
- Rose Street Terminus upgrade

Park and ride

Whangārei District have begun transitioning away from reliance on private car travel. Increasing investment in public transport, walking, cycling and micromobility is unlocking the opportunity for residents to get around using these modes. This transition will not be a fast one however, and travel by private car is likely to continue to be the main mode of travel into the next generation. Private car travel will also still continue to be needed to meet the travel needs of our rural communities.

Implementing new park and ride facilities was previously investigated through works on the Draft Parking Strategy. This is in response to the majority of commuter trips are carried out by private vehicles, generating increasing demands on city centre carparking.

Previous investigations identified strategic locations for where park and ride facilities would be strategically suitable. Typically, these facilities would be located close to the rural boundaries of the city, on the main arterial routes leading into the city from rural areas and other towns. These locations allow these longer distance car trips to be intercepted before they enter the city centre, and also align with locations where the cost of providing parking is lower. Strategic locations include:

- North: State Highway 1, Kamo
- East: Whangārei Heads Road, Onerahi
- South: State Highway 1, Raumanga
- West: State Highway 14, Maunu

The success of the park and ride would also be reliant on other programmes which aim to encourage mode share. Key factors include, but are not limited to:

- **Park and ride must be cost competitive:** a return bus fare²⁹ within Whangārei currently costs \$4, while all day parking within the city's Zone 3 parking areas costs \$2 per day. At these current pricing levels there is little incentive for people to use park and ride
- **Park and ride must be time competitive:** a bus trip from Kamo to the city centre currently takes approximately 25 minutes, while the same car trip takes between 10 and 20 minutes³⁰ during the morning peak.
- **Park and ride must be competitive with the convenience of car travel:** Whangārei's bus services currently operate at 30-minute frequencies, meaning that park and ride passengers would wait on average 15 minutes for their bus, making the above 25-minute bus trip from Kamo to the city centre 40 minutes long. Frequencies of 15-minutes, or better, are necessary for park and ride³⁴.

The street and road network

Whangārei has 1,750 km of streets and roads (1,056 km of sealed roads and 694 km of unsealed roads), 436 km of footpaths, 485 bridges and large culverts, 5,407 streetlights, and 26 traffic signals.

The Long-Term Plan 2021 specifies two level of service standards for streets and roads:

1. The district's roading network will be maintained in a satisfactory condition and in accordance with national safety and engineering standards.
2. We will support alternative transport methods.

The national safety and engineering standards referred to in the level of service standard are embodied in Councils engineering code of practice.

A summary of key issues for the Whangārei's transportation system outlined in the LTP 2021 include:

³⁴ Draft Whangārei Parking Strategy 2023

- Poor condition of the urban sealed road network in Whangārei City
- Congestion in the city, which is being exacerbated by high population growth.
- High fatal and serious crash rate on the district's arterial roads
- An unsealed road network that has a lack of aggregate
- Isolated coastal communities reliant on vulnerable roads
- Poor use of alternative transport modes

Residents and Ratepayer Survey 2024 - Roading and Transport

This year, respondents express varying levels of satisfaction with the district's roads. The highest satisfaction is with the safety of the roads (25%), followed by the management of peak traffic flows (19%), the quality of sealed roads (17%), and the maintenance of unsealed roads (11%). Satisfaction has stabilised compared to last year but has not yet returned to 2022 levels. Bream Bay respondents are notably less satisfied with road safety and unsealed roads.

Regarding transport, satisfaction is highest for street lighting (44%), shared paths and the cycling network (45%), and footpaths (41%). Satisfaction with parking in the central business district is lower at 24%. Hikurangi-Coastal ward respondents report lower satisfaction with street lighting compared to other areas³⁵.

Northern Growth Area – Springs Flat

A Government contribution of \$10.3m towards the delivery a new bridge and a new roundabout in Springs Flat will unlock growth in this area well before Year 30 (subject to delivery of other required infrastructure). This project is funded in the 2024-2034 LTP with estimated project delivery timing of 2024-2026 and will enable up to 3000 new homes to be built in the area.

Whangārei Network Operating Framework

As noted above, Council has a Network Operating Framework report. This includes strategic network maps for general traffic and road freight.

The One Network Framework

The One Network Framework (ONF) is a tool which classifies roads and streets within the transport network. The ONF brings a stronger multi-modal focus, highlighting the overall importance to supporting the movement of people and goods efficiently and effectively.

Councils are working with Waka Kotahi on implementing a new national road classification system for the districts road and street network. The new system is called the One Network Framework and will replace the One Network Road Classification system. Waka Kotahi describes the ONF as recognising:

“... that streets not only keep people and goods moving, but they're also places for people to live, work and enjoy. The ONF is designed to contribute to improving road safety and build more vibrant and liveable communities.”

The ONF makes key shifts to the transport network:

- A shift from the volume of vehicles on the network to the networks role of moving people and goods through different transport modes.
- Stronger considerations towards land use and the role the transport network plays on public spaces
- Considers both the current and future movement and function of the network
- Includes walking, cycling, freight, public transport and general traffic networks

Waka Kotahi One Network Framework Overview³⁶

The process of reclassification of the city's streets has already begun, the map below shows the new classifications for the city centre.

³⁵ Residents and Ratepayer Survey June 2024

³⁶ [://www.nzta.govt.nz/planning-and-investment/planning/one-network-framework/overview/](https://www.nzta.govt.nz/planning-and-investment/planning/one-network-framework/overview/)

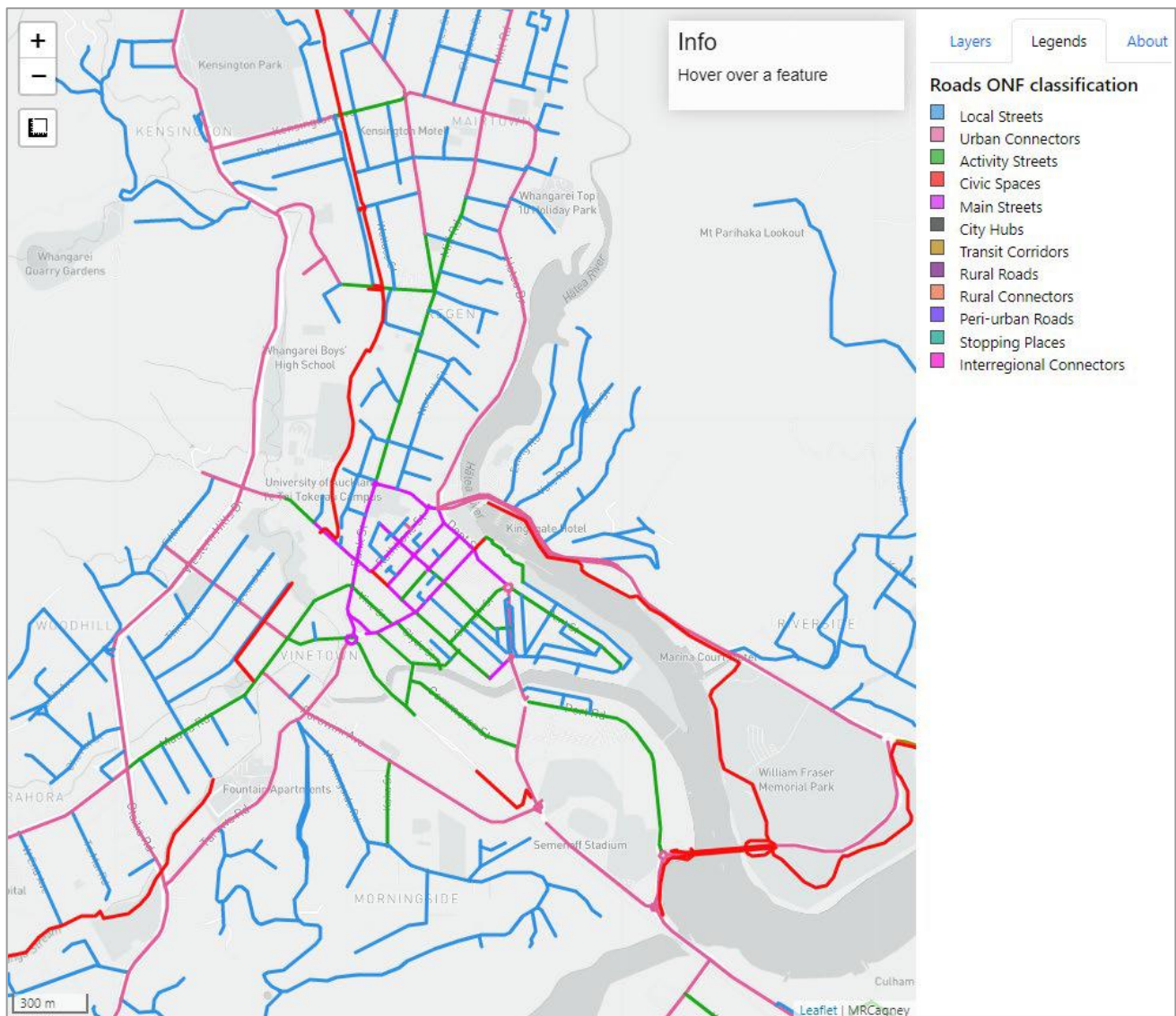


Figure 13 One Network Framework Street classifications (source: WDC Online Maps)

The ONF will result in changes in street design and associated improvements in level of service for pedestrians, cyclists, and public transport. These are critical changes needed to establish multi-modal street environments suitable for supporting higher density urban development, along with benefits that come with this, including housing choice and affordability, transport choice and opportunities for reduced cost of living, and reduced levels of deaths and serious injuries on the transport network.

The Waka Kotahi Aotearoa Urban Street Planning and Design Guide illustrates the types of changes that are needed in street design. The design guide outlines design parameters summarised in the table below.

Street Class	Environment	Design Speed	Cycle Facilities
City Hubs	Designed to accommodate high-frequency, high-quality public transport services through areas with very high pedestrian numbers	30km/h	Separated
Civic Spaces	Laneway Streets and Shared Spaces	10-20km/h	Mixed On-street
Main Streets	Serve as the centre of community life and should prioritise local walking trips and access to public transport	30km/h	Separated
Activity Streets	Provide access to shops and services by all modes. There is significant demand for movement as well as place	30 - 40km/h	Separated
Urban Connectors	Long, contiguous streets that have higher levels of vehicle traffic, with less intense access function than mains streets	40 -60km/h	Separated
Local Streets (residential connectors)	Residential Connector streets with low traffic volumes and slow speeds - connect suburban residential streets to urban connectors	30km/h	Mixed On-street
Local Streets (residential)	Low traffic volumes, low speeds and limited network requirements	10 - 30km/h	Mixed On-street

Table 9: Example Aotearoa Urban Street Planning and Design Guide Design Parameters

Travel preferences

Journey to work

Journey to work / education distances are typically shortest closer to the city centre and are longer on average the further away you live. Exceptions to this include Ruakākā and One Tree Point, which shows that people living in those areas are more likely to also work there, than to work in the city centre.

The figure below shows the travel modes to work for people residing in Whangārei District. Across the last three Census (2013 – 2023) presented in the graph, the main means of travel to work is by driving a private vehicle. In the 2023 Census, 77% of people travelling to work used a private or company vehicle either as the driver or passenger. This is a 10% increase since the 2013 Census. Most other travel modes have seen negligible change since 2013, except for working from home (7% increase between 2013 and 2023).

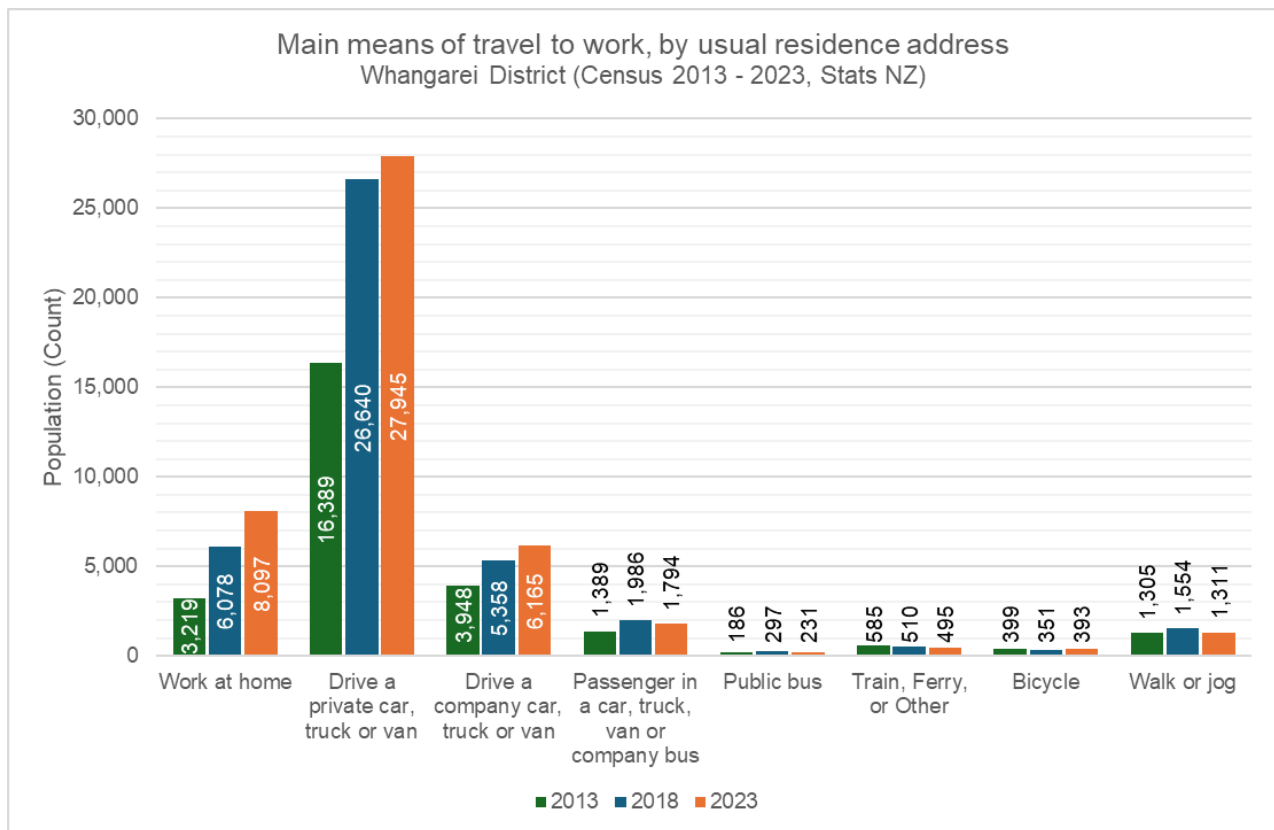


Figure 14 Travel mode to work (Census 2013 – 2023, Stats NZ)

Journey to education

The figure below shows travel mode to education from place of residence. 60% of people travelling to education used a private or company car or truck, either as a driver or a passenger. Between 2023 and 2018, there was a 2% decrease in those who drove to their place of education and a 3% increase in those who were passengers. There was a small decrease in those who walked or jogged and those who caught the school bus. Compared to a small increase (1%) in those who caught the public bus, as well as those who studied from home (2% increase).

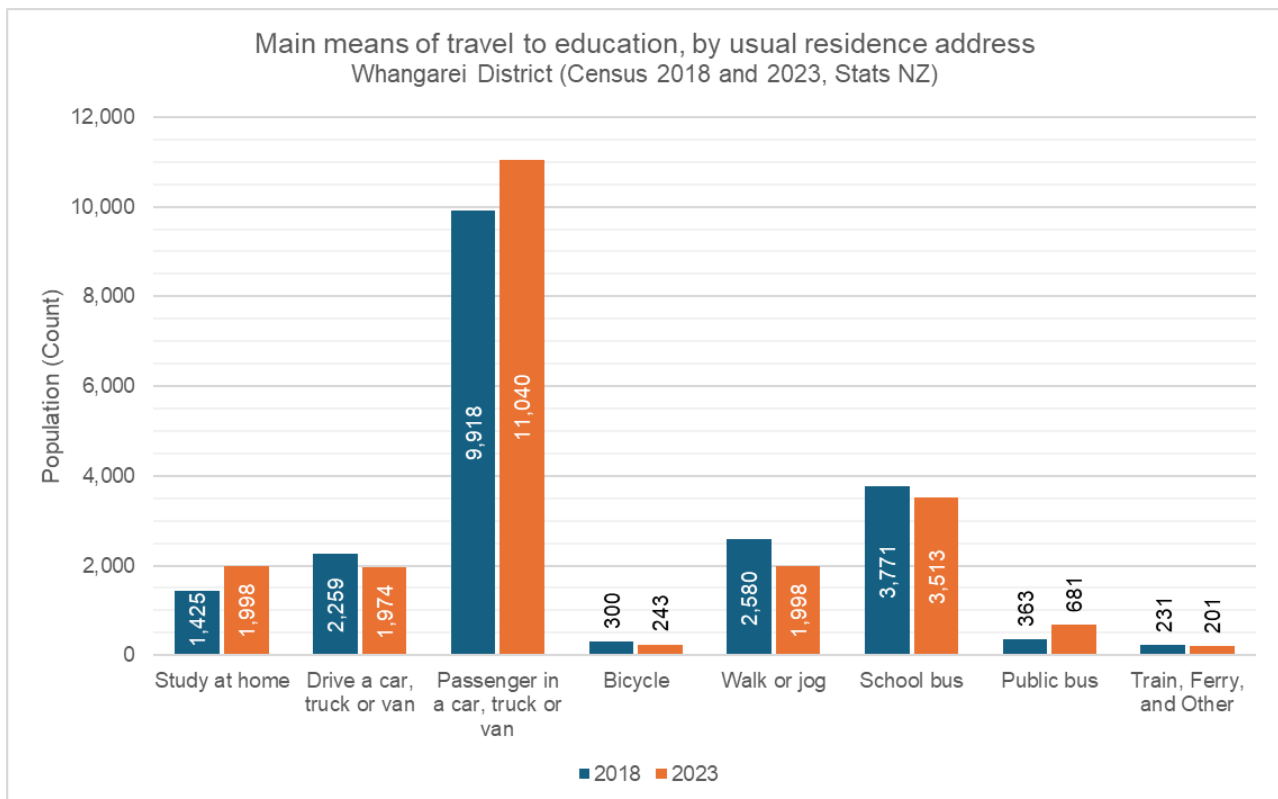


Figure 29: Travel mode to education (Census 2018 & 2023, Stats NZ)

Freight Network

Whangārei serves an important role in the supply chain of Northland and the Upper North Island, this is primarily due to the connection with the northernmost port, Northport, located at Marsden Point.

Freight volumes transported across Northland have grown significantly in the past and it is expected to increase to 23 million tonnes by 2042.³⁷ The Northland Transportation Activity Management Plan 2024-54 highlights that forestry is currently at peak production until 2026. Most of this cargo, including from agricultural sector, is transported by roads and this has contributed to the significantly high maintenance costs of the roading network, particularly due to premature failure and lack of fit-for-purpose detour routes.³⁸

³⁷ <https://www.kiwirail.co.nz/our-network/our-regions/northland-rail-rejuvenation/>

³⁸ <https://www.wdc.govt.nz/files/assets/public/v/1/documents/council/plans/transport-amp/sections-northland-regional-transportation-amp-2024-2054.pdf> (page 11).

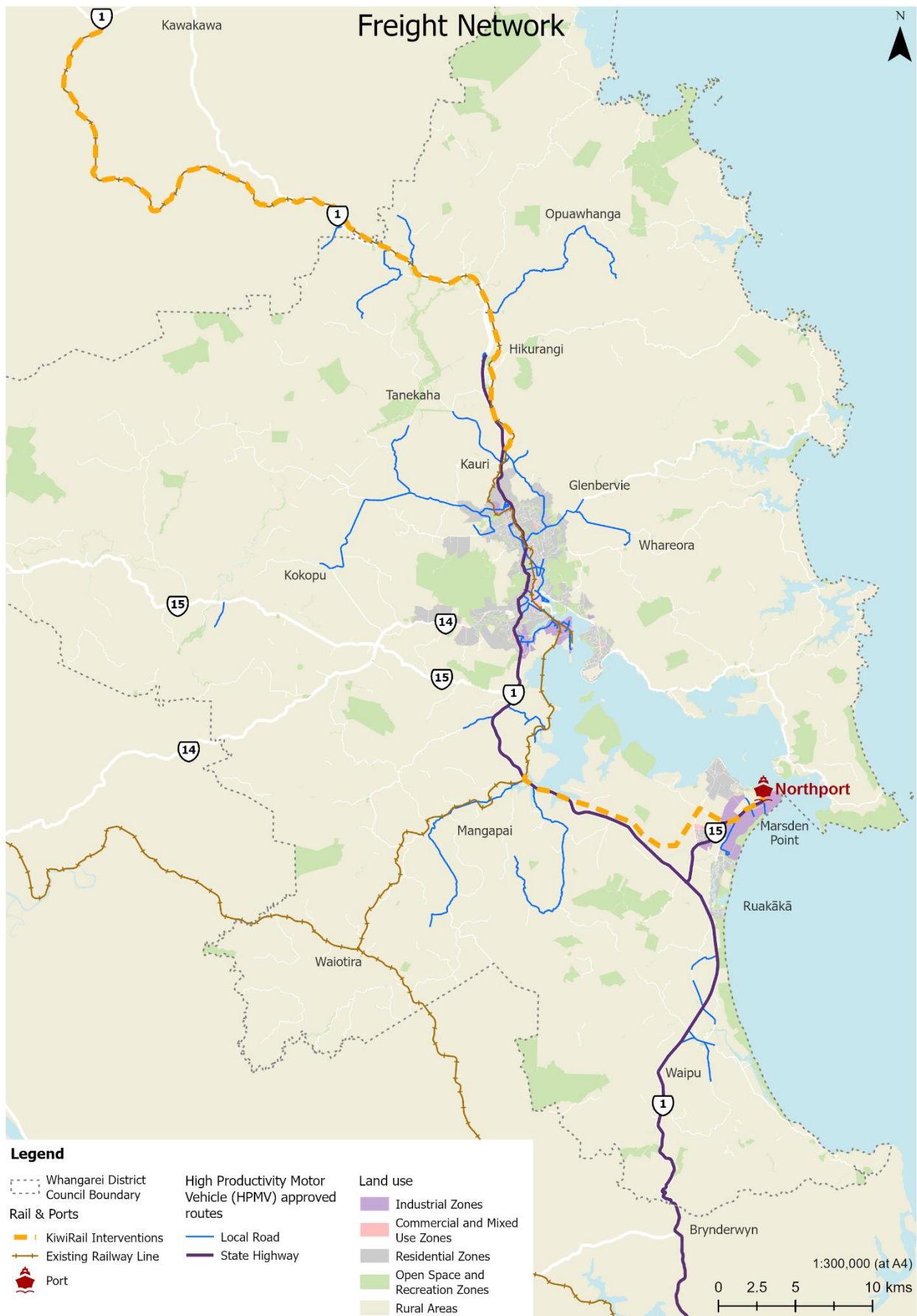


Figure 15: Freight Network

High Productivity Motor Vehicle Network

The map above identifies Waka Kotahi's existing approved routes for High Productivity Motor Vehicles (HPMV) through the Whangārei District. The approved routes are mainly the State Highways, key local road bypasses, and link roads. These are routes for HPMVs carrying the maximum loads available under a permit.

North Auckland Line and Northland Rail Upgrade

The North Auckland Line (NAL) is the main and only railway that connects Northland to the rest of the North Island. The line, which runs between Swanson and Whangārei, has recently opened after several months of repairs due to storm damage. Further work is planned to consider upgrades to the rail line between Kauri and Otiria, packaged within the proposal to build the Marsden Point Rail Link.

Northport

Previous studies into Northport reached the conclusion that Northport is the best, if not only, site in New Zealand capable of providing deep water access and significant local industry capability and infrastructure.

The Northport Impact report (Northland Inc) identified that the jobs that require high skills are in short supply and often not filled by Northlanders. As high skilled workers move to Northland to obtain jobs, GDP, employment growth and subsequent population growth and pressure on housing demand is anticipated.

Northport has a special zone in the Whangareia District Plan, which expects that there will be future expansion and development within the Port Zone to respond to the "future growth of the upper North Island." Flexibility to adapt and to develop the area to support the Port and its future operations is important and has been provided for in the district plan provisions for the zone.

Northport's case for change signals Northport's role is likely to change in the future, mainly because of freight needs and trading patterns. This will require longer berths and more space to store and handle greater quantities, and a more diverse range, of cargo.³⁹

6.6. Airport and associated infrastructure

The Onerahi airport site has been identified as not being suitable for the long-term provision of air services to Whangārei. In response, more than 28 potential sites were identified and studied to determine viability and appropriateness of a potential relocation of the airport. In 2022, Council agreed Ruatangata was the best option for further investigation as a replacement airport relocation. Council have carried out numerous assessments to better understand risks associated with the preferred locations. Key considerations as part of ongoing assessments include geotechnical considerations, flooding, transport, ecology, noise, visual, archaeological and social limitations the preferred Ruatangata site may have.

6.7. Three waters infrastructure

Local Water Done Well

At the time of preparing the FDS, there were uncertainties about the future of three waters and how existing and new assets were to be managed.

The Local Water Done Well is the Government's plan to address the long-lasting infrastructure challenges. The Act returns responsibilities for water services to local authorities, which also included the disestablishment of the Northland and Auckland water entity which had ramifications on the 2024 – 2034 LTP and inevitably the FDS.

In the short term the responsibility for three waters assets will remain with Council, however it is not unreasonable to expect, in the medium and long-term (based on the nationwide infrastructure deficit) management of three waters activities will change. It is anticipated structural changes in the management and delivery of three waters services, as a result of the local waters done well reforms, and bundling these activities together offers medium to long-term benefits to users of this strategy.

³⁹ <https://visionforgrowth.co.nz/resources/documents/The-case-for-expansion.pdf>

Key considerations for future management include:

- Aligning work programmes with Councils growth priorities and asset strategies
- Working towards developing the Water Delivery Plans as required by the Government's Local Waters Done Well Policy.
- Work through alternative delivery models with neighbouring territorial authorities.

Three waters activity

Councils three waters activity has the following Levels of Service which are supported by performance measures included in the activity profile section of the Long Term Plan:

- Council provides safe, high-quality drinking water to all our customers
- In times of emergency there is adequate water supply available
- We manage the water supply system in a sustainable way that also caters for growth.

The sections below provide a snapshot of the existing three water asset portfolios held by WDC, along with some of the key pieces of network infrastructure like treatment facilities and reservoirs, and the key challenges for each asset. This information is consistent with the WDC Infrastructure Strategy 2024 – 2054⁴⁰.

Water supply	Wastewater	Stormwater
Value: \$513 million	Value: \$553 million	Value: \$385 million
799km pipes	9 Wastewater Treatment Plants	19 flood gates
4 dams	148 pumpstations	34 retention ponds
47 reservoirs	9,000 manholes	691km network including channels and open drains
26 pump stations		
10 water sources		
7 treatment plants		

Table 10: Summary of WDC's Three Waters activities

Water supply

The water activity covers the collection of raw water and the treatment and distribution of drinking water to reticulated areas within the community. Water can be made available to properties outside of the reticulated area via private tanker deliveries. Water is also available for firefighting throughout the reticulated network. Water services must produce quality drinking water that meets the New Zealand Drinking Water Standards at all times.

Some of the key challenges facing water services include:

- Climate change and drought management
- Possible increases in water quality and delivery standards

⁴⁰ <https://www.wdc.govt.nz/files/assets/public/v/2/documents/council/plans/long-term-plan/long-term-plan-2024-2034-vol-2.pdf>

- Cost increases will continue to climb as the water sector struggles to meet regulatory requirements
- Assets reaching the end of their service life
- Capacity/growth improvements to meet future demands

Wastewater

The primary purpose of this service is to provide our communities with centralised sanitation of human waste to eliminate gastric disease and environmental contamination.

The wastewater activity incorporates facilities that collect, treat and discharge wastewater. The networks services 61,000 residents throughout the District, representing 62% of the total District population.

The District faces several key wastewater management issues including:

- Significant Inflow and Infiltration during periods of wet weather
- Backlog of assets requiring renewal
- Data confidence – unreliable and missing data for underground assets
- Discharges from some WWTPs are approaching or exceeding consent conditions
- Reticulation network capacity issues in Whangārei Catchment and Ruakākā/One Tree Point
- Uncertainty around future discharge quality requirements and what upgrades may be required at each of the nine treatment plants to meet these requirements
- Ageing network resulting in avoidable spills.

Stormwater

The Stormwater network comprises a combination of pipe systems, access holes and sumps open channels, treatments devices and urban rivers and streams to convey rainwater from parks, roads, houses and yards to streams and the ocean, thereby preventing flooding of properties and roads in defined service areas. There are 11 major stormwater catchments in the Whangārei Area and four defined urban catchments of Whangārei, Ruakākā, One Tree Point and Waipū.

With the increasing impacts of climate change, specifically intense rainfall events, many of our stormwater pipes are undersized. The District have backflow issues in some outlets to the streams and harbour in times of storms and king tides. Flood planning for the City area is planned within the Long Term Plan. This will incorporate river, overland flow and coastal flood and identify an adaptation pathway for managing the potential pathways.

Some of the key issues facing Stormwater assets include:

- Assets are deteriorating faster than previously expected
- There is a significant backlog of assets requiring renewal
- Data gaps and reliability of data
- Climate change causing coastal inundation and impacting on the ability of pipes to clear floodwaters
- Stormwater Catchment Management Plans need to be updated to support the service assessments
- Urban stormwater networks require consent under the Regional Plan for Northland.

6.8. Natural Hazards

Clause 3.13(2)(c) identifies what the FDS must spatially identify.⁴¹

3.12 Every FDS must spatially identify:

- a) *the broad locations in which development capacity will be provided over the long term, in both existing and future urban areas, to meet the requirements of clauses 3.2 and 3.3.*
- b) *the development infrastructure and additional infrastructure required to support or service that development capacity, along with the general location of the corridors and other sites required to provide it*
- c) *any constraints on development*

Policy 1 and Section 3.32 of the NPS-UD does provide some indirect guidance as to the types of matters that may be relevant when identifying development constraints for the purposes of developing an FDS.

Summary of constraints

Several constraints on development have been identified and mapped. A summary of these is included here and shown on the maps in Figure 31 and below:

- Noise control boundaries for the highway and rail lines: buffers around key routes.
- QEII National Trust covenants: small to medium areas of land, scattered across the district.
- Areas of 'outstanding natural features' and 'outstanding natural landscapes'.
- Quarry areas: several quarry areas across the district, mostly near urban areas, including Te Kamo.
- Hazardous sites: small to medium areas of land, mostly urban or near urban areas, including in areas zoned industrial, commercial/mixed use and residential.
 - 10% of commercial and mixed use zones are in hazardous areas.
- Slopes: a large proportion of the district (mostly outside the current urban extent) is land with a slope greater than 20°, which may limit development potential.
 - Nearly half of the district is on 'steep' land with a slope greater than 20°, including 57% of papakāinga-enabled land, 35% of Future Urban Zoned land, and 20% of the growth node areas.
- Wetlands: small areas of Wetlands, scattered across the district, mostly in rural areas. Northland Regional Council are currently updating the wetland mapping for the region. This is expected to result in more expansive areas of wetland being identified across the District. However, the revised mapping will not be available in time to be included in the FDS process and will need to be included in subsequent reviews of the strategy.
- The 'coastal environment' defined by the New Zealand Coastal Policy Statement.
- Highly productive land as defined by the National Policy Statement on Highly Productive Land (NPS-HPL).
- Aquifer recharge zones: Northland Regional Council have started to map aquifer areas – the current mapped areas are included in the baseline constraints.

⁴¹ <https://environment.govt.nz/assets/publications/National-Policy-Statement-Urban-Development-2020-11May2022-v2.pdf>

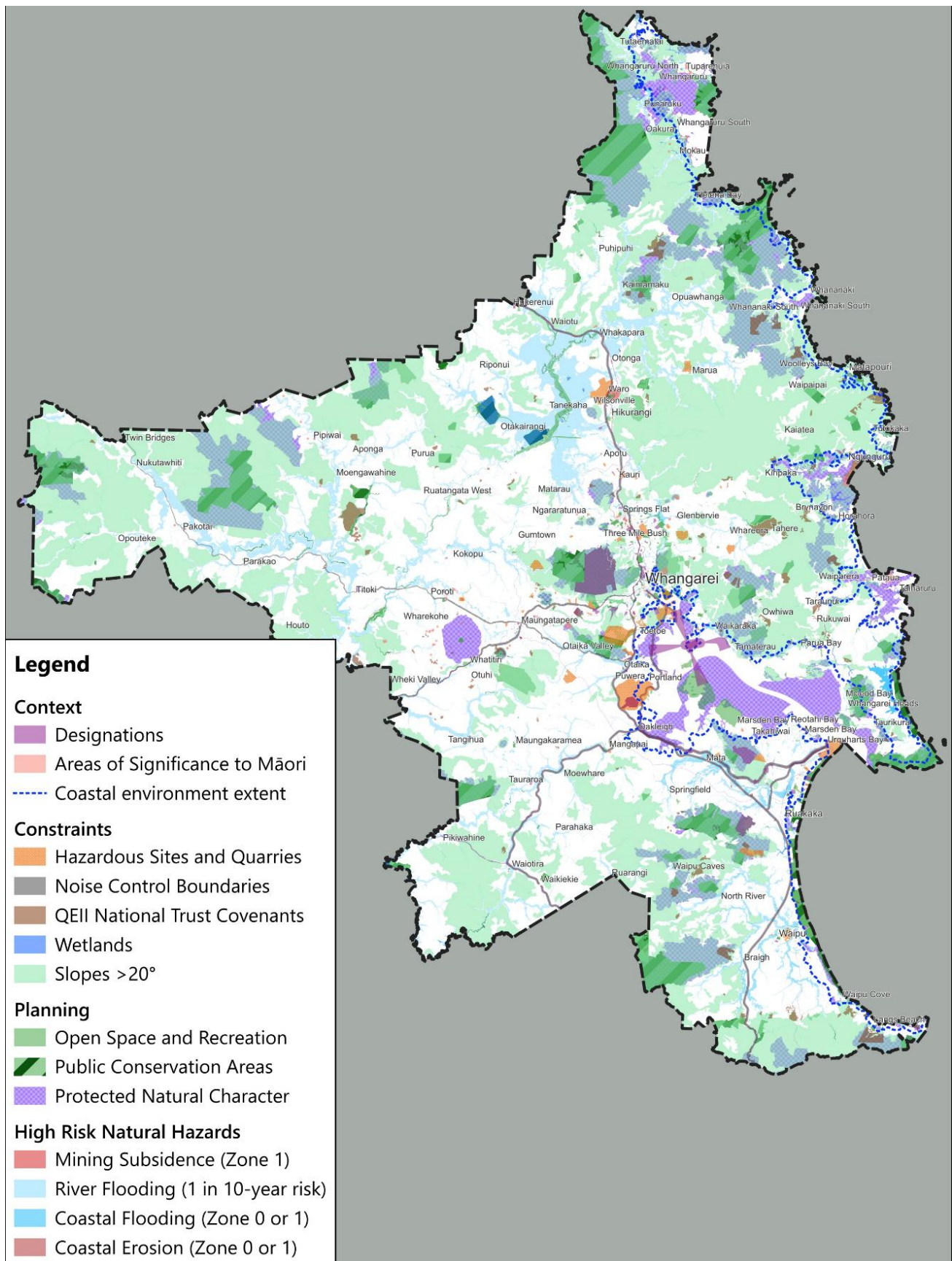


Figure 31: Development constraints map.

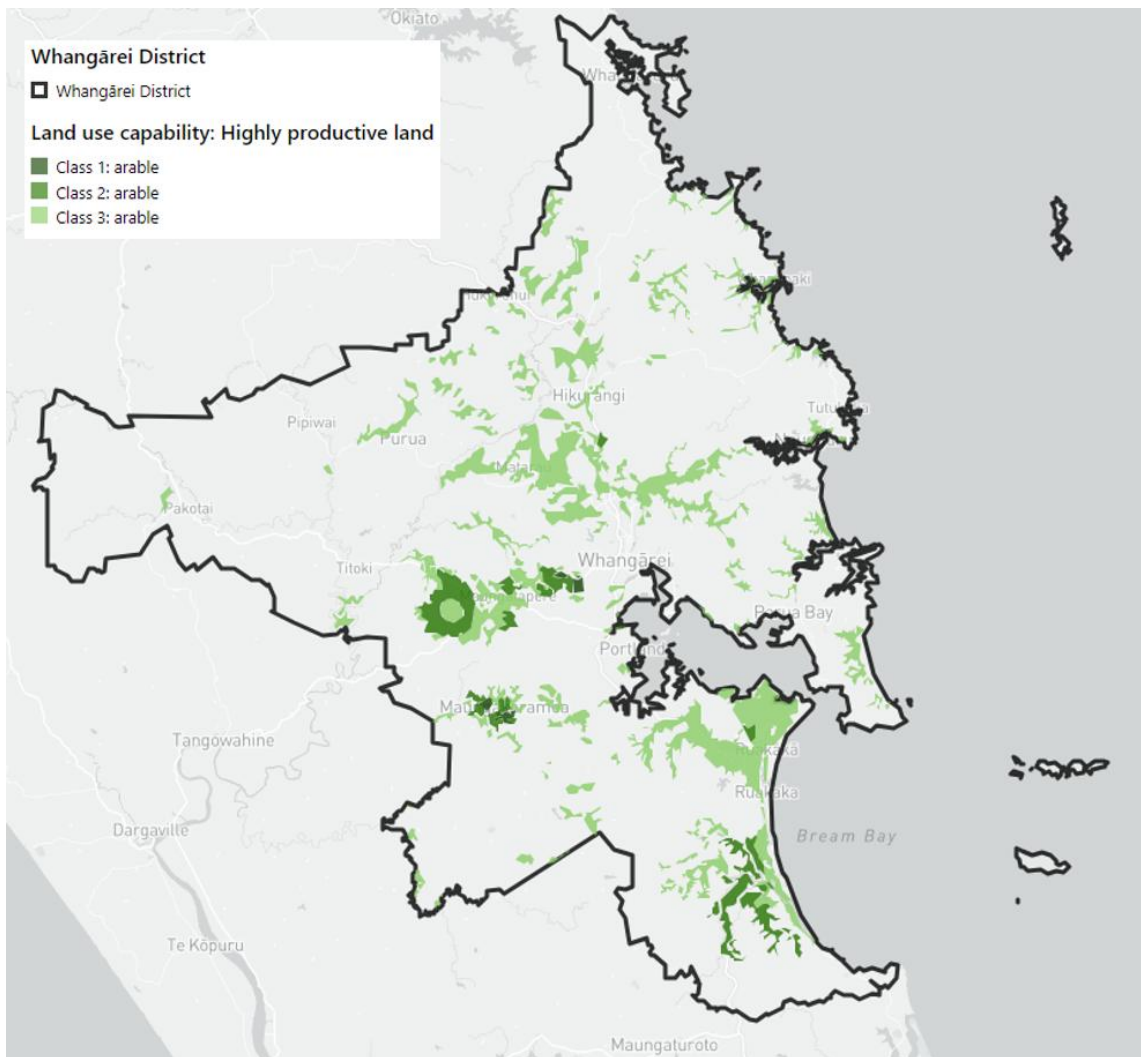


Figure 16: Land Use Capability mapping – Classes 1, 2 and 3 (source: Manaaki Whenua)

Natural hazards

WDC has recently completed a review around development in hazard prone areas. As part of this review, policies around developing in hazard prone areas have been proposed to manage those risks, in the *Proposed Plan Change 1: Natural Hazards*. Provisions of the natural hazard chapter as recommended in the section 42a report can be found below:

- [Attachment 2 - Section 42A Recommended Provisions \(clean version\) \(wdc.govt.nz\)](https://www.wdc.govt.nz/attachment/2-Section-42A-Recommended-Provisions-clean-version)

High Risk Hazards

The proposed plan change on natural hazards identifies the following hazards as being high-risk, meaning development is more restricted in these areas:

- Coastal erosion hazard areas 0 and 1 (susceptible to coastal erosion within the next 50 years)
- Coastal flood hazard areas 0 and 1 (susceptible to coastal flooding in a 1-in-50-year storm)
- High-risk flood hazard (1 in 10-year flood areas)
- Mining subsidence hazard area 1 (high risk of subsidence)

Eight percent of the district is covered by this high-risk hazard definition, including 15% of land in commercial and mixed-use zones and 9% of the growth nodes.

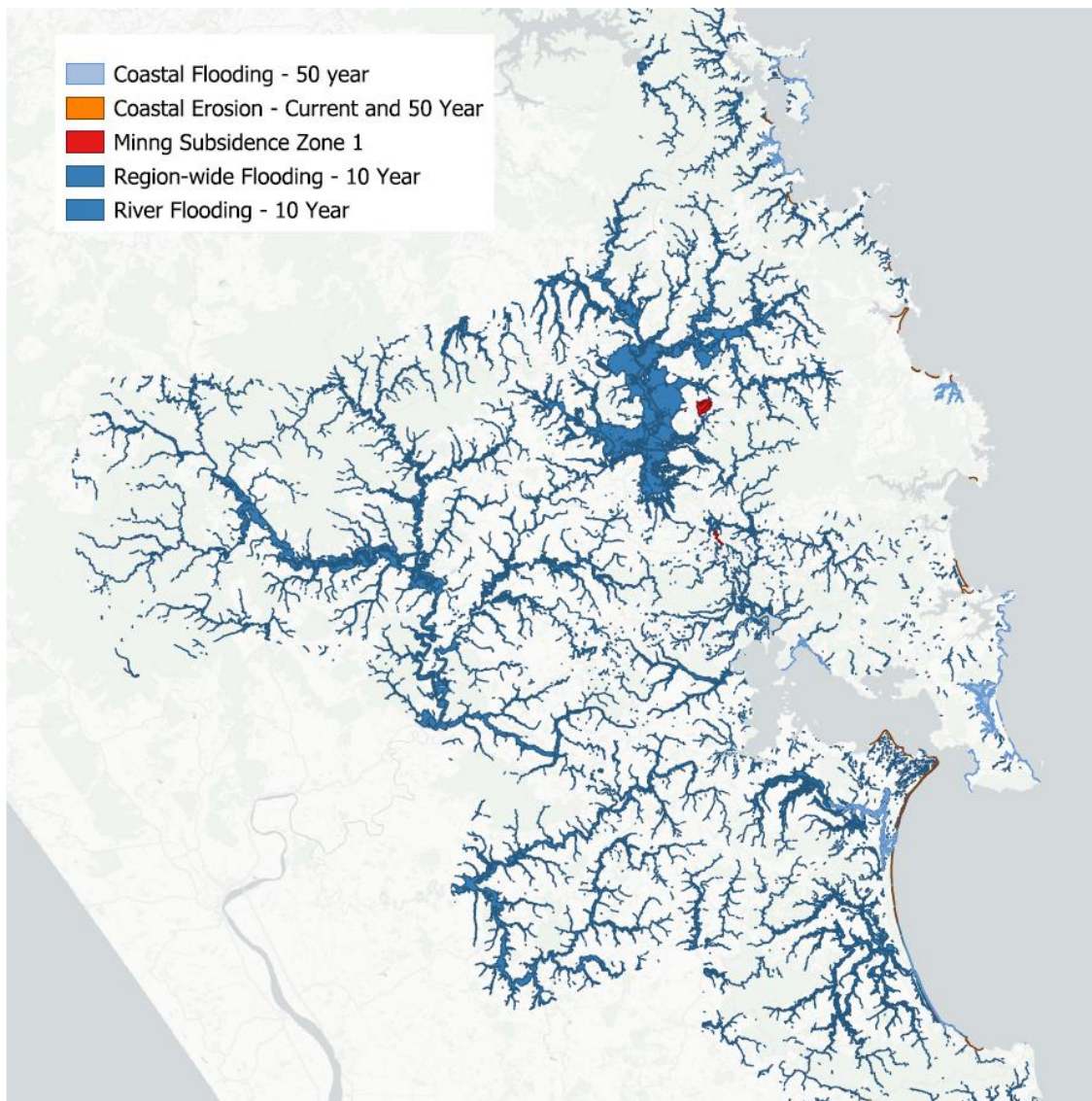


Figure 33: High risk hazards.

Coastal Erosion and Coastal Flooding

Coastal erosion and flooding hazards have been identified along much of the coastline of the Whangārei district, as illustrated in Figure 34. The existing areas that are most impacted by these hazard areas are Whangārei Central and Ruakaka. The future growth nodes of Matapouri and Tutukaka Coast are also moderately impacted by the extent of these identified hazards.

34% of land zoned for commercial or mixed use is impacted by coastal erosion and/or coastal flooding risks.

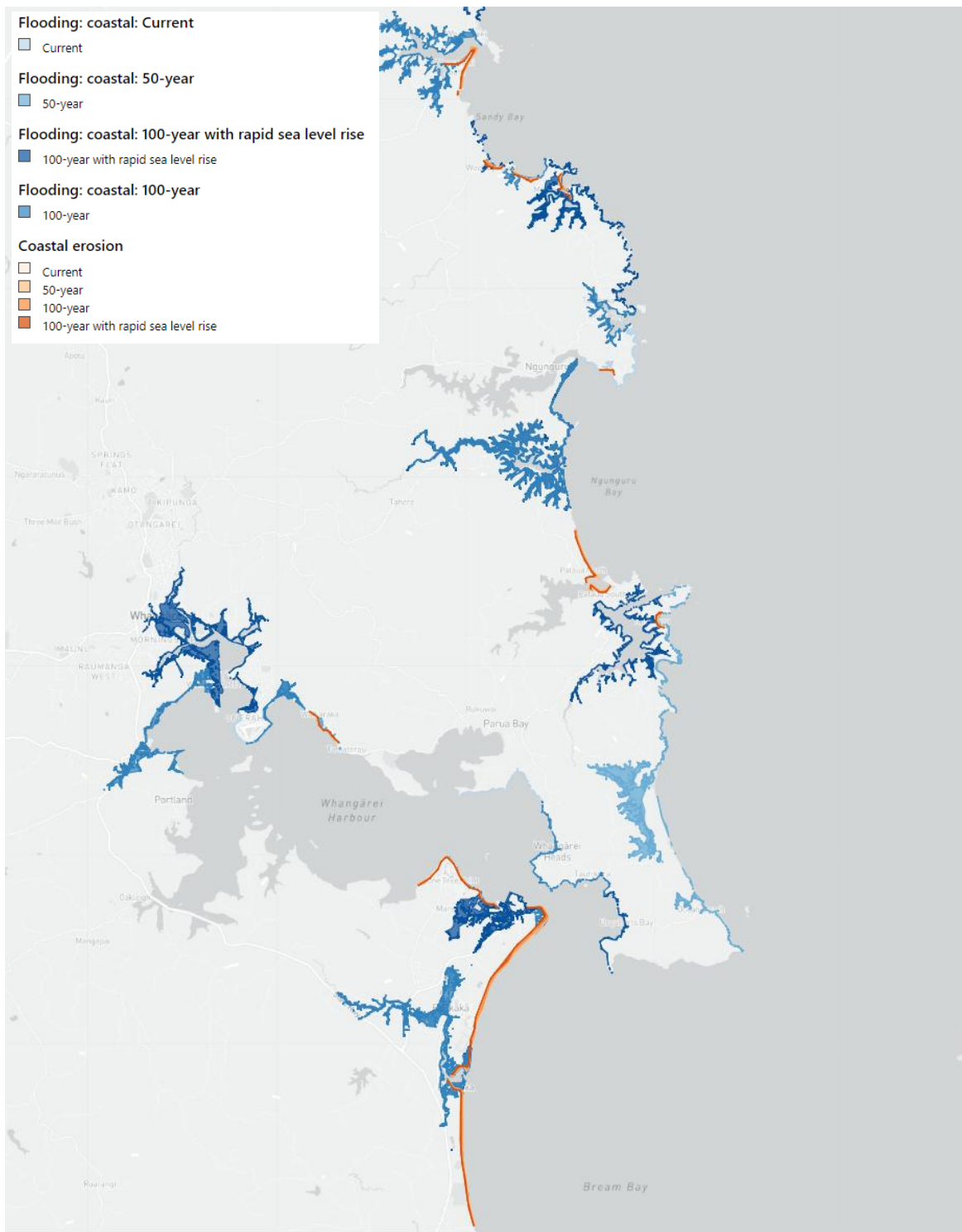


Figure 34: Coastal erosion and coastal flooding hazards

Flooding

Weather-related flooding (from rainfall) is mapped separately to coastal flooding. This has been developed across two models: a river flooding model and a regionwide flooding model. The extent of these flooding layers is shown in Figure 25.

44% of commercial and mixed-use zoned land is prone to weather-related flooding, while 17% of growth nodes, 20% of Growth Strategy 2021 Focus Areas, and 15% of papakāinga-enabled land are also at risk of weather-related flooding.

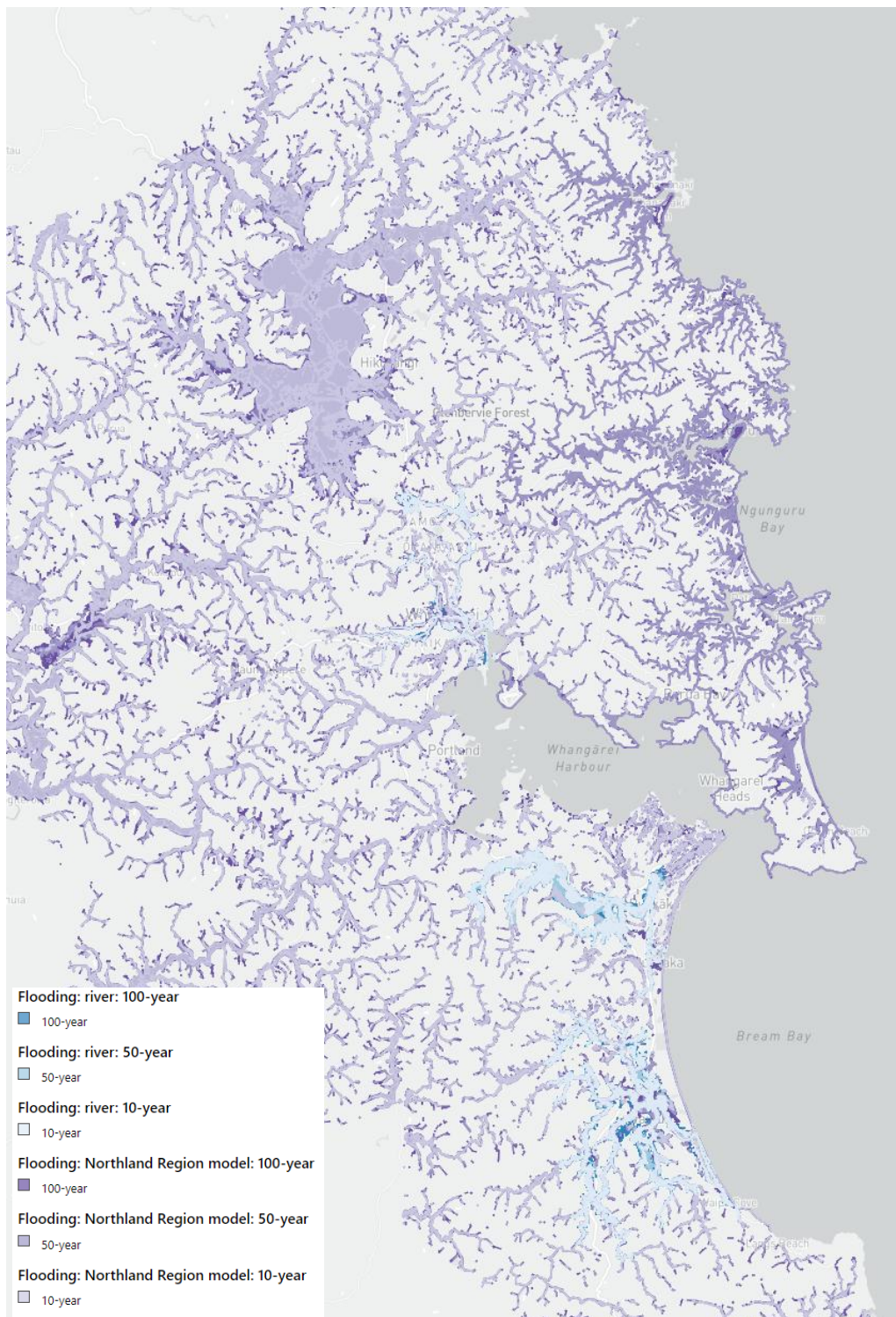


Figure 35: River (non-coastal) flooding

Whangārei Urban Flood Strategy

Whangārei's city centre faces significant flooding challenges, much of which is built on a reclaimed estuary. The existing stormwater network in Whangārei struggles to handle intense, short-duration rainfall events, and high tides further exacerbate the situation naturally creating backwater and reducing the discharge of rainwater into the ocean.

The core area where the risks of flooding will seek to be reduced includes the central business district, Avenues, Morningside, Woodhill, Port Whangārei, Parihaka, Riverside, Regent and Kensington – several of which are within the Priority Development Areas.

The Whangārei Urban Flood Strategy will involve technical investigations, such as hydraulic modelling, risk assessments and options testing, to identify and evaluate a range of viable flood

management options. Outputs from the project will support future community conversations about the future of flood risk management and inform funding decisions for the 2027-2037 Long Term Plan for both councils.

The technical assessment phase of this work is planned for June 2025-July 2026 and includes the delivery of modelling, risk analysis, optioneering, solution pathways evaluation, and development of recommendations. Recommendations from the project will propose short, medium, and long-term flood adaptation pathways, that can be implemented over time in response to changing risk.

Alongside the Whangarei Urban Flood Strategy, Whangarei District Council is also undertaking climate adaptation planning at a catchment scale. The Marsden catchment incorporating Marsden / Ruakākā is part of this programme of work and due to the complexities and development expected in the area, may follow an approach similar the central business district.

Land Instability

Much of the district is impacted by a moderate to high risk of land instability (or 'landslides'), as illustrated for Whangārei Central in Figure 26. 68% of the district has a moderate or high landslide risk. For the urban core and satellite urban areas, this is 47% and for Future Urban Zoned land it is 54%. For the Growth Strategy 2021 Focus Areas, this is 31%, and 60% of existing papakāinga areas has a moderate or high landslide risk, while 43% of residential zoned land also meet this threshold. Proposed Plan Change 1 to the district plan include objectives, policies and rules that address managing the risk associated with development in areas susceptible to land instability.

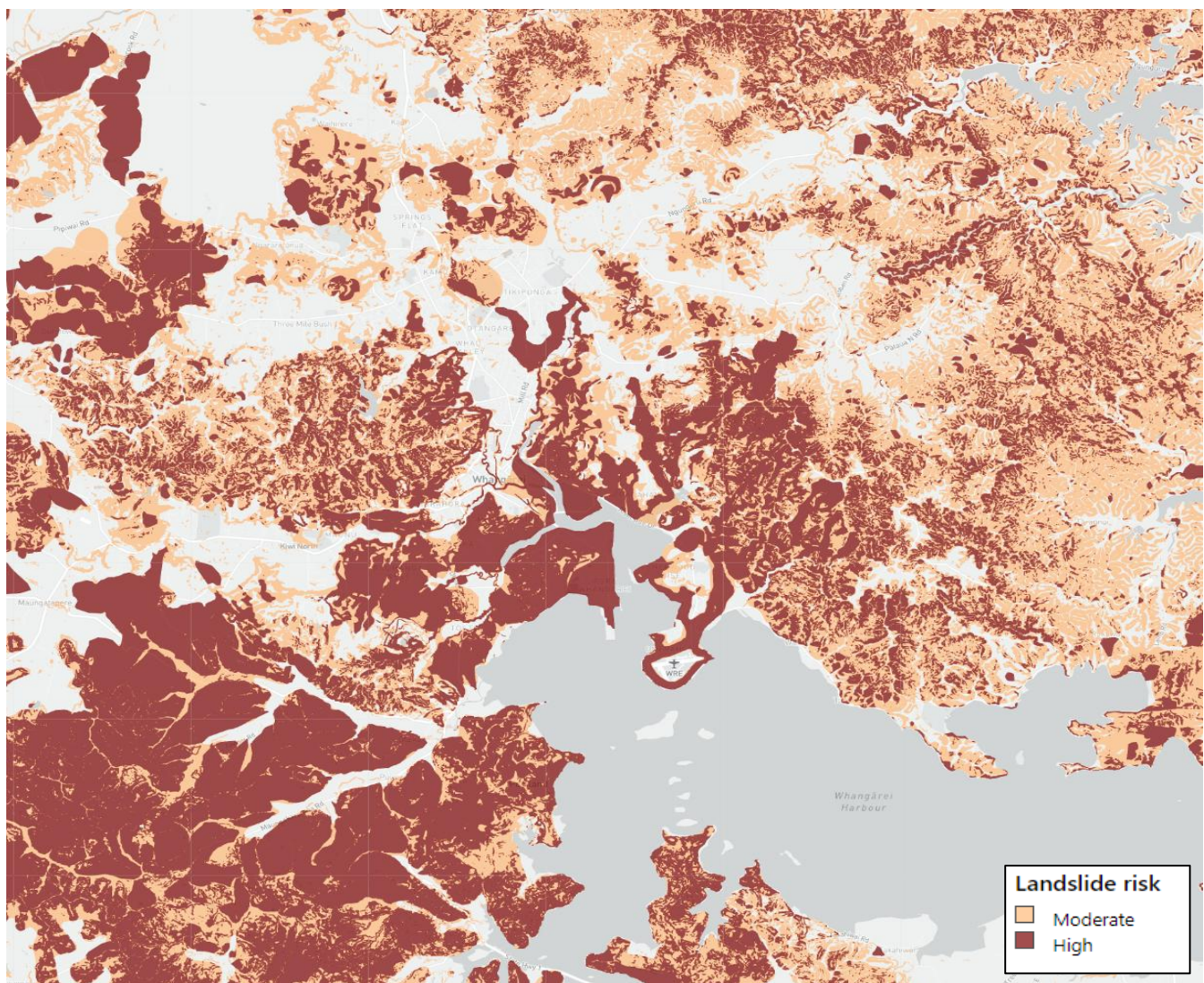


Figure 36: Land instability risk (Source: WDC)

Mining subsidence

Mining subsidence affects localised areas directly above old mines. Areas most prone to risks caused by mining subsidence include Te Kamo and Hikurangi. Light weight residential development within the Kamo Mining Hazard Areas was previously determined to be unlikely to worsen the existing hazards. Future densification of the area is likely to increase the likelihood of the hazard.

Mining subsidence hazard has been identified and the potential areas of influence constrained. To date, the quantifiable risk to life and property however has not been determined. There is a level of understanding on the risk associated with the hazard.

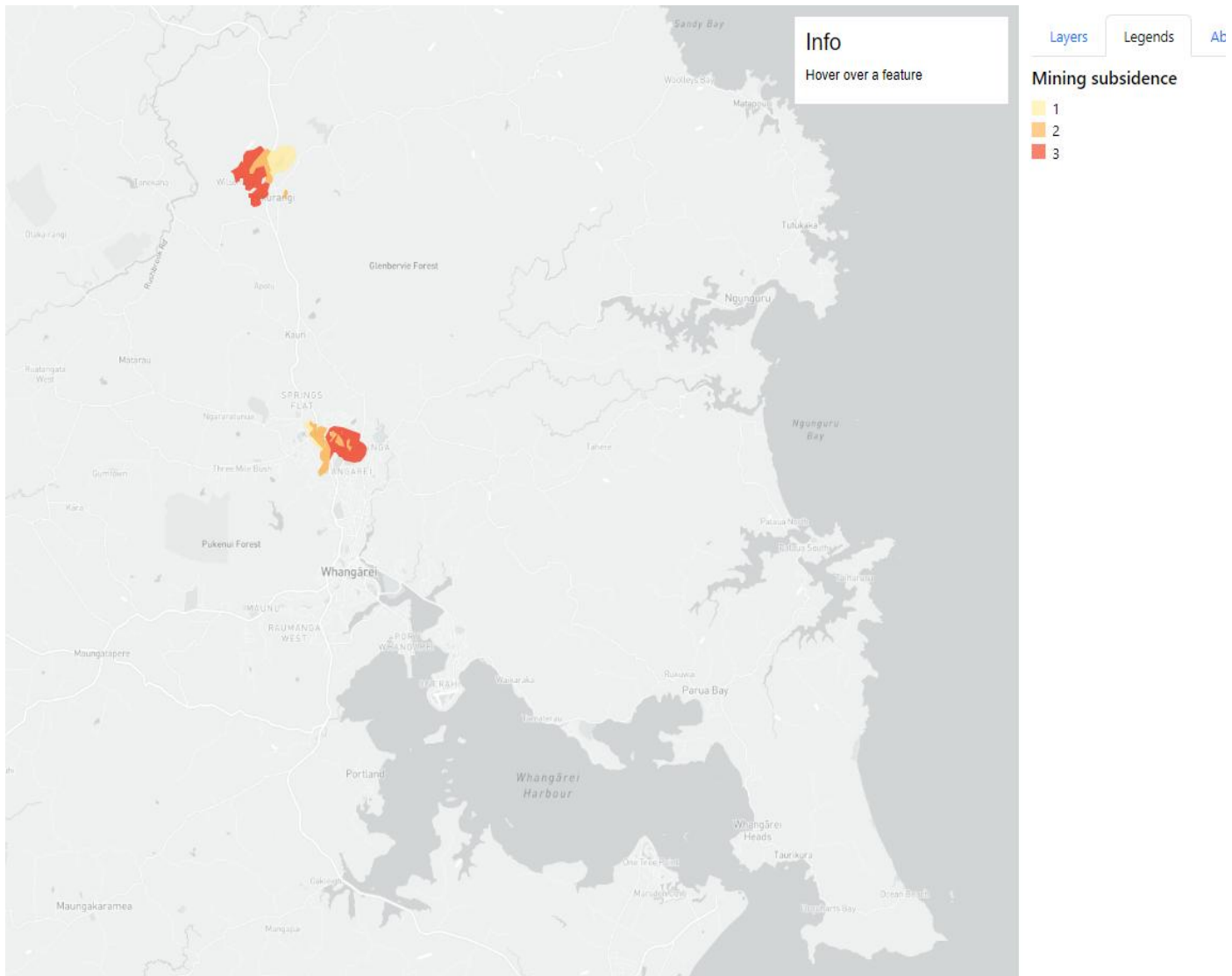


Figure 37: Mining Subsidence (Source: WDC)

6.9. Social infrastructure / community facilities

Health services

Project Piha Kaha Whangārei Hospital Development

In 2019, Northland District Health Board, completed a masterplan for the Whangārei Hospital rebuild. The masterplan established the future vision for the hospital services and core objectives. It also established key pathways towards achieving these objectives (both short term priorities and long-term capacity planning).

The redevelopment of Whangārei Base Hospital provides for Te Tai Tokerau's long-term healthcare needs and meets an increasing demand on health services. The redevelopment of the existing hospital site supports, and catalyses change in surrounding areas.

Improvements across the District help to facilitate this with fewer trips by car needing to be taken and improved public and active transport systems.

These improvements are further supported by direct improvements to State Highway 14, as well as specific improvements at Hospital Road. The integration of land use and infrastructure supports:

- Land-use patterns which improve transport choice and reduces the need to travel.
- Improvements to road network layouts, supporting greater access to alternative transport modes.
- Improved access to key services (including the hospital), education and employment.

The surrounding residential area has more dense housing options, for those that need efficient access to health services, and for those outside of the District who are using hospital facilities.

As well as the hospital, there are a range of other health facilities located throughout the urban area. These include a private hospital and various medical centres and clinics that tend to be in the commercial centres in the core urban area. There are also small-scale medical centres in the larger settlements such as Waipū, Hikurangi and Ngunguru.

Performance of existing healthcare services

The Social Baseline Report shows many geographic areas of Northland have a high proportion of people who are categorised as deprived, while the proportion who are privileged is under-represented. Such deprivation is known to cause poor health outcomes. Consequently, the people of Northland have poorer status for most health measures compared with the rest of the country. For Māori in Northland, the proportions experiencing poor health outcomes are worse again. For example, amenable mortality is defined as deaths under age 75 years that could potentially be avoided, given effective and timely healthcare. The amenable mortality rate for Māori and Pacific people is more than double that for non-Māori and non-Pacific people in Northland.

Regarding access to GP services, interviewees from the health sector (and most other interviewees who are users of health services) described that most of the 28 medical centres in Northland have closed rolls i.e., are not accepting new patients. A few practices are still accepting patients, in Ruakaka/Bream Bay area, and select centres in Whangārei, Dargaville and Paihia. The major issue holding back greater access is workforce shortages. For example, doctors have a reluctance to shift to regional areas citing poor access, housing, employment opportunities for partners, and education options for children.⁴²

⁴² Social impact assessment of Northland's pipeline of major infrastructure projects – June 6 2024

Education

Population projections show that the number of children and youth is expected to grow in Whangārei. Access to early childhood education, primary and secondary schooling close to residential centres is an important consideration when prioritising growth of development nodes, and key transport links.

National Education Network Plan 2024

Prepared by the Ministry of Education, the National Education Network Plan (NENP) outlines anticipated changes in population and their impact on the schooling network. The analysis provides regional-level insights.

The region is experiencing unexpected population shifts. Affordability issues in other areas have led to more families relocating to various parts of Northland, including Whangārei. The NENP indicates that growth within the Whangārei catchment has stabilised, although there are still ongoing pressures on school rolls due to an influx of new whānau returning home. New enrolment schemes are being implemented across the Whangārei District to manage school rolls in response to the increasing population. Figures 38 and 39 illustrate the relative roll growth pressure across schools in and around the urban areas.

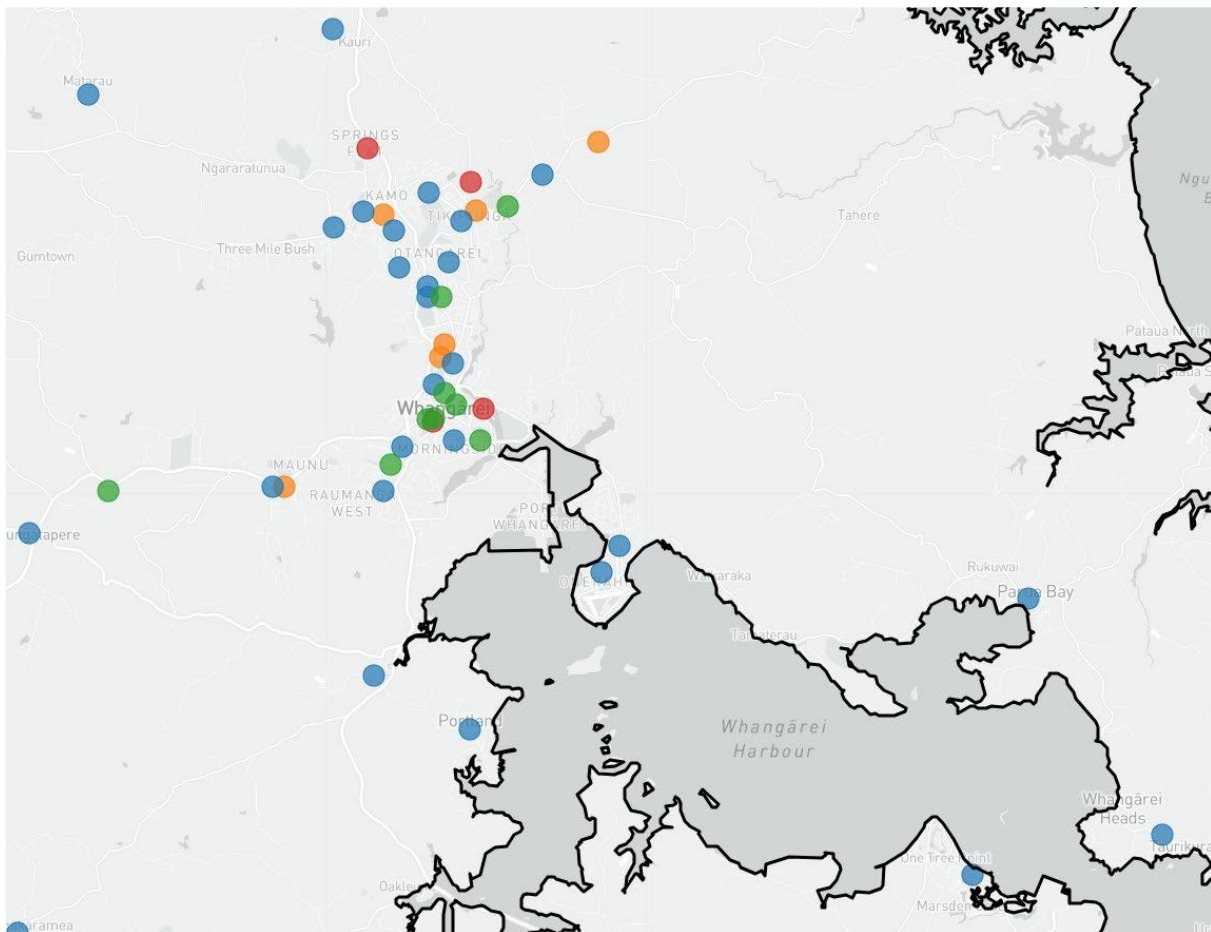


Figure 38: Distribution of education facilities in Whangārei.

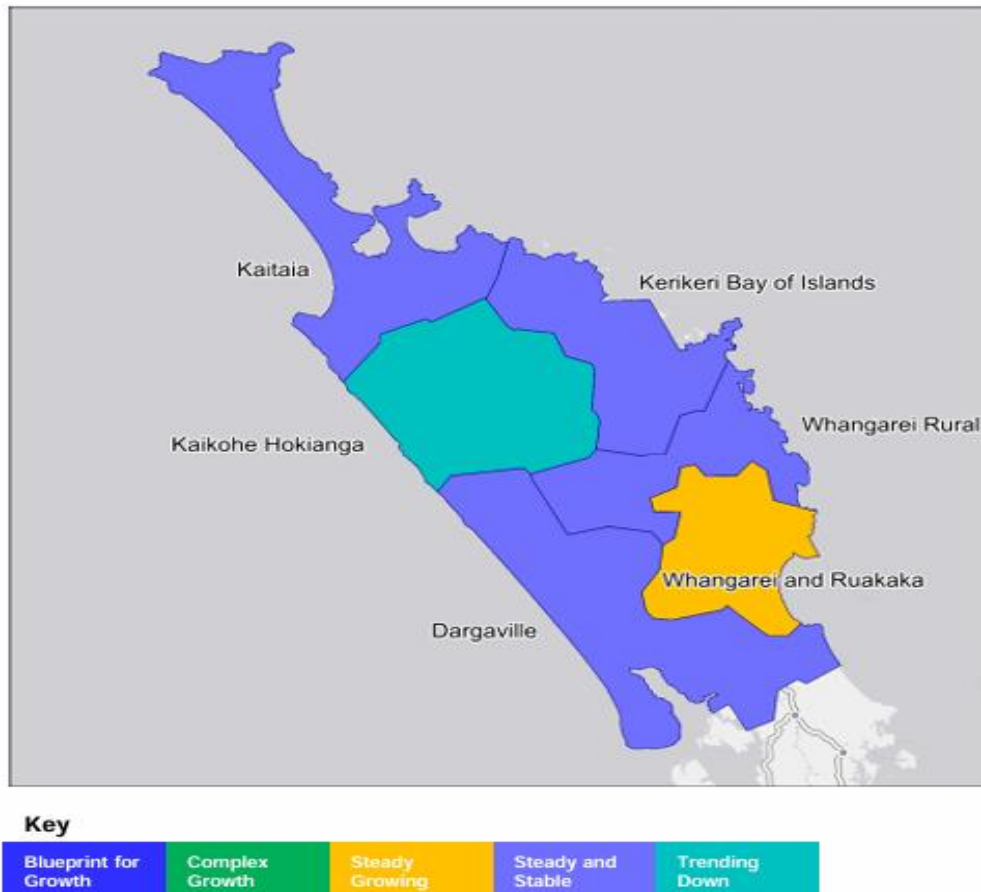


Figure 39: School roll growth pressure across the schools in and around the urban areas (source: NZ Government, Tai Tokerau: Whangārei / Ruakaka Steady Growing New Zealand Education Growth Plan to 2030)

Community facilities and services

Whangārei provides event and community facilities, bringing people together, celebrating arts, culture and heritage, and attracting performers and events to the district. Key Council activities relevant from a FDS lens includes include:

- Libraries
- Community property
- Community development
- Venues and events
- Civil defence emergency management

Key assets which contribute to the connection of communities and visitors includes the Botanica Whangārei, Claphams Clock Museum, Te Iwitahi, community halls, Forum North entertainment centre, Whangārei Central library, Kamo Library, Onerahi Library, Tikipunga Library, Parks and Reserves, public toilets, Timatatanga Hou (Camera Obscura), Whangārei Art Museum, and Whangārei Visitor Centre and I-site.

WDC has a community funding programme that supports local community groups to help the community achieve its aspirations. This programme supports activities such as festivals, exhibitions, tournaments, workshops, classes, development and maintenance of community facilities, operational/running costs for community organisations, community gardens, murals, community signs, pest control, recycling initiatives and Papakāinga.

NRC also offers funding to iwi, hapū, and other eligible tāngata whenua entities in Te Taitokerau to do environmental monitoring and develop or update environmental management plans. Other available funding options include the climate resilient communities fund which supports Northland's most affected communities to withstand the impacts from a changing climate.

Urban amenities and services are often located in neighbourhood centres. The portfolio of Council community facilities will need to cater to the growing district and its diverse needs, including an aging population, and changing locational demand for services in relation to growth nodes.

Residents and Ratepayer Survey 2024 – Community facilities

Overall, 92% of respondents used at least one council-provided facility, with high usage of tracks, walkways, and cycleways, parks, and beaches. Satisfaction with playgrounds is 58%, with user satisfaction at 78%. Skateparks receive 34% satisfaction, with 83% user satisfaction. Sports parks have 63% satisfaction, with user satisfaction at 75%.

Satisfaction with beaches and coastal facilities is 74%, with 82% user satisfaction. Cemeteries have 48% overall satisfaction, with visitor satisfaction at 86%

. Neighbourhood, city, and district parks have 65% satisfaction, with user satisfaction at 75%. Natural trails receive 62% satisfaction, with user satisfaction at 84%. Council tracks have a total satisfaction of 79%, which is higher among users at 87%. Dog parks have total satisfaction of 33%, with user satisfaction at 54%.

Library use is consistent at 53%, with satisfaction in various aspects ranging from 36% to 64%. With regards to perceptions of safety in the district, 62% of respondents feel the district is generally safe. Satisfaction with the council's safety initiatives is 34%. Only 25% of respondents feel the council's relationship with Māori is good or very good, which is a decline from 2023, and only 17% are aware of Te Karearea. Venues in the district have a satisfaction rating of 51%⁴³.

Parks and reserves

Council provides parks and recreation facilities to play sport, keep fit, have fun and support community health and wellbeing. The provision of parks and recreation facilities brings communities together through sports and events, provides spaces to keep fit and connect with nature, gives our young people places to play and socialise, provides places for rest and respite, protects biodiversity, ecosystems and landscapes and contributes to the identity of the City.

It is anticipated increasing growth will increase demands for park and recreational spaces. Increased numbers of residents, particularly in areas that may experience higher than expected growth, place additional pressure on existing recreational facilities. As growth occurs, the availability of suitable land also becomes an issue, making it more difficult and expensive to provide appropriate facilities.

There are risks Council cannot rely on planning techniques to ensure open space is appropriately planned for within new development as this isn't currently a requirement in the District Plan. This offsets further challenges as brownfield development outcomes within existing urban centres continues to increase

Key issues for the management of parks and reserves include:

- Growth requires increased land provision across parks and recreation categories
- Beyond the LTP cycle, significant investment will be required for new and existing facilities.
- Funding for new sports and neighbourhood parks including the new sports hub.

The Parks and Recreation Levels of Service, which are supported by performance measures are included in the activity profile section of the LTP.

- Council will provide and maintain recreational facilities to support and promote active recreation of the community through participation in both organised and informal recreational activities aligned with Active Recreation and Sports Strategy
- Council will provide and maintain a range of parks, reserves and playgrounds to meet the needs of the community as well as protecting and enhancing the natural environment
- Council will provide and maintain cemeteries and a crematorium in a satisfactory manner
- Council will provide well maintained and accessible public toilets in high use areas.

⁴³ Whangarei Resident Survey June 2024

Active Recreation and Sports Strategy

Whangarei District Council's Active Recreation and Sport Strategy provides high-level direction on how to meet the current and future active recreation and sporting needs, ensuring all ages and abilities in our community have access to and can participate in a range of sports and recreation across our District.

Sports hub investigations

Council's Active Recreation and Sport Strategy identified the need for an additional sports field to address the growing need for active recreation within the Whangārei District. Capacity increases through improvements to current facilities and sports parks have been implemented but are exhausted. The purchase of a significant area of land will be required to provide this. A sports hub catering for multiple sports is the preferred solution such as in place at Kensington Park. Kensington Park is reaching capacity in terms of sporting hours and parking and is the only location for sports such as netball and hockey. Additional funding is identified in 2025 -37 to develop the facility if purchased.

Parks and Reserves
Value: \$145 million
2,090 hectares of land (administrated as open space)
82 playing fields
47 playgrounds
62km walking tracks
22,344 street trees
8 cemeteries
76 public toilets

Table 11: Summary of WDC's Parks and Reserves activities

6.10. Electricity Transmission

Transpower is responsible for electricity transmission in New Zealand and operates several transmission lines and sites across the Whangārei District, as outlined in the map below.

Transpower Assets Whangārei District

Legend

Territorial Land Authority

Boundary

Transpower Assets

Overhead Fibre Cable

Underground Fibre Cables

Site

AC Substation

Comms

HVDC

Tee

Transmission Line

0kV Overhead

11, 66kV Underground

11, 33, 66kV Overhead

66kV Overhead Leased

110kV Underground

110kV Overhead

110kV Overhead Leased

220kV Underground

220kV Overhead

350kV Submarine

350kV Overhead

400kV Overhead



Figure 40: National Grid Corridor across the Whangārei District.

Spatial considerations

Clause 3.13(2) of the NPS-UD outlines the key considerations for what must be spatially identified within the FDS. These are discussed below:

3.13 Purpose and content of FDS

(2) Every FDS must spatially identify:

- (a) the broad locations in which development capacity will be provided over the long term, in both existing and future urban areas, to meet the requirements of clauses 3.2 [sufficient development capacity of housing] and 3.3 [sufficient development capacity of business land]; and

Development is to consider areas where there could be overlap with existing National Grid assets. The residential and business development capacity assessment must be correctly informed by the constraints presented by National Grid transmission lines. Policy 11 of the NPS-ET directs that local authorities shall consult with Transpower to identify a buffer corridor within which “sensitive activities” will not be provided for in plans and/or given resource consent.

Sensitive activities are defined in the NPS-ET to include residential buildings, schools and hospitals. Policy 10 directs that buildings and structures that have the potential to compromise the grid must be avoided. This can include non-sensitive activities. Policies 10 and 11 of the NPS-ET have been given effect to within the Whangārei District Plan which includes [provisions to regulate land use and development near the National Grid within a buffer corridor that is 12m either side of the centreline of overhead transmission lines](#).

3.13 Purpose and content of FDS**(2) Every FDS must spatially identify:**

(b) the development infrastructure and additional infrastructure required to support or service that development capacity, along with the general location of the corridors and other sites required to provide it; and

(c) any constraints on development

The National Grid is "additional infrastructure" in terms of the NPS-UD. Transpower's [Transmission Planning Report 2023](#) identified that the Northland regional peak demand is forecast to grow by an average of 2% per annum over the next 15 years – this is equal to the national average growth rate. Note that this forecast is for the entire Northland region and not specific to the grid exit point(s) that service demand just within the Whangārei jurisdiction.

The Transmission Planning Report outlines potential future works on the National Grid within the Northland region over the next 15 years. An overarching matter that informs planning for the Grid in Northland is that the Northland region, together with the Auckland and Waikato regions, share the transmission network to the Central North Island. Due to decommissioning of thermal generation in the Auckland and Waikato regions, there is an ongoing need to invest in voltage support to ensure voltage stability is maintained on the "grid backbone", and in Northland. Long-term planning for the maintenance, operation, upgrading and future expansions the National Grid is facilitated. This supports Whangārei District's contributions to New Zealand's carbon zero aspirations.

The Strategy is also required under the NPS-UD to consider infrastructure constraints on development capacity and physically. Spatial considerations include specific constraints to development for Marsden Point / Ruakākā and Maungatapere, due to the location of national grid assets through these environments.

6.11. Te Tiriti considerations

Whangārei District Council is required under the Resource Management Act 1991 to recognise and provide for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga.

Below is a summary of existing Māori committees and Mana Whakahono a Rohe Agreements⁴⁴ between WDC and NRC in the Whangārei rohe.

⁴⁴ A Mana Whakahono ā Rohe (MWAR) agreement is a binding statutory arrangement under the Resource Management Act (RMA) that provides for a more structured relationship between local authorities and iwi/hapū authorities - <https://www.nrc.govt.nz/your-council/working-with-maori/mana-whakahono-a-rohe/>

Name / Organisation	Description	WDC or NRC held relationship / agreement
Te Rūnanga o Ngāti Hine - Mana Whakahono ā Rohe Arrangement (TRONH)	<p>Ngāti Hine and the Northland Regional Council (NRC) have made history, signing the first-ever iwi-council resource management agreement in Taitokerau Northland.</p> <p>These are the principles that have guided the development of the MWAR and will continue to guide the relationship between NRC and TRONH:</p> <ul style="list-style-type: none"> • Working together in good faith and in a spirit of cooperation. • Communicating with each other in an open, transparent, and honest manner. • Recognising and acknowledging the benefit of working together by sharing each other's respective vision, aspirations and expertise. • The Treaty of Waitangi Principles⁴⁵. 	NRC
Patuharakeke Iwi Trust Board – Mana Whakahono ā Rohe Arrangement	<p>Patuharakeke Iwi Trust Board have signed a Mana Whakahono ā Rohe arrangement with both Whangarei District Council and Northland Regional Council (two separate arrangements).</p> <p>The arrangement provides a mechanism for the Patuharakeke Iwi Trust Board to actively contribute to resource management decisions within their tribal area, including land use planning, water management, and environmental protection.</p>	WDC & NRC
Te Ruarangi (previously TTMAC)	<p>Te Ruarangi:</p> <ul style="list-style-type: none"> • Provides a forum that emphasises and advocates te Ao Māori, the Māori world view. • A means by which the Māori perspective is valued, influences and challenges processes and policy. • A stable platform for whānau, hapū and iwi to connect and communicate with each other. • A safe haven for open and forthright discussion • Provides strong leadership in consultation with tāngata whenua and Māori communities. 	NRC
Te Kārearea Strategic Partnership Standing Committee	<p>The Committee provides a platform for high level/strategic discussions and priority setting between the primary partners, with preference given to kanohi ki te kanohi (face-to-face) and preserving tikanga. Areas of focus include, but are not limited to</p> <ul style="list-style-type: none"> • Identifying the cultural, economic, environmental, and social issues/decisions of Council that are significant for Māori and the community in the Whangarei District. (Participation) • Ensuring Council complies with statutory provisions that refer to Te Tiriti o Waitangi (the Treaty of Waitangi). 	WDC

⁴⁵ <https://www.nrc.govt.nz/media/o2kxoth/2024-hapu-mwar-adding-te-parawhau-20240429-final-signed.pdf>

	<ul style="list-style-type: none"> To agree mutual strategic priorities as and when required (Direction) 	
Te Huinga	<p>Te Huinga is, now an Incorporated Society, a collective of hapū within the boundaries of Whangarei District Council. They have been and continue to be committed to working together in the strong belief that so much more can be achieved together than working in isolation. They continue to seek to play a significant part in advocating and advancing the interests of the hapu and the people of Whangarei.</p> <p>Te Huinga meets monthly with Whangarei District Council (WDC) and have been an outlet to WDC for the past 40 years.</p>	WDC

Table 12: Existing Māori committees and Mana Whakahono a Rohe Agreements

Sites and areas of significance to Māori

The Whangārei District Plan has policies, objectives, and rules for Sites of Significance to Māori to protect taonga from the impacts of inappropriate land use, subdivision and development. There are 80 scheduled sites identified in the District Plan which include for example, Pā sites, reserves, burial grounds/cemetery, marae, caves, trees, pits, terrace and other wāhi tapu sites (refer to map). It is important to note while these sites and areas have been publicly identified and scheduled there are further sites / areas known by hapū / iwi / Māori.

WDC, in partnership with local hapū, are currently progressing a review of the Sites and Areas of Significance to Māori chapter of the operative Whangārei District Plan (WDP). The goal is to strengthen protection of these sites and areas from destruction, damage, or inappropriate modifications.

Whilst not all sites and areas of significance to Māori have archaeological significance, many of them do. For those sites with recorded or suspected archaeological remains, archaeological evidence is required to support the plan review. Through this process, Council seeks to work with hapū to create a robust set of District Plan provisions and mapping to be notified as a proposed plan change. The provisions and mapping will:

- Apply at either a District-wide or Zone-specific level.
- Apply to subdivision and land use activities.
- Where sites and areas are proposed for protection in the District Plan, be spatially identified in District plan maps.
- Meet statutory requirements under the RMA.

Councils currently have some mapped sites or areas of cultural significance to Māori, including marae and papakāinga. There are other areas of cultural significance that have not been mapped. Because Councils are not aware of the location and significance of other areas, ongoing involvement of tangata whenua in development planning and implementation is important.

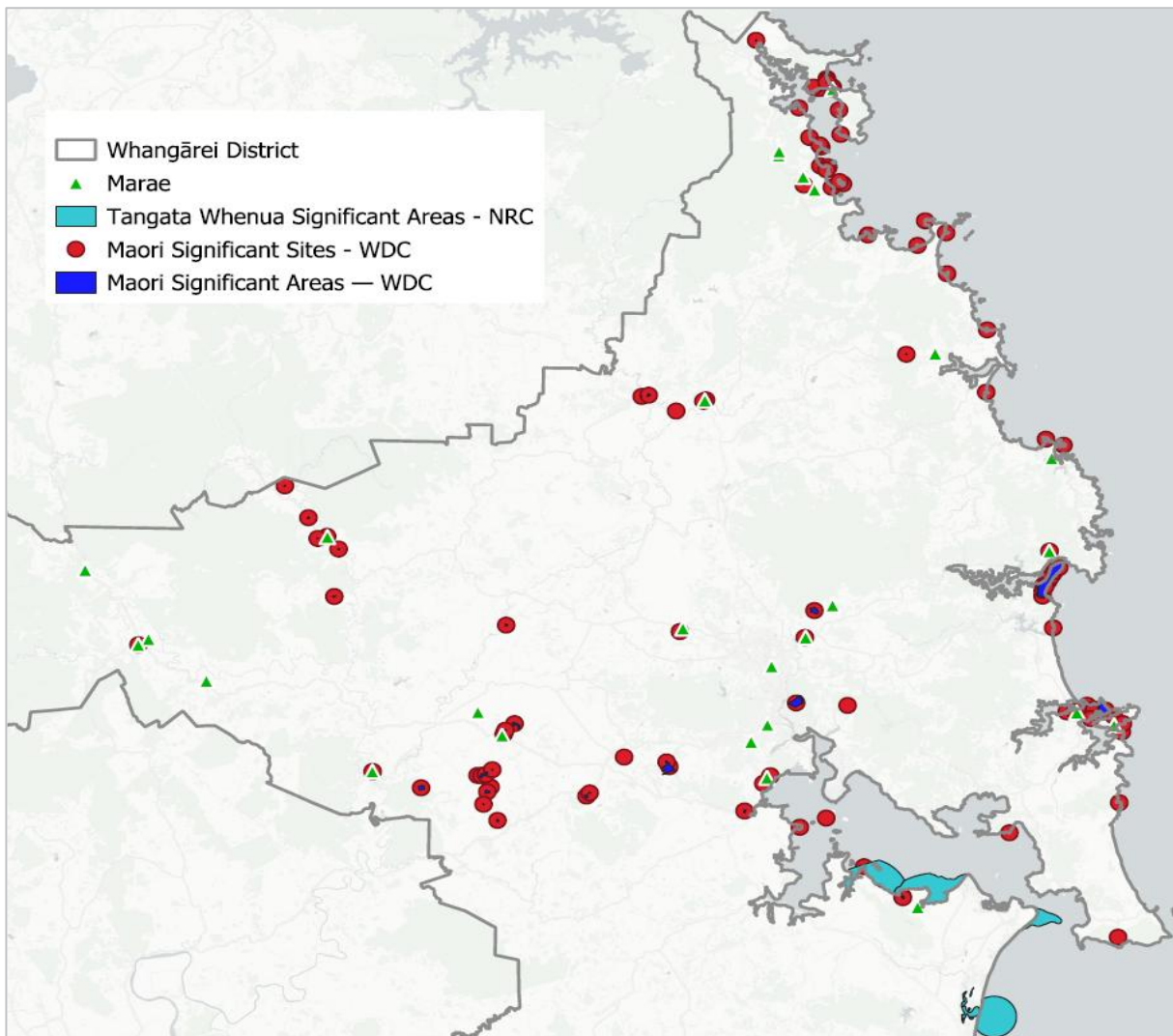


Figure 17: Mapped areas and sites of significance to Māori (there are none further south of the map extent).

Non-statutory considerations / Placemaking Programme

Council staff began conversations with tangata whenua/hapū on the kaupapa (topic) of Placemaking in late 2021 (November-December 2021) through the Parua Bay⁴⁶ and Waipu⁴⁷ Placemaking Plan. Key outcomes from the respective processes included, but not limited to:

- support the development/drafting of the cultural narratives and spatial mapping by tangata whenua
- assist Council with drafting and reviewing content (embedding aspirations, outcomes and actions in the Plan).
- Work with Council staff to integrate hapū perspectives and concerns into the Placemaking Plan.
- coordinate the drafting and review of content (embedding aspirations, outcomes and actions in the Plan).

As part of the engagement, understanding where future growth is most appropriate in these destinations was part of the engagement. In this process, sites significant to different Māori, whanau and hapu were recorded the respective Placemaking Plans. These maps are intended as a starting

⁴⁶ <https://www.wdc.govt.nz/files/assets/public/v/1/documents/council/strat-program/parua-bay-placemaking-tangata-whenua-engagement-report.pdf>

⁴⁷ <https://www.wdc.govt.nz/files/assets/public/v/2/documents/council/plans/placemaking/waipu-placemaking-plan-tangata-whenua-engagement-report.pdf>

point for developing cultural landscape maps for both the Whangārei Heads area and for Waipu and the Bream Bay area. Additionally, iwi and hapū would have to agree to publicly disclose the location of areas and/or sites of significance.

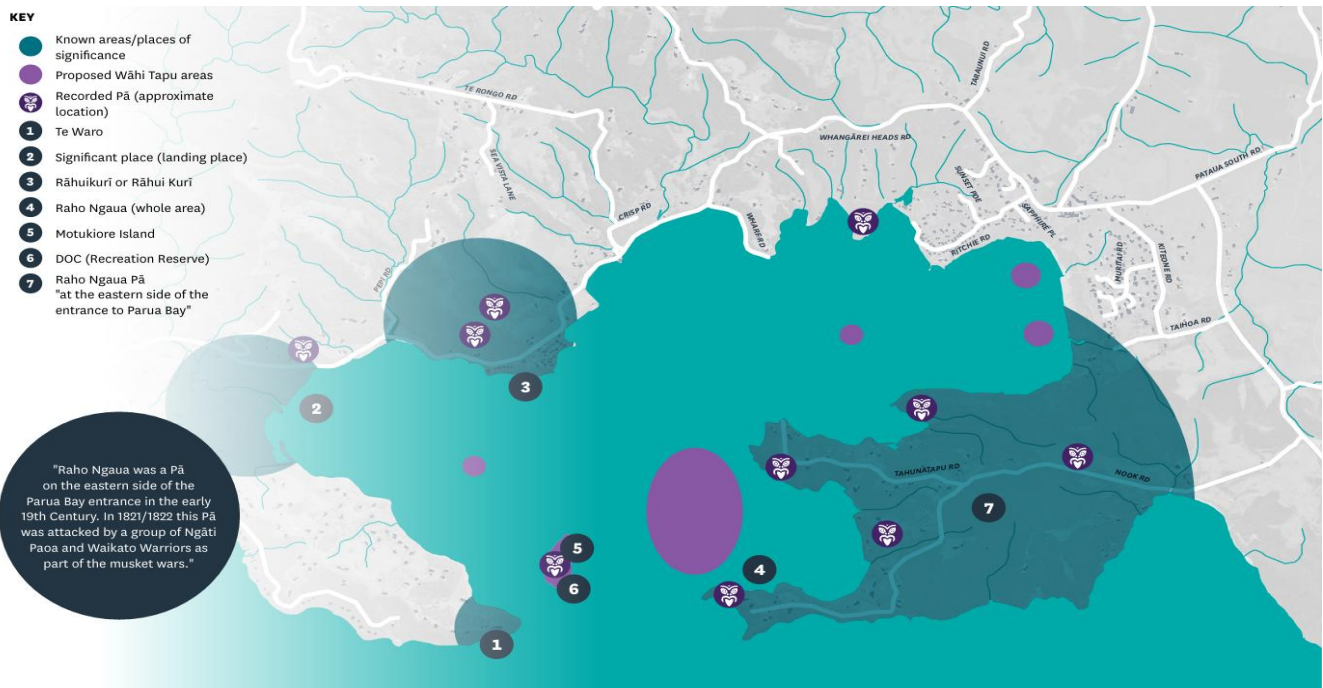


Figure 42: Parua Bay Placemaking Plan - areas and sites of significance to Māori

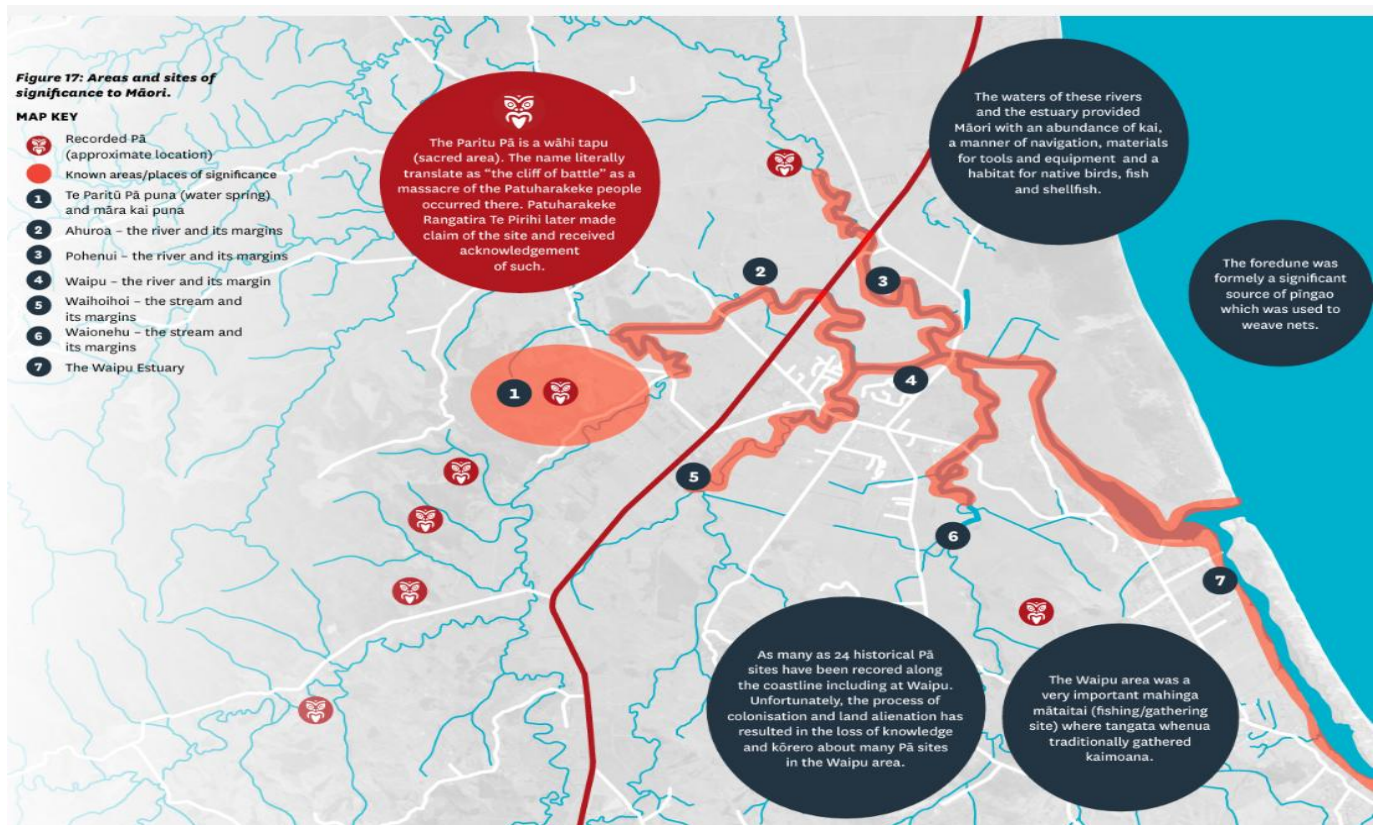


Figure 43: Waipu Placemaking Plan - areas and sites of significance to Māori

Papakāinga and marae

In the District Plan, papakāinga are permitted on ancestral Māori land or general title land subject to an ancestral Māori link being identified. Papakāinga, including housing and other activities, is enabled on Māori Land in the Whangārei District. Papakāinga does not solely focus on providing housing. For whānau, papakāinga is vital for their marae, and provides other employment opportunities. The shared use of whenua for residential purposes is the key difference between papakāinga and general housing. This all contributes to the nature and function of the papakāinga.

Anecdotal data gathered through WDC's Housing Strategy illustrate the barriers to achieving outcomes of whenua Māori are unique, complex and hold immense challenges across the entire development process. Broadly, barriers impacting on current viability of Papakāinga in the Whangarei District include:

- Complex and misinformed processes between central government and local authorities
- Loss of whenua Māori, accounting for only 4.25% of lands in Whangarei District.

The constraints experienced by tangata whenua often extend beyond what is identified in relevant statutory references. Other previously noted barriers including to realising Papakāinga aspirations including Development Contributions and regulatory fees have recently been addressed by WDC via:

- The Papakāinga Fund which is available to cover Council regulatory costs associated with setting up a papakāinga development.
- Removal of Development Contributions for Papakāinga applications on whenua Māori.

Ongoing workstreams driven through the Housing Strategy are beginning to resolve existing barriers, which are largely outside the realms of an FDS.

There are 22 tribal marae (linked to iwi/hapū tribes) and two institutional marae, Te Kotahitanga Marae o Otangarei and Northland Polytechnic in the Whangarei District). Some marae are more commonly known by the name of their wharenui, which is usually named after a tupuna [ancestor]⁴⁸.

⁴⁸https://www.tkm.govt.nz/glossary/#glossary_3

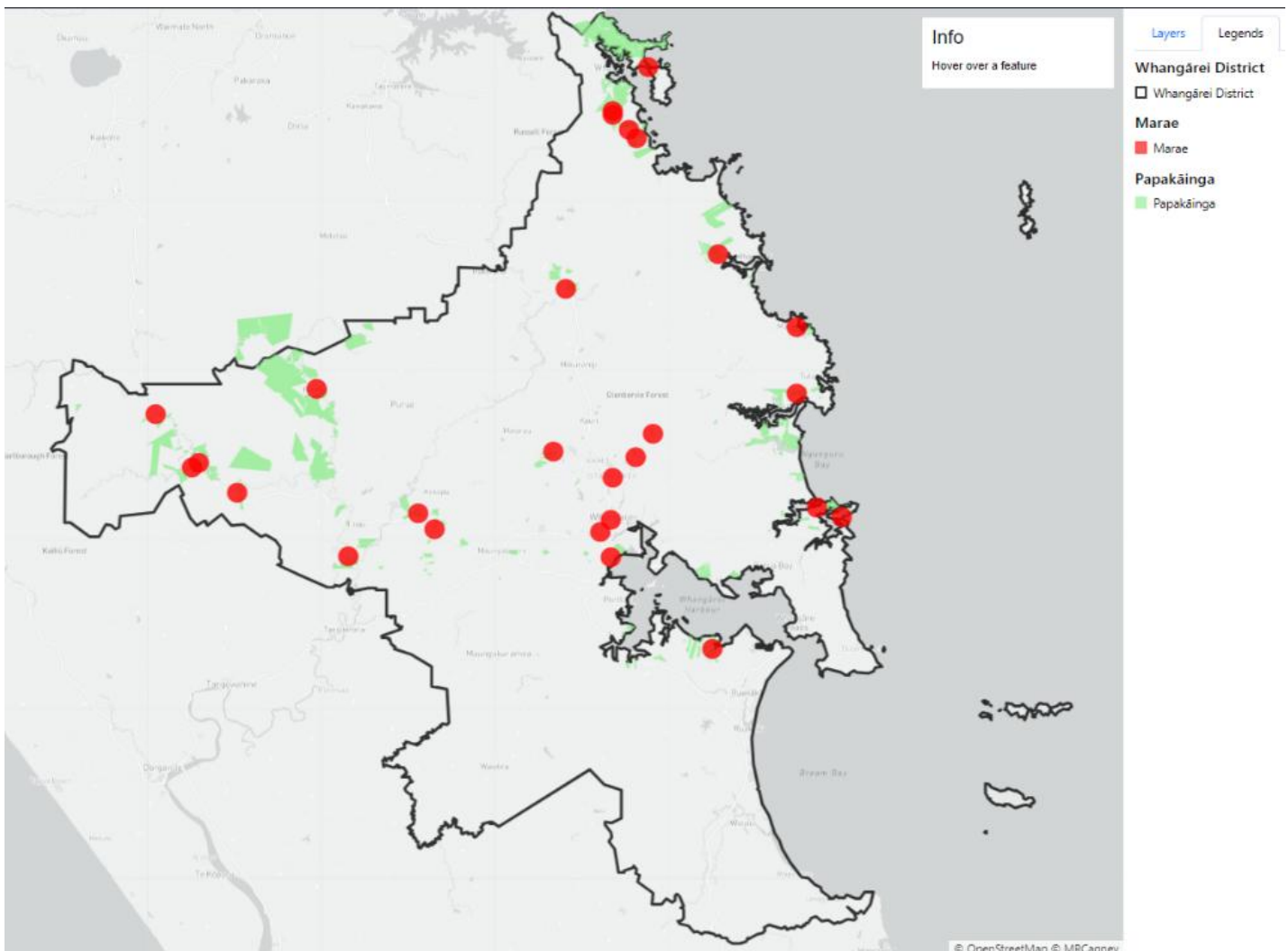


Figure 18: Papakāinga and marae across Whangārei District (there are none further south of the map extent)

Iwi and Hapū Environmental Management Plans

Iwi and Hapū Environmental Management Plans (IHEMPs) are planning documents prepared by tangata whenua that express their values, issues and aspirations for the sustainable management of the environment in their rohe (area). These plans also provide a framework for decision-making in the resource management system, although their scope often extends to include tangata whenua objectives for social, economic and cultural wellbeing⁴⁹.

Below lists iwi and hapū environmental management plans lodged with WDC. These documents have been used to support the development of the strategy drivers and draft the tangata whenua statement.

- Ngātiwai Trust Board: [Te Iwi o Ngātiwai Iwi Environmental Policy](#)
- Te Rūnanga o Ngāti Hine: [Ngāti Hine Iwi Environmental Management Plan](#)
- Patuharakeke Hapū Environmental Management Plan [Patuharakeke Hapū Environmental Management Plan](#)
- Ngāti Hau: [Ngāti Hau HEMP Plan](#)
- Te Uriroi, Ngāpuhi [Te Uriroi - Whatitiri Hapū Environmental Management Plan](#)

Both iwi and hapū interact in an overly complex statutory environment, with differing relationships with central and local authorities, and entering the realities of a changing climate. In Whangārei, a

⁴⁹ <https://environment.govt.nz/assets/publications/Three-decades-of-iwi-and-hapu-management-plans-An-overview.pdf>

consistent theme shared across hapu is the capacity to respond to ongoing engagements and legislative and policy changes by authorities. A concern which limits hapu's ability to have a clear and set position in resource management matters is the general absence of HEMP's in the Whangarei rohe.

The Ministry for the Environment's report 'Three decades of iwi and hapū management plans' outlines six domains of focus for future consideration of developing or revising existing plans:⁵⁰

1. **Managed retreat:** Iwi and hapū have an opportunity to broaden the scope of IHMPs to consider managed retreat and other climate adaptation strategies.
2. **Spatial planning:** As spatial planning increases in use there is an opportunity, and arguably a need, for IHMPs to apply a wider lens to the ways such planning can also incorporate iwi and hapū social, cultural and economic aspirations and to partner on priorities.
3. **Environmental limits:** There are several associated opportunities for iwi, hapū and Māori groups to address environmental limits in their IHMPs. These include the identification of:
 - appropriate takiwā or management units for each domain to inform limit-setting
 - preferred environmental limits for freshwater and potentially other domains
 - any supporting mātauranga Māori evidence and indicators on the state of the environment in these areas that Māori wish to share
4. **Cultural landscapes:** Cultural landscapes can be used to overlay a whakapapa connection to wide geographical areas, potentially covering an entire takiwā, to identify associations. The potential scope for cultural landscapes is significant, although efforts to increase protection at a landscape level will need to be supported by robust evidence and mātauranga.
5. **Māori land and papakāinga:** provide opportunities for owners of Māori land to identify where infrastructure is desired for the development of their land, including that which will enable the development of housing and papakāinga.
6. **Mana Whakahono ā Rohe:** IHMPs can address a range of matters and processes to be advanced through MWāR, including (but not limited to) power-sharing mechanisms, such as joint management agreements and transfer of powers from a territorial authority.

Tane Whakapiripiri Report

The Tane Whakapiripiri project aimed to lift ngā hapū o Whangārei capacity to engage with Local Government in matters of importance relating to natural resource protection, management and any associated economic opportunity

This report assesses the current capacity of ngā hapū o Whangārei in regard to environmental protection and management. It focuses on hapū relationships with local authorities and participation in Resource Management Act 1991 processes and proposes recommendations to prioritise and lift hapū capacity in this space.

It was apparent through the kōrero that the current political climate created by Treaty claims settlement processes in Whangārei influenced perspectives and engagement in relation to the report. Inclusiveness of all ngā hapū o Whangārei was consistently offered throughout the project and participation was completely voluntary. While environmental concerns are high on the agenda, the resources and capacity to engage as hapū aspire to is not always available. Summary of key themes from the report are below:

- **Iwi and hapū relationships:** Relationship between iwi and hapū are strained and unsupportive as a result of a number of hapū are challenging the mandate of iwi authorities to settle claims on their behalf.

- **Iwi / Hapu Environmental Management Plans:** There are only a small number management plans that have been developed that are an expression of rangatiratanga and kaitiakitanga.
- **Capacity:** General capacity issues, the burden of multiple government agency engagement and the time involved in consensual decision-making (ie. reporting back to marae and other hapū constructs etc) has always affected the ability of hapū to respond within resource consent processing timeframes.
- **Review of Iwi Hapu Environmental Management Plans:** Survey respondents indicated that the majority of their hapū (80%) had IHEMP's in place including 10% that knew of Iwi Management Plans that incorporated their rohe, although they generally felt these plans needed revising and/or would prefer to have a specific hapū document.
- **Hapu capacity:** The literature review showed that in Aotearoa as a whole, little has changed over the past two to three decades since the LGA and RMA were enacted in terms of hapū capacity to engage in resource protection and management – this is a clear constraint that impacts hapū's ability to actively engage with Councils.
- **Sites of significance mapping:** While there is a lingering hesitancy to engage with councils and share information about cultural sites, the online survey results for this study signal that there is an appetite amongst hapū for cultural mapping of significant sites to occur, including for their protection in regional or district planning documents.
- **Acknowledgment of Matauranga:** In respect of mātauranga and monitoring frameworks, there are statutory requirements, particularly within the regional planning regime, that require engagement with tangata whenua to support the development and implementation of a Mātauranga Māori monitoring framework within Te Taitokerau.

Part C: Strategy Development

Section 7: Preparation of the Hapū Aspiration Statement

7.1. Early stages in receiving inputs and feedback

Key inputs and feedback from tangata whenua were still being sought at the time of the longlist assessment. Delays in engagement and feedback consequently led to delays in the preparation of the Draft Hapū Aspiration Statement. The statement itself was not finalised until the preparation of the shortlist scenarios.

To assess the draft longlist scenarios, the project team referred to previous engagements with tangata whenua and hapū, including:

- Whangārei Growth Strategy 2021, including the Delivering outcomes for and with Māori report
- Iwi/Hapū Report (2009): Iwi/Hapū Input to Whangareia District Council Growth Strategy: Sustainable Futures 30/50 from the 2010 strategy
- Māori Housing considerations, Whangārei Housing and Business Land Demand and Capacity Assessment
- Te Rerenga Draft Strategy
- Parua Bay Placemaking Tangata Whenua Engagement Report
- Whangārei Growth Strategy Māori Outcomes Report
- Iwi and Hapū Environmental Management Plans

It was intended that this position would be supplemented with additional engagement on the current work programme and through the FDS Working Group, which includes representatives from Te Kārearea Strategic Partnership Standing Committee and Te Tai Tokerau Māori and Council Working Party.

Across the existing documentation, a range of consistent themes were evident which informed the longlist scenario assessments:

- Developments being informed by te ao Māori and use Māori design practices and knowledge in partnership with iwi and hapū.
- Sites of significance to Māori are valued and protected, along with associated cultural narratives.
- Recognition of the history and value of significant features is a priority in the design of public spaces, supporting and creating a sense of identity grounded in place and connection to whenua.
- Tangata whenua are involved as planning partners in their rohe.
- More papakāinga and homes for Māori are delivered in partnership with Council, government agencies, and community housing providers.
- Boosting of a sustainable Māori economy.

Iwi and Hapū Report 2010

The Iwi / Hapū Report⁵¹ prepared for the 2010 Growth Strategy highlighted the vision that tangata whenua have for the growth of the district for a 50-year period. The following chart (Figure 45) comes from the report and includes criteria that represent the vision for future growth. These four interlinked wellbeing statements have been woven into the performance variables used to assess the longlist conceptual scenarios for the Whangārei FDS.

⁵¹ Iwi/Hapū Report, Iwi/Hapū Input to Whangareia District Council Growth Strategy: Sustainable Futures 30/50 prepared by Repo Consultancy Ltd, 2008

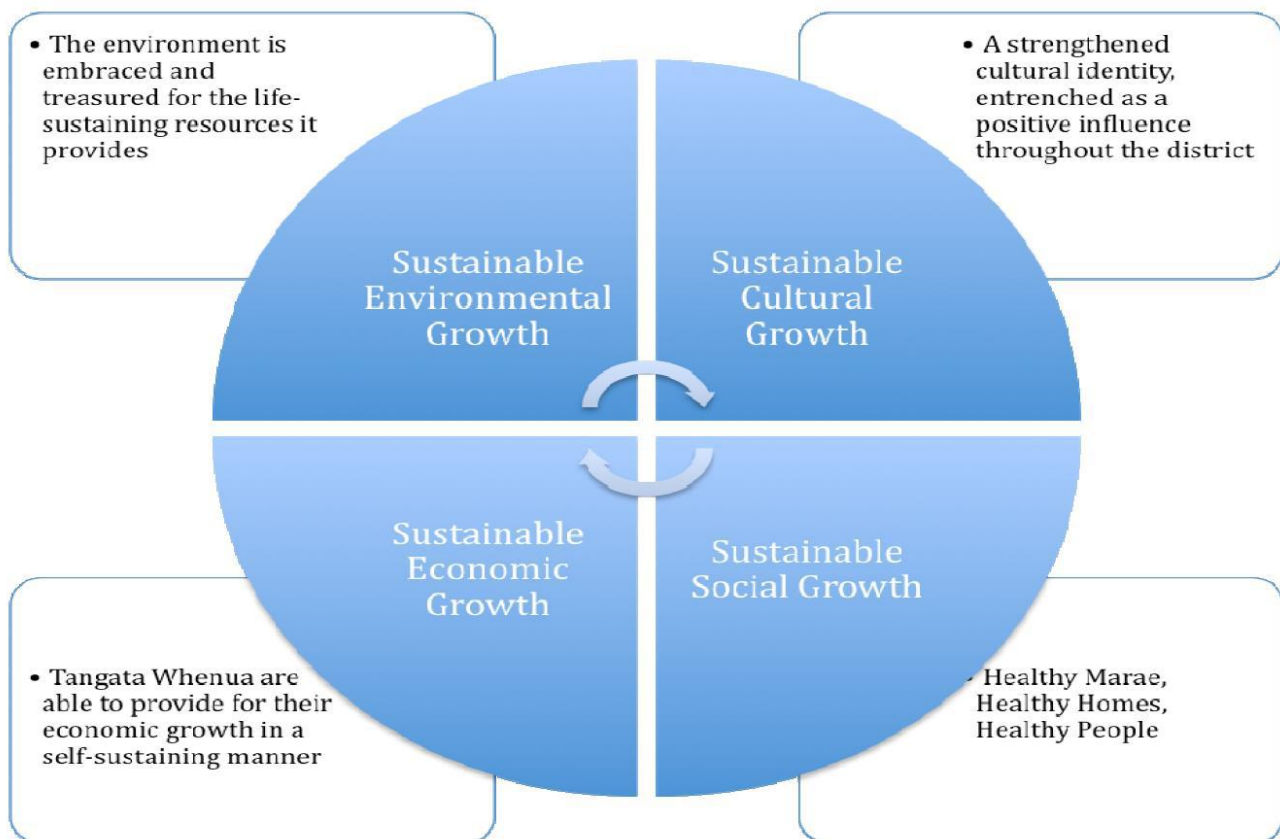


Figure 45: Wellbeing statements from the Iwi/Hapū Report for the Growth Strategy: Sustainable Future 30/50

7.2. Te Waiariki Hapū Statement of Position in relation to the Whangarei District

This memorandum outlines the perspectives of Te Waiariki, Ngāti Korora, Ngāti Takapari Hapū Iwi Trust (Te Waiariki Hapū) with regard to the FDS. The Statement of Position emphasises the significance of Te Tiriti o Waitangi in shaping Whangārei's development, focusing on the principles of partnership, participation, protection, and active decision making. The Statement of Position provides a series of recommendations aligned with these principles, ensuring the FDS respects rangatiratanga, mana Motuhake and the aspirations of Te Waiariki, Ngāti Korora, Ngāti Takapari Hapū.

The memorandum has guided critical outputs of the Hapū Aspiration Statement and the Future Development Strategy. The memorandum specifically informed content relating to:

- He Whakaputanga 1835: A Foundation of Hapū Authority
- Te Tiriti o Waitangi 1840
- Feedback on FDS Strategic Drivers, Outcomes & Spatial Scenarios, from a Te Waiariki Hapū Perspective.
- Hapū Aspiration Statement.

The Statement of Position also presented a series of questions to Whangarei District Council. The questions were wide-ranging in their focus. The questions touch upon aspects of governance, cultural preservation, sustainability and rectifying historical injustices. The FDS cannot or shouldn't aim to address these queries in isolation. However, the Strategy can provide new avenues to facilitates ongoing conversations and a progression of the relationship between Whangarei District Council and Te Waiariki, Ngāti Korora, Ngāti Takapari Hapū Iwi Trust (Te Waiariki Hapū).

Council acknowledges Te Waiariki, Ngāti Kororā, Ngāti Takapari Hapu Iwi Trust for their contributions in shaping elements of the FDS and Hapū Aspiration Statement through the submitted Statement of Position presented back to Whangarei District Council.

Te Waiariki Hapū Statement of Position in relation to the FDS can be found in Appendix D.

7.3. Preparing the Hapū Aspiration Statement through a Technical Roopu

WDC and NRC sought an 'Expression of Interest' from Whangārei hapū members to sit on a Hapū Technical Roopu in January 2024 to support the drafting process of the Hapū Aspiration Statement. The Hapū Technical Roopu responsibilities were to:

- Support drafting a district wide Hapū Iwi Aspiration Statement
- Confirm any disclaimer statements to protect the mahi and hapū rangatiratanga
- Support a desktop study of tangata whenua hapū iwi articulations of growth

The preparation of the Hapū Aspiration Statement was informed by korero shared across multiple hui with hapū throughout the FDS process⁵². The Hapū Aspiration Statement was delivered through a five-stage approach:

- Stage One – Background research and project kick off: Review background information and minutes throughout FDS process
- Stage Two – First hui with hapū representatives. The purposes of the hui were to confirm and agree on next steps, timeframes, and overall approach to develop the statement of hapū values and aspirations for development.
- Stage Three – Second hui with hapū representatives – to kōrero the draft statement and make any necessary further refinements. The statement was amended following the second hui which was circulated for refinements.
- Stage Four - A final statement was presented and discussed with Council staff also in attendance.
- Stage Five – A wider hui was held to korero the aspiration statement and the FDS with hapu. This supported early korero on key parts of the aspiration statement before formal consultation.

The roopu were responsible for supporting the drafting process of the Hapū Aspiration Statement. The roopu also held the responsibility for incorporating any final changes to the Hapū Aspiration Statement resulting from feedback gathered through formal consultation

Section 8: Overview of scenario development process

Clause 3.14(1)(b) of the NPS-UD outlines what the FDS must be informed by. For the scenario development and assessment process, a consideration of advantages and disadvantages is required.

**3.13 Every FDS must be informed by the following
(b) a consideration of the advantages and disadvantages of different spatial scenarios for achieving the purpose of the FDS**

To achieve this, a scenario development process was created with three distinct stages.

1. Identify longlist scenarios.
2. Test and identify shortlist scenarios.
3. Developing emerging, preferred scenario for consultation.

The ten longlist spatial scenarios were tested against various factors to meet the key requirements of the NPS-UD, including but not limited to:

- Distribution of residential and commercial growth and related capacity estimates.
- Anticipated housing, business, and service types to support a well-functioning urban environment.
- Focus on accessibility, including public and active transport.

⁵² It is noted the hapū representatives were presented extremely tight deadlines to finalise the aspiration statement- for which WDC and NRC are appreciative of the commitments from the Technical Roopu.

- The spatial identification of development capacity, infrastructure, and constraints.
- Infrastructure considerations.

8.1. Hierarchy of centres and terminology

The FDS planning process adopted terminology consistent with the National Planning Standards and the NPS-UD (Figure 46). This is a shift from the terminology used in the 2010 Growth Strategy and 2021 Growth Strategy. Previous strategies used terms like the urban area and urban growth nodes, where 'urban' areas are only the areas of urban development contiguous with the city centre. The NPS-UD, in addition, defines the rural and coastal settlements as urban as well, especially when these areas are serviced by urban infrastructure.

This terminology to describe the hierarchy of centres and focus areas for growth provide consistency across the growth strategy, NPS-UD, National Planning Standards, and the district plan (eventually) and ensure the public infrastructure level of service expectations for different development areas are clear across the scenarios.

Figure 46: Hierarchy of centres, based on servicing, for development of longlist scenarios.

Proposed terminology	Urban Services
City Centre	Y
Town Centre	Y
Local Centre	Y
Neighbourhood Centre	Y
Urban Settlement	Y
Rural Settlement	N
Rural Area	N
Focus Area	Likely

Section 9: Longlist Scenarios

The longlist scenarios were developed in response to different growth drivers and urban form options. There are fixed components that underpin each scenario, described below.

9.1. Key factors and assumptions

The FDS is required to respond to the national policy direction and statutory requirements for planning. Key government policy directions and their implications for scenario development are:

- Te Tiriti o Waitangi.
- Statement of hapū and iwi values and aspirations.
- National Policy Statement for Highly Productive Land 2023 (NPS-HPL).
- National Policy Statement for Indigenous Biodiversity 2023 (NPSIB)
- National Policy Statement for Freshwater Management 2020 (NPS-FM).
- National Environmental Standards for Freshwater 2020 (NES-FW)
- National Planning Standards 2019.
- National Policy Statement for Renewable Electricity Generation 2011 (NPS-REG)
- Aotearoa New Zealand's Emissions Reduction Plan 2022.

9.2. Whangārei context factors

The factors identified here are similar to those discussed in Section 6 '*Whangārei's Context*', such as economic development, the city centre, Northport, and digital connectivity are assumed as being consistent for all scenarios. A range of performance variables were developed to support initial assessment of how each scenario performs against the Strategic Drivers, to support growth in Whangārei (Table 11). Through engagement and qualitative assessment, these variables were further validated and refined.

Environmental Wellbeing	Cultural Wellbeing	Economic wellbeing	Social Wellbeing
<ul style="list-style-type: none"> • Climate change adaptation • Quality of natural environment (incl fresh water, soil, air) • Protecting the environment and ecosystem • VKT and emissions, contribution to net zero targets • Resilience to natural hazards • Housing location • Efficiency of land use 	<ul style="list-style-type: none"> • Cultural recognition, visibility of iwi/hapū • Providing for cultural customs and practices including cultural facilities • Natural landscapes and features • Heritage 	<ul style="list-style-type: none"> • Transport choice and access • Employment generation • Innovation, new opportunities in region • Wealth generation • Business land capacity (commercial, industrial and mixed- use development) • Efficiency of infrastructure provision (transport, three waters) • Equity 	<ul style="list-style-type: none"> • Housing choice (incl housing capacity, density and typologies) • Housing affordability • Access to services, community facilities • Health + safety (including Vision Zero) • Social resilience • Access to education • Sense of belonging, relationships, participation in community • Equity

Table 13: Initial performance variables used to describe scenarios.

9.3. What were the longlist scenarios?

Ten longlist conceptual scenarios were developed. Each scenario was assigned a letter, name and tagline as shown in the table below.

Table 12: Summary of longlist scenarios

	Scenario Name	Tagline
A	Dispersed Rural Living	<i>Living well on the land and enjoying rural life, while being close to the city</i>
B	Coastal/Rural Community Focus	<i>Thriving rural and coastal settlements, with localised economic opportunities</i>
C	Enable Greenfield	<i>Growing out and within the city, new housing opportunities enabled by the market</i>
D	Recreation Lifestyle Focus	<i>Live, work, play: supporting a balanced urban lifestyle</i>
E	Centralised Development	<i>Building a thriving Whangārei city centre, for vibrant urban living and economic opportunity</i>
F	Two City Centres	<i>A new dual community and economic focus for our District</i>
G	Natural Feature Focus	<i>A resilient, 'sponge city' that enhances and restores te taiao</i>
H	Mobility Spine	<i>Enhancing business and transport choices along the urban spine of Whangārei</i>
I	Neighbourhood Focus	<i>Convenient, connected living in local neighbourhoods</i>
O	Baseline (2021 Growth)	<i>Sustainable Futures</i>

Table 14: Summary of longlist scenarios.

Overview of longlist scenarios

A 'high-level mapping hierarchy illustrating the high-level spatial implications of each longlist scenario, were developed. The high-level maps for each longlist scenario are summarised in Figure 39.

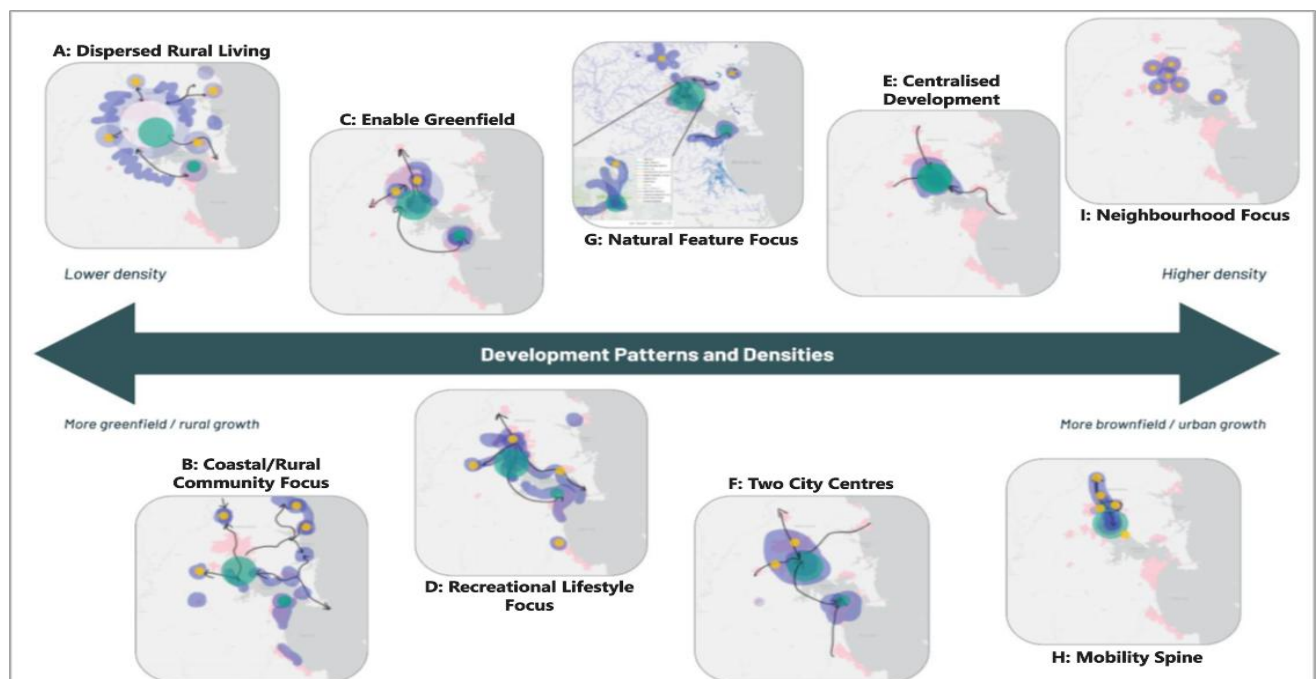


Figure 19: Visual concepts of the longlist scenarios.

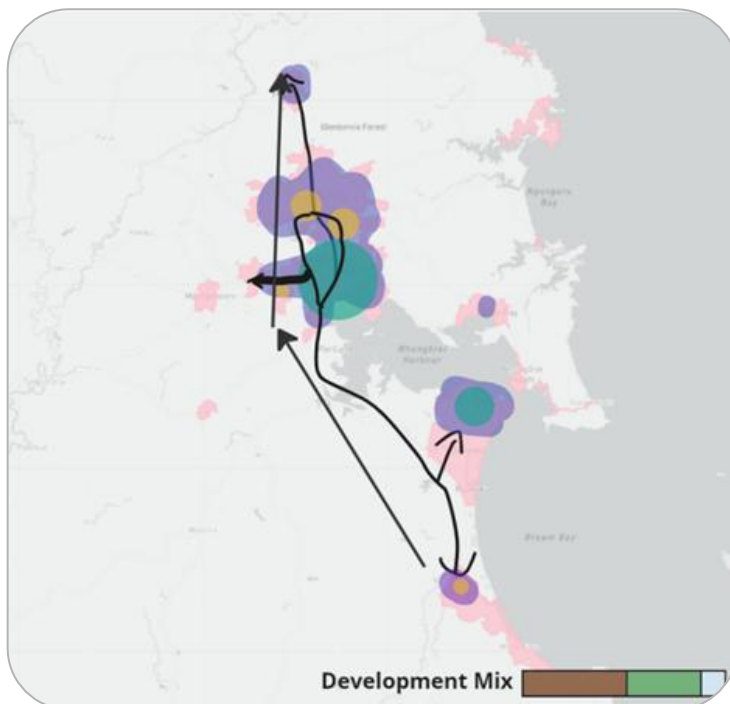


Figure 20: Visual concept of Scenario O: Baseline (2021 Growth).

9.4. Growth Strategy / Baseline Scenario

All longlist scenarios were assessed against the Baseline scenario (O: Baseline (2021 Growth), the current trajectory of growth set by the 2021 Growth Strategy. A high-level summary is provided below, and more detail can be found in the ‘*Whangārei Context*’ and ‘*Baseline Scenario*’ sections above.

The Baseline scenario considers:

- Demographics
- Cultural aspects
- Building development and land use planning
- Social infrastructure
- Network infrastructure
- Natural environment and constraints
- Economic development

The baseline growth strategy is the trajectory of development in Whangārei based on Councils most recently adopted direction for development, the 2021 Growth Strategy. The strategy aims to achieve a ‘quality compact urban form’ by constraining urban sprawl, increasing development density within existing urban limits, and reducing car dependency.

To meet demand for growth, over the next 30 years the strategy aims to accommodate:

- 12,000-20,000 new homes
- 520-560 hectares of business land

Most residential development in the short to medium term is planned to occur within existing residential zones, through either brownfield or greenfield development. The priority development nodes are the existing urban area of Whangārei City, Tikipunga, Kamo, Maunu, Onerahi and Otaika, and Marsden Point/Ruakākā, Waipū, Parua Bay and Hikurangi. These areas are prioritised because:

- They have good access to existing and planned public transport and walking/cycling networks.
- Employment opportunities can be encouraged in areas that minimise the need to commute across town.

- Enabling higher density development in these areas encourages development of different housing typologies.
- They reflect the value of the district's natural environment and the need to protect the environment.
- They reflected the planning and development context such as the Ruakākā Structure Plan, the Port development plans, planned transport projects etc.

Whangārei City Centre and Marsden Point / Ruakākā are vulnerable to flooding due to climate change. The importance of the district's rural and coastal areas and providing the necessary investment and services to ensure they are resilient is also recognised by the strategy.

The map below shows the general location of these growth focus areas and highlights the key centres of the strategy.

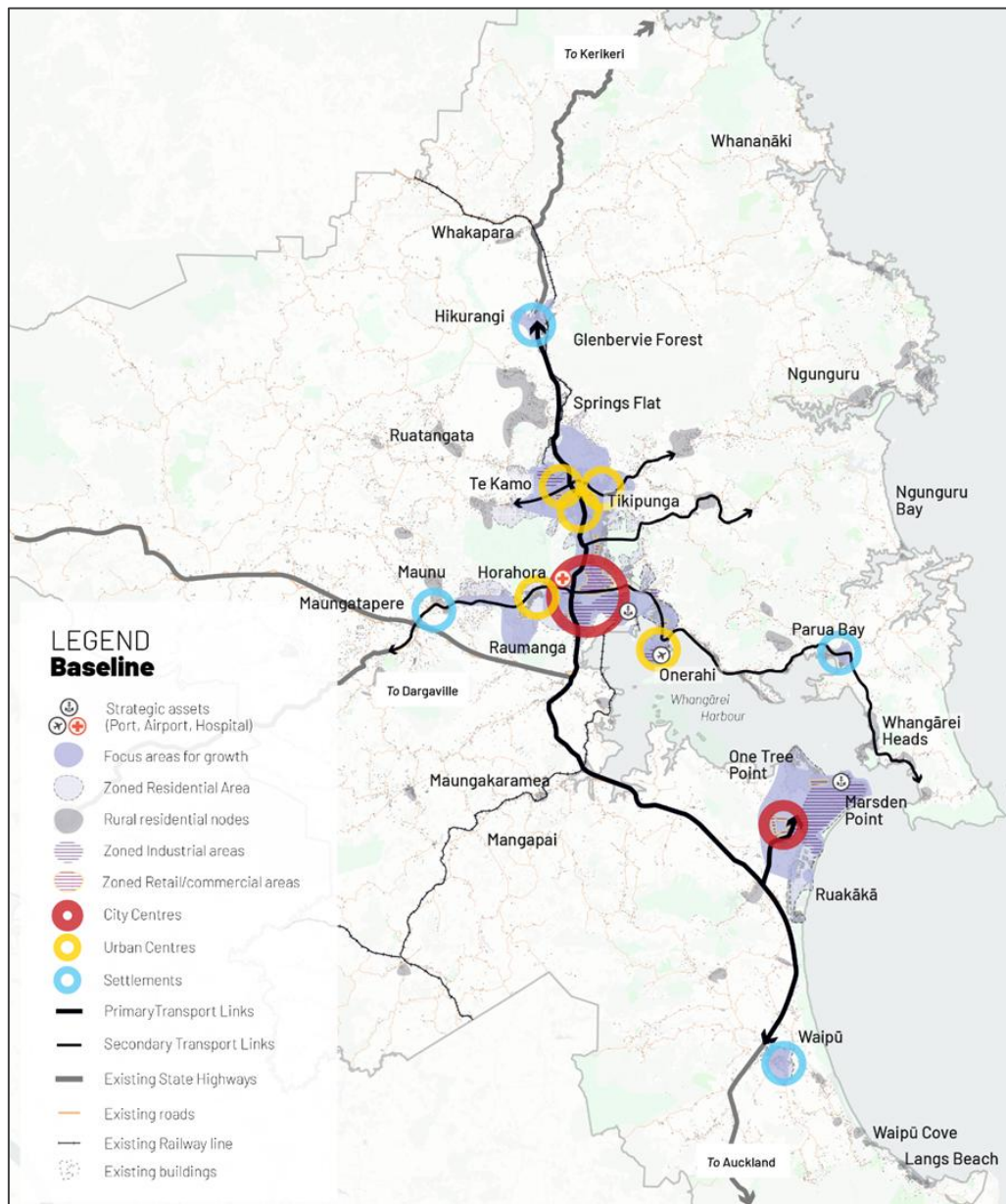


Figure 47: Whangārei Growth Strategy (2021)

Baseline scenario performance narrative

To compare the longlist of alternative scenarios against the baseline scenario, a description of how the baseline scenario performs against the strategic drivers and outcomes was prepared. The following table was developed for this purpose and provides a narrative describing how the baseline scenario performs.

Environmental Wellbeing	<p>Mostly protects indigenous biodiversity, significant landscapes, and natural features. However, there are still significant areas of undeveloped land within the coastal environment zoned or urban development – development of these areas would likely undermine the naturalness of the coastal environment.</p> <p>The district plan enables increased density around existing centres and therefore potentially improved urban form. However, greenfield development is also enabled, and lower density car dependent development seems to be the preferred development format for private developers.</p> <p>New development is enabled within coastal hazard and flooding areas, potentially limiting resilience to climate change impacts.</p> <p>Lower density greenfield development patterns appear to be continuing unabated. Spreading infrastructure investment more widely due to urban sprawl of this kind, rather than concentrating infrastructure investment in smaller geographic areas will likely result in less resilient infrastructure.</p> <p>If intensification occurs in the key growth nodes, VKT per chapter could reduce. However, car dependent development patterns appear to be continuing unabated. Increasing total VKT is likely the outcome.</p> <p>The improvements planned in the Blue/Green Network Strategy will improve natural features around the streams and parks in the urban area.</p>
Cultural Wellbeing	<p>Papakāinga are enabled in the district plan⁵³. However, Māori face practical issues with developing papakāinga in these areas. Some of the issues may relate to levels of council support in rural and coastal communities.</p> <p>Councils has an ongoing partnership with hapū and iwi⁵⁴ so Māori design principles can be incorporated into planning processes.</p> <p>Some cultural sites have been identified in the district plan, providing protection from inappropriate development.</p> <p>Councils maintains venues for and promotes cultural events throughout the district.</p>
Economic wellbeing	<p>The district plan and infrastructure investment priorities enable enough land for business development in the urban area. However, some business land is susceptible to natural hazards like flooding and land instability.</p> <p>Existing and planned improvements to PT services serve employment/ education centres. Frequent services are planned during peak travel to work/school periods.</p> <p>The planned core urban walking and cycling network also serves many employment/school areas.</p> <p>However, the effectiveness of the alternative travel mode networks is dependent on the local transport network being upgraded to meet the (inferred)</p>

⁵³ Noting that any final scenario through the FDS process was to maintain the same provisions which enable papakāinga on whenua Māori – consistent with the Whangarei District Plan.

⁵⁴ Noting WDC predominately works at a hapū level.

	speed profiles and active mode level of service standards for the various classification of urban streets in the One Network Framework. There is uncertainty about the timeframes for implementation of the ONF.
Social Wellbeing	<p>The district plan and infrastructure investment priorities enable enough housing to be developed in the district to provide capacity for the growing population. However, there is limited housing choice in terms of housing types, and there is no strong sign that a variety of housing types will be developed to provide housing choice for people in the short to medium term.</p> <p>Travel safety is not improving as much as needed to meet desired outcomes. People are exposed to safety risks when travelling. These risks create a barrier to mode shift, contributing to limiting transport choice.</p> <p>The existing and planned core urban walking and cycling network, and PT network and service improvements would contribute to safer travel in the urban area. This would also contribute to providing transport choice more generally.</p> <p>However, the rate of implementation of improvements to the network is potentially undermined by growth/development being accommodated in greenfield developments on the fringes of the urban area rather than through intensification of the existing urban area.</p> <p>The success of the network improvements also depends on the implementation of improvements to the speed profiles and active mode level of service standards of the ONF, and there is uncertainty about the timeframes for implementation of the ONF.</p> <p>Placemaking plans and initiatives will improve the quality of public open space in the key growth nodes, contributing to a sense of place and social wellbeing.</p>

Table 15: Baseline scenario performance against Strategic Drivers narrative

9.5. Engagement feedback on conceptual longlist scenarios

In September 2023 workshops were held to discuss feedback on a range of conceptual longlist scenarios (the longlist workshop). Following the workshop, the scenarios were made available to the FDS Working Group, key WDC and NRC department staff, hapū and key stakeholders including the Central Government Technical Advisory Group.

9.6. Approach to assessing the longlist scenarios.

Following the workshop and Working Group feedback, each longlist scenario was qualitatively assessed by the project team against the Performance Variables listed in Table 14. This assessment provides a high-level indication of how they performed relative to the FDS's Strategic Drivers, in comparison to the baseline scenario.

Strategic Driver	Performance Variable	Assessment question In comparison to the baseline scenario is the conceptual longlist scenario likely to...
Social Wellbeing	Housing choice	<p>...encourage a greater range of housing types and choice of dwelling sizes?</p> <p>This means we considered how housing supply and development density can lead to a better range of housing typology and dwelling size options which to meet the needs of different household types.</p>

Strategic Driver	Performance Variable	Assessment question In comparison to the baseline scenario is the conceptual longlist scenario likely to...
	Housing affordability	...enable a more cost-effective housing supply? This means we considered how the cost of new housing enabled in the market improves affordability relative to average household incomes. Urban infill/redevelopment is considered more affordable as it can often be delivered at a lower cost per unit (e.g., land and unit). Development in coastal areas is often higher in cost due to land costs, and rural lifestyle development can be costly due to larger minimum lot area requirements.
	Access to amenities	...means the locations of major amenities (services, recreation, facilities, education) become more accessible? This means we considered how the urban environment / public realm supports opportunities to participate in community. This is indicated by improved proximity of residential uses, access to and centralisation of services in local centres and city centres, relative to the baseline scenario. This includes for example the central city, hospital, schools, etc in relation to existing developed urban areas, proposed new growth areas. It also includes any changes to the recreational activities within vicinity of marae.
	Health & safety	...improve road safety and better connect people to natural amenities? This means we considered how transport safety and the health benefits of active modes and access to nature are realised, by reducing VKT and by enabling growth areas in proximity to open spaces with high natural amenity values. Also, this includes how development supports healthy homes, healthy marae and therefore healthy people.
	Social resilience	... result in a combination of residential and commercial activities leading to more vibrant places? This means we considered how sense of belonging & community, opportunities for social interaction and seeking social support is supported through access and proximity to centres and areas that support social connection. Indicated by centralisation or clustering of housing development and amenities around rural service towns and neighbourhood centres and good access between work, live and play uses.
	Equity	...improve equity for housing outcomes, cost and feasibility of personal travel, environmental impacts from growth, or exposure to natural risks? This means we considered the perceived balance or imbalance of impact from development on one community, a minority group, or spatial area over another.
Economic Wellbeing	Transport Choice and Access	...result in a lower 'vehicle kilometres travelled' (VKT) rate per capita? This means we considered cost of transport for a user, how the transport network enables access and options for transport. Lower VKT per capita indicates more cost-efficient transport network for users, provided there are other transport modes available.

Strategic Driver	Performance Variable	Assessment question In comparison to the baseline scenario is the conceptual longlist scenario likely to...
	Employment Generation	<p>...lead to business lands consolidated and close to strategic transport routes of the right types of land (e.g. parcel and zone)?</p> <p>This means we considered the consolidation of activity areas for employment, to achieve agglomeration benefits and preserve resources that support economically productive activities (e.g. avoid Highly Productive Land, range of type and scale of business land). Access to strategic transport routes for freight, and employee access to employment areas were also considered.</p>
	Business land capacity (urban)	<p>... provide sufficient land for commercial, industrial, and mixed-use development, and supporting infrastructure investment?</p> <p>This means we considered sufficiency of provision of land for business activities, from the baseline scenario, plus co-location of business land capacity to identified industrial or commercial growth areas supported by infrastructure investment. Includes the capacity of a scenario to support priority growth sectors (e.g. Airport, Northport).</p>
	Efficiency of infrastructure provision (transport, three waters)	<p>... result in a more efficient servicing model?</p> <p>This means we considered consolidation of land use and infrastructure (housing and business land) across growth areas identified to be positive. Typically, clustered / concentrated development areas are more efficient to service with infrastructure (fiscally and spatially), as are areas within existing urban network service areas. This approach is also a more efficient use of land and may have a lower environmental impact.</p>
	Housing land capacity location	<p>...encourage a range of development locations to balance housing capacity and supply by the market?</p> <p>This means we considered the ability of planned housing land capacity to accommodate changes in growth profile due to major development influences, which changes in demand forecast and market activity. A balance of different locations and greenfield / infill / redevelopment can help ensure supply of residential land to the market, particularly in smaller urban areas.</p>
Cultural Wellbeing	Providing for cultural customs and practices	<p>... provide for cultural customs and practices, including protection of sites of significance?</p> <p>This means we considered the protection and respect of existing Māori sites of significance and customary spaces (waahi tapu, taonga tuku iho and māhinga kai), environments, and provision of new space for cultural practices or restoration of culturally significant environments, including associated cultural narratives. This recognises that strengthened cultural identity has a positive influence on the development of the district.</p> <p>Housing outcomes that meet the current and future needs of Māori for housing, including flourishing papakāinga.</p>

Strategic Driver	Performance Variable	Assessment question In comparison to the baseline scenario is the conceptual longlist scenario likely to...
	Natural landscapes and features	<p>...reduce risk of impacts that could compromise notable maunga, awa, forests, etc?</p> <p>This means we considered implications of development pattern on sites of significance, and other local identity forming features (where known). Development patterns which celebrate or engage with landscape, including integration of natural landscapes into urban areas. Considers the risks created by proximity of expanding urban areas to natural landscapes and features (e.g. developing rural or coastal areas might compromise these).</p>
Environmental Wellbeing	Climate change adaptation	<p>...improve adaptation to climate impacts including more drought, heat events, high intensity rain events, flooding, and coastal inundation?⁵⁵</p> <p>This means we considered how a development approach responds to climate impacts and risks, particularly in coastal and flood prone areas. This can encompass improved resilience of infrastructure networks (via design standards), access to social infrastructure, reduced reliance on private water systems, avoiding development in hazardous areas.</p>
	Quality of natural environment (incl. fresh water, soil, air)	<p>...be efficient with land requirements for growth, and avoid sensitive environmental features with key infrastructure corridors?</p> <p>This means we considered the impact of infrastructure and land required to support development pattern on natural environmental processes. In particular, this includes the possible impacts of a scenario's development towards water quality outcomes. Avoiding development of highly productive land can retain this resource (also refer <i>Employment Generation</i>).</p>
	Protecting the environment and ecosystem	<p>...lead to improved protection of the natural environment?</p> <p>This means we considered how a scenario, compared to baseline, protects or restores natural environmental elements including marine, freshwater and terrestrial environments. Consolidated development patterns are less likely to cause widespread environmental impact and may avoid negative outcomes.</p> <p>This includes how the environment is protected for the life-sustaining resources it provides.</p>
	VKT and emissions reduction, contribution to net zero targets	<p>...achieve mode shift?</p> <p>This means we considered how public transport and active transport is provided for, and anticipated travel patterns and demand of the development scenario compared to the baseline. Includes reduced car dependency, improved frequency and access to public transport and the active mode network.</p>

⁵⁵ <https://www.nrc.govt.nz/environment/climate-action/climate-change-in-northland/future-impacts/#What%20impacts%20will%20climate%20change%20have%20in%20Northland?>

Strategic Driver	Performance Variable	Assessment question In comparison to the baseline scenario is the conceptual longlist scenario likely to...
	Resilience to natural hazards	...support resilience to natural hazards? This means we considered how a scenario provides physical protections, avoidance, or mitigations against natural hazards, compared to baseline. Access to social infrastructure (social resilience), in particular resilience for vulnerable communities.
	Efficiency of land use	...result in efficient servicing with infrastructure? This means we considered how the quantity of land required per unit of housing supports the efficiency of providing supporting infrastructure. Low density greenfield is inefficient compared to compact infill / redevelopment at higher densities which rely on existing infrastructure, provided there is network capacity.

Table 16: Summary of Performance Variables and how they are used for assessment of scenarios

9.7. Summary of longlist scenario assessment

The two highest performing conceptual longlist scenarios were:

- G - Natural Feature Focus
- H – Mobility Spine

Each scenario was evaluated against the baseline scenario and the Strategic Driver categories: Social, cultural, economic, and environmental wellbeing. A positive to negative rating scale was used to score the performance of how a scenario either improved or reduced.

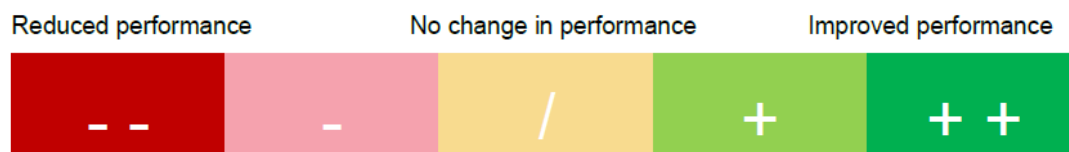


Figure 21: Rating scale

Longlist Scenario	Key messages from engagement and assessment	Strategic Driver Assessment against performance variable	Useful Components for shortlist scenarios
A – Dispersed Rural Living	<p>Any wellbeing benefits from boosting rural hubs and remote working are not greater than the cost to support this growth pattern.</p> <p>Supporting innovation and new opportunities in rural townships through this growth pattern has uncertainty.</p>	- - Poorer performance, compared to baseline across all Strategic Drivers	Clustered services in rural hubs.
B - Coastal/Rural Community Focus	<p>Good alignment to market demand (e.g., this is how people want to live)</p> <p>Resilience issues with high reliance on coastal infrastructure (also natural constrains to achieving resilient infrastructure)</p> <p>Hard to maintain levels of service and higher cost for equitable access.</p>	<p>- Broadly achieves poorer performance, compared to baseline across economic and cultural wellbeing, and similar performance against environmental wellbeing.</p> <p>Minor improvement on baseline, with <i>Providing for cultural customs and practices</i> and <i>Social resilience</i>.</p>	<p>Connection with the coastal and rural environment are important lifestyle factors to consider for all shortlist scenarios</p> <p>Some growth in rural and coastal communities, along with facilities, can create more self-reliance and could be considered in shortlist scenarios.</p>
C - Enable Greenfield	<p>Too much greenfield, likely to be economically driven by developers.</p> <p>Better to wait until port and state highway decisions are made, where to choose greenfield growth areas.</p> <p>This scenario doesn't strongly consider business land capacity or employment generation.</p> <p>Impact on sites of significance.</p>	<p>- / Overall achieves poorer or comparative performance, compared to baseline across variables of environmental, social, economic and cultural wellbeing.</p> <p>Some performance improvement on baseline with <i>social resilience</i></p>	<p>Cluster greenfield to create a core area with employment and commercial opportunities (e.g. secondary centre).</p> <p>Key transport link from Ruakākā to Mangawhai, other links to Kaipara could be added.</p> <p>Growth in Marsden/ Ruakākā can be part of other scenarios</p>

D - Recreation Lifestyle Focus	<p>Will reduce congestion especially on the weekends.</p> <p>Increases vulnerabilities of coastal communities.</p> <p>Cycling connections to Tutukākā and Hikurangi and between these centres would be expensive (narrow carriageway, on road).</p> <p>Compromises sites of significance, and puts pressure on vulnerable coastal land and communities.</p>	<p>+ Positive performance improvement on baseline across social and environmental wellbeing.</p> <p>/ Variable performance compared to baseline for economic and cultural wellbeing.</p>	<p>Ruakākā, Waipū, Springs Flat and Maungatapere would be easier to service for cycle connections.</p> <p>Requires strong connection with South Whangārei including Waipū.</p> <p>Could combine with Neighbourhood Focus scenario to achieve more efficient infrastructure provision, economic and social outcomes.</p>
E - Centralised Development	<p>Focusing on one area for development is not supported by some. But would send a clear message to the market on the sort of development Council is encouraging and incentivising.</p> <p>Questionable as to whether a drastic change to the density of the central area would be acceptable.</p> <p>CBD at risk of natural hazards, likely to mean investments shift away from here over time.</p> <p>Centralised growth, while important, needs to be balanced with growth of other local centres and smaller rural townships.</p>	<p>/ Variable improvement on baseline across social, economic and environmental wellbeing. Overall impact on cultural wellbeing marginal, but positive.</p> <p>Notable improvement from <i>housing affordability, natural landscapes and features access to amenities, transport choice and access and employment generation</i>.</p> <p>Poorly performs in terms of <i>resilience to natural hazards, and climate change adaptation</i>.</p>	<p>Opportunity to combine centralised growth with another longlist option (Neighbourhood Focus, or Mobility Spine)</p> <p>Avoid / minimise extension of residential development into rural or fringe areas in shortlist scenarios</p>

F - Two City Centres	<p>Strong economic outcomes are favourable and result in improved social performance.</p> <p>Caution about social inequities with two large separate growth areas but this could be managed.</p> <p>The assumed job growth (e.g., Northport and Marsden link) drives higher social outcomes and investment in transport than baseline.</p> <p>Density of housing = affordability, protection of natural areas and productive land use</p>	<p>+ Some positive performance improvement on baseline across cultural, social and economic wellbeing.</p> <p>Achieves minor improvement or comparative performance against baseline, for environmental wellbeing.</p> <p>Notable improvement from <i>housing affordability</i>, and <i>housing choice</i>.</p>	<p>Having two large growth areas provides more housing choice and likely affordability and could be part of a shortlisted scenario.</p> <p>Concentrated infrastructure development</p>
G - Natural Feature Focus	<p>Reduces climate risk exposure.</p> <p>Improves ecological services within urban areas.</p> <p>This should not be a scenario it should be a design philosophy.</p>	<p>+ + Notable performance improvement from baseline in environmental and cultural wellbeing, particularly <i>climate change adaptation, quality of natural environment, protecting the environment</i> and <i>resilience to natural hazards</i>.</p> <p>Achieves minor improvement or comparative performance against baseline, for social wellbeing. Notable improvement in <i>Health & safety</i>.</p> <p>Variable performance, compared to baseline for economic wellbeing.</p>	<p>All shortlist scenarios should consider natural feature focus as a design philosophy, particularly as a mitigation of climate risks and way to connect people to natural systems in urban places</p>

H - Mobility Spine	<p>Great for public transport and active modes.</p> <p>Whenua Māori, specifically rural and coastal communities, continue to remain isolated.</p>	<p>++ Notable performance improvement from baseline in economic and social wellbeing, particularly <i>access amenities, transport choice and access, employment generation, business land capacity and efficiency of infrastructure provision.</i></p> <p>Notable improvement in <i>VKT and emissions reduction.</i></p> <p>Achieves minor positive or comparative performance against baseline, for environmental and cultural wellbeing.</p>	<p>Ruakākā and Waipū mobility spine south, and spine north to Kerikeri, west spine to Maungatāpere</p> <p>Could combine with a Marsden option (e.g. Two City Centre) – consider impacts on freight movements.</p> <p>Integrated with rural communities.</p> <p>Airport relocation TBC</p> <p>Build on existing community hubs (Kamo, Tikipunga).</p>
I - Neighbourhood Focus	<p>Great for transport choices, VKT reduction and supporting the environment</p> <p>Celebrates existing identity of urban communities.</p> <p>Opportunities to combine with recreational focus and mobility spine scenario to optimise outcomes.</p> <p>Parua Bay development has challenges in this scenario.</p>	<p>+ Notable performance improvement from baseline for social wellbeing.</p> <p>Achieves minor positive or comparative performance against baseline, for environmental and cultural wellbeing.</p> <p>Poor or comparative performance to baseline for economic wellbeing.</p>	<p>Explore new centres in the west (future airport considerations) and understand the regional corridor picture.</p> <p>Water links to employment (Parua Bay, Marsden, Onerahi, Portland, CBD).</p> <p>Combine with economic growth options (e.g. Mobility Spine).</p>

Table 17: Summary of assessment of Longlist scenarios against Strategic Drivers

9.8. Key themes from the longlist evaluation

The evaluation of the longlist scenarios provides direction on what to avoid/mitigate, what to promote, and which scenario features to consider or possibly combine for the shortlist scenarios.

Avoid and mitigate

- Inefficient development of rural land for urban uses (as this does not meet Tangata Whenua aspirations).
- Reliance on at-risk coastal infrastructure for critical tasks.
- Flood constraints 'may' preclude intensification in some central areas (e.g. central city) and diminish investment opportunity over time.
- Caution about social inequities with large separate growth shown in some scenarios, areas but this could be mitigated.
- Whenua Māori, specifically rural and coastal communities, continue to remain isolated under some scenarios.
- Parua Bay development has challenges in this scenario [Neighbourhood Focus].

Promote

- Placemaking - development patterns should reinforce the vibrancy, role, and service functions different places play.
- Celebrate existing identity of urban communities.
- Shortlist scenarios will need to address business land supply and economic development.
- Consider Natural Feature Focus, particularly as a mitigation of climate risks and way to connect people to natural systems.
- Build on existing community hubs (eg, Kamo, Tikipunga).

Activity clusters - cluster services in multiple locations to improve community resiliency, social outcomes, servicing efficiencies, and economic outcomes.

- Growth and new facilities in rural/coastal communities can improve self-reliance.
- Having two large growth areas provides more housing choice and likely affordability and could be part of a shortlisted scenario.
- Clustered services in rural hubs.
- Cluster greenfield to create a core area with employment and commercial opportunities (e.g. secondary centre).
- More clearly recognise the opportunities and growth in South Whangārei (Ruakākā, Waipū etc).
- Acknowledge rural and coastal areas that aren't growing and how Council will maintain existing service levels.

Adaptive growth - growth management needs to be responsive to react when key investments are locked in when these will influence development trends.

- Do not lock in greenfield growth areas until port and state highway decisions are made.
- Explore new centres in the west (future airport considerations) and understand the regional corridor picture.
- Do not focus development only in one area.
- Centralised growth, while important, needs to be balanced with growth of other local centres and smaller townships.

Enable PT and active modes - design of transport network and urban form will need to work hand in hand to achieve mode shift and VKT outcomes.

- Connections to the coast and rural environment for lifestyle purposes.
- Ruakākā and Waipū mobility spine south, and spine north to Kerikeri, west spine to Maungatāpere.
- Key transport link from Ruakākā to Mangawhai, other links to Kaipara.
- Transport choices, VKT reduction and supporting the environment.

- Opportunity for water-based transport links to employment (Parua Bay, Marsden/Ruakākā, Onerahi, CBD).
- Ruakākā, Waipū, Springs Flat and Maungatapere would be easier to service for cycle connections.

Scenario features / combinations to consider for shortlist scenarios

The following combinations were integrated into the shortlist scenarios.

- Merge the Enable Greenfield scenario with the Mobility Spine scenario.
- Combine Recreational Lifestyle Focus with Neighbourhood Focus to deliver more efficient infrastructure, and social outcomes.
- Opportunity to combine Mobility Spine with a Marsden/Ruakākā growth option (e.g., Two City Centres) – consider impacts on freight movements.
- Feedback on Scenario G – Natural Features Focus was that all shortlist scenarios should consider natural feature focus as a design philosophy, particularly as a mitigation of climate risks and way to connect people to natural systems in urban places.

Recommended basis for shortlist

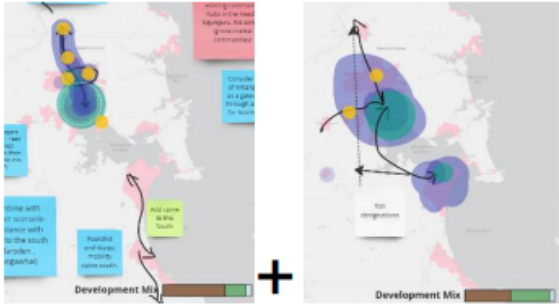
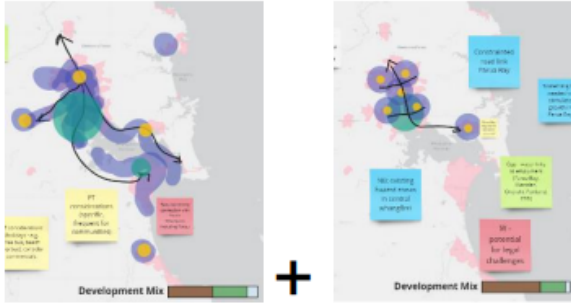
Based on the scenario features / combinations and assessment of the longlist scenarios, the following combinations of scenarios are recommended. The following is an initial combination of the longlist conceptual scenario descriptions to illustrate the recommended approach for the two shortlist scenarios.

The longlist scenarios recommended two combinations of shortlist elements, as a starting point, to design the shortlist scenarios.

Considerations for the shortlist scenario development process were:

1. Identify and confirm major future development influences (e.g. airport relocation, hospital development, Northport/Marsden city) and related opportunities
2. Identify constraints influencing shift in development pattern (e.g. central city climate risk, coastal hazard vulnerabilities)
3. Develop baseline scenario to enable shortlist scenarios a consistent comparative basis for performance assessment

Table 18: Shortlist scenario recommendations

Short list scenario 1 recommendation	Short list scenario 2 recommendation
<p>Combine F - Mobility Spine with H - Two City Centres</p> <p>Development is consolidated around the North-South road spine, from Hikurangi to central Whangārei. It is balanced between the central and northern corridor and a future growth area around Marsden city. The Kiwirail line to Marsden and Northport development are realised, providing economic growth.</p> <p>Frequent PT services are available along the spine, centre, and Marsden city demand corridor which enhances access to education, employment, and everyday amenities in the existing and new urban areas. There are opportunities to meet economic growth northwards on the mobility spine (e.g. Kamo, Tikipunga), intensification in the central city, and through expansion of employment opportunities in Marsden city.</p> <p>A balance of renewed infrastructure and new infrastructure is required. New and retrofit development boosts Whangārei's performance as a 'spongey city' that is resilient to a changing climate.</p>	<p>Combine D - Recreational Lifestyle, and I - Neighbourhood Focus</p> <p>Consolidated development around existing local centres provides 'missing middle' housing choices and expanded local employment centres. This includes development in the city centre and fringe. Demand for living near places of high recreation and natural amenity are met by enabling planning and infrastructure provision, leading to intensification nearby these types of features. Minor development of existing coastal settlements enables self-sufficiency and improved community resiliency.</p> <p>Local centres have developed into walkable neighbourhoods with active mode links between them. Low traffic neighbourhoods are prioritised, creating a walking, cycling city. The city centre becomes a more vibrant, mixed-use place, with new employment and residential opportunities close to existing amenities. New and retrofit development boosts Whangārei's performance as a 'spongey city' that is resilient to a changing climate.</p>
	

Section 10: Shortlist Scenarios

10.1. The process from longlist to shortlist

The longlist scenarios underwent a high-level qualitative assessment process to test them against the strategic drivers and outcomes. Four longlist scenarios were found to have stand-out components that performed particularly well in the qualitative assessment.

These four longlist scenarios were paired into two unique scenarios, forming the basis of the shortlist scenarios. A preliminary version of these scenarios was shared with the project's stakeholder group and tangata whenua / hapū. The feedback from those groups led to further refinement, resulting in the shortlist scenarios.

The baseline scenario was described as Scenario 0, and the final shortlisted scenarios were confirmed as:

Scenario 1: Urban Mobility Focus: a hybrid scenario of the longlist Scenario F (two city centres) and Scenario H (mobility spine). It balances growth between the central city and the northern corridor, enabling the provision of sustainable transport options and creating opportunities for economic growth.

Scenario 2: Neighbourhood and Recreation Lifestyle Focus: a hybrid scenario of the longlist scenarios D (recreation lifestyle focus) and I (neighbourhood focus). It creates housing opportunities near places of high recreation and natural amenity value while providing density in and around local centres.

10.2. Summary of 'known unknowns'

The development of the FDS experienced unforeseen challenges and changes. At the time of preparing the FDS, changing policy direction from central government directly impacted the preparation of Councils Long Term Plan and therefore had indirect impacts on the FDS process.

In preparing the FDS, Councils acknowledged there were critical decisions from central and local government which could have unintended consequences on the FDS. There was also critical information that was unavailable when preparing the FDS, which could also have unintended consequences on the FDS.

The list of known unknowns was documented and updated during the FDS process. Decisions for each known unknown will be closely monitored.

Summary list of known unknowns







- **City Centre flood risk assessment:** Our City Centre is vulnerable to climatic events. Information on the extent of the risk is not fully understood. A dedicated City Centre flood risk assessment is identified in Council's Long-Term Plan 2024-34. The assessment will drive a new understanding of the risks and impacts caused by climate change and flooding in the City Centre. Infrastructure priorities and responses which contribute to the management of flooding will be built-in through the Whangārei Urban Flood Management Project, therefore informing the FDS Implementation Plan and subsequent versions of the FDS.
- **Airport relocation:** The Onerahi airport site has been identified as unsuitable for providing air services to Whangārei long-term. The preferred option is to purchase and protect land for future investment if or when it is needed. The preferred location is Ruatangata.
- **Marsden Point Rail Link:** There are uncertainties with the timing of implementation. Government Policy Statement on Land Transport shifts immediate priorities away from rail.
- **State Highway 1 & State Highway 14 connections:** The government has committed to significant improvements to the State Highways, including the primary connection between Auckland and Northland. State Highway upgrades may shift demand and land use patterns for destinations, including Marsden Point / Ruakaka and other entry points to Whangārei.
- **Sites of cultural significance:** Whilst culturally significant sites are included in District Plan mapping, a complete list of sites is currently unavailable.

- **Northport growth trajectory, employment, commuting patterns and housing:** There is uncertainty around central government decisions and infrastructure constraints.
- **KiwiRail investment in Marsden Link:** may happen in the medium term and is one of the infrastructure constraints affecting Northport Growth. The recently updated Government Policy Statement on Land Transport 2024 shifts priorities from advancing the rail corridor.
- **Significant natural areas update:** WDC currently does not have statutory mapping for significant natural areas. Improvements to mapping may shift future areas appropriate for development. They will need to be considered for re-zoning or more detailed planning processes.
- **Highly productive lands update:** Updated soil mapping is underway. However, it won't be completed in time for the FDS, and the project team has relied on the transitional definition under the NPS-HPL.
- **Wetland mapping:** Wetland mapping is underway across the region but will not be available for the FDS process.

10.3. Description of the shortlist scenarios

This section provides a more detailed description of each scenario, including assumptions, considerations, and an outline of key differences in each potential future.

A map supports each scenario to illustrate the intended land use patterns. The table below (Table 19) provides descriptions of the legend categories used in the mapping.

Annotation and Descriptions	Style	Servicing
Urban Growth focus area: proposed urban development to support growth, including existing urban areas (neighbourhood centre, urban settlement and rural settlement).		Urban Services
Rural areas: proposed rural development, including existing Rural Lifestyle areas.		Self-service areas
Industrial areas: proposed and existing heavy and light industrial land use activities.		
Commercial areas: proposed and existing mixed-use, city centre, commercial and business land use activities.		
City Centres: priority investment areas for regional amenities and services, including placemaking. Supported by higher density housing types, key transport links, and large-scale commercial and retail activities that are appropriate for a city centre.		Urban Services
Urban Centres: priority investment areas for urban amenities and services, including placemaking. Supported by higher density housing types, local commercial and retail activities to serve nearby residents. It may include smaller-scale centres such as neighbourhood centres and local centres.		Urban Services




Annotation and Descriptions	Style	Servicing
Settlements: priority investment areas for rural amenities and services, focusing on placemaking instead of growth. Supported by greenfield urban growth and rural growth around rural centres where land is available and unconstrained. It may include a small number of local commercial and retail activities to support residents.		Urban Services
Primary Transport Links: key transport connections between city centres, urban centres, and urban growth nodes.		One Network Framework
Secondary Transport Links: important transport connections towards settlements and more dense rural growth areas.		One Network Framework

Table 19: Shortlist scenario mapping categories and descriptions

Scenario 0: Baseline (Growth Strategy)

The Baseline (Growth Strategy) scenario represents the trajectory of development in Whangārei based on the 2021 Growth Strategy, which is the public and adopted direction for development in Whangārei.

Focus areas

Te Kamo, Ōtangarei, Tikipunga, Maunu, Whangārei City Centre, Onerahi, Otaika, Marsden Point/Ruakākā, Parua Bay, Raumanga, Hikurangi, Waipū.

Three waters infrastructure

The 2021-31 Long Term Plan (LTP) included 19 growth-related water supply projects to support the district's current planned growth trajectory. The Baseline (Growth Strategy) scenario assumes all these projects go ahead. It also includes three wastewater projects required to cater for planned growth. No major stormwater projects are included in the 2021 – 31 LTP that would be needed to support a specific development pattern.

Transport

The programme to develop the core urban walking and cycling network and connections to local destinations will continue. Connections around centres and focus areas will be prioritised. As per the Regional Public Transport Plan, the service frequencies of the City Link network will be doubled, and the Hikurangi and Bream Bay Links frequencies will be improved to provide a commuter service.

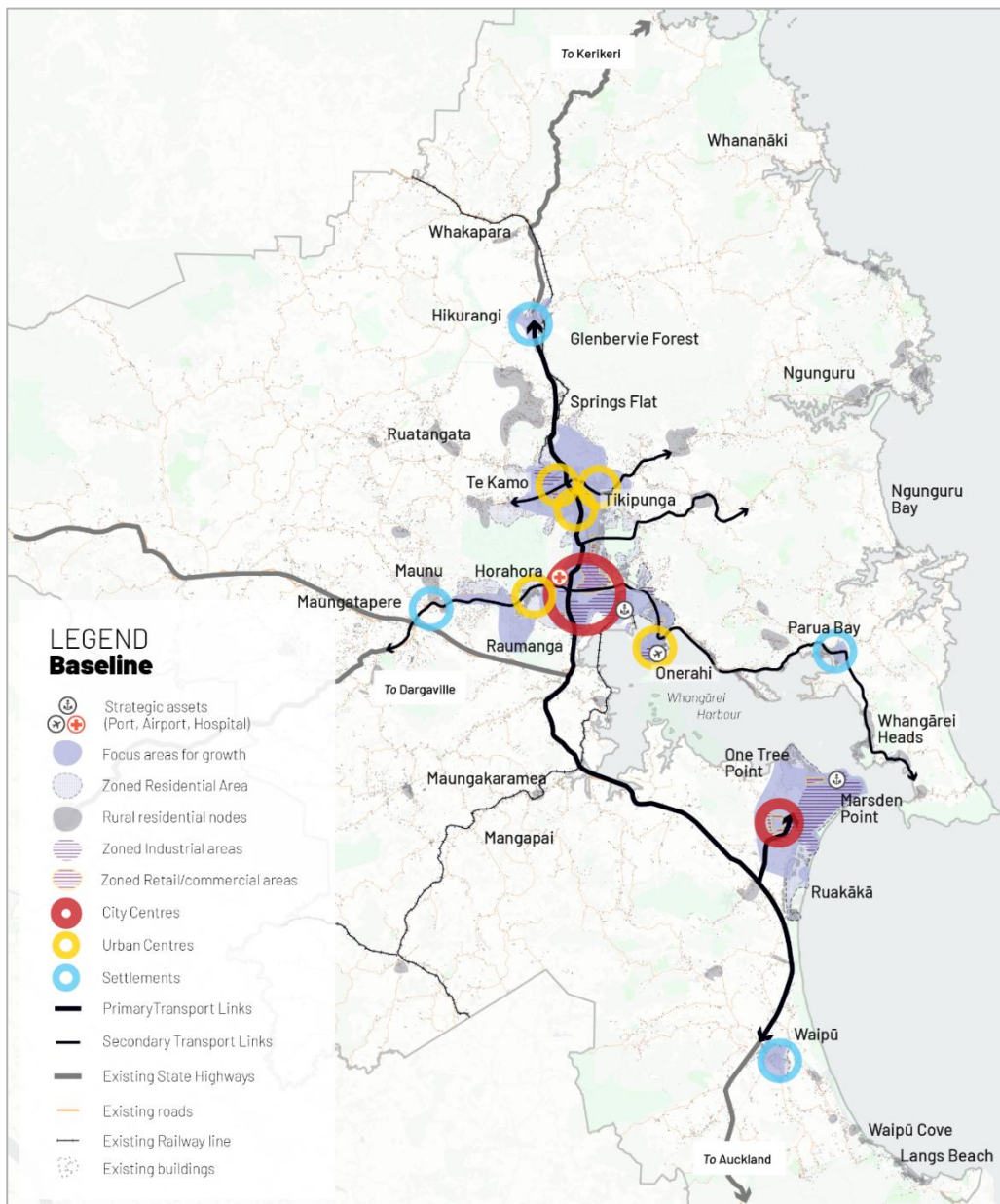


Figure 49: Scenario 0 - The Baseline (2021 Growth Strategy)

Scenario 1: Urban Mobility Focus

The Urban Mobility scenario consolidates development around the north-south road spine, from Hikurangi and Springs Flat to the City Centre, and its surroundings between Te Kamo and Tikipunga. Opportunities for economic growth are created in and around the higher-density urban growth areas along this spine, which are conveniently located near primary transport links.

Frequent public transport services are available between Springs Flat and the City Centre and towards Marsden City, enhancing access to education, employment, and everyday amenities in the existing and new urban areas. The consolidated urban areas support walkable urban centres, improving walking and cycling access to amenities.

A balance of new and renewed infrastructure is required. New and retrofitted development to higher service standards boosts Whangārei's performance as a 'spongey city' resilient to a changing climate.

Focus areas

Hikurangi, Springs Flat, Te Kamo, Tikipunga, Maunu, Whangārei City Centre, Onerahi, Marsden Point/Ruakākā, Waipū.

Shifts from Baseline (Growth Strategy)

- A more consolidated urban area, with higher density brownfield development concentrated along the mobility spine from Springs Flat to central Whangārei.
- Reduced greenfield growth at the urban fringe, including along the northern harbourside, Raumanga, west of Te Kamo, and to the north and south of Tikipunga.
- Spongey city initiatives for Marsden City and possible ferry service to connect it with central Whangārei⁵⁶.
- Public transport service improvements (enabled by higher density).
- High-quality active mode facilities along the mobility spine (enabled by higher density).
- New spur railway line to Marsden Point and Northport.

Key outcomes

The key outcomes that this scenario aims to achieve include:

- High-quality public transport service along the mobility spine (between Springs Flat and the City Centre and towards Marsden City).
- Reduced vehicle kilometres travelled due to public transport improvements and higher quality active modes infrastructure along the spine.
- More efficient use of infrastructure, with concentrated investment in transport and three waters along the spine, and in public realm at the concentrated urban centres.
- Higher density living due to higher quality and more attractive urban living opportunities.
- Growth in business and employment opportunities along the mobility spine.
- Reduced exposure to natural hazards and impact on the natural environment due to a more compact developed area.

⁵⁶ Ferry link between central Whangārei and Marsden Point requires a feasibility study.

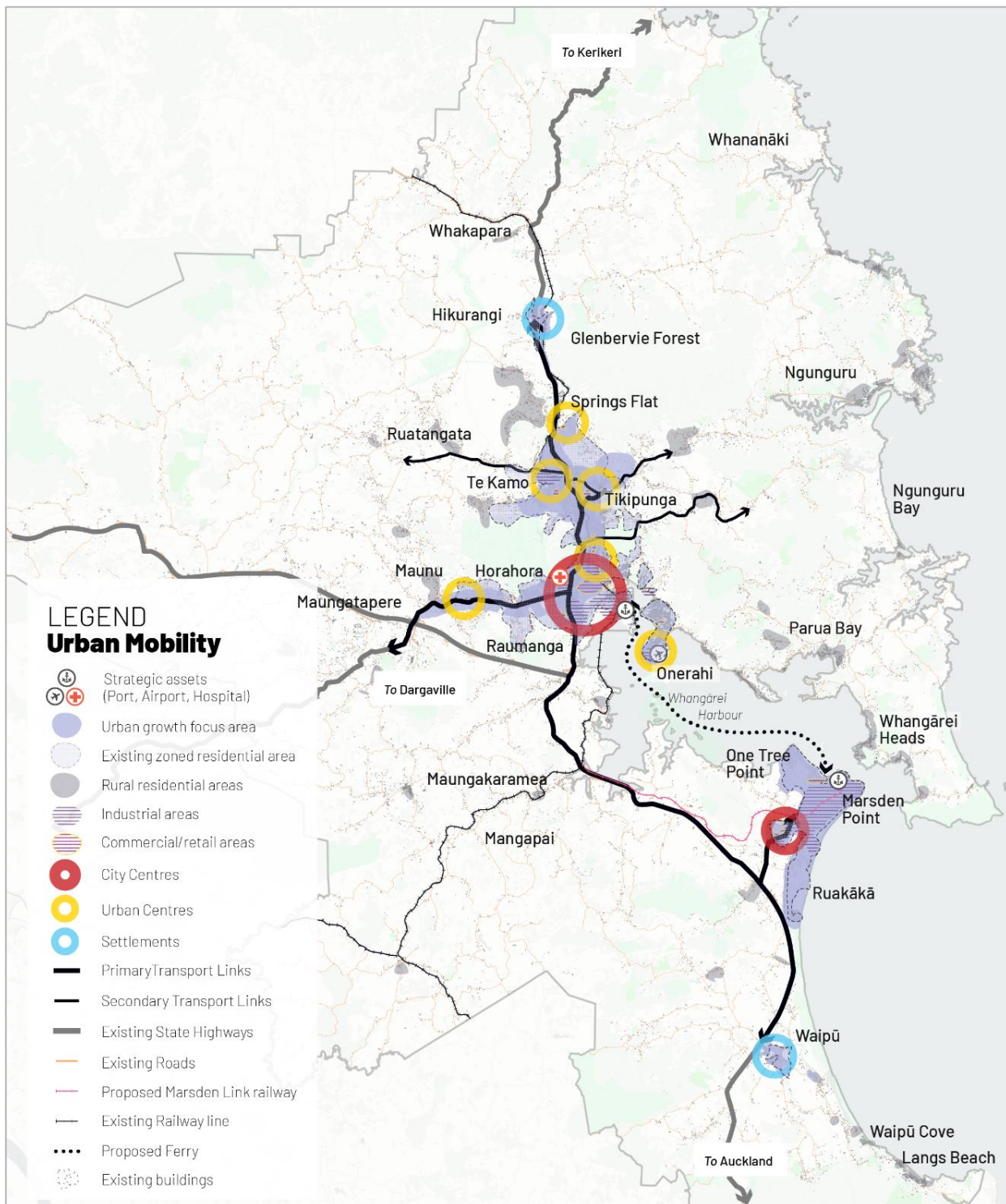


Figure 22: Scenario 1 – Urban Mobility Focus

Scenario 2: Neighbourhood and Recreation Lifestyle Focus

The Neighbourhood and Recreation Lifestyle scenario consolidates development around existing local centres and expanded local employment centres, as illustrated in Figure 51. This includes development in the city centre and its fringes, prioritising the provision of the ‘missing middle’ housing choices. Demand for living near places of high recreation and natural amenities is met by enabling planning and infrastructure provision near these features.

The city centre becomes a more vibrant, mixed-use place, with new employment and residential opportunities close to existing amenities. Minor development of existing coastal settlements focuses on placemaking rather than growth, enabling self-sufficiency and improved community

resiliency. Local centres are developed into walkable neighbourhoods with active mode links between them. Low-traffic neighbourhoods are prioritised, creating a walking and cycling city.

New and retrofit development boosts Whangārei's performance as a 'spongey city' resilient to a changing climate.

Focus areas

Hikurangi, Te Kamo, Ōtangarei, Tikipunga, Ngunguru, Maungatapere, Maunu, Horahora, Whangārei City, Parua Bay, Raumanga, Marsden/Ruakākā, Waipū.

Shifts from Baseline (Growth Strategy)

- Higher density developments near central Whangārei, between Horahora (hospital) to Onerahi and Te Kamo to Raumanga.
- Brownfield intensification is enabled around existing local centres, including the city centre.
- Supports the development of key settlements through placemaking improvements to improve self-sufficiency, such as in Ngunguru, Parua Bay and Maungatapere.
- Enable more commercial activities in neighbourhoods (urban centres), supporting a '15-minute neighbourhood' principle.
- Enable more planning and infrastructure provision around areas of high recreation and amenity value.
- Reduced greenfield growth at the urban fringe, including to the north of the city around Te Kamo, Tikipunga and Springs Flat, and east around Maunu.
- Prioritise neighbourhood walkability and coastal and local active mode networks.
- Spongey city initiatives for Marsden City and possible ferry service to connect it with central Whangārei⁵⁷.
- Relocation of the airport to Ruatangata West.
- New spur railway line to Marsden Point and Northport.

Key outcomes

The key outcomes that this scenario aims to achieve include:

- High-quality core public transport service (between Kamo, Tikipunga and the City Centre).
- Some reduction in vehicle kilometres travelled from improved public transport services in urban areas and higher quality active modes infrastructure towards Whangārei Heads.
- Somewhat higher density living with less reliance on greenfield land.
- Social and economic benefits for residents on the northern harbourside, with better connectivity.
- Protection of productive soils from greenfield development in the north.

⁵⁷ Ferry link between central Whangārei and Marsden Point requires a feasibility study.

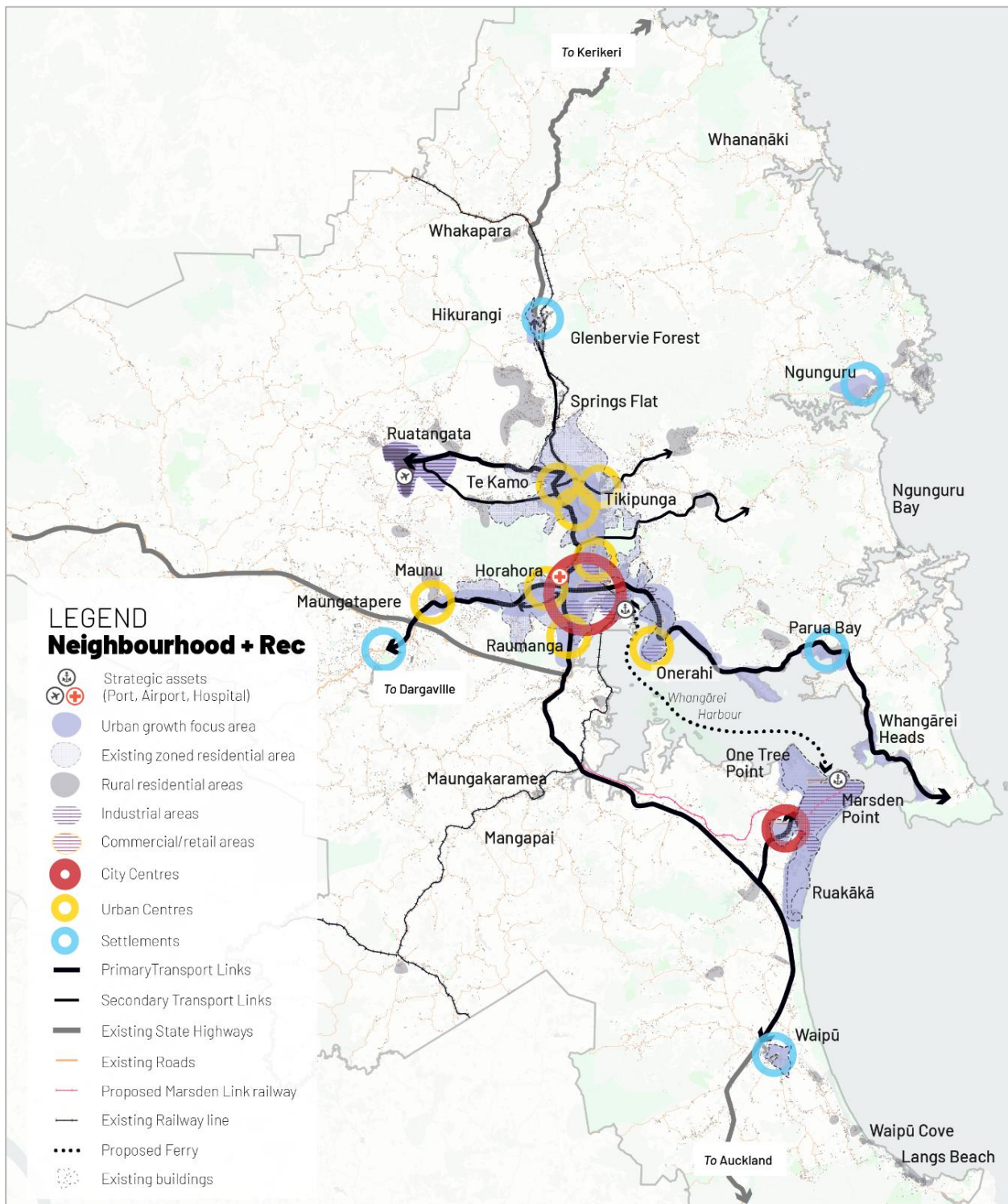


Figure 51: Scenario 2 - Neighbourhood and Recreation Lifestyle Focus

Assessment approach / KPIs

A set of assessment measures were developed that aligned with the strategic outcomes⁵⁸ of the FDS. These are illustrated in the diagram below (Fig. 52) and were used to assess how well each scenario achieves the desired outcomes.


















































	Outcomes						
	1 - Equitable Access	2 - Housing Choices	3 - Lifting the mauri of our taonga tuku iho	4 - Cultural Recognition	5 - Emissions Reduction	6 - Employment Pathways	7 - Resilient Developments
 Primary outcome							
 Secondary outcome							
1 - Access to opportunities							
2 - Access to urban amenity							
3 - Travel choice							
4 - Housing choice							
5 - Housing locations							
6 - Protection of sites of significance							
7 - Quality of the coastal environment							
8 - Quality of water bodies and forests							
8 - Connected ecosystem							
9 - Access to employment							
10 - Economic access							
11 - Productive land							
12 - Climate change adaptation and resilience							
13 - Sustainable settlements							
14 - Feasible and efficient infrastructure							

Figure 52: Assessment measures and their alignment with FDS outcomes.

Scoring each scenario against each assessment measure allowed comparison of the scenarios against the strategic drivers and outcomes. The scoring needed enough range to show differentiation between options, but not so much that it became meaningless. A 7-point scoring system was used, ranging from -3 to +3. Scores were allocated based on judgement from the expert in charge of scoring a given measure and considered feedback from various stakeholders.

The Baseline (Growth Strategy) scenario had a default score of 0 for all assessment measures to set the benchmark against which to compare the other scenarios. An Multi-Criteria Analysis methodology was then used to assign a score between -3 and +3 for each alternative scenario, depending on whether (and by how much) they would improve or worsen performance against the given measure, relative to the Baseline (Growth Strategy) scenario. This process included Central Government representatives, critical infrastructure representatives, developers and Council staff.

Overview of assessment results

⁵⁸ Noting through amendments in the process, strategic outcomes were shifted to strategic objectives.

Additional considerations were raised in the shortlist assessment workshop and in subsequent feedback that also informed the preferred scenario development. These included matters related to:

- The relative importance of natural hazard avoidance or mitigation and how to achieve this.
- The relative importance of maintaining and enhancing valuable natural features, like wetlands and the coastal environment.
- The need for more affordable housing in Whangārei was highlighted.
- The importance of the airport relocation was highlighted.
- Is there a need for industrial land associated with a new airport location?
- The importance of tangata whenua cultural values and their relationship with the land.
- Potential transport infrastructure improvements, including a Marsden Link, an 'Ocean Flyer' inter-regional ferry service, a harbour ferry service, and inter-regional passenger rail.
- Schools and education needs of different scenarios.
- Ensuring appropriate levels of investment in areas that are not a focus for growth and development.
- The location of medical facilities.
- The requirements for the Transpower-operated national electricity grid.

The assessment results and additional considerations were used to identify features to include in an emerging preferred scenario.

Assessment Measure	Scenario 1	Scenario 2
Access to opportunities	+2	+1
Access to urban amenity	+1	+1
Travel choice	+2	-1
Housing choice	+2	+1
Housing locations	-2	0
Protection of sites of significance	0	0
The natural quality of the coastal environment	-1	-2
Quality of water bodies and forests	0	-1
Connected ecosystem	0	0
Access to employment	+3	-1
Economic access	+1	-1
Productive land	+1	+1
Climate change adaptation and resilience	-1	+1
Sustainable Settlements	0	+1
Feasible and efficient infrastructure	+1	-1

Table 20: Shortlist Multi-Criteria Assessment results

Section 11: Emerging Preferred Scenario

The shortlist assessment indicated that Scenario 1, the Urban Mobility scenario, performed the best of the three scenarios overall. Therefore, Scenario 1 was proposed as the basis for defining an emerging preferred scenario. The emerging preferred scenario was then workshopped with WDC and NRC, considered by the FDS Working Group, and more detailed mapping and assessment were undertaken. The diagram below summarises the process from shortlist assessment to preparing the preferred scenario.

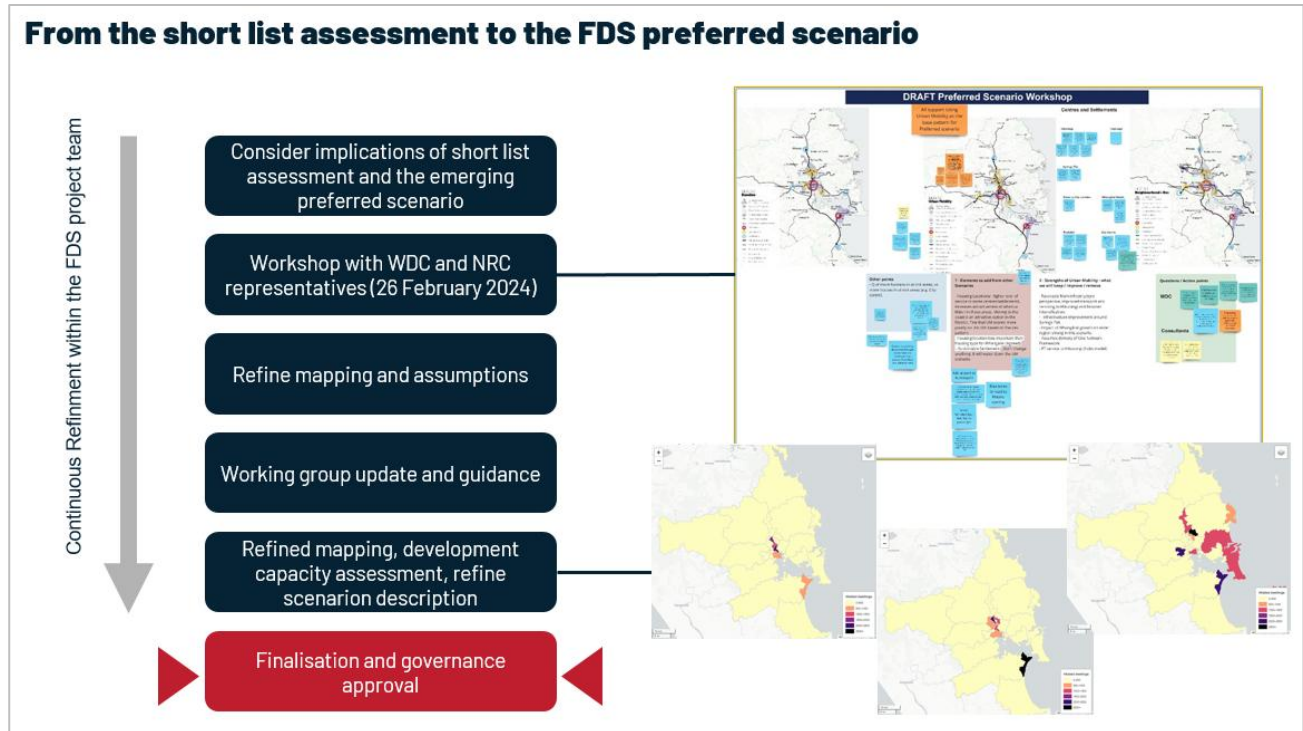


Figure 53: Process from shortlist assessment to the preferred scenario.

Preferred scenario workshop

A workshop with WDC and NRC representatives (on 26 February 2024) considered whether the Urban Mobility Scenario should be used as a basis for refining the preferred scenario and how it could be improved by, for example, using more detailed mapping and modifying aspects of it that were not as positive as the other scenarios.

The direction and conclusions from the workshop were:

- Housing choice (typologies and cost) can be prioritised over housing location.
- The extent of highly productive land affected under the Urban Mobility Scenario was overstated.
- Additional urban development (beyond what is envisaged in the Baseline Scenario) in the coastal environment should be avoided.
- Transport choice and access to employment should take priority over the growth of settlements (beyond what is envisaged in the Baseline Scenario).
- Hikurangi and Waipu should be priority investment areas for amenities and services, focusing on placemaking rather than growth.
- Down-zoning was not favoured, as it was anticipated that the community would not be receptive to a move of this nature. Alternatives to downzoning that could achieve the desired outcomes better than the Baseline Scenario were contemplated, e.g. phasing infrastructure provision or structure planning in some areas. It was agreed that more thought on this matter was needed.
- There was a need to clarify what would happen in the strategic area between the city centre and Te Kamo (around the mobility spine).
- A better definition of the city centre is needed on the map.

- Growth in the extent of urban development in Ruakākā and Marsden should be limited.
- The preferred scenario should include the Marsden Spur Link and future passenger rail.
- In general terms, the workshop shifted the emerging preferred scenario from the Urban Mobility scenario towards the Baseline scenario.

Defining the preferred scenario with refined mapping and clarifying assumptions.

Following the directions from the workshop, further work between the project team and the FDS Working Group was completed on refining the preferred scenario through mapping and defining assumptions. These assumptions included how development would be enabled, how development would be phased, and how future urban areas and large greenfield development areas should be dealt with strategically. The work involved several iterations to produce the final scenario. The work involved the following main aspects:

- Refining the district-wide scenario map to reflect the workshop outcomes.
- Developing a narrative on how different parts of the urban environment would develop over time, e.g. how key centres will develop and what land use development will happen along the central mobility spine.
- Generally defining areas where intensification (e.g. through up-zoning) would be enabled.
- Developing a set of development phasing principles to help guide Councils' FDS implementation activities.
- Defining areas where structure planning would improve development outcomes, including future urban zoned areas and undeveloped residential zoned areas on the city's fringes.
- Refining development capacity numbers to reflect the strategic approach and developing a basic development capacity uptake model for three phases: short- to medium-term, long-term, and post-30-year development.
- Preparing inset maps to show greater levels of detail and key moves in the prominent areas of change, e.g. along the central mobility spine.

11.1. Water and Transport Modelling

Transport modelling

During the process, transport modelling was intended to be completed to inform the Preferred Scenario. Due to ongoing amendments to the model, this alignment of projects could not be achieved. Once the modelling is available, it will align with existing transport planning work, such as business cases. The transport modelling will inform iterations and future implementation priorities of the Future Development Strategy.

Water infrastructure capacity modelling

Infrastructure capacity modelling is underway and will be a key tool in identifying our constraints and risks. Modelling was not ready to inform the draft FDS. While modelling was not available through the plan-making process, WDC has a medium to high confidence in the information of our critical assets, such as water treatment facilities, reservoirs, wastewater treatment plants and pump stations⁵⁹. There are still areas of information limitations that have been considered throughout the process. The priorities and scale of the projects identified will be worked through as part of the FDS Implementation Plan.

⁵⁹ <https://www.wdc.govt.nz/files/assets/public/v/1/documents/have-your-say/ltp-2024-34/ltp-2024-34-cd-supporting-documents.pdf>

Part D: Finalising the Strategy

Section 12: The Final Strategy

12.1. Summary of the Strategy

The Strategy consolidates development around a Primary Growth Corridor (PGC), from Te Kamo through Whangārei City Centre to Woodhill and Whangārei Hospital. The PGC is oriented around key transport infrastructure:

- The central multi-modal transport spine of Kamo Road, Banks Street, and Maunu Road; and
- The potential future passenger rail stations at Kensington, Whau Valley Shops and / or Keyte Street / Park Avenue, and Te Kamo.

The PGC enables higher density residential and mixed-use development, up to six storeys high, within 200 metres either side of the transport spine streets, and within the walking catchment of key centres and passenger rail stations along the PGC.

Opportunities for economic growth are enhanced in and around the higher density urban growth areas along the PGC, through enabling mixed use development along the PGC, expanding the existing centres that form part of the PGC, and having these areas conveniently located adjacent to primary transport links.

Development in the PGC and in and around key centres and settlements supports walking as the primary form of transport. In these areas transport choice is enhanced through implementing improved walking and cycling levels of service within the street network, linking to the core walking and cycling / shared path network. Frequent public transport services are available along the PGC and linking Tikipunga, Otangarei, Raumanga, Onerahi, and Marsden City, and levels of service are enhanced by having public transport priority measures integrated into the street design along the frequent public transport routes. enhancing access to education, employment, and everyday amenities for existing and new urban areas.

A balance of improved and renewed water network infrastructure is needed, including stormwater infrastructure within the street network. New and retrofitted development to higher service standards improve Whangārei's long-term resilience to a changing climate.

Key differences between the preferred scenario and Growth Strategy 2021

The main differences between the strategic direction of the 2021 Growth Strategy and the proposed FDS are:

- A more consolidated urban area, with higher density development concentrated along the Primary Growth Corridor (PGC), serviced by a higher-quality multi-modal transport network.
- Public transport service improvements and high-quality active mode facilities along the PGC enabled by and supporting higher density development.
- New spur railway line to Marsden Point and Northport servicing freight and passengers.
 - A potential passenger rail service for Marsden Town Centre, Hikurangi, and the PGC.
- A potential ferry service between the city centre and Parua Bay and Marsden.⁶⁰
- Potential airport relocation to Ruatangata.
- The Whangārei to Port Marsden, road of national significance.
- Structure planning greenfield growth areas on the fringe of the urban area to ensure good infrastructure and urban form outcomes – aligning outcomes with the FDS.

⁶⁰ Ferry link between central Whangārei and Marsden Point requires a feasibility study.

12.2. Strategic Vision and Objectives

How did we develop the vision statement and strategic objectives and why do we have them?

The structure of the Strategic Framework has been amended throughout the Strategy process. In the original framework, the FDS was guided by strategic drivers.⁶¹ Throughout the FDS process, the terminology applied changed to give greater emphasis towards a 'clear' vision statement and stronger application of strategic objectives.

Vision statement

Growth planned for the betterment of our environment and future generations.

Healthy, inclusive, connected communities, with diverse and rewarding education and employment. Industry and businesses are thriving, driving a prosperous economy. We care for, restore and enjoy our natural environment. We uphold a culture of respect and generosity, guided by our local stories, Tikanga, and Te Tiriti o Waitangi.

The vision statement sets out an overarching purpose for Whangārei's FDS. The vision statement is directly based on the four wellbeing's (social, environmental, economic, and cultural wellbeing). These aspects of community wellbeing are aligned with and support the purpose of local government under the Local Government Act 2002 (LGA).

Strategic objectives

In the Whangārei FDS context, a strategic objective can be defined as the overarching goals for the district that shape the future of Whangārei. The objectives have been used to develop, assess, and compare desired goals of different spatial scenarios.

Housing choices: People live in good-quality homes that meet their needs and preferences for various types, designs, locations, and affordability.

Employment pathways and a prosperous economy: Economic, employment and education opportunities inspired by local knowledge support a thriving Whangārei.

Celebrating culture: Cultural heritage, identity and diversity are protected and celebrated.

Lifting the mauri (lifeforce) of te taiao (the environment): A thriving environment where ecosystems and our interconnected relationships are maintained and enhanced over time.

Safe, affordable and equitable access: People can safely access various places through multiple transport modes, enabling them to participate fully in community life.

Quality social infrastructure: Public places are designed for communities, creating safe, active neighbourhoods.

Reducing climate pollution: Reducing and preventing climate pollution is reflected in our planning decisions.

Resilient development: We prevent and protect our communities and places from harm caused by climate disruption.

⁶¹ Strategic drivers were based on social wellbeing, environmental wellbeing, economic wellbeing, and cultural wellbeing. The alignment with these four aspects of community wellbeing supports the purpose of local government under the Local Government Act (LGA).

12.3. Overview of the spatial environments

The Strategy has a focus on the urban areas of Whangārei but acknowledges and supports communities living outside of these areas. The Strategy defines for sections which help contribute to Whangārei District in their own distinct way.

- **Priority Development Areas:** Through the direction and guidance of the Strategy, the Priority Development Areas (PDAs) cover the majority of significant development potential in Whangārei. The PDAs are the focus for investment of infrastructure, housing, public amenities, transport modes and environmental protection. These areas are expected to undergo significant change over the long-term, in terms of new housing and business development. The PDAs include three distinct spatial components, these being:
 - City centre
 - Primary Growth Corridor
 - Urban centres
- **Rural and Coastal Communities:** The Strategy focuses most development away from these areas, protecting their current lifestyles and associated natural and rural settings. This approach allows for a diverse, high-value, and sustainable rural economy and natural environment. The Strategy aims to improve existing services and achieve more equitable outcomes to support the communities that live in these generally remote locations. This part of the Strategy has two key components, being:
 - Townships: The rural centres for communities in these areas. Townships offer necessary community and civic services, as well as transport connectivity. They are key nodes for remote communities before heading further into Whangārei's urban areas.
 - Rural and Coastal Settlements: The next scale below townships, where communities have access to some services, such as schools or play facilities.
- **Greenfield Development Future Urban Areas:** This part of the Strategy outlines the role of the greenfield areas – particularly those identified as future urban areas. It also highlights steps to be taken to ensure positive outcomes are achieved when these areas are developed, including structure planning, funding-led land release, and the use of additional financial tools to recovery costs. Given the Strategy focuses development to existing urban areas, greenfield and future urban areas are not prioritised.
- **Regionally Significant Infrastructure Assets:** Whangārei is home to regionally significant infrastructure, including Whangārei Base Hospital and Northport, the northernmost port of New Zealand. The existing function and location of these assets have a key influence over the type and location of growth and development in Whangārei. Any projects or investment in these assets has the potential to unlock new opportunities for Whangārei in the future.

12.4. Development Principles

The Development Principles introduce a value-based approach to prioritise and spatially guide the growth outlined in the Strategy. The Development Principles recognise the key characteristics, functions and roles of different areas, ensuring they work together as an integrated District.

- The city centre is the economic, social, and cultural heart of Whangārei. Public investment drives the development of new housing and business, enhancing the well-being of Whangārei and the region.
- The Primary Growth Corridor promotes redevelopment for high-density urban growth. Enabling plan settings and accelerated public investment in the multi-modal transport corridor unlocks transformational residential and commercial outcomes.
- Urban centres serve as community hubs and accommodate a large portion of new housing and business development. Public investments focus on upgrading existing assets and services to support growth.

- Townships provide essential services for isolated rural and coastal settlements. Infrastructure is managed to improve levels of services.
- Rural and coastal settlements' amenity and character is protected by only growing to existing development capacity. Council investment ensures services are maintained, focusing on equitable outcomes.
- Developments in Future Urban Zones are phased beyond the long-term. Public infrastructure investment is not prioritised in these areas but instead are developer-led.

Aspirations on whenua Māori

The development of papakāinga, including housing and other activities on whenua Māori will continue to be enabled through the District Plan and other regulatory and non-regulatory responses. Development aspirations for Māori are directly tied to the remaining whenua, which is not appropriately captured through the Development Principles. These desired goals are outlined within the Hapū Aspirations Statement and are appropriate to support through the Strategy's strategic direction.

12.5. Transformational Moves

The eight Transformational Moves provide place-based changes to contribute to a more compact and sustainable urban form and deliver critical and social infrastructure projects. Each transformational move will eventuate to include measurable and funded actions between Councils and other delivery partners that will be articulated and directed within the Future Development Strategy Implementation Plan.

The eight Transformational Moves are below:

- **A vibrant, lively city centre, enhanced by the Knowledge Precinct:** The city centre is energised by more inner-city living that is unlocked through flood risk management and infrastructure investment. The new Knowledge Precinct for education, civic and community services, and the fulfilment of other Precinct plans, such as the Hihiaua Cultural Centre, bring more people into the heart of Whangārei.
- **Primary Growth Corridor:** Medium and high-density housing and mixed-use developments are centred around a multi-modal corridor from Avenues, through the city centre, up to Te Kamo. The multi-modal corridor provides for a balance of walking, cycling, public transport, and private vehicle use.
- **Revitalising and restoring community pride in local centres:** Communities have access to quality public amenities and exposure to different forms of arts and culture within their local centres. Community collaboration and partnerships shape these initiatives.
- **Connection to Nature:** Nature-based solutions for infrastructure and thoughtful development enhance water quality, indigenous biodiversity, flood protection, and climate resilience. These solutions include the restoration of the riparian ecosystem in flood planning and protection, the Blue-Green Network, the Hikurangi Flood Management Scheme, and climate adaptation planning.
- **Marsden strategic growth area:** Upgrades to the State Highway and the Ruakākā Wastewater Treatment Plant are catalysts for economic expansion across the Marsden strategic growth area. Increased cargo through Northport, along with developments in the Energy Precinct and Marsden Maritime Business Park, drive new economic and employment growth.
- **Innovative and resilient transport connections for Whangārei and Te Tai Tokerau:** Roads of National Significance connect Northland and Auckland through a resilient, safe and efficient State Highway corridor. Relocation and development of the airport and safer transport options to the Whangārei Base Hospital provide for a growing district and region.
- **Frequent and reliable buses:** The Primary Growth Corridor and urban centres are served by frequent and efficient public transport. Whangārei's rural and coastal settlements are supported by key routes that provide public and alternative transport options, including peak-hour bus services and park-and-ride facilities.
- **Freight and passenger rail services:** Freight connections support Northport and businesses with greater access across Te Tai Tokerau and the Upper North Island.

Passenger rail services are explored in the long-term for improving connections between Hikurangi and Marsden, with stops along the Primary Growth Corridor.

12.6. Inset maps

A set of insets (areas specific) maps were prepared, showing the main areas of development activity in greater detail, including:

- Te Kamo and Whau Valley
- City Centre and Kensington
- Marsden / Ruakākā areas.

The inset maps show the main changes from the FDS in a spatial sense, including indicative areas where greater development density or new business development should be enabled, locations of key transport and water infrastructure, and showing the main destination activities in the areas such as schools.

12.7. Phasing the Future Development Strategy

The Future Development Strategy considers growth in a 30-year timeframe with three delivery stages, aligning with the National Policy Statement on Urban Development.

- Short term (1 – 3 years)
- Medium term (4 – 10 years)
- Long term (11 – 30 years)

One of the roles of the Strategy is to spatially identify the broad locations for residential and business growth over the long-term, in both existing and future urban areas. Phasing helps to communicate how the strategic direction and growth sought in the Strategy can be achieved through different infrastructure and planning mechanisms, some of which are identified through existing strategic documents (such as the Long-Term Plans and Infrastructure Strategy).

This section of the Strategy outlines how residential, and business growth will be enabled to support Whangārei's vision for growth, including how planning and infrastructure decisions enable, unlock and encourage growth within the urban areas of Whangārei.

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Appendices

Appendix A: Summary of pre-engagement

Feedback from our partners, stakeholders and the community has informed the process and content of the draft Future Development Strategy. This table summarises key engagement themes and outlines how the draft FDS responds.

Key theme	Explanation	How FDS responds:
Honour Te Tiriti o Waitangi	Honour Te Tiriti o Waitangi and New Zealand's foundational documents. Te Tiriti is a living document shaping partnership commitment approach between Māori and the Crown (Government Authorities). <i>"Acknowledge and recognise - He Whakaputanga me Te Tiriti" Hapū</i>	Treaty principles of partnership, participation & protection are embedded in the FDS. FDS acknowledged (Te Tiriti and He Whakaputanga) as constitutional documents that are foundational for our region's success.
Partnership with Tangata Whenua	Tangata whenua should be at the decision-making table to ensure genuine partnership, participation and messaging brought through in the FDS itself. <i>"Tangata whenua at decision making table to ensure genuine engagement" Hapū.</i>	Working groups at governance and operational levels were established to oversee and guide the outcomes and FDS strategic direction. FDS acknowledges not every hapū is in the position and / or wants to engage in this project - Te Tiriti o Waitangi me He Whakaputanga o Niu Tīreni Statement.
Alignment and collaboration	Working together is important. Being in the same room together, sharing information, expertise, and resources is valuable. <i>"...there needs to be exploration of how "shared opportunities / use" of land be explored such as sharing school playing fields with open space / green areas". Ministry of Education</i> Alignment with central government strategies, policy direction and investment for example, Infrastructure Acceleration Fund (IAF) funding. <i>"We would want the FDS to help implement / maximise various Government investments: e.g., IAF (Infrastructure Acceleration Fund) funding" Ministry of Housing and Urban Development</i>	Partnership / collaborative ways of working have been used in the engagement process to date and reflected in the FDS. The FDS seeks to bring alignment and interweave strategies, policies, and projects to set the strategic direction for Whangārei over the next 30 years.
Accommodating growth demands	The use of up to date and accurate information to inform meeting housing and business growth demands over	The FDS uses the best available data and information at hand to plan for our changing population business and housing needs.

Key theme	Explanation	How FDS responds:
	<p>the next 30 years needs careful and smart planning.</p> <p><i>“Majority of growth will be accommodated within the existing urban environment or mixed-use intensification opportunities along public transport routes and close to centres.” Waka Kotahi</i></p> <p>Encourage intensification rather than greenfield sites to protect sites and areas of cultural significance.</p>	<p>The FDS will be a blueprint for what and where growth is encouraged.</p>
Housing key challenge	<p>Whangārei faces housing challenges including affordability, quality (materials/accessibility), choice (type and size), and location.</p> <p><i>“Everyone knows there is a major lack of affordable housing in Whangārei and building terraced and apartment buildings are an excellent solution to that problem” Community</i></p>	<p>The FDS encourages greater housing choice and is supportive of inner city living, building affordable, accessible, and well-located medium density options (such as apartments and/or terraced housing).</p>
Constrained infrastructure is a barrier to enable development	<p>Infrastructure capacity impacts growth opportunities now and in the future. Enabling intensification through the recent District Plan provisions but not supporting infrastructure upgrade investment and timing raises concerns. Need to provide certainty on timing of infrastructure.</p> <p><i>“Do not mind holding off on new development as long as Council can provide certainty on timing of infrastructure upgrades.” Kainga Ora</i></p>	<p>The FDS aligns land use and infrastructure provision. Council infrastructure must be sequenced, resilient and provided in a coordinated way.</p>
Mobilising Māori Land	<p>There are significant challenges with mobilising Māori land for development.</p> <p><i>“The biggest challenge is enabling whenua Māori development opportunities, and connection. The location of Whenua Māori in the Whangārei District is rural or coastal, in areas that traditionally haven't been supported or assisted with.” Te Puni Kokiri</i></p>	<p>The FDS supports Māori aspirations for development and seeks to overcome challenges through partnership opportunities and working alongside Māori to support their aspirations.</p>
Labour shortage is not being addressed	<p>Whangārei has a significant labour shortage that is not being addressed. Whangārei struggles to attract staff / labour and businesses into the district. Therefore, there are concerns</p>	<p>The FDS acknowledges this challenge to delivery and timing. Labour shortages requires a multi-agency approach to setting</p>

Key theme	Explanation	How FDS responds:
	Northland is not well placed to deliver projects and infrastructure to cater for planned growth. <i>“Biggest constraint is access to labour.” Infrastructure Sector</i>	strategic priorities for implementation.
Whangārei lacks transport options	Limited transport options namely public transport opportunities hinder mobility and accessibility for residents in urban and rural communities. There is need for an improved transport system with frequent and reliable public transport; also transport choice and investment in multi-modal transport options such as the consideration of a passenger rail service. <i>“Although rail in Northland is currently exclusively used as a freight service, it inherently holds potential to carry passengers, inter-regional and local – similar to the shared rail network(s) in Auckland and Wellington” Kiwi Rail</i>	The FDS promotes transport choice, investment in quality public transport, and walking and cycling opportunities. An efficient, safe and affordable transport network enabling accessible/barrier-free movement in/around the Whangārei District is a key focus of the FDS.
Improved reliable and efficient transport connections	Transport connections have been significantly impacted by disruptions and underinvestment highlighting national and regional transport vulnerabilities. Importance of inter-regional transport connections and multi-mode transport link. <i>“4 laning will open a number of economic opportunities for Northland.” Development Sector</i>	The FDS signals key transport projects and the importance of transport investment to / from and within the district. Secure, resilient, and reliable inter-regional connections to Whangārei District and Te Tai Tokerau are vital to enable free movement of travel and support the prosperity of Northland’s economy.
Natural hazards	Natural hazards and changing climate considerations if not managed can significantly harm people and property. <i>“...we will have to make challenging decisions especially on existing identified growth areas impacted by natural hazards.” Central Government Workshop</i>	The FDS carefully considers key hazards including coastal erosion, coastal flooding, other flood hazards, land instability, and mining subsidence and climate change considerations in planning for the future. Hazard information and maps are used to guide future land use planning, transport, and infrastructure development. Some areas will be avoided, some will require mitigation and careful management, and other areas / communities may require

Key theme	Explanation	How FDS responds:
		adaptive pathway solutions over the medium to long term.
Protect productive soils and consider location of land use activities	<p>Unplanned growth on highly productive land limits the availability of suitable soils for food and fibre production.</p> <p>There are concerns about location of future houses in close proximity to industry activities and possible reverse sensitive issues such as in Marden Point.</p> <p><i>“As a long-established industrial activity, operations ... are susceptible to potential objections and complaints where incompatible, sensitive activities (e.g., residential development) are enabled nearby.”</i> Development Sector</p>	<p>Mapped productive land (soils) have been included in scenario testing and analysis. These maps are used to guide future land use planning, transport, and infrastructure development. The compatibility of land uses, proximity and location is considered in the FDS.</p>
Improve environment outcomes	<p>Environment degradation and declining water quality negatively impacts eco-systems, cultural/social wellbeing, and public health. Preserve and enhance native flora and fauna. Enhanced environmental outcomes and improved water quality.</p> <p><i>“Swimmable rivers! The Hātea is such an incredible asset, but the water is often far too murky to be trusted for swimming”. Community</i></p>	<p>The FDS seeks to contain urban development and prevent development encroaching ecologically significant areas and highly productive land which is more suitable for other activities.</p> <p>The FDS strives to improve environmental outcomes through enhancing green spaces, protecting wildlife corridors and enhancing natural areas to improve ecosystems and indigenous biodiversity over time.</p>
Vibrant places and spaces	<p>Generous green/public spaces for recreation (passive or active), sport, playgrounds, community gardens and places for gathering.</p> <p>Whangārei is a destination and key economic hub for Northland. Create vibrant places to gather, socialise and participate in local events. More free family friendly activities, events, theatre, hotels, things to do and see for locals as well as tourists.</p> <p><i>“An “Eat Street” of new / up and coming eateries and a “Craft Street” to</i></p>	<p>The FDS supports the equitable distribution of green space throughout the Whangārei District.</p> <p>The FDS promotes Whangārei City Centre as a vibrant and attractive destination for residents and visitors alike to participate in a range of activities and attractions.</p>

Key theme	Explanation	How FDS responds:
	<i>support small local businesses grow.”</i> <i>Community</i>	
Promote equitable access for all	Provide equitable access for all. Equitable access to education, healthcare, and social services for Māori, addressing disparities in health, education, and employment.	The FDS aims to enable equitable access to education, services, housing, and employment. Ongoing multi-agency collaboration, partnerships and co-operation is needed to remove barriers and enable fair and equitable outcomes for all.

Appendix B: 2021 HBA Memo Key Assumptions

Memorandum

Project: Whangārei FDS

Subject: Summary of Whangārei Housing and Business Land and Demand Capacity Assessment (2021)

The most recent housing and business capacity assessment (HBA) for Whangārei was completed in 2021. The findings from that HBA are being used to inform the Future Development Strategy (FDS), which is due to be completed in mid-2024. The purpose of this memo is to summarise the key findings of the 2021 HBA, and how it will be used for the FDS. This memo will also summarise some changes that have happened since that HBA, and what those mean for the FDS.

What were the findings of the 2021 HBA?

Housing capacity

The population and housing projections were based on the Whangārei District Growth Model 2020 and aligned with the 2021-31 Long Term Plan and associated Infrastructure Strategy. A high population growth scenario was used for this HBA. This assumed there would be an additional 46,100 residents over the long term (by 2051), with a need for an additional 20,100 dwellings.

A Housing Capacity and Feasibility Model was developed to compute the plan enabled and feasible housing capacity of residential zones in Whangārei District. This model draws on the District Plan zoning rules and some financial modelling assumptions. As part of the model development process, it was estimated that all sites in current residential zones are infrastructure ready except for a small number of sites in the Settlement Zone – Residential Sub-Zone, depending on their distance from the wastewater network⁶². The model found that the plan enabled capacity of residential zones in Whangārei's urban areas was 37,200 houses, while the feasible capacity was 19,600 houses.

To estimate the 'reasonably expected to be realised' capacity, analysis of recent developments within Whangārei was undertaken. The analysis reviewed the plan enabled capacity of recently developed sites (within the last 10 years) and compared that with the actual yield of subdivided lots. The findings indicated that between 45-55% of plan enabled capacity was realised, which aligns with the results of the feasible capacity modelling being 53% of plan enabled capacity. Therefore, the feasible capacity results are assumed to also be reasonably expected to be realised.

The 2021 HBA found that there was sufficient plan enabled, feasible housing capacity in the short and medium term, but not in the long term, based on the residential zones that were modelled. However, some zones that weren't modelled also contribute to the housing capacity of the district and when these are included, there is expected to be sufficient capacity in the long term.

Table 3: shows the results of the 2021 HBA, including the expected additional capacity from unmodelled zones. When the additional capacity of the unmodelled zones is included, there is expected to be sufficient capacity to meet demand plus competitiveness margins in the long term.

Table 3: Summary of 2021 Whangārei housing assessment results

	Short term (2024)	Medium term (2031)	Long term (2051)
Projected population growth since 2020	4,800	16,900	46,100
Projected household growth since 2020	2,300	7,500	20,100

⁶² These sites make up around 1% of plan enabled capacity and 0.5% of feasible capacity across the district.

Housing demand with competitiveness margin	2,800	9,000	23,100
Plan enabled, infrastructure ready capacity (modelled)	37,200		
Feasible capacity (modelled)	19,600		
Sufficiency (modelled)	Yes	Yes	No
Additional plan enabled capacity (not modelled ⁶³)	6,700		
Additional feasible capacity (not modelled)	3,500		
Feasible capacity (modelled plus not modelled)	23,100		
Sufficiency (modelled plus not modelled)	Yes	Yes	Yes

Business capacity

The projected business land demand was developed based on employment demand projections and was updated from the 2018 HBA. The total projected demand for growth in business land in Whangārei is 47 hectares in the short term, 112 hectares in the medium term, and 199 hectares in the long term. When the competitiveness margins required by the NPS-UD are considered, these increase to 56 hectares in the short term, 134 hectares in the medium term and 228 hectares in the long term. The split of land required by business sector is around 80% industrial, 10-15% retail and personal services, 5% health, education and community services, and 2% office-based activities.

Key uncertainties about land requirements for business activities were identified in the HBA, including decision making on the port and freight network, rail investment, road investment, and the defence force hub.

A business capacity model was used to compute the plan enabled and infrastructure ready business land in the district. In total, 406 hectares of business zoned land was identified as being able to support future business activities. This shows that there is sufficient business zoned land in total to meet the long term demand (of 228 hectares). The business capacity model showed that there is also sufficient land zoned for each individual business sector to meet its demands. However, if flood-susceptible land is excluded from the capacity assessment, there are some small insufficiencies in the long term (but not in the short or medium term) in: industrial land (9.1 hectares) and health, education and community services, and office-based activities (1.3 hectares).

Table 4: Summary of 2021 Whangārei business assessment results

	Short term (2024)	Medium term (2031)	Long term (2051)
Projected business land growth (hectares)	47	112	199
Business land demand with competitiveness margin (hectares)	56	134	228
Total business land available	406		
Sufficiency (by sector)	Yes	Yes	Yes
Sufficiency (by sector, exclude flood prone land)	Yes	Yes	No (by 10.4ha)

What has changed since the 2021 HBA?

Updated population projections

⁶³ The unmodelled additional plan enabled capacity comes from 5,000 houses in Rural Production Zone, 1,000 houses in the Port Nikau Development area, 200 houses in the Ruakaka Equine Zone, and 500 houses in Marsden Primary Centre. The capacity in the Rural Production Zone wouldn't meet the requirements of the new NPS-HPL. Further capacity was also expected to come from the Urban and Services Plan Change and the Growth Strategy and Placemaking Plans.

In 2023, revised population projections were developed by Infometrics for Whangārei. These updated projections are being used for the FDS and are outlined in the table below. The latest population projections for the long term period of the FDS (2053) are slightly less than was projected for the long term of the HBA (2051).

Therefore, the population/demand side of the HBA assessment is still appropriate to rely on.

Table 5: Summary of updated population projections

	Baseline (2020)	Short term (2024)	Medium term (2031)	Long term (2051)	FDS long term (2053)
HBA assumed population	98,300 ⁶⁴	103,100	115,200	144,400	
Current population projection (high)	97,800 ⁶⁴	103,500	113,100	140,000	142,000
Difference (HBA minus Current)	-500	+400	-2,100	-4,400	-2,400

New District Plan zone extents and provisions

The HBA was based on a version of the District Plan from July 2020. In late-2022, the Housing Capacity and Feasibility Model was updated to apply the zoning extents and provisions from the 2022 District Plan, which incorporate the Urban and Services Plan change. The model was also subsequently revised to incorporate exclusions to avoid developing in hazard prone areas. In that update, a bug was found in the infill calculations which meant the estimated capacity in the HBA version was an underestimate.

The capacity estimates from the current versions of the Housing Capacity and Feasibility model are higher than the models used for the HBA and more than cover the insufficiency identified in the HBA.

Table 6: Overview of Housing Capacity and Feasibility Model versions and results

Model scenario		Plan enabled capacity	Feasible capacity
1	HBA version, underestimate ⁶⁵ (superseded)	37,200	19,600
2	Updated to 2022 District Plan (superseded)	59,800	20,400
3	Updated parcel and ratings data (current)	60,800	35,000
4	Exclude land covered by designations (current)	56,900	32,200
5	Exclude land impacted by high risk natural hazards ⁶⁶ (current)	55,900	31,100
6	Exclude land impacted by all natural hazards (current)	49,200	26,500

Are there risks with relying on the 2021 HBA for the FDS?

This section highlights and responds to some questions that have been asked about how the HBA will be used for the FDS.

Will the demand side of the housing assessment be updated?

⁶⁴ The 2020 population estimate made for the 2021 HBA has since been revised.

⁶⁵ The modelled capacity for the HBA version of the housing assessment was underestimated due to a bug in the model which miscalculated the capacity from infill developments. The 2022 District Plan version of the model estimated plan enabled capacity of 40,700 and feasible capacity of 20,400 before the bug was fixed.

⁶⁶ High risk natural hazards include 10-year flood zones, up to 50-year coastal flooding zones, up to 50-year coastal erosion zones, and mining subsidence zone 1.

A review of the most recent population growth projections show that they are actually slightly smaller than the growth projections that were used for the 2021 HBA, so no updates to the housing demand will be made when reviewing the sufficiency results of the FDS.

Will there be more work done on housing affordability?

The 2021 HBA lacked an assessment of housing affordability, which is required by the NPS-UD. However, the 2021 Whangārei District Growth Strategy includes some analysis of housing affordability in the district, and this will be used to inform the FDS work. That work found that affordability of housing in Whangārei is becoming an increasingly severe issue. Median house prices have risen by 67% and rents by 44% since 2010, while household incomes only increased by 37.6%.

Future HBAs for Whangārei should include analysis and monitoring of housing affordability in the district.

Will there be more work done on the current and future housing demand for Māori?

The FDS programme aims to draw on a partnership approach with iwi and hapū to incorporate their values and aspirations into the FDS and therefore the future of the district. This would supplement and build on the work and findings from the 2021 HBA. The development of the partnership approach has been slower than expected, however, as it is setting the foundation for a longer term partnership between tangata whenua and Council, this delay is considered an appropriate trade-off.

Therefore, while the FDS aims to incorporate the values and aspirations of tangata whenua for future development, this partnership is also expected to be an ongoing relationship to inform future strategies and planning activities.

Understanding the future housing demand for Māori is also a requirement for future iterations of the HBA and will be incorporated into future FDS versions and placemaking plans.

How much of the plan enabled and feasible capacity is also infrastructure ready?

Although the 2021 HBA document didn't clearly outline it, all of the residential zoned land in the district were understood to be infrastructure ready, except for a small number of sites in the Settlement Zone – Residential Sub-Zone, which have different zoning rules to accommodate wastewater requirements.

Therefore, the starting assumption is that all of the plan enabled and feasible capacity results are also infrastructure ready. However, it has been noted that there may be some infrastructure constraints in parts of Whangārei (including in Ruakākā), and these will be factored into the shortlist scenario process.

How is the insufficient capacity (from the HBA) for some business districts addressed?

The business capacity assessment found that there is sufficient capacity to meet the projected demand for all business sectors in the short, medium and long term. However, if flood prone land is excluded from the assessment, a small insufficiency was identified in the long term. As this arises toward the end of the assessment period, and flood-prone land is often still developable (at a lower density, for certain purposes, and/or at additional cost), this insufficiency was not identified as a large concern in the HBA.

The main finding of sufficient capacity (including on flood-prone sites) is most relevant for the FDS.

More work is required to understand the long-term supply of business land on flood-prone sites, and therefore whether the possible insufficiency is likely to be realised.

What assumptions will be used during the preparation of the FDS?

The key findings from this summary that the FDS will draw on include:

- Population and household projections are similar to what was in the 2021 HBA. While the most recent projections will be used for the FDS, the sufficiency results from the HBA are still appropriate and will be used directly.

- Updated housing capacity models (including updating the district plan, applying natural hazard constraints, and fixing an error) show that the housing capacity estimated in the 2021 HBA was likely an underestimate. There is expected to be sufficient housing capacity in the short, medium and long term to meet demand.
- Some infrastructure constraints have been identified that were not present in the HBA – these will be considered as part of the scenario development and assessment process for the FDS.

There is expected to be sufficient business land available to meet demand in the short, medium and long term. More work is needed to determine what the impacts of the recent natural hazards mapping could have on that capacity.

Appendix C: Development Capacity of Primary Development Areas

The identification of the Primary Development Areas are consistent with the zoning changes introduced through the Medium Density Residential Zone in 2021. Plan-enabled commercially feasible capacity from the HBA 2024 are provided in the table below for the proposed Primary Development Areas. The calculations are filtered to those residential and centre zones⁶⁷ that provide for medium to higher density residential development (see the footnote for a complete list).

To be noted, the FDS will enable a greater mix of higher density typologies (townhouses and apartments) than what might be calculated through the HBA capacity numbers. The capacity numbers do not reflect a future state, but rather, the current state that is based upon what is already plan-enabled and commercially feasible under current market conditions. For example, the Primary Growth Corridor is expected to support development of up to six stories in the future, exceeding what is currently permitted by the Operative District Plan.

As presented in the table below, the PDAs provide for 15.4% of the current commercially feasible capacity across the district. When considering the gross figures for capacity (existing dwellings including net additional dwellings) of the PDAs, this makes up 32.5% of the total capacity for the district.

While the calculations suggest there is no commercially feasible capacity in Otangarei, the 2024 HBA identifies Kāinga Ora has significant landholdings in this suburb that may support some redevelopment and increased supply of housing (2024 HBA, p.29).

Table 7: Plan-enabled feasible capacity within the Primary Development Areas.

	Existing			Plan-enabled		Commercially Feasible	
	Existing Sites	Sum of existing site area (ha)	Num. of existing dwellings	Num. of plan-enabled sites	Sum of plan-enabled net additional dwellings	Num. of feasible sites	Sum of feasible net additional dwellings
City Centre	611	85.7	815	509	4,584	23	1,085
<i>Primary Development Corridor</i>	6,315	1,173.4	7,926	2277	4,310	245	1,783
<i>Marsden / Ruakākā</i>	1,483	252.0	1,519	62	1,261	154	1,253
<i>Onerahi</i>	2,350	255.8	2,602	836	1,870	16	553
<i>Otangarei</i>	547	47.2	635	492	700	0	0
<i>Raumanga</i>	1,432	286.4	1,614	341	1,083	2	301
<i>Tikipunga</i>	2,438	368.1	2,652	975	2,621	15	1,445
PDAs TOTAL	15,176	2,468.6	17,763	5,492	16,429	455	6,420
Whangārei Total	29,101	7,865.7	32,600	19,981	63,450	3,028	41,773

Table 8: Concordance between PDAs and SA2s

PDA	SA2 (2023) within PDA
City Centre	Whangārei Central

⁶⁷ Includes plan-enabled commercially feasible capacity in the following zones only: City Centre Zone, Medium Density Residential Zone, Mixed Use Zone, Neighbourhood Centre Zone, Town Centre Zone, and Waterfront Zone.

Primary Growth Corridor	Woodhill-Vinetown; Kensington (Whangarei District); Mairtown; Whau Valley; Granfield Reserve; Kamo West; Kamo Central
Urban Centres:	
Marsden / Ruakākā	Ruakākā
Tikipunga	Tikipunga North; Tikipunga South
Onerahi	Onerahi Park; Sherwood Rise; Onerahi
Otangarei	Otangarei
Raumanga	Raumanga; Tarewa

Appendix D – Te Waiariki Hapū Statement of Position in relation to the Whangarei District Council's Future Development Strategy (FDS)

Memorandum



Date: 20.11.2023

Explanatory Note: *This memorandum exclusively addresses the specific concerns and perspectives of Te Waiariki Hapū (Te Waiariki, Ngāti Kororā, Ngāti Takapari Hapū Iwi Trust) concerning the Whangarei District Council's Future Development Strategy (FDS). It does not claim to represent the views of all Hapū, and it refrains from diminishing the significance of any input or perspectives that other Hapū may provide regarding the WDC FDS.*

It is essential to highlight that Te Waiariki Hapū kaimahi attended multiple hui with the Whangarei District Council on this kaupapa, including hui held at Whangarei Terenga Paraoa Marae. The focus of this memorandum specifically pertains to the Te Waiariki Hapū rohe, as this area has been identified and scoped for inclusion in the WDC Future Development Strategy. The deliberate selection of this geographic area underscores the localized impact and relevance of the concerns articulated in this document.

For a comprehensive understanding of Te Waiariki Hapū's position, territorial boundaries, and aspirations, reference should be made to the Te Waiariki, Ngāti Kororā, Ngāti Takapari Hapū Iwi Trust Letter of Intent sent to the Whangarei District Council. This document provides detailed information, including maps outlining Hapū rohe and tribal territories, thereby contributing to a more thorough comprehension of Te Waiariki Hapū's unique perspective within the broader context of the FDS. Furthermore, it is emphasized that Te Waiariki Hapū advocates for collaborative efforts (mahitahi) and unity (kotahitanga) when working with other Hapū, particularly in areas where overlapping interests may arise.

Introduction

This memorandum outlines the perspective of Te Waiariki, Ngāti Kororā, Ngāti Takapari Hapū Iwi Trust (Te Waiariki Hapū) with regard to the Whangarei District Council's Future Development Strategy (FDS). The Hapū Iwi Trust emphasize the significance of Te Tiriti o Waitangi in shaping Whangarei's development, focusing on the principles of partnership, participation, protection, and active decision making. The report provides recommendations aligned with these principles to ensure the FDS respects rangatiratanga, mana motuhake, and the aspirations of Te Waiariki, Ngāti Kororā, Ngāti Takapari Hapū.

The memorandum provides an overview of the following:

- Te Waiariki Hapū Statement of Position on the Whangarei District Council's Future Development Strategy (FDS)
- He Whakaputanga 1835: A Foundation of Hapū Authority
- Te Tiriti o Waitangi 1840
- Te Waiariki Hapū Perspective: Feedback on FDS Strategic Drivers, Outcomes & Spatial Scenarios:
- Inquiry from Whangarei District Council: Questions for Hapū on the FDS Perspectives
- Te Waiariki Hapū Concerns and Recommendations for the Future Development Strategy (FDS)
- Questions for Whangarei District Council
- Concluding Statement

Te Waiariki Hapū Statement of Position on the Whangarei District Council's Future Development Strategy (FDS)

Te Waiariki Hapū asserts an unwavering commitment to tino rangatiratanga and mana motuhake within the Whangarei District Council's Future Development Strategy (FDS). We demand active engagement, direct collaboration, and meaningful representation in decisions affecting our rohe. Upholding He Whakaputanga 1835 and Te Tiriti o Waitangi, we advocate for co-governance models, equitable resource allocation, and acknowledgment and rectification of historical injustices. Te Waiariki Hapū emphasize the development of a specific Mātauranga Māori frameworks and the designation of cultural zones within our rohe. Our hapū's position aligns with a balanced and climateresilient future, fostering cultural preservation, hapū economic empowerment, and holistic well-being. The FDS must recognize the unique identity, rangatiratanga, and mana motuhake, adhering to the enduring principles of He Whakaputanga 1835 and Te Tiriti o Waitangi 1840. We reserve the right to endorse and apply this position to our rohe as decided by Te Waiariki Hapū, independent of the council.

Explanatory Note: *Te Waiariki Hapū, as a sovereign entity, asserts its inherent authority and tino rangatiratanga over decisions within our rohe, including the determination of policies that apply. Our tikanga holds precedence in the first instance, guiding and shaping the course of action. It is imperative to recognize that Te Waiariki Hapū autonomously holds the authority to decide which policies are applicable within our boundaries. This encompasses the right to endorse, modify, or reject elements of the Whangarei District Council's Future Development Strategy (FDS) as we see fit. This position emphasizes that our tikanga, rooted in the principles of tino rangatiratanga, is the primary guiding force in all maKers concerning our whenua, moana, awa and people. The authority of Te Waiariki Hapū stands unwavering, ensuring that decisions align with our cultural values and the well-being of our whanau, haukainga, kaumatua -kuia, tai tamariki, tamariki and mokopuna.*

He Whakaputanga 1835: A Foundation of Hapū Authority

He Whakaputanga 1835, commonly known as the Declaration of Independence of New Zealand, stands as a foundational document that echoes the enduring authority of Hapū. This historical declaration, signed by rangatira not only asserted their independence but also emphasized their exclusive right to govern their territories. In the context of Whangārei's development, He Whakaputanga is more than a relic of the past; it's a living testament to the sovereignty and rangatiratanga (chieftainship) inherent to Hapū. He Whakaputanga 1835 marks a pivotal moment in history where Māori chiefs asserted their collective sovereignty and autonomy. He Whakaputanga not only declared Māori independence but also affirmed the authority of tangata whenua over their lands, waters, and cultural heritage.

He Whakaputanga 1835 (Declaration of Independence) Clause 2:

"Ko te Kingitanga ko te mana i te wenua o te wakaminenga o Nu Tireni ka meatia nei kei nga Tino Rangatira anake i to mātou huihuinga. A ka mea hoki e kore e tukua e matou te wakarite ture ki te tahi hunga ke atu, me te tahi Kawanatanga hoki kia meatia i te wenua o te wakaminenga o Nu Tireni. Ko nga tangata anake e meatia nei e matou e wakarite ana ki te ritenga o matou ture e meatia nei e matou i to matou huihuinga."

Translation:

"The sovereignty/kingship (Kīngitanga) and the mana from the land of the Confederation of New Zealand are here declared to belong solely to the true leaders (Tino Rangatira) of our gathering, and we also declare that we will not allow (tukua) any other group to frame laws (wakarite ture), nor any Governorship (Kawanatanga) to be established in the lands of the Confederation unless (by persons) appointed by us to carry out (wakarite) the laws (ture) we have enacted in our assembly (huihuinga)."

Significance of He Whakaputanga 1835 in the Context of Hapū and WDC Future Development Strategy (FDS):

Historical Assertion of Sovereignty: He Whakaputanga 1835 signifies the historical assertion of sovereignty by Māori chiefs, asserting their authority and rights over their territories. This declaration, particularly Clause 2, emphasizes the exclusive authority of the true leaders (Tino Rangatira) to govern and enact laws within the Confederation of New Zealand.

Relevance to Hapū Authority and Decision-Making: For Hapū, He Whakaputanga reinforces the enduring authority and autonomy in decision-making processes concerning their rohe (territories) and tāngata (people). The declaration rejects external interference in framing laws or establishing governance structures without the consent of the true leaders.

Application to WDC Future Development Strategy (FDS): In the context of the WDC FDS, He Whakaputanga's principles align with the expectation of Hapū involvement in decision-making processes. The FDS must recognize and respect the mana and tino rangatiratanga of Hapū in shaping the future development of Whangārei. This involves engaging in meaningful partnerships, acknowledging Hapū as joint sovereigns, and ensuring their active participation in the development strategy.

Consistency with Te Tiriti o Waitangi: He Whakaputanga reinforces the principles of Te Tiriti o Waitangi, emphasizing partnership, protection, and active decision-making. The FDS should reflect these principles, acknowledging the historical agreements and commitments made by Hapū as outlined in He Whakaputanga and Te Tiriti.

In summary, He Whakaputanga 1835 serves as a foundational document that affirms Hapū authority, autonomy, and sovereignty. Its principles should guide the collaborative and respectful approach taken in the development of the WDC Future Development Strategy.

Te Tiriti o Waitangi 1840:

Te Tiriti o Waitangi is the cornerstone guiding Whangārei's development, emphasizing principles crucial for a prosperous, inclusive, and sustainable future. The key guiding document in any consideration of planning or practice that may impact upon the cultural values or wellbeing of Tangata Whenua is Te Tiriti o Waitangi. The principles of Te Tiriti are recognized and provided for in the sustainable management of ancestral lands, water, air, coastal sites, wāhi tapu, and other taonga, and natural and physical resources. Te Tiriti is articulated in law through an evolving set of principles, including:

- **Rangatiratanga and Mana Motuhake:** Affirms Hapū authority, autonomy, and the inherent right to self-determination, emphasizing sovereignty and the ability to control their own destiny.
- **Active Decision-Making:** Involves making informed and collective decisions with Hapū communities on matters that affect them directly. It fosters shared governance and requires the Crown to actively engage with Hapū in decision-making processes.
- **Partnership:** Acknowledges the need for a strong and ongoing partnership between the Crown and Hapū, emphasizing cooperation, collaboration, and mutual respect.
- **Participation:** Recognizes the right of Hapū to make decisions about their own affairs and participate fully in the life of the nation, aligning with self-determination.
- **Protection:** Ensures that Hapū rights, culture, and lands are protected from unjust actions and policies, safeguarding the interests of Hapū communities.
- **Equality:** Ensures that Hapū have the same rights and privileges as all other New Zealand citizens, promoting equal opportunities and protection under the law.
- **Right of Development:** Acknowledges Hapū's inherent right to develop and prosper, recognizing the importance of self-sufficiency and sustainable economic, social, and cultural development.
- **Redress:** Provides a mechanism for addressing past grievances and injustices, ensuring that Hapū communities have the right to seek fair and just remedies for historical wrongs.

While Article 1 of the Treaty enables the Crown to govern and make laws, Article 2 guarantees Māori rangatiratanga over their people, lands, and taonga (things of value). Māori values, associations, and interests with their taonga apply regardless of property titles or other constructs, and the Treaty requires that the Crown actively protect these associations and interests (including through but not limited to statutes). Article 3 provides for equality and equity of citizenship and outcome.

Te Waiariki, Ngāti Kororā, Ngāti Takapari, Hapū were guaranteed "Tino Rangatiratanga o ngā taonga Katoa. Article 2, Māori version; at the very least have "the full exclusive undisturbed possession of their most prized possessions." Article 2, Pākehā text; our understanding of Te Tiriti is that the recognition and acknowledgement and indeed protection of our Tino Rangatiratanga means that for anything that affects our rights as Te Waiariki, Ngāti Kororā, Ngāti Takapari, we will have to agree to it. This is fundamental to the Tiriti partnership.

Under Te Tiriti, Te Waiariki, Ngāti Kororā, Ngāti Takapari, Hapū have and will always uphold and retain the mana of our people, lands, and resources. At no time since 1840 or previously have Te Waiariki, Ngāti Kororā, Ngāti Takapari, Hapū agreed to a variation of the agreement reached under Te Tiriti o Waitangi.

Our expectation of the Crown is that our Hapū Iwi Trust will work in conjunction as "joint sovereigns" to develop solutions pertaining to laws, decisions, or regulations. These decisions that affect our rights must have equity and we must be able to participate freely with any Crown Minister or organization. As our Treaty partner, we expect the Crown to treat us as equals and enable us to make joint decisions where our rights are concerned.

Te Waiariki, Ngāti Kororā, Ngāti Takapari maintains and affirms its status as having Tino Rangatiratanga and Mana Motuhake over our rohe and people, including our mana moana and mana whenua. We have never and will never relinquish our Tino Rangatiratanga and Mana Motuhake.

Our tino rangatiratanga includes the power and rights to (however, not limited to:

- Hapū autonomy in decision-making processes that affect our rohe and tāngata (people).
- Continue to exercise customary interest in our rohe whenua and moana, without limitations.
- Control entry into our territory in accordance with our tikanga.
- Place rāhui within our territory to manage and protect natural resources, especially during periods of regeneration.
- Set aside wāhi tapu and restrict access to wāhi tapu in our territory, ensuring the preservation of sacred sites.
- Withhold consent to the proposed abrogation of such rights by Crown and Government, especially in matters of land use and resource development.
- Retain the possession of our rohe, including the ability to determine the extent and nature of future growth and development.
- Guide development and growth in accordance with our cultural values and aspirations, ensuring sustainability and alignment with our long-term vision.
- Mahinga kai: Harvesting any wildlife or marine animals, fishing, and gathering kaimoana in accordance with our tikanga without external limitations, addressing concerns of overharvesting and ecosystem impact.
- Use of natural resources within our rohe in accordance with our tikanga and without external limitations, with a focus on sustainable practices to safeguard the environment for future generations.
- Control use and access to our Tauranga ika (fishing grounds), incorporating considerations for the impact of increased activity on fisheries and marine ecosystems due to growth.

This summarised list reflects a holistic perspective, emphasizing the multifaceted aspects of tino rangatiratanga.

Te Waiariki Hapū Perspective: Feedback on FDS Strategic Drivers, Outcomes & Spatial Scenarios:

Kaitiakitanga: Te Waiariki Hapū places utmost importance on active involvement in sustainable land management and environmental protection, aligning with Māori values and traditional ecological knowledge. The hapū advocates for the development of a culturally informed spatial planning strategy, designating specific cultural zones to guide FDS decisions on housing, land use, and water, respecting the environment and culture simultaneously. Additionally, regenerating brownfield sites, coordinating growth with infrastructure, and leading climate change adaptation are seen as vital steps for environmental restoration.

Infrastructure: Te Waiariki Hapū emphasizes the need for sustainable infrastructure aligned with the environment. Prioritizing green infrastructure, sustainable transportation, and habitat preservation are essential. The hapū insists on acknowledging past environmental impacts and collectively taking responsibility for a more sustainable future. The development of roads and bridges should utilize ecofriendly materials, incorporate low-impact designs, and include wildlife crossings to preserve biodiversity. Balancing rural and urban development is crucial to minimize environmental disruptions.

Cultural Resurgence and Preservation: For Te Waiariki Hapū, the revitalization of Te Reo Māori and cultural preservation initiatives are non-negotiable. The hapū advocates for cultural heritage parks, ensuring past areas taken for economic benefit are reserved for the future benefit of deprived hapū. Integrating cultural perspectives into public spaces is essential for preserving the cultural heritage of the land.

Economic Development and Well-being: Te Waiariki Hapū asserts that economic prosperity should be intertwined with the preservation of cultural heritage. Economic initiatives should prioritize Māori communities, ensuring equitable access to education, healthcare, and social services. Partnerships that facilitate resource sharing and economic empowerment within Māori communities are encouraged.

Social Well-being: In terms of social well-being, Te Waiariki Hapū calls for facilitation of Māori home ownership, emphasizing accessibility and equity. Support for marae, whenua Māori, and papakāinga growth and development is crucial. Improved access to healthcare services and the creation of mixed-use cultural zones contribute to a healthier, culturally rich community.

Monitoring: Te Waiariki Hapū recommends rigorous monitoring and evaluation processes to assess the impact of the FDS on Hapū, Māori well-being, cultural preservation, and economic growth. Adaptations and refinements should be based on insights gained through this process.

This feedback provides a comprehensive perspective from Te Waiariki Hapū, emphasizing the importance of environmental sustainability, cultural preservation, and equitable economic development in the Whangarei FDS.

Inquiry from Whangarei District Council: Questions for Hapū on the FDS Perspectives

The following questions were presented by the Whangarei District Council during a hapū engagement session. These inquiries aim to gather meaningful input from diverse hapū voices across Whangarei, contributing to the formulation of the Future Development Strategy (FDS).

- What is your purpose for engaging in the FDS? What matters to you and your hapū?
- What values must be upheld to enable development aspirations of hapū?
- What is the vision/mission for your hapū?
- What values must Whangarei uphold to realize Te Tiriti o Waitangi?
- Constraints on tangata whenua not realizing development aspirations in urban and whenua Māori?

While the short answers provided offer a concise overview, it's important to note that Te Waiariki Hapū perspectives are multifaceted and extend beyond the brief responses. These brief answers capture key elements, including the assertion of tino rangatiratanga, the significance of values like rangatiratanga and mana motuhake. These responses are not exhaustive, and the richness of

hapū perspectives extends beyond these succinct statements. The hapū's viewpoint encompasses a broad spectrum of values, challenges, and aspirations that contribute to a holistic understanding of their role in development processes impacting their rohe. Delving deeper into these perspectives reveals a nuanced and comprehensive narrative, reflecting the unique identity and aspirations of Te Waiariki Hapū within the larger context of Whangarei's development.

Question 1: What is your purpose for engaging in the FDS? What matters to you and your hapu?

Answer: Te Waiariki Hapū engages in the Future Development Strategy (FDS) to assert and uphold our tino rangatiratanga, mana motuhake and actively participate in decisions that significantly impact our rohe (land, sea and territories). This engagement aims to secure a future that aligns with the principles of He Whakaputanga 1835 and Te Tiriti o Waitangi.

Question 2: What values must be upheld to enable development aspirations of hapu?

Answer: To enable the development aspirations of Te Waiariki Hapū, a comprehensive set of values must be upheld, reflecting the unique cultural identity and aspirations of the hapū. These include:

Rangatiratanga (Chieftainship): This principle emphasizes the political autonomy, sovereignty, and self-determination of Te Waiariki. Upholding rangatiratanga asserts the mana of Te Waiariki to control and manage all of their resources, defining their aspirations and destiny as whānau and Hapū.

Kaitiakitanga (Guardianship): Central to Te Waiariki's values is the responsibility for guardianship over their resources. This involves sustainable and responsible management, ensuring the well-being of the environment, and preserving it for future generations.

Cultural Preservation - Whanaungatanga, Wairuatanga, and Kōrero Tuku Iho: Whanaungatanga emphasizes strong collaborative relationships based on whakapapa, promoting a greater sense of health and well-being. Wairuatanga, deeply ingrained in the origins and whakapapa of Te Waiariki, represents the spiritual essence and life force. Kōrero Tuku Iho involves preserving the knowledge and wisdom of ancestors, ensuring cultural heritage and identity are respected and valued.

Tino Rangatiratanga: This concept relates to the autonomy and self-determination of Hapū in decision-making processes, emphasizing the authority to control their own resources and define their aspirations.

Kotahitanga (Unity): Unity is critical for Te Waiariki Hapū, emphasizing collaboration, working in harmony, and supporting each other to accomplish shared objectives.

Manaakitanga: Manaakitanga involves acts of respect, trust, and aroha, nurturing the wellbeing of whānau and Hapū. It extends to the care and sustenance of the environment, reflecting kindness and humility.

Upholding these values is essential for ensuring that development aligns with the cultural identity, sovereignty, and aspirations of Te Waiariki Hapū, promoting sustainability and well-being for current and future generations.

Question 3: What is the vision/mission for your hapu?

Answer: Creating the vision and mission for Te Waiariki Hapū is an ongoing and intricate process that requires thoughtful consideration and extensive collaboration within the hapū. While a detailed vision is currently in development, it will undoubtedly encompass key elements such as mana

motuhake, tino rangatiratanga, sovereignty, autonomy, hapū, whanau, haukāinga, rohe, whenua, awa, moana, and rangi. This vision will serve as a guiding light, reflecting the aspirations of the hapū for future generations. Given the depth and significance of these elements, more time is required to ensure that the vision authentically represents the values and aspirations of Te Waiariki Hapū.

Question 4: What values must Whangarei uphold to realize Te Tiriti o Waitangi?

Answer: Whangārei District Council must uphold the articles and principles outlined in Te Tiriti o Waitangi, rather than the values. These principles include partnership, participation, protection, and active decision-making. It is essential for Whangarei to recognize Hapū as rangatira and joint sovereigns, fostering collaboration and ensuring meaningful partnership in the future development strategy. Respecting the intent of He Whakaputanga 1835 is integral to honouring the agreements and commitments made under Te Tiriti o Waitangi. Upholding these principles ensures a collaborative and respectful approach, acknowledging the historical agreements and commitments made by Hapū, as outlined in both Te Tiriti o Waitangi and He Whakaputanga 1835.

Question 5: Constraints on tangata whenua not realizing development aspirations in urban and whenua Māori?

Answer: Constraints on tangata whenua, whanau, haukāinga, hapū and Iwi not realizing development aspirations in urban and whenua Māori are multifaceted and deeply rooted in historical injustices, colonization impacts, and ongoing challenges. Several factors contribute to these constraints, highlighting the need for a comprehensive and culturally sensitive approach to development.

Colonization and Trauma: The historical process of colonization has seen enduring impacts on tangata whenua, including Te Waiariki Hapū. The trauma resulting from land loss, cultural disruption, and economic disparities has created significant barriers to realizing development aspirations. Acknowledging and addressing this historical trauma is crucial for healing and moving forward.

Land Loss and Economic Disparities: The removal of lands and resources from tangata whenua has led to economic disparities and a loss of self-sufficiency. The economic impacts of land dispossession contribute to challenges in realizing development aspirations, particularly when economic opportunities are limited, and access to resources is constrained.

Economic Disparities from Land Removal: The economic impact of removing lands and resources from tangata whenua contributes to disparities in wealth and opportunities. The economic consequences of historical injustices affect the ability of tangata whenua to invest in and drive their own development initiatives, perpetuating cycles of disadvantage.

Insufficient Resources for Capacity Building: Tangata whenua, including Te Waiariki Hapū, often face challenges in building the capacity needed to actively participate in development processes. Insufficient resources for education, training, and skill development hinder their ability to engage meaningfully in decision-making, limiting the realization of their aspirations.

Resource Management and Allocation: The allocation of resources, including financial support, technical expertise, and capacity-building opportunities, plays a critical role. Tangata whenua may face constraints when these resources are disproportionately allocated, hindering their ability to actively participate in and influence development initiatives.

Lack of Meaningful Engagement: Development processes that do not prioritize meaningful engagement with tangata whenua result in decisions being made without considering their perspectives. Meaningful engagement involves recognizing tino rangatiratanga and mana motuhake, ensuring that the unique cultural values and aspirations of tangata whenua are respected and incorporated into development plans.

Inclusive Decision-Making Mechanisms: The absence of inclusive decision-making mechanisms that actively involve tangata whenua can perpetuate disparities. Ensuring that hapū have a meaningful role in shaping policies and decisions related to development is essential for breaking down these constraints.

Cultural Policies and Recognition: Inadequate incorporation of cultural policies within planning documents may result in a lack of recognition for the importance of preserving cultural heritage. The failure to integrate cultural considerations into policies can contribute to the erasure of tangata whenua perspectives from the development process.

These historical and socio-economic factors intersect with the regulatory frameworks, district plans, and policies governing land use and development. The resulting complex challenges for tangata whenua, including Te Waiariki Hapū, require a transformative and collaborative approach to planning that addresses the root causes of historical injustices. This includes fostering partnerships, providing resources for capacity building, integrating cultural considerations into policies, and ensuring inclusive decision-making mechanisms. By actively involving tangata whenua in shaping development strategies and recognizing their rights and aspirations, a more equitable and inclusive approach can be established, aligned with the principles of Te Tiriti o Waitangi and He Whakaputanga 1835.

Te Waiariki Hapū Concerns and Recommendations for the Future Development Strategy (FDS)

Rangatiratanga and Mana Motuhake Empowerment:

- **Concern:** Te Waiariki hapū stress the importance of true rangatiratanga (chieftainship) and mana motuhake (autonomy) over their lands and resources.
- **Recommendation:**
- Advocate for the delegation of authority and decision-making powers to Te Wairiki hapū through the establishment of co-governance models and the transfer of powers. This ensures that decisions directly impacting their rohe are made in collaboration with hapū representatives.
- Address legal frameworks that support Māori rights and interests, ensuring they are incorporated into the FDS.

Collaborative Policy Development:

- **Concern:** Te Waiariki hapū seek active collaboration in the development and implementation of policies, programs, and projects within their rohe.
- **Recommendation:**
- Establish a collaborative framework with Te Wairiki hapū to co-design and implement policies aligned with their aspirations. This includes fostering meaningful partnerships and ensuring that hapū perspectives are integrated into decision-making processes.

Direct Engagement:

- **Concern:** Te Waiariki Hapū emphasize the need for direct, proactive engagement from WDC in any growth plans within their rohe and tribal territories.
- **Recommendations:**
- Establish direct channels of communication for ongoing engagement between hapū and WDC.
- Prioritize face-to-face consultations and engagement hui to foster meaningful dialogue.

Resource Allocation:

Concern: Te Waiariki Hapū seek sufficient resources and funding to create spatial plans for their rohe, ensuring active participation in shaping development.

Recommendations:

- Allocate dedicated funding for hapū to engage in comprehensive spatial planning.
- Provide the same budget to hapū that was afforded to consultants
- Provide technical and financial support for hapū capacity building in spatial planning.

Hapū Capacity Building:

- **Concern:** Build capacity within hapū to effectively respond to growth and development.

Recommendations:

- Establish training programs and workshops for hapū representatives in planning and development.
- Provide resources for hapū to enhance their skills in responding to the challenges of growth.

Hapū Vision:

- **Concern:** Each hapū should develop unique visions for the FDS, recognizing and respecting their rangatiratanga and mana motuhake (autonomy). If there is an overarching hapū vision, it should align with He Whakaputanga me Te Tiriti o Waitangi.

Recommendations:

- Resource hapū to articulate their distinct visions.
- Encourage a framework that accommodates both overarching and individual hapū visions.

Formal Relationship Agreement:

- **Concern:** Te Waiariki Hapū advocate for a formal relationship agreement if their visions are included in the FDS. Clear commitments, responsibilities, and decision-making processes are essential for transparency.

Recommendations:

- Establish a formal relationship agreement with clear terms and mutual obligations between Te Waiariki Hapū and WDC.
- Ensure transparency and collaboration throughout the development process.
- Note: This may be wider than the scope of a Mana Whakahono.

FDS Strategic Objective – Te Tiriti o Waitangi:

- **Concern:** Te Waiariki Hapū stress the importance of a dedicated strategic objective in the FDS focused on Te Tiriti o Waitangi, ensuring a comprehensive approach to honouring treaty principles.
- **Recommendations:**
- Integrate a specific strategic objective in the FDS aligned with Te Tiriti o Waitangi.
- Establish mechanisms for ongoing monitoring and evaluation of treaty objectives.

Recognition, rectification and redress:

- **Concern:** Te Waiariki Hapū call for the acknowledgment and rectification of historical injustices, emphasizing the need for a balanced development pathway, including the return of council-owned land within their rohe.
- **Recommendations:**
- Acknowledge historical injustices identified by Te Waiariki Hapū and commit to rectifying imbalances.
- Collaborate on the return of council-owned lands, considering parks and reserves, to hapū control.
- Identify all WDC owned and operated whenua within the rohe of Te Waiariki Hapū.

Discuss land ownership issues and advocate for processes that empower hapū in land decision-making.

Mātauranga Māori Framework & Cultural Landscape Designation:

- **Concern:** Te Waiariki hapū want to develop a specific Mātauranga Māori framework that responds to growth in a holistic manner, acknowledging the importance of incorporating Atua Māori environmental domains. Te Waiariki hapū emphasize the importance of designating specific cultural zones within their rohe, considering elements such as ngahere (forests), awa (rivers), and mahinga kai (traditional food gathering sites).
- **Recommendation:**

- Allocate resources and support for Te Waiariki hapū to lead the development of a culturally sensitive Mātauranga Māori framework, integrating Atua Māori environmental domains for sustainable development within their rohe.
- Resource Te Waiariki hapū to develop a culturally informed spatial planning strategy for their rohe, designating zones that reflect the cultural significance of the land and guide development in alignment with cultural values.

Climate Resilience and Adaptation:

- **Concern:** Te Waiariki hapū express concerns about the impact of climate change on their rohe and the need for resilience and adaptation strategies.
- **Recommendation:**
- Resource and collaborate with Te Waiariki hapū to develop climate-resilient infrastructure and adaptation plans, considering rising sea levels, extreme weather events, and their specific environmental context.

Rate of Development and Hapū Management Plan

- **Concern:** Te Waiariki Hapū expresses concern about the challenge of keeping up with the rapid rate of development, emphasizing the need for comprehensive funding from WDC to support the development of a Hapū Management Plan.
- **Recommendations:**
- Allocate dedicated funding to Te Waiariki Hapū to facilitate the development of a robust Hapū Management Plan.
- Collaborate with Te Waiariki Hapū in identifying specific needs and priorities for the management plan.
- Ensure ongoing financial support to sustain the implementation and maintenance of the Hapū Management Plan.
- Foster a collaborative partnership between Te Waiariki Hapū and WDC to address the unique challenges posed by the pace of development in the rohe.

Hapū Capacity Contract

- **Concern:** Te Waiariki Hapū raises concerns about the limited capacity within the hapū to effectively respond to the engagement needs of WDC regarding Te Waiariki Hapū rohe whenua and rohe moana. The current lack of dedicated resources poses a significant challenge in actively participating in decision-making processes.
 - **Recommendations:**
 - Propose that WDC provides annual capacity contracts of \$100,000 to enable Te Waiariki Hapū to employ full-time equivalent (FTE) positions for their Taiao Unit.
 - Ensure flexibility in the use of funding to accommodate the specific needs and priorities identified by Te Waiariki Hapū in responding to engagement requirements.
- Collaborate on defining the role and responsibility, emphasising a proactive approach to environmental and cultural management by the hapū within the hapū rohe.
- Establish regular reporting and accountability mechanisms to track the progress and impact of the capacity contract.

Questions for Whangarei District Council:

The Whangarei District Council's thoughtful consideration and comprehensive response to the following questions are imperative for fostering a collaborative and equitable approach to the development of the Future Development Strategy (FDS). Addressing these inquiries is crucial not only for honouring the principles enshrined in Te Tiriti o Waitangi but also for cultivating a relationship built on transparency, accountability, and mutual respect with Te Waiariki Hapū. These questions touch upon fundamental aspects of governance, cultural preservation, environmental sustainability, and the rectification of historical injustices. The Council's responses will not only

shape the trajectory of the FDS but also determine the extent to which the aspirations and unique perspectives of Te Waiariki Hapū are integrated into the fabric of Whangarei's future development.

- How does the Whangarei District Council plan to ensure accountability and transparency in the implementation of the Future Development Strategy (FDS), particularly in regard to the inclusion of Te Waiariki Hapū perspectives and aspirations?
- Can the Council provide details on mechanisms for ongoing monitoring and evaluation of the FDS, with a focus on measuring the impact on Hapū, Māori well-being, cultural preservation, and economic growth?
- What steps is the Council taking to address concerns raised by Te Waiariki Hapū regarding the return of council-owned land within their rohe, and what timelines are being considered for these discussions and potential actions?
- How will the Council ensure that decisions related to resource allocation, including funding for spatial planning and capacity-building, are made in collaboration with Te Waiariki Hapū representatives to uphold principles of partnership and participation?
- Can the Council outline specific initiatives or policies in place to foster collaboration and the co-design of policies with Te Waiariki Hapū to ensure their perspectives are integrated into decision-making processes?
- In the development of climate-resilient infrastructure and adaptation plans, how does the Council plan to actively involve Te Waiariki Hapū and incorporate their traditional ecological knowledge into these strategies?
- What measures is the Council implementing to ensure that cultural heritage protection and preservation initiatives for sites and landscapes of significance to Te Waiariki Hapū.
- How will the Council resource and support Te Waiariki Hapū to develop a culturally sensitive Mātauranga Māori framework, and when will resources be allocated to support the hapū in leading this initiative?
- Regarding the Council's commitment to recognizing and rectifying historical injustices, can specific actions or milestones be outlined to demonstrate progress in this area?
- Can the Council provide insights into its strategies for building and sustaining a meaningful relationship with Te Waiariki Hapū beyond the development of the FDS, ensuring ongoing collaboration and responsiveness to evolving aspirations and challenges? Such as the creation of a relationship agreement.

Concluding Statement: In conclusion, Te Waiariki Hapū Iwi Trust's memorandum provides a profound and nuanced perspective on Whangarei District Council's Future Development Strategy (FDS). The emphasis on Te Tiriti o Waitangi principles, coupled with the specific recommendations and concerns outlined, underscores the importance of fostering a true partnership between the Council and Te Waiariki Hapū. The Council's response to the presented questions will be pivotal in shaping a development strategy that aligns with the aspirations, values, and autonomy of the Hapū. The outlined recommendations serve as a roadmap for collaborative action, offering practical steps toward realizing a more equitable and culturally sensitive approach to Whangarei's future growth and development. It is imperative for the Council to actively engage with and address these recommendations, demonstrating a commitment to genuine partnership and the principles of Te Tiriti o Waitangi. By incorporating these insights into the decision-making processes, the Council can work towards a more inclusive, sustainable, and culturally informed Future Development Strategy. The success of this strategy rests on the Council's proactive response to the concerns and the tangible implementation of the provided recommendations.

Future Development Strategy Working Group – Terms of Reference

Chairperson	To be appointed by the members of the Future Development Strategy Working Group.
Members	<p>Local government Elected Members comprised of:</p> <ul style="list-style-type: none"> • Two (2) Whangarei District Council representatives to be appointed by Whangarei District Council. • Two (2) Northland Regional Council representatives to be appointed by Northland Regional Council. <p>Tangata whenua members comprised of:</p> <ul style="list-style-type: none"> • Two (2) to be appointed by the Māori caucus of Te Kārearea Strategic Partnership Committee • Two (2) members who can represent Whangarei District, to be nominated by the Māori caucus of Te Taitokerau Maori and Council Working Party (TTMAC) and appointed by Northland Regional Council.
Meetings	Monthly (or as required)

Purpose

The Future Development Strategy Working Group will provide oversight and direction for the development of the Future Development Strategy for Whangarei (the FDS). The Working Group will provide leadership on behalf of Whangarei District Council, Northland Regional Council, and ngā hapū o Whangārei.

In acting in its responsibilities, the Working Group must give effect to the National Policy Statement on Urban Development and other statutory provisions relevant to preparing the Future Development Strategy.

Key responsibilities

The Future Development Strategy Working Group has the responsibilities to:

1. Provide feedback to staff throughout the development of the Future Development Strategy (FDS);
2. Consider engagement and consultation feedback gained through the FDS communication and engagement process;
3. Consider and recommend the draft FDS to each of the partner Councils for public notification;
4. Hear and consider submissions on the draft FDS and make appropriate recommendations to the partner Councils;
5. Consider and recommend a final FDS to each of the partner Councils for approval.

Reporting and Recommendations

- The Working Group will provide recommendations in accordance with key responsibilities.

- The Working Group will report monthly (or as required) to Whangarei District Council, Te Karearea Strategic Partnership Committee, Northland Regional Council and Te Taitokerau Maori and Council Working Party through operational reporting.
- Any report that requires a formal decision will be referred to the Whangarei District Council and Northland Regional Council.

Powers not delegated

- The Working Group has no delegated authority.
- Following the final recommendation from the Working Group to adopt the final FDS, the group will then be disestablished.

Remuneration

- Remuneration and / or reimbursement for costs incurred by council members is the responsibility of each council.
- Respective tangata whenua representatives will be remunerated and reimbursed by the respective council.

RESOLUTION TO EXCLUDE THE PUBLIC**Move/Second**

That the public be excluded from the following parts of proceedings of this meeting.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

General subject of each matter to be considered	Reason for passing this resolution in relation to each matter	Ground(s) under Section 48(1) for passing this resolution
8.1 Confidential minutes of the Whangarei District Council meeting held on 29 April 2025	Good reason to withhold information exists under Section 7 Local Government Official Information and Meetings Act 1987	Section 48(1)(a)
8.2 Civic Honours Selection Committee - Approval of Minutes and Recommendations 2025		
8.3 CCTO Update May 2025		
8.4 Kamo Rd T2 Lane		
8.5 Maungatapere Land options		

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or the relevant part of the proceedings of the meeting in public, are as follows:

Item	Grounds	Section
1.1	For the reasons as stated in the open minutes	
1.2	To protect the privacy of natural persons including that of a deceased person.	S7(2)(a)
1.3	To enable Council to carry on without prejudice or disadvantage negotiations (including commercial and industrial negotiations). To prevent the disclosure or use of official information for improper gain or improper advantage.	S7(2)(i) S7(2)(j)
1.4	To enable Council to carry on without prejudice or disadvantage negotiations (including commercial and industrial negotiations).	S7(2)(i)

1.5	<p>To enable Council to carry on without prejudice or disadvantage negotiations (including commercial and industrial negotiations).</p> <p>To protect the Privacy of Natural Persons, including that of deceased natural persons</p>	<p>S7(2)(i)</p> <p>S7(2)(a)</p>
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Resolution to allow members of the public to remain

If the committee wishes members of the public to remain during discussion of confidential items the following additional recommendation will need to be passed:

Move/Second

"That _____ be permitted to remain at this meeting, after the public has been excluded, because of his/her/their knowledge of Item _____.

This knowledge, which will be of assistance in relation to the matter to be discussed, is relevant to that matter because _____.