

BEFORE THE INDEPENDENT HEARINGS PANEL

UNDER

the Resource Management Act 1991 (**RMA**)

IN THE MATTER

of the Far North Proposed District Plan –
Hearing 1: of Hearing 1: Introduction, General
Provisions (Strategic Direction, Tangata Whenua)

**STATEMENT OF EVIDENCE OF BURNETTE ANNE O'CONNOR ON
BEHALF OF KIWI FRESH ORANGE COMPANY LIMITED**

PLANNING

13 May 2024

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SUMMARY

- A. Kiwi Fresh Orange Company Limited submitted on the Proposed Plan, seeking that it recognises that the Kerikeri-Waipapa area is an 'urban environment' under the National Policy Statement for Urban Development.
- B. This is an important strategic issue for the Proposed Plan. If the Kerikeri-Waipapa area is an urban environment, the NPSUD must be given effect to, including in terms of planning for a well-functioning urban environment and ensuring there is sufficient development capacity in the short, medium and long term.
- C. Whether an area is an 'urban environment' boils down to whether it is or is intended to be predominantly urban in character and part of a housing and labour market of at least 10,000 people.
- D. KFO engaged Mr Thompson from Urban Economics to provide an economic assessment and property analysis. Mr Thompson's expert opinion is that the Kerikeri-Waipapa area already meets the housing and labour market threshold.
- E. I am familiar with the Kerikeri-Waipapa area and consider that it already is predominantly urban in character. Considering the existing and planned character, in my opinion, Kerikeri-Waipapa is, and is intended to be urban in character. Both the Operative District Plan and Proposed Plan provide for land in the Kerikeri-Waipapa area to be developed for general residential and large lot residential uses.
- F. In my opinion both tests are met, and therefore the Kerikeri-Waipapa area is an 'urban environment' and Council and the Proposed Plan should respond accordingly.
- G. The s42A report recommends that KFO's submission is rejected, however, that is not on the basis of analysis that the Kerikeri-Waipapa area is not an urban environment. That recommendation is based on the fact that the Council is doing further work. While I support the Council completing a Housing and Business Assessment and Spatial Plan, that does not justify rejecting KFO's submission, particularly in the face of Mr Thompson's expert evidence that supports KFO's submission and the zones utilised in the Operative and Proposed Plan, including the Council's own population figures.

INTRODUCTION

- 1 My full name is Burnette Anne O'Connor. I am a planner and a Director of The Planning Collective Limited. I hold the qualification of Bachelor Resource and Environmental Planning (Hons) obtained from Massey University in 1994. I am a full member of the New Zealand Planning Institute and a member of the Resource Management Law Association. I have been accredited under the Ministry for the Environment's "Making Good Decisions" programme as a Commissioner and Chair.
- 2 I have over 28-years' experience as a planner. I have worked as an independent planning consultant for the last 23 years.
- 3 I have been involved in numerous land use and subdivision proposals, coastal and residential consenting matters, plan review processes and private plan change requests. I also provide policy advice to local authorities. A statement of my relevant experience is appended as **Attachment A**.
- 4 I am familiar with Kerikeri-Waipapa and surrounding areas. I worked for Far North District Council from late 1994 – 1996 as a planner and continued work between 2002 and approximately 2013 providing planning consultancy services to the Far North District Council. I have been the Council's planning expert witness in many Environment Court matters. The Planning Collective prepared the Kerikeri Waipapa Gateways document for the Council in 2010, including assisting the council with public engagement.
- 5 The Planning Collective was engaged by Kiwi Fresh Orange Company Limited (**KFO**) in March 2022 to assess the potential for its land to be comprehensively developed. I, with KFO and its consultants, worked to develop a structure plan for the site, and assisted with engagement with the Council and other stakeholders. I assisted with the preparation of KFO's submission on the Proposed Far North District Plan (**Proposed Plan**), as well as its further submissions.

CODE OF CONDUCT

- 6 Although this is not a hearing before the Environment Court, I record that I have read and agree to and abide by the Environment Court's Code of Conduct for Expert Witnesses as specified in the Environment Court's Practice Note 2023. This evidence is within my area of expertise, except

where I state that I rely upon the evidence of other expert witnesses as presented to this hearing. I have not omitted to consider any material facts known to me that might alter or detract from the opinions expressed.

SCOPE: HEARING 1

- 7 I have been asked by KFO to give planning evidence in respect of its submission on the Proposed Plan.
- 8 This evidence relates to Hearing 1: Introduction, General Provisions (Strategic Direction, Tangata Whenua). One submission point by KFO has been allocated to Hearing 1, which was KFO's submission seeking that the Council confirm that Kerikeri-Waipapa is an 'urban environment' under the National Policy Statement on Urban Development 2020 (**NPSUD**).
- 9 The s42A report on Strategic Directions recommends that KFO's submission point is rejected. My evidence addresses KFO's submission point and gives my expert planning opinion on why Kerikeri-Waipapa is an 'urban environment' under the NPSUD. My evidence is structured to:
- (a) address the requirements of the NPSUD;
 - (b) consider how the Proposed Plan should respond to the NPSUD in light of Mr Thompson's economic evidence; and
 - (c) provide my conclusions.

NATIONAL POLICY STATEMENT URBAN DEVELOPMENT

- 10 The NPSUD provides objectives and policies for planning well-functioning urban environments. It provides direction on urban form, but importantly for this hearing topic, it provides direction requiring that councils plan to have sufficient development capacity in the short, medium and long term.
- 11 The NPSUD applies to all councils that have all or part of an 'urban environment' in their district or region. Different obligations apply to different councils.¹ Tier 1 and 2 councils are listed in the NPSUD and

¹ NPSUD, clause 1.3.

tier 3 councils are any other councils that are responsible for all or part of an 'urban environment'.²

12 The NPSUD defines 'urban environment' as follows:

urban environment means any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:

- (a) is, or is intended to be, predominantly urban in character; and
- (b) is, or is intended to be, part of a housing and labour market of at least 10,000 people

13 The NPSUD also defines timeframes – short term, medium term and long term. Short term is within 3 years, medium is within 3-10 years and long term is between 10 and 30 years. The NPSUD is **Attachment B**.

14 The definition of urban environment is not limited with respect to timeframes. The definition clearly focuses on whether an area of land “*is, or is intended to be*” urban in character and part of a housing and labour market of at least 10,000 people. In my opinion these words mean that an area does not have to meet the definition of urban environment now. The use of the words *intended to be* means that the area may not be urban now but will, or is intended (planned) to be in the future. In the context of the NPSUD that future timeframe is the short, medium or long term as defined.

15 In my opinion, if the definition will be met in the short, medium, or long term, the area is an urban environment and must be planned for accordingly.

Housing and Labour Market

16 I have read the evidence of Mr Adam Thompson and have considered his findings in light of the NPSUD. At paragraph 11 Mr Thompson sets out the housing and work force population for Kerikeri-Waipapa as at 2023. It is evident from the contents and the supporting assessment in Mr Thompson's evidence that Kerikeri-Waipapa currently has a housing and labour market of at least 10,000 people.

² NPSUD, definition of tier 3 local authority.

- 17 The Operative District Plan (27 August 2009) states the following:

Kerikeri:

Kerikeri has overtaken Kaitia as the largest urban settlement (population wise), growing from 4880 to 5850 between 2001 and 2006. It has mainly developed to the west of the historic Kerikeri Basin area but has outlying suburbs stretched along the Kerikeri River and the north side of the inlet. The area has seen significant growth over the past 15 years. Population projections indicate that growth in the Kerikeri area will continue. Both residential and rural-residential expansion is occurring. The expansion of Kerikeri's urban infrastructure will be essential to cater for expected growth. Horticulture is an important aspect of Kerikeri's identity as well as its economy.

- 18 In 2006 Kerikeri is stated to have been an urban settlement with a population of 5850. I find it difficult to understand with the rate of growth that has occurred in the intervening timer period (2006 – 2024), as set out in Mr Thompsons Evidence – Figure 2 and paragraph 19 – that Kerikeri-Waipapa is not considered by Council to meet the definition of urban environment.
- 19 In April 2024 the Council gave a presentation on its Te Pātukurea Kerikeri-Waipapa Spatial Plan. KFO attended the presentation. The presentation slides are **Appendix C**. At slide 26 the Council estimates the population of Kerikeri-Waipapa to be 17,316:

Population Growth

Kerikeri-Waipapa will continue to be the largest and fastest growing population in the district, with a current population estimated to be 17,316, growing to 23,866 over the next 30 years.

- 20 It is important to note that whether or not an area is an urban environment, the assessment must be undertaken regardless of size of the area, and irrespective of local authority or statistical boundaries.³ This means it is relevant to consider the workforce that participates in the labour market, including people that commute from outside of Kerikeri-Waipapa, or from outside the Far North District, to work in the area.
- 21 Based on Mr Thompson's evidence, Kerikeri-Waipapa is an urban environment as defined in the NPSUD now, because it currently has a

³ See the definition of urban environment at paragraph 12.

housing and labour force market that is greater than 10,000 people, and as confirmed by the Spatial Plan presentation.

Urban in Character

- 22 In my opinion, Kerikeri-Waipapa is clearly urban in character now. Based on the Operative Far North District Plan and the Proposed Plan, it is also clearly intended to be predominantly urban in character.
- 23 In terms of its existing character, Kerikeri has a typically urban settlement pattern, with a main centre with retail, commercial and food/beverage development (including a large New World supermarket). Kerikeri and Waipapa also have industrial areas with development to serve an urban environment (e.g., stores such as The Warehouse and Mitre 10, rather than just rural supply activities). The residential settlement pattern is addressed further below but includes a mix of typical standalone housing typologies as well as some more modern units and apartments, including retirement villages.
- 24 In the fringes of Kerikeri-Waipapa, particularly along Waipapa Road the area has a mix of residential and non-residential urban activities including construction related companies and childcare.
- 25 Kerikeri and Waipapa have reticulated water networks, Kerikeri has a reticulated wastewater network and the road network is generally to an urban standard (i.e., curb and channel).
- 26 In terms of planned form, I have considered how Kerikeri-Waipapa has been zoned for development, both under the Operative District Plan and Proposed Plan.
- 27 Planning maps 78 – 87 of the Operative District Plan depict the zones applying to Kerikeri-Waipapa area, including Kapiro.
- 28 Using the zone descriptions from the Operative District Plan (noting the only zones within the urban environment chapter are the Residential, Commercial and Industrial zones), and with reference to the National Planning Standards, I consider the following zones apply to Kerikeri-Waipapa as urban zones:
- (a) Residential zone;
 - (b) Coastal Residential zone; and

(c) Rural Living zone.

29 In terms of the Rural Living zone, clause 8.7 of the Operative Plan provides the 'context' for the zone and states:

The Rural Living Zone is an area of transition between town and country. The transition is expressed in terms mainly of residential intensity and lot sizes. The potential for the adverse effects of farming to be of concern for residential zones and vice versa, is reduced by the presence of the Rural Living Zone, where both rural and residential activities co-exist and form an area with a distinctive and separate character.

As an area of transition, parts of the Rural Living Zone may from time to time be proposed for rezoning to urban purposes. An intermediate step towards urban zoning can be taken through the preparation of a structure plan, such as that proposed for Kerikeri. The structure plan would need to be formalised by way of a Plan Change before an urban zoning could be applied.)

30 Given this description, I consider that the Rural Living zone is an urban zone. However, to assess this in the context of the NPSUD, I have compared the Operative Plan zones and provisions to the description of residential zones in the National Planning Standards. I have referenced the National Planning standards because these were prepared after the Operative District Plan and are directly relevant to the Proposed District Plan and the zones it includes. This allows assessment of what would be considered an urban zone now.

31 In terms of the National Planning Standards I consider the following are relevant:

Table 13: Zone names and descriptions

Zone name	Description
Large lot residential zone	Areas used predominantly for residential activities and buildings such as detached houses on lots larger than those of the Low density residential and General residential zones, and where there are particular landscape characteristics, physical limitations or other constraints to more intensive development.
Low density residential zone	Areas used predominantly for residential activities and buildings consistent with a suburban scale and subdivision pattern, such as one to two storey houses with yards and landscaping, and other compatible activities.
General residential zone	Areas used predominantly for residential activities with a mix of building types, and other compatible activities.
Medium density residential zone	Areas used predominantly for residential activities with moderate concentration and bulk of buildings, such as detached, semi-detached and terraced housing, low-rise apartments, and other compatible activities.
High density residential zone	Areas used predominantly for residential activities with high concentration and bulk of buildings, such as apartments, and other compatible activities.
Settlement zone	Areas used predominantly for a cluster of residential, commercial, light industrial and/or community activities that are located in rural areas or coastal environments.

- 32 The 'residential' zones are the zones that provide for the urban housing market.
- 33 I consider that the Operative Plan's residential zone is equivalent to the "General residential zone" under the National Planning Standards. The Coastal Residential zone is equivalent to the "Settlement zone". I consider that the Rural Living zone is equivalent to the "Large lot residential zone" including because of the density it enables.
- 34 The Operative Plan's residential intensity / lot size for the Rural Living zone is one dwelling per 4,000m². While the National Planning Standards do not specify lot sizes, "Large lot zones" in other plans use similar limits. For example:
- (a) the Auckland Unitary Plan Residential – Large Lot zone has a 4,000m² minimum lot size; and
 - (b) the Whangarei District Plan Large Lot Residential zone has a maximum density of one residential unit per 5,000m² of net site area⁴.
- 35 As noted in Mr Thompson's evidence, much of the Rural Living zoned area surrounding Kerikeri-Waipapa has been developed into housing on lots of up to about 5,000m², due to infrastructure constraints preventing more intensive development. Mr Thompson's assessment of a range of properties in that category is that they serve almost an entirely residential function, with no rural activities occurring.
- 36 There are extensive Rural Living zoned areas around central Kerikeri, including extending along Waipapa Road towards Waipapa (roughly to Waitotara) as shown on Planning maps 83, 84, 86, 87.
- 37 These Rural Living sites are part of the urban environment of Kerikeri-Waipapa. There is a mix of site sizes, however many sites are smaller than 4,000m². Sites in the Rainbow Falls Road area are typically less than 4,000m² – mostly in the 3,000m² to 3,500m² range. The same applies to Blue Marlin Drive; and in the Edkins Road area the sites are typically in the 2,000m² to 2,500m² range.
- 38 The Rural Living and Coastal Residential sites that surround the Residential zoned land of Kerikeri are, in my opinion, urban in character

⁴ Whangarei District Plan, Operative in Part, 3 May 2024, Rule LLRZ-R11

and form the urban environment of Kerikeri-Waipapa. This is because there is a cohesive urban form. The sites are zoned for, and typically utilised for residential living activities only, and the people who live on these sites utilise the services that Kerikeri and Waipapa commercial and employment areas offer.

Short term, Medium Term and Long Term:

- 39 Even if it is not agreed that Kerikeri-Waipapa is an urban environment now, which I think it is; then it must be considered to be intended to be an urban environment, at least in the medium term, which is 3-10 years. This timeframe aligns with the legislative life of the Proposed Plan before it will be required to be reviewed (s 79 RMA).
- 40 The Proposed District Plan largely reflects the existing zonings described in paragraph 28 above, although I note the Proposed Plan has zoned what were areas of “Rural Living zone” as “Rural Residential zone”. The Rural Living zone in the Far North Operative District Plan enables subdivision of land to 4,000m² as a controlled activity and 3,000m² as a discretionary activity. The Rural Living zone statement says *“The Rural Living Zone is an area of transition between town and country. The transition is expressed in terms of mainly residential intensity and lot sizes.... parts of the Rural Living Zone may from time to time be proposed for rezoning to urban purposes”*. These areas are therefore already urban and part of the urban environment of Kerikeri-Waipapa.
- 41 The proposed Rural Residential Zone Overview says the zone is intended to provide for *“a spacious, peri-urban living environment close to a settlement”* and that *The Rural Residential zone has been generally applied to areas that were formerly zoned Rural Living and are contiguous with an urban area. It is anticipated that the character of the zone will remain predominantly residential as the adjoining settlement will provide for most day to day services*. The zone is also noted as being a location where urban areas may grow and may be rezoned for urban development when demand requires it. In terms of density, the Rural Residential zone enables subdivision of land to 4,000m² as a controlled activity and 2,000m² as a discretionary activity.
- 42 In my opinion, the Operative Plan enabled Kerikeri-Waipapa to develop with an urban character and the Proposed Plan clearly contemplates

that Kerikeri-Waipapa will be developed with urban character. The Rural Residential zone, and the former Operative plan Rural Living zone were clearly areas that formed part of the urban environment of Kerikeri-Waipapa.

Proposed District Plan and the NPSUD

43 The overview of the Strategic Direction states the Strategic Directions:

reflect those factors which are considered to be key to achieving the overall vision for the pattern and integration of land use within the Far North District.

The Strategic Directions are intended to demonstrate:

...

5. A prosperous economy through enabling a wide range of rural and urban business activities in the right locations; and
6. The management of urban growth integrating existing and future infrastructure, providing sufficient land, or opportunity to meet growth demands for housing and business.

44 In the Urban form and development section of Strategic Direction the following objectives are stated:

- SD-UFD-01** The wellbeing of people who live in and visit towns in the Far North is considered first when it comes to planning places and spaces.
- SD-UFD-02** Urban growth and development consolidated around existing reticulated networks within town centres, supporting a more compact urban form, affordability and providing for a mix of housing typologies.
- SD-UFD-03** Adequate development infrastructure in place or planned to meet the anticipated demands for housing and business activities.
- SD-UFD-04** Urban growth and development is resilient and adaptive to the impacts from natural hazards or climate change.

45 SD-UFD-02 is of particular relevance to the determination of Kerikeri-Waipapa as an urban environment. If Kerikeri-Waipapa is an urban environment, which I say it is, then the Far North District meets the definition of tier 3 local authority as set out in the NPSUD. This is important because there are specific provisions within the NPSUD that apply to tier 3 territorial authorities.

- 46 On this basis, I consider the wording of Strategic Direction SD-UFD-02 should be amended to read as follows (strikethrough is wording to be deleted and underline is wording to be added:

SD-UFD-02 Urban growth and development is provided for in an efficient manner that will be integrated with the provision of infrastructure and achieve a well-functioning urban environment. ~~Consolidated around existing reticulated networks within town centres, supporting a more compact urban form, affordability and providing for a mix of housing typologies.~~

- 47 Policy 2 of the NPSUD states that Tier 1, 2, and 3 local authorities, must at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.
- 48 Policy 1 also applies to areas defined as an urban environment (and requires that they are developed as well-functioning urban environments). Policy 5 states that regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and densities of urban form commensurate with the greater of ...*(b) relative demand for housing and business use in that location.*
- 49 Paragraph 42 of Mr Thompson's evidence states that the Kerikeri-Waipapa population is forecast to increase to 14,000 by 2033 (under the UE medium scenario). 2033 is in the 10 year life of the Proposed District Plan and within the medium term, as defined in the NPSUD. At paragraph 42 Mr Thompson states "*...under all other scenarios, the resident population is forecast to exceed 10,000 by 2033, and come near to or exceed 10,000 people by 2028*". I note these figures are consistent with the figures released in the Council presentation on its Te Pātukurea Kerikeri-Waipapa Spatial Plan where Council estimates the population of Kerikeri-Waipapa to be 17,316.
- 50 Based on these projections Kerikeri-Waipapa is an urban environment, and worst case is clearly intended to be an urban environment.. Either way, Far North District Council will be a tier 3 local authority during the life of the Proposed Plan and accordingly the provisions of the NPSUD apply.

- 51 The s42A report responds to KFO's submission in one paragraph and states:⁵

In response to the submission from Kiwi Fresh Orange Company Limited who seek to amend the assessment against the NPS-Urban development to confirm that Kerikeri/ Waipapa is an 'urban environment', the position remains that Kerikeri is not an 'urban environment.' Council at the time of notification considered that Kerikeri/ Waipapa will not reach the required thresholds to be considered an 'urban environment' as defined in the NPS-UD in the short, medium or long term. This is the case under both a medium and high growth scenario. Regardless, guidance has been taken from the NPS-UD to develop the PDP. Council is currently awaiting the finalisation of an updated Housing and Business Assessment (HBA), which is being undertaken by Market Economics. Additionally Council is currently developing a spatial plan for Kerikeri / Waipapa which will look at growth options, which is scheduled to be adopted by Council in early 2025. This work and the HBA may demonstrate that Kerikeri/ Waipapa is or has the potential in the future to reach the required threshold of "a housing and labour market of at least 10,000 people", to be considered an 'urban environment' as defined in the NPS-UD. Council intends that the updated HBA projections and the spatial will be incorporated into the PDP consideration at a later date, to be able to inform the Council's recommendations with regard to rezoning / urban growth-related submissions through upcoming s42A reports (e.g. in relation to the Rezoning / Urban Zones hearing topics)". This submission point is recommended to be rejected for the reasons above.

- 52 This assessment addresses the point of the submission but does not take into account the definition of 'urban environment' stated in the NPSUD, the Infometrics or Statistics New Zealand population growth scenarios; or the descriptions of zones as set out in Standard 8 of the National Planning Standards. Instead, it focuses solely on the Council's position as at notification of the Plan, and on the work it is doing going forward. In my opinion, that is not a sound or robust planning reason for rejecting KFO's submission.
- 53 In my opinion, the focus should be on whether Kerikeri-Waipapa meets the definition of 'urban environment' now, or in the short, medium or long term. If it does, KFO's submission point should be accepted and the Plan amended accordingly. The Plan process is an evolving one and the purpose of the process is to enable evidence and submission points to be tested in the context of the legislation and the environment, both of which have already changed since the Proposed Plan was notified.

⁵ Section 42A, at paragraph 52.

- 54 Based on Mr Thompson’s evidence and indeed council documents, including the Operative District Plan and the existing environment it has facilitated, Kerikeri-Waipapa is an urban environment and the Proposed Plan must be formulated to reflect this fact and to achieve the outcomes directed by the NPSUD.
- 55 The Proposed Plan must enable and provide for well-functioning urban environments (Objective 1), planning decisions must improve housing affordability and support competitive land and development markets (Objective 2). Robust and frequently updated information about the urban environment must be used to inform planning decisions (Objective 7).
- 56 The fact Far North District Council is now undertaking a Housing and Business Development Capacity Assessment and a spatial plan is to be commended and will be useful information. However, that information may come too late. In my opinion it is imperative that the Proposed Plan is prepared in the full context of the relevant National Policy Statements (and all other relevant documents), including the NPSUD and properly provides for the anticipated growth in an efficient manner. The Plan must flow clearly and succinctly from Strategic Direction, objectives, policies, rules, standards and other methods.
- 57 Subpart 7 of the NPSUD sets out development outcomes for zones. 3.35 (1) is of significant importance for the correct and successful development of the District Plan. This provision of the NPSUD states:
- Every tier 1, 2 or 3 territorial authority must ensure that:
- (a) the objectives for every zone in an urban environment in its district describe the development outcomes intended for the zone over the life of the plan and beyond; and
 - (b) the policies and rules in its district plan are individually and cumulatively consistent with the development outcomes described in the objectives for each zone.
- 58 In my opinion, if the Strategic Direction is not correctly formed in the first instance, then the plan decision making and drafting that follows will not achieve and clear and directive planning framework.

CONCLUSION

- 59 Based on my knowledge of the Far North District and specifically Kerikeri-Waipapa, my review of the s42A report; analysis of relevant

planning documents and review of Mr Thompson's expert evidence, it is my opinion that Kerikeri-Waipapa is an urban environment now.

- 60 If it is not accepted that Kerikeri-Waipapa is an urban environment now then it certainly will be in the medium term of 3-10 years which is the minimum timeframe that the Proposed District Plan has to provide for before the Plan requires review.
- 61 The Strategic Direction is the cornerstone of the Proposed Plan and it is imperative that the Direction is based on available, current factual information.
- 62 In order to achieve quality outcomes for the communities and environment of Far North District the Plan must provide for the existing and planned environments of the District over at least the short and medium term.
- 63 The Strategic Direction needs to recognise and state that the Kerikeri-Waipapa area is an urban environment and the Proposed Plan needs to make provision for that accordingly.



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Burnette O'Connor

13 May 2024

APPENDIX A

Burnette O'Connor

Planner / Director

The Planning Collective Limited



THE PLANNING
COLLECTIVE



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Bachelor of Resource and Environmental Planning (BREP) (hons), Massey University
Member of NZPI (Full) and RMLA

Burnette has over 28 years' experience in resource management including resource consenting, plan change requests, policy advice and expert evidence at council and Environment Court hearings. Burnette excels at project delivery. She has a pragmatic, positive and proactive approach focussed on achieving positive outcomes for clients, the community and the environment. Burnette has extensive experience in project management of all types and scale of resource management projects. Having worked as a Team Leader and Consent Planner for Far North District Council and the former Rodney District Council, Burnette possesses distinct comprehension of rural and urban environments, as well as their interface.

Key Skills

- Preparation and Processing of Plan Changes and Notices of Requirement
- Project Management of larger scale projects and multidisciplinary project teams
- Resource consents, environmental planning, due diligence assessment and risk analysis
- Presentation of expert evidence for Council and Environment Court Hearings
- District Plan Appeals
- Environment Court mediation and Alternative Dispute Resolution
- Rural Character and Landscape studies
- Rural planning and policy advice
- Land development.
- Mana whenua and stakeholder consultation and engagement
- Mentoring of Graduate and Intermediate Planners.

Career Experience / Background

- Aug 2019 – Present Planner/Director at The Planning Collective Ltd
- Sept 2017 – Aug 2019 Senior Associate – Barker & Associates
- Feb 2001 – Sept 2017 Planner/Director at OPC Ltd

- April 1998 – Sept 2000 Team Leader Resource Consents – Rodney District Council
- Sept 1996 – April 1998 Resource Consents Planner – Rodney District Council
- Nov 1994 – Aug 1996 Resource Consents Planner – Far North District Council

Plan Changes

Burnette has been involved in both preparing and assessing Plan Changes including the preparation of s32 analyses. Notably Burnette was the project lead and expert planner for Plan Change 25 Warkworth North and has also obtained zone changes for land holdings at Snells Beach and the Karaka Growth Nodes in South Auckland.

Resource Consents and Designations

Burnette has prepared and obtained many landuse, subdivision and coastal resource consents for clients who include district and regional council's as well as individuals and companies. Notices of Requirement have also been prepared and processed including for Requiring Authorities such as Ministry of Education and New Zealand Transport Agency. This work has also included lodging submissions, preparing expert evidence, and attendance at Council hearings and the Environment Court. Additionally, Burnette has experience with the COVID-19 Recovery (Fast-track Consenting Act) 2020.

District Plan Process

Burnette was closely involved in the writing hearing and decision reports for rural and coastal matters for the Rodney District Plan 2000. She also undertook a capacity analysis and drafted provisions for the Countryside Living zone, including transferable title right subdivision options for the draft Auckland Unitary Plan.

Rural Character and Landscape Studies

- Rural character studies of the Rodney District and the Hauraki District for the Council's District Plan reviews.
- A landscape study of the Waikato Region as part of the Environment Waikato RPS review.

Environment Court Appeals/Mediation

Extensive expert evidence to the Environment Court relating primarily to rural and coastal planning matters. Expert evidence has also been provided in respect of a road stopping matter and various urban planning issues.

Burnette has been involved in the settlement of many appeals through the mediation process both on behalf of private and public sector clients.

Commissioner Work

Burnette is a qualified Independent Hearings Commissioner and Chair. She has been appointed as a Commissioner for Kaipara and Whangarei District Councils. Burnette has acted as a Commissioner on private plan changes, subdivision and landuse hearings and resource consent hearings.

Mentoring

Burnette has acted as a mentor for First Foundation assisting scholars to achieve goals through work experience and tertiary education. She has also been a mentor for the New Zealand Planning Institute programme to mentor graduate planners and has offered planning work experience to students

considering undertaking a planning degree or requiring work experience.

Summary

Burnette is highly experienced in all aspects of planning. She is very familiar with planning environments; Councils; rural and urban communities particularly in Auckland and Northland.

Relevant Experience / Key Projects

- Obtaining consent for a Retirement Village in Riverhead, Auckland through the COVID-19 Recovery (Fast-Track Consenting) Act pathway (2023)
- Expert witness at the Dome Valley Landfill Hearing (2023) and other Environment Court cases
- Warkworth North Private Plan Change – application to rezone approximately 100 hectares of land from Future Urban to a range of urban land uses.
- Rural Plan Changes to Whangarei District Plan
- Proposed Auckland Unitary Plan (PAUP) – policy advice to Auckland Council on rural land use and subdivision including transferable title rights; private client work, rezoning, air quality and related matters
- Review and advise on the Rural Chapter and Coastal Chapter of the Rodney District Plan review (2000) and undertake Section 32 analysis of Rural Character and Landscape to inform the District Plan review (2008)
- Environment Waikato Landscape Study – Section 32 Landscape analysis for Outstanding Natural Landscapes for the Environment Waikato RPS review (2009)
- Planner – Carrington Farms vs Far North District Council and Te Runanga a Iwi o Ngāti Kahu regarding issues with subdivision near urupā
- Alteration to Designation – Te Kura Kaupapa o Whangaroa
- Karaka North Village Growth Node rezoning rural to urban
- Warkworth Community Centre
- Redevelopment of heritage buildings in Warkworth including the Town Hall, BNZ Bank building, Anglican Church, and the former Rodney Motors building
- Two private plan changes in Snells Beach rezoning land from Residential – Large Lot to Residential – Single House
- Rezoning and development of land at Silverdale, Auckland from rural to urban. The development included a Retirement Village
- Kerikeri / Waipapa Gateways
- Expert witness for a range of Far North and Whangarei District Environment Court appeals
- Shakespeare Regional Park Predator Fence to create a mainland island
- Rural and Highly Valued Natural Resources Chapters of Rodney District Plan 2000 – hearings reports, decision reports and appeals
- Obtained subdivision consent in Lytton West, Gisborne to create 155 residential sites and associated JOAL's and roads to vest (2021)
- Obtained subdivision consent in Warkworth, Auckland (Rockford Point) to create 41 residential lots and associated roads, esplanade reserve to vest, etc (2021)

APPENDIX B



Te Kāwanatanga o Aotearoa
New Zealand Government

National Policy Statement on Urban Development 2020

May 2022

This National Policy Statement was approved by the Governor-General under section 52(2) of the Resource Management Act 1991 on 20 July 2020, and is published by the Minister for the Environment under section 54 of that Act.

This National Policy Statement replaces the National Policy Statement on Urban Development Capacity 2016.

This version of the National Policy Statement incorporates the following amendments:

1. amendments made by section 77S(1) of the Resource Management Act 1991 (as inserted by the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021)
2. amendments made by the Minister for the Environment under section 53(2) of the Resource Management Act 1991 and notified in the New Zealand Gazette on 11 May 2022 as the National Policy Statement on Urban Development 2020 Amendment No 1.

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Part 1: Preliminary provisions

1.1 Title

- (1) This is the National Policy Statement on Urban Development 2020.

1.2 Commencement

- (1) This National Policy Statement comes into force on 20 August 2020.
- (2) See Part 4, which sets out timeframes for complying with different parts of this National Policy Statement.

1.3 Application

- (1) This National Policy Statement applies to:
 - (a) all local authorities that have all or part of an urban environment within their district or region (ie, tier 1, 2 and 3 local authorities); and
 - (b) planning decisions by any local authority that affect an urban environment.
- (2) However, some objectives, policies, and provisions in Parts 3 and 4 apply only to tier 1, 2, or 3 local authorities.

1.4 Interpretation

- (1) In this National Policy Statement:

accessible car park means a car park designed and marked (for instance, in accordance with the mobility car parking scheme) for use by persons with a disability or with limited mobility

Act means the Resource Management Act 1991

active transport means forms of transport that involve physical exercise, such as walking or cycling, and includes transport that may use a mobility aid such as a wheelchair

additional infrastructure means:

- (a) public open space
- (b) community infrastructure as defined in section 197 of the Local Government Act 2002
- (c) land transport (as defined in the Land Transport Management Act 2003) that is not controlled by local authorities
- (d) social infrastructure, such as schools and healthcare facilities
- (e) a network operated for the purpose of telecommunications (as defined in section 5 of the Telecommunications Act 2001)
- (f) a network operated for the purpose of transmitting or distributing electricity or gas

business land means land that is zoned, or identified in an FDS or similar strategy or plan, for business uses in urban environments, including but not limited to land in the following:

- (a) any industrial zone
- (b) the commercial zone
- (c) the large format retail zone
- (d) any centre zone, to the extent it allows business uses
- (e) the mixed use zone, to the extent it allows business uses
- (f) any special purpose zone, to the extent it allows business uses

centre zone means any of the following zones:

- (a) city centre zone
- (b) metropolitan centre zone
- (c) town centre zone
- (d) local centre zone
- (e) neighbourhood centre zone

commencement date means the date on which this National Policy Statement comes into force (see clause 1.2)

community services means the following:

- (a) community facilities
- (b) educational facilities
- (c) those commercial activities that serve the needs of the community

competitiveness margin means the margin referred to in clause 3.22

decision-maker means any person exercising functions or powers under the Act

development capacity means the capacity of land to be developed for housing or for business use, based on:

- (a) the zoning, objectives, policies, rules, and overlays that apply in the relevant proposed and operative RMA planning documents; and
- (b) the provision of adequate development infrastructure to support the development of land for housing or business use

development infrastructure means the following, to the extent they are controlled by a local authority or council controlled organisation (as defined in section 6 of the Local Government Act 2002):

- (a) network infrastructure for water supply, wastewater, or stormwater
- (b) land transport (as defined in section 5 of the Land Transport Management Act 2003)

FDS means the Future Development Strategy required by subpart 4 of Part 3

feasible means:

- (a) for the short term or medium term, commercially viable to a developer based on the current relationship between costs and revenue

- (b) for the long term, commercially viable to a developer based on the current relationship between costs and revenue, or on any reasonable adjustment to that relationship

HBA means the Housing and Business Development Capacity Assessment required by subpart 5 of Part 3

infrastructure-ready has the meaning in clause 3.4(3)

long term means between 10 and 30 years

long-term plan means a long-term plan (including the infrastructure strategy required to be included in it) adopted by a local authority under section 93 of the Local Government Act 2002

medium term means between 3 and 10 years

nationally significant infrastructure means all of the following:

- (a) State highways
- (b) the national grid electricity transmission network
- (c) renewable electricity generation facilities that connect with the national grid
- (d) the high-pressure gas transmission pipeline network operating in the North Island
- (e) the refinery pipeline between Marsden Point and Wiri
- (f) the New Zealand rail network (including light rail)
- (g) rapid transit services (as defined in this clause)
- (h) any airport (but not its ancillary commercial activities) used for regular air transport services by aeroplanes capable of carrying more than 30 passengers
- (i) the port facilities (but not the facilities of any ancillary commercial activities) of each port company referred to in item 6 of Part A of Schedule 1 of the Civil Defence Emergency Management Act 2002

planned in relation to forms or features of transport, means planned in a regional land transport plan prepared and approved under the Land Transport Management Act 2003

plan-enabled has the meaning in clause 3.4(1)

planning decision means a decision on any of the following:

- (a) a regional policy statement or proposed regional policy statement
- (b) a regional plan or proposed regional plan
- (c) a district plan or proposed district plan
- (d) a resource consent
- (e) a designation
- (f) a heritage order
- (g) a water conservation order
- (h) a change to a plan requested under Part 2 of Schedule 1 of the Act

public transport means any existing or planned service for the carriage of passengers (other than an aeroplane) that is available to the public generally by means of:

- (a) a vehicle designed or adapted to carry more than 12 persons (including the driver); or
- (b) a rail vehicle; or

- (c) a ferry

qualifying matter has the meaning in clause 3.32

rapid transit service means any existing or planned frequent, quick, reliable and high-capacity public transport service that operates on a permanent route (road or rail) that is largely separated from other traffic

rapid transit stop means a place where people can enter or exit a rapid transit service, whether existing or planned

RMA planning document means all or any of the following:

- (a) a regional policy statement
- (b) a regional plan
- (c) a district plan

short-medium term means within the next 10 years

short term means within the next 3 years

tier 1 local authority means each local authority listed in column 2 of table 1 in the Appendix, and **tier 1 regional council** and **tier 1 territorial authority** have corresponding meanings

tier 2 local authority means each local authority listed in column 2 of table 2 in the Appendix, and **tier 2 regional council** and **tier 2 territorial authority** have corresponding meanings

tier 3 local authority means a local authority that has all or part of an urban environment within its region or district, but is not a tier 1 or 2 local authority, and **tier 3 regional council** and **tier 3 territorial authority** have corresponding meanings

tier 1 urban environment means an urban environment listed in column 1 of table 1 in the Appendix

tier 2 urban environment means an urban environment listed in column 1 of table 2 in the Appendix

tier 3 urban environment means an urban environment that is not listed in the Appendix

urban environment means any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:

- (a) is, or is intended to be, predominantly urban in character; and
- (b) is, or is intended to be, part of a housing and labour market of at least 10,000 people

well-functioning urban environment has the meaning in Policy 1.

- (2) Terms defined in the Act and used in this National Policy Statement have the meanings in the Act, unless otherwise specified.
- (3) Terms defined in the National Planning Standard issued under section 58E of the Act and used in this National Policy Statement have the meanings in that Standard, unless otherwise specified.
- (4) A reference in this National Policy Statement to a **zone** is:
 - (a) a reference to that zone as described in Standard 8 (Zone Framework Standard) of the National Planning Standard; or

- (b) a reference to the nearest equivalent zone, in relation to local authorities that have not yet implemented the Zone Framework in the National Planning Standard.
- (5) If a local authority is required by this National Policy Statement to make a document publicly available, section 5(3) of the Local Government Act 2002 applies to the requirement as if it was made under that Act.

1.5 Implementation by tier 3 local authorities

- (1) Tier 3 local authorities are strongly encouraged to do the things that tier 1 or 2 local authorities are obliged to do under Parts 2 and 3 of this National Policy Statement, adopting whatever modifications to the National Policy Statement are necessary or helpful to enable them to do so.

1.6 Incorporation by reference

- (1) Clause 2(1) of Schedule 1AA of the Act does not apply to any material incorporated by reference in this National Policy Statement.

Part 2: Objectives and policies

2.1 Objectives

Objective 1: New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

Objective 2: Planning decisions improve housing affordability by supporting competitive land and development markets.

Objective 3: Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:

- (a) the area is in or near a centre zone or other area with many employment opportunities
- (b) the area is well-serviced by existing or planned public transport
- (c) there is high demand for housing or for business land in the area, relative to other areas within the urban environment.

Objective 4: New Zealand's urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.

Objective 5: Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

Objective 6: Local authority decisions on urban development that affect urban environments are:

- (a) integrated with infrastructure planning and funding decisions; and
- (b) strategic over the medium term and long term; and
- (c) responsive, particularly in relation to proposals that would supply significant development capacity.

Objective 7: Local authorities have robust and frequently updated information about their urban environments and use it to inform planning decisions.

Objective 8: New Zealand's urban environments:

- (a) support reductions in greenhouse gas emissions; and
- (b) are resilient to the current and future effects of climate change.

2.2 Policies

Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:

- (a) have or enable 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.

Policy 2: Tier 1, 2, and 3 local authorities, at all times, provide at least sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term.

Policy 3: In relation to tier 1 urban environments, regional policy statements and district plans enable:

- (a) in city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification; and
- (b) in metropolitan centre zones, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and
- (c) building heights of at least 6 storeys within at least a walkable catchment of the following:
 - (i) existing and planned rapid transit stops
 - (ii) the edge of city centre zones
 - (iii) the edge of metropolitan centre zones; and
- (d) within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and densities of urban form commensurate with the level of commercial activity and community services.

Policy 4: Regional policy statements and district plans applying to tier 1 urban environments modify the relevant building height or density requirements under Policy 3 only to the extent necessary (as specified in subpart 6) to accommodate a qualifying matter in that area.

Policy 5: Regional policy statements and district plans applying to tier 2 and 3 urban environments enable heights and density of urban form commensurate with the greater of:

- (a) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services; or
- (b) relative demand for housing and business use in that location.

Policy 6: When making planning decisions that affect urban environments, decision-makers have particular regard to the following matters:

- (a) the planned urban built form anticipated by those RMA planning documents that have given effect to this National Policy Statement
- (b) that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:

- (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and
- (ii) are not, of themselves, an adverse effect
- (c) the benefits of urban development that are consistent with well-functioning urban environments (as described in Policy 1)
- (d) any relevant contribution that will be made to meeting the requirements of this National Policy Statement to provide or realise development capacity
- (e) the likely current and future effects of climate change.

Policy 7: Tier 1 and 2 local authorities set housing bottom lines for the short-medium term and the long term in their regional policy statements and district plans.

Policy 8: Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:

- (a) unanticipated by RMA planning documents; or
- (b) out-of-sequence with planned land release.

Policy 9: Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, must:

- (a) involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and
- (b) when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and
- (c) provide opportunities in appropriate circumstances for Māori involvement in decision-making on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori and issues of cultural significance; and
- (d) operate in a way that is consistent with iwi participation legislation.

Policy 10: Tier 1, 2, and 3 local authorities:

- (a) that share jurisdiction over urban environments work together when implementing this National Policy Statement; and
- (b) engage with providers of development infrastructure and additional infrastructure to achieve integrated land use and infrastructure planning; and
- (c) engage with the development sector to identify significant opportunities for urban development.

Policy 11: In relation to car parking:

- (a) the district plans of tier 1, 2, and 3 territorial authorities do not set minimum car parking rate requirements, other than for accessible car parks; and

- (b) tier 1, 2, and 3 local authorities are strongly encouraged to manage effects associated with the supply and demand of car parking through comprehensive parking management plans.

Part 3: Implementation

3.1 Outline of part

- (1) This part sets out a non-exhaustive list of things that local authorities must do to give effect to the objectives and policies of this National Policy Statement, but nothing in this part limits the general obligation under the Act to give effect to those objectives and policies.

Subpart 1 – Providing development capacity

3.2 Sufficient development capacity for housing

- (1) Every tier 1, 2, and 3 local authority must provide at least sufficient development capacity in its region or district to meet expected demand for housing:
 - (a) in existing and new urban areas; and
 - (b) for both standalone dwellings and attached dwellings; and
 - (c) in the short term, medium term, and long term.
- (2) In order to be **sufficient** to meet expected demand for housing, the development capacity must be:
 - (a) plan-enabled (*see* clause 3.4(1)); and
 - (b) infrastructure-ready (*see* clause 3.4(3)); and
 - (c) feasible and reasonably expected to be realised (*see* clause 3.26); and
 - (d) for tier 1 and 2 local authorities only, meet the expected demand plus the appropriate competitiveness margin (*see* clause 3.22).

3.3 Sufficient development capacity for business land

- (1) Every tier 1, 2, and 3 local authority must provide at least sufficient development capacity in its region or district to meet the expected demand for business land:
 - (a) from different business sectors; and
 - (b) in the short term, medium term, and long term.
- (2) In order to be **sufficient** to meet expected demand for business land, the development capacity provided must be:
 - (a) plan-enabled (*see* clause 3.4(1)); and
 - (b) infrastructure-ready (*see* clause 3.4(3)); and
 - (c) suitable (as described in clause 3.29(2)) to meet the demands of different business sectors (as described in clause 3.28(3)); and
 - (d) for tier 1 and 2 local authorities only, meet the expected demand plus the appropriate competitiveness margin (*see* clause 3.22).

3.4 Meaning of plan-enabled and infrastructure-ready

- (1) Development capacity is **plan-enabled** for housing or for business land if:
 - (a) in relation to the short term, it is on land that is zoned for housing or for business use (as applicable) in an operative district plan
 - (b) in relation to the medium term, either paragraph (a) applies, or it is on land that is zoned for housing or for business use (as applicable) in a proposed district plan
 - (c) in relation to the long term, either paragraph (b) applies, or it is on land identified by the local authority for future urban use or urban intensification in an FDS or, if the local authority is not required to have an FDS, any other relevant plan or strategy.
- (2) For the purpose of subclause (1), land is **zoned** for housing or for business use (as applicable) only if the housing or business use is a permitted, controlled, or restricted discretionary activity on that land.
- (3) Development capacity is **infrastructure-ready** if:
 - (d) in relation to the short term, there is adequate existing development infrastructure to support the development of the land
 - (e) in relation to the medium term, either paragraph (a) applies, or funding for adequate development infrastructure to support development of the land is identified in a long-term plan
 - (f) in relation to the long term, either paragraph (b) applies, or the development infrastructure to support the development capacity is identified in the local authority's infrastructure strategy (as required as part of its long-term plan).

3.5 Availability of additional infrastructure

- (1) Local authorities must be satisfied that the additional infrastructure to service the development capacity is likely to be available.

3.6 Housing bottom lines for tier 1 and 2 urban environments

- (1) The purpose of the housing bottom lines required by this clause is to clearly state the amount of development capacity that is sufficient to meet expected housing demand plus the appropriate competitiveness margin in the region and each constituent district of a tier 1 or tier 2 urban environment.
- (2) For each tier 1 or tier 2 urban environment, as soon as practicable after an HBA is made publicly available (see clause 3.19(1)):
 - (a) the relevant regional council must insert into its regional policy statement:
 - (i) a housing bottom line for the short-medium term; and
 - (ii) a housing bottom line for the long term; and
 - (b) every relevant territorial authority must insert into its district plan:
 - (i) a housing bottom line for the short-medium term that is the proportion of the housing bottom line for the short-medium term (as set out in the relevant regional policy statement) that is attributable to the district of the territorial authority; and

- (ii) a housing bottom line for the long term that is the proportion of the housing bottom line for the long term (as set out in the relevant regional policy statement) that is attributable to the district of the territorial authority.
- (3) The housing bottom lines must be based on information in the most recent publicly available HBA for the urban environment and are:
 - (a) for the short-medium term, the sum of:
 - (i) the amount of feasible, reasonably expected to be realised development capacity that must be enabled to meet demand, along with the competitiveness margin, for the short term; and
 - (ii) the amount of feasible, reasonably expected to be realised development capacity that must be enabled to meet demand, along with the competitiveness margin, for the medium term; and
 - (b) for the long term, the amount of feasible, reasonably expected to be realised development capacity that must be enabled to meet demand, along with the competitiveness margin, for the long term.
- (4) The insertion of bottom lines must be done without using a process in Schedule 1 of the Act, but any changes to RMA planning documents required to give effect to the bottom lines must be made using a Schedule 1 process.

3.7 When there is insufficient development capacity

- (1) If a local authority determines that there is insufficient development capacity (as described in clauses 3.2 and 3.3) over the short term, medium term, or long term, it must:
 - (a) immediately notify the Minister for the Environment; and
 - (b) if the insufficiency is wholly or partly a result of RMA planning documents, change those documents to increase development capacity for housing or business land (as applicable) as soon as practicable, and update any other relevant plan or strategy (including any FDS, as required by subpart 4); and
 - (c) consider other options for:
 - (i) increasing development capacity; and
 - (ii) otherwise enabling development.

Subpart 2 – Responsive planning

3.8 Unanticipated or out-of-sequence developments

- (1) This clause applies to a plan change that provides significant development capacity that is not otherwise enabled in a plan or is not in sequence with planned land release.
- (2) Every local authority must have particular regard to the development capacity provided by the plan change if that development capacity:
 - (a) would contribute to a well-functioning urban environment; and
 - (b) is well-connected along transport corridors; and
 - (c) meets the criteria set under subclause (3).

- (3) Every regional council must include criteria in its regional policy statement for determining what plan changes will be treated, for the purpose of implementing Policy 8, as adding significantly to development capacity.

Subpart 3 – Evidence-based decision-making

3.9 Monitoring requirements

- (1) Every tier 1, 2, and 3 local authority must monitor, quarterly, the following in relation to each urban environment in their region or district:
 - (a) the demand for dwellings
 - (b) the supply of dwellings
 - (c) prices of, and rents for, dwellings
 - (d) housing affordability
 - (e) the proportion of housing development capacity that has been realised:
 - (i) in previously urbanised areas (such as through infill housing or redevelopment); and
 - (ii) in previously undeveloped (ie, greenfield) areas
 - (f) available data on business land.
- (2) In relation to tier 1 urban environments, tier 1 local authorities must monitor the proportion of development capacity that has been realised in each zone identified in clause 3.37(1) (ie, each zone with development outcomes that are monitored).
- (3) Every tier 1, 2, and 3 local authority must publish the results of its monitoring at least annually.
- (4) The monitoring required by this clause must relate to the relevant urban environments, but may apply more widely (such as, for example, where the relevant data is available only on a region or district-wide basis).
- (5) 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 doing the monitoring required by this subpart.

3.10 Assessing demand and development capacity

- (1) Every local authority must assess the demand for housing and for business land in urban environments, and the development capacity that is sufficient (as described in clauses 3.2 and 3.3) to meet that demand in its region or district in the short term, medium term, and long term.
- (2) Tier 1 and tier 2 local authorities comply with subclause (1) in relation to tier 1 and tier 2 urban environments by preparing and publishing an HBA as required by subpart 5.

3.11 Using evidence and analysis

- (1) When making plans, or when changing plans in ways that affect the development of urban environments, local authorities must:
 - (a) clearly identify the resource management issues being managed; and
 - (b) use evidence, particularly any relevant HBAs, about land and development markets, and the results of the monitoring required by this National Policy Statement, to assess the impact of different regulatory and non-regulatory options for urban development and their contribution to:
 - (iii) achieving well-functioning urban environments; and
 - (iv) meeting the requirements to provide at least sufficient development capacity.
- (2) Local authorities must include the matters referred to in subclause (1)(a) and (b) in relevant evaluation reports and further evaluation reports prepared under sections 32 and 32AA of the Act.

Subpart 4 – Future Development Strategy (FDS)

3.12 Preparation of 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; and
 - (b) 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).

3.13 Purpose and content of FDS

- (1) The purpose of an FDS is:
 - (a) to promote long-term strategic planning by setting out how a local authority intends to:

- (i) achieve well-functioning urban environments in its existing and future urban areas; and
 - (ii) provide at least sufficient development capacity, as required by clauses 3.2 and 3.3, over the next 30 years to meet expected demand; and
 - (b) assist the integration of planning decisions under the Act with infrastructure planning and funding decisions.
- (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 and 3.3; and
 - (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.
- (3) Every FDS must include a clear statement of hapū and iwi values and aspirations for urban development.

3.14 What FDSs are informed by

- (1) Every FDS must be informed by the following:
- (a) the most recent applicable HBA
 - (b) a consideration of the advantages and disadvantages of different spatial scenarios for achieving the purpose of the FDS
 - (c) the relevant long-term plan and its infrastructure strategy, and any other relevant strategies and plans
 - (d) Māori, and in particular tangata whenua, values and aspirations for urban development
 - (e) feedback received through the consultation and engagement required by clause 3.15
 - (f) every other National Policy Statement under the Act, including the New Zealand Coastal Policy Statement
 - (g) any other relevant national policy required by, or issued under, legislation.

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.
- (2) In order to prepare the draft required by that procedure, local authorities must engage 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).

3.16 Review of FDS

- (1) Every tier 1 and tier 2 local authority must regularly review its FDS to determine whether it needs updating, and the review must be done in time to inform the next long-term plan (ie, every 3 years).
- (2) The review must:
 - (a) engage with the development sector and landowners to identify significant future development opportunities and associated infrastructure requirements; and
 - (b) consider the most recent HBA.
- (3) If, following the review, the local authority decides that the FDS does not need updating, that decision and the reasons for it must be publicly notified.
- (4) If, following the review, the local authority decides that the FDS is to be updated, the local authority must follow the same processes for consultation as apply to the preparation of an FDS, but only in relation to the aspects proposed to be updated.

3.17 Effect of FDS

- (1) Every tier 1 and tier 2 local authority:
 - (a) must have regard to the relevant FDS when preparing or changing RMA planning documents; and
 - (b) is strongly encouraged to use the relevant FDS to inform:
 - (i) long-term plans, and particularly infrastructure strategies; and
 - (ii) regional land transport plans prepared by a local authority under Part 2 of the Land Transport Management Act 2003; and
 - (iii) any other relevant strategies and plans.

3.18 FDS implementation plan

- (1) Every tier 1 and tier 2 local authority must prepare and implement an implementation plan for its FDS.
- (2) If a tier 1 or tier 2 local authority consists of more than one local authority, the implementation plan must be prepared as a single document by all the local authorities that jointly prepared the FDS.
- (3) Every implementation plan, or part of an implementation plan, must be updated annually.

- (4) An implementation plan or part of an implementation plan:
 - (a) is not part of the FDS to which it relates; and
 - (b) does not need to be prepared using the consultation and engagement requirements set out in clause 3.15; and
 - (c) does not have the effect of an FDS as described in clause 3.17.

Subpart 5 – Housing and Business Development Capacity Assessment (HBA)

3.19 Obligation to prepare HBA

- (1) Every tier 1 and tier 2 local authority must prepare, and make publicly available, an HBA for its tier 1 or tier 2 urban environments every 3 years, in time to inform the relevant local authority's next long-term plan.
- (2) The HBA must apply, at a minimum, to the relevant tier 1 or tier 2 urban environments of the local authority (ie, must assess demand and capacity within the boundaries of those urban environments), 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 HBA as required by this subpart.

3.20 Purpose of HBA

- (1) The purpose of an HBA is to:
 - (a) provide information on the demand and supply of housing and of business land in the relevant tier 1 or tier 2 urban environment, and the impact of planning and infrastructure decisions of the relevant local authorities on that demand and supply; and
 - (b) inform RMA planning documents, FDSs, and long-term plans; and
 - (c) quantify the development capacity that is sufficient to meet expected demand for housing and for business land in the short term, medium term, and long term.

3.21 Involving development sector and others

- (1) In preparing an HBA, every tier 1 and tier 2 local authority must seek information and comment from:
 - (a) expert or experienced people in the development sector; and
 - (b) providers of development infrastructure and additional infrastructure; and
 - (c) anyone else who has information that may materially affect the calculation of the development capacity.

3.22 Competitiveness margin

- (1) A competitiveness margin is a margin of development capacity, over and above the expected demand that tier 1 and tier 2 local authorities are required to provide, that is required in order to support choice and competitiveness in housing and business land markets.
- (2) The competitiveness margins for both housing and business land are:
 - (a) for the short term, 20%
 - (b) for the medium term, 20%
 - (c) for the long term, 15%.

Housing

3.23 Analysis of housing market and impact of planning

- (1) Every HBA must include analysis of how the relevant local authority's planning decisions and provision of infrastructure affects the affordability and competitiveness of the local housing market.
- (2) The analysis must include an assessment of how well the current and likely future demands for housing by Māori and different groups in the community (such as older people, renters, homeowners, low-income households, visitors, and seasonal workers) are met, including the demand for different types and forms of housing (such as for lower-cost housing, papakāinga, and seasonal worker or student accommodation).
- (3) The analysis must be informed by:
 - (a) market indicators, including:
 - (i) indicators of housing affordability, housing demand, and housing supply; and
 - (ii) information about household incomes, housing prices, and rents; and
 - (b) price efficiency indicators.

3.24 Housing demand assessment

- (1) Every HBA must estimate, for the short term, medium term, and long term, the demand for additional housing in the region and each constituent district of the tier 1 or tier 2 urban environment:
 - (a) in different locations; and
 - (b) in terms of dwelling types.
- (2) Local authorities may identify locations in any way they choose.
- (3) Local authorities may identify the types of dwellings in any way they chose but must, at a minimum, distinguish between standalone dwellings and attached dwellings.
- (4) The demand for housing must be expressed in terms of numbers of dwellings.

- (5) Every HBA must:
 - (a) set out a range of projections of demand for housing in the short term, medium term, and long term; and
 - (b) identify which of the projections are the most likely in each of the short term, medium term, and long term; and
 - (c) set out the assumptions underpinning the different projections and the reason for selecting the most likely; and
 - (d) if those assumptions involve a high level of uncertainty, the nature and potential effects of that uncertainty.

3.25 Housing development capacity assessment

- (1) Every HBA must quantify, for the short term, medium term, and long term, the housing development capacity for housing in the region and each constituent district of the tier 1 or tier 2 urban environment that is:
 - (a) plan-enabled; and
 - (b) plan-enabled and infrastructure-ready; and
 - (c) plan-enabled, infrastructure-ready, and feasible and reasonably expected to be realised.
- (2) The development capacity must be quantified as numbers of dwellings:
 - (a) in different locations, including in existing and new urban areas; and
 - (b) of different types, including standalone dwellings and attached dwellings.

3.26 Estimating what is feasible and reasonably expected to be realised

- (1) For the purpose of estimating the amount of development capacity that is reasonably expected to be realised, or that is both feasible and reasonably expected to be realised, local authorities:
 - (a) may use any appropriate method; but
 - (b) must outline and justify the methods, inputs, and assumptions used to arrive at the estimates.
- (2) The following are examples of the kind of methods that a tier 1 local authority could use to assess the amount of development capacity that is feasible and reasonably expected to be realised:
 - (a) separately estimate the number of feasible dwellings (using a feasibility model) and the number of dwellings that can reasonably be expected to be realised (using building consents data on the number of sites and extent of allowed capacity that has been previously developed), for the short, medium and long term; compare the numbers of dwellings estimated by each method; then pick the lower of the numbers in each time period, to represent the amount of development capacity that is feasible and reasonably expected to be realised

- (b) estimate the number of feasible dwellings or sites, and then assess the proportion of these that can reasonably be expected to be developed in the short, medium and long term, using information about landowner and developer intentions
 - (c) integrate information about past development trends and future landowner and developer intentions into the feasibility model, which could mean modifying assumptions about densities, heights, and timing of development.
- (3) The following is an example of the kind of methods that a tier 2 local authority could use to assess the amount of development capacity that is feasible and reasonably expected to be realised:
- (a) assess the number of dwellings that can reasonably be expected to be developed (using building consents data on the number of sites and extent of allowed capacity that has been developed previously), for the short, medium and long term; and
 - (b) then seek advice from the development sector about what factors affect the feasibility of development.
- (4) Different methods may be appropriate when assessing the development capacity that is reasonably expected to be realised in different circumstances, such as:
- (a) in existing, as opposed to new, urban areas; and
 - (b) for stand-alone, as opposed to attached, dwellings.

3.27 Assessment of sufficient development capacity for housing

- (1) Every HBA must clearly identify, for the short term, medium term, and long term, where there is sufficient development capacity to meet demand for housing in the region and each constituent district of the tier 1 or tier 2 urban environment.
- (2) The requirements of subclause (1) must be based on a comparison of:
 - (a) the demand for housing referred to in clause 3.24 plus the appropriate competitiveness margin; and
 - (b) the development capacity identified under clause 3.25.
- (3) If there is any insufficiency, the HBA must identify where and when this will occur and analyse the extent to which RMA planning documents, a lack of development infrastructure, or both, cause or contribute to the insufficiency.

Business land

3.28 Business land demand assessment

- (1) Every HBA must estimate, for the short term, medium term, and long term, the demand from each business sector for additional business land in the region and each constituent district of the tier 1 or tier 2 urban environment.
- (2) The demand must be expressed in hectares or floor areas.

- (3) For the purpose of this clause, a local authority may identify business sectors in any way it chooses but must, as a minimum, distinguish between sectors that would use land zoned for commercial, retail, or industrial uses.
- (4) The HBA for a tier 1 urban environment must:
 - (a) set out a range of projections of demand for business land by business sector, for the short term, medium term, and long term; and
 - (b) identify which of the projections is the most likely in each of the short term, medium term, and long term; and
 - (c) set out the assumptions underpinning the different projections and the reason for selecting which is the most likely; and
 - (d) if those assumptions involve a high level of uncertainty, the nature and potential effects of that uncertainty.
- (5) The HBA for a tier 2 urban environment must:
 - (a) set out the most likely projection of demand for business land by business sector in the short term, medium term, and long term; and
 - (b) set out the assumptions underpinning that projection; and
 - (c) if those assumptions involve a high level of uncertainty, the nature and potential effects of that uncertainty.

3.29 Business land development capacity assessment

- (1) Every HBA must estimate the following, for the short term, medium term, and long term, for the region and each constituent district of the tier 1 or tier 2 urban environment:
 - (a) the development capacity (in terms of hectares or floor areas) to meet expected demand for business land for each business sector, plus the appropriate competitiveness margin; and
 - (b) of that development capacity, the development capacity that is:
 - (i) plan-enabled; and
 - (ii) plan-enabled and infrastructure-ready; and
 - (iii) plan-enabled, infrastructure-ready, and suitable for each business sector.
- (2) A local authority may define what it means for development capacity to be “suitable” in any way it chooses, but suitability must, at a minimum, include suitability in terms of location and site size.

3.30 Assessment of sufficient development capacity for business land

- (1) Every HBA must clearly identify, for the short term, medium term, and long term, whether there is sufficient development capacity to meet demand for business land in the region and each constituent district of the tier 1 or tier 2 urban environment.

- (2) The requirements of subclause (1) must be based on a comparison of:
 - (a) the demand for business land referred to in clause 3.28 plus the appropriate competitiveness margin; and
 - (b) the development capacity identified under clause 3.29.
- (3) If there is any insufficiency, the HBA must identify where and when this will occur and analyse the extent to which RMA planning documents, a lack of development infrastructure, or both, cause or contribute to the insufficiency.

Subpart 6 – Intensification in tier 1 urban environments

3.31 Tier 1 territorial authorities implementing intensification policies

- (1) Every tier 1 territorial authority must identify, by location, the building heights and densities required by Policy 3.
- (2) If the territorial authority considers that it is necessary to modify the building height or densities in order to provide for a qualifying matter (as permitted under Policy 4), it must:
 - (a) identify, by location, where the qualifying matter applies; and
 - (b) specify the alternate building heights and densities proposed for those areas.
- (3) The territorial authority must make the information required by subclauses (1) and (2) publicly available at the same time as it notifies any plan change or proposed plan change to give effect to Policy 3.

3.32 Qualifying matters

- (1) In this National Policy Statement, **qualifying matter** means any of the following:
 - (a) a matter of national importance that decision-makers are required to recognise and provide for under section 6 of the Act
 - (b) a matter required in order to give effect to any other National Policy Statement, including the New Zealand Coastal Policy Statement
 - (c) any matter required for the purpose of ensuring the safe or efficient operation of nationally significant infrastructure
 - (d) open space provided for public use, but only in relation to the land that is open space
 - (e) an area subject to a designation or heritage order, but only in relation to the land that is subject to the designation or heritage order
 - (f) a matter necessary to implement, or ensure consistency with, iwi participation legislation
 - (g) the requirement to provide sufficient business land suitable for low density uses to meet expected demand under this National Policy Statement
 - (h) any other matter that makes higher density development as directed by Policy 3 inappropriate in an area, but only if the requirements of clause 3.33(3) are met.

3.33 Requirements if qualifying matter applies

- (1) This clause applies if a territorial authority is amending its district plan and intends to rely on Policy 4 to justify a modification to the direction in Policy 3 in relation to a specific area.
- (2) The evaluation report prepared under section 32 of the Act in relation to the proposed amendment must:
 - (a) demonstrate why the territorial authority considers that:
 - (i) the area is subject to a qualifying matter; and
 - (ii) the qualifying matter is incompatible with the level of development directed by Policy 3 for that area; and
 - (b) assess the impact that limiting development capacity, building height or density (as relevant) will have on the provision of development capacity; and
 - (c) assess the costs and broader impacts of imposing those limits.
- (3) A matter is not a qualifying matter under clause 3.32(1)(h) in relation to an area unless the evaluation report also:
 - (a) identifies the specific characteristic that makes the level of development directed by Policy 3 inappropriate in the area, and justifies why that is inappropriate in light of the national significance of urban development and the objectives of this National Policy Statement; and
 - (b) includes a site-specific analysis that:
 - (i) identifies the site to which the matter relates; and
 - (ii) evaluates the specific characteristics on a site-specific basis to determine the spatial extent where intensification needs to be compatible with the specific matter; and
 - (iii) evaluates an appropriate range of options to achieve the greatest heights and densities directed by Policy 3, while managing the specific characteristics.

3.34 Effects on consideration of resource consents

- (1) Nothing in Policies 3 or 4 or this subpart precludes the consideration (under section 104 of the Act) of any actual or potential effects on the environment associated with building heights.

Subpart 7 – Development outcomes for zones

3.35 Development outcomes for zones

- (1) Every tier 1, 2 or 3 territorial authority must ensure that:
 - (a) the objectives for every zone in an urban environment in its district describe the development outcomes intended for the zone over the life of the plan and beyond; and

- (b) the policies and rules in its district plan are individually and cumulatively consistent with the development outcomes described in the objectives for each zone.

3.36 Development outcomes consistent with intensification policies

- (1) Every tier 1 territorial authority must ensure that the development outcomes for zones in its tier 1 urban environments are consistent with the outcomes required by Policy 3.

3.37 Monitoring development outcomes

- (1) Every tier 1 territorial authority must monitor the extent to which development is occurring in each of the following zones as anticipated by the development outcomes included in the objectives for the zone:
 - (a) city centre zones
 - (b) metropolitan centre zones
 - (c) town centre zones
 - (d) mixed use zones
 - (e) high density residential zones
 - (f) medium density residential zones
 - (g) general residential zones.
- (2) If monitoring under this clause indicates that development outcomes are not being realised, the territorial authority must, as soon as practicable:
 - (a) undertake an assessment to identify whether provisions of the district plan (individually and cumulatively), or any other factors (and if so, what factors), or both, are contributing to the failure to realise development outcomes; and
 - (b) give public notice (as defined in the Act) of the results of the assessment.
- (3) If the assessment indicates that provisions of a district plan are contributing to the failure to realise development outcomes, the territorial authority must change its district plan to address the deficiency.
- (4) If the assessment indicates that other factors are contributing to the failure to realise development outcomes, the territorial authority must consider alternative methods to improve the rate of realisation (such as the use of incentives for site amalgamation).
- (5) Any plan change required under subclause (3) must be notified as soon as practicable, and no later than 12 months after the assessment is publicly notified.

Subpart 8 – Car parking

3.38 Car parking

- (1) If the district plan of a tier 1, 2, or 3 territorial authority contains objectives, policies, rules, or assessment criteria that have the effect of requiring a minimum number of car parks to be provided for a particular development, land use, or activity, the territorial authority must change its district plan to remove that effect, other than in respect of accessible car parks.

- (2) Territorial authorities must make any changes required by subclause (1) without using a process in Schedule 1 of the Act.
- (3) Nothing in this National Policy Statement prevents a district plan including objectives, policies, rules, or assessment criteria:
 - (a) requiring a minimum number of accessible car parks to be provided for any activity; or
 - (b) relating to parking dimensions or manoeuvring standards to apply if:
 - (i) a developer chooses to supply car parks; or
 - (ii) when accessible car parks are required.

Part 4: Timing

4.1 Timeframes for implementation

- (1) Every tier 1, 2, and 3 local authority must amend its regional policy statement or district plan to give effect to the provisions of this National Policy Statement as soon as practicable.
- (2) In addition, local authorities must comply with specific policies of this National Policy Statement in accordance with the following table:

Local authority	Subject	National Policy Statement provisions	By when
Tier 1 only	Intensification	Policies 3 and 4 (see Part 3 subpart 6)	Proposed plan or plan change notified no later than 2 years after the commencement date
Tier 2 only (other than a tier 2 territorial authority required by section 80F of the Act to prepare an IPI)	Intensification	Policy 5	Proposed plan or plan change notified no later than 2 years after the commencement date
Tiers 1 and 2	First FDS made publicly available after the commencement date	Policy 2 (see Part 3 subpart 4)	In time to inform the 2024 long-term plan
Tiers 1 and 2	HBA so far as it relates to housing	Policy 2 (see Part 3 subpart 5)	By 31 July 2021
Tiers 1 and 2	HBA relating to both housing and business land	Policy 2 (see Part 3 subpart 5)	In time to inform the 2024 long-term plan
Tiers 1, 2, and 3	Car parking	Policy 11(a) (see clause 3.38)	No later than 18 months after the commencement date

Appendix: Tier 1 and tier 2 urban environments and local authorities

Table 1

Tier 1 urban environment	Tier 1 local authorities
Auckland	Auckland Council
Hamilton	Waikato Regional Council, Hamilton City Council, Waikato District Council, Waipā District Council
Tauranga	Bay of Plenty Regional Council, Tauranga City Council, Western Bay of Plenty District Council
Wellington	Wellington Regional Council, Wellington City Council, Porirua City Council, Hutt City Council, Upper Hutt City Council, Kāpiti Coast District Council
Christchurch	Canterbury Regional Council, Christchurch City Council, Selwyn District Council, Waimakariri District Council

Table 2

Tier 2 urban environment	Tier 2 local authorities
Whangārei	Northland Regional Council, Whangarei District Council
Rotorua	Bay of Plenty Regional Council, Rotorua District Council
New Plymouth	Taranaki Regional Council, New Plymouth District Council
Napier Hastings	Hawke’s Bay Regional Council, Napier City Council, Hastings District Council
Palmerston North	Manawatū-Whanganui Regional Council, Palmerston North City Council
Nelson Tasman	Nelson City Council, Tasman District Council
Queenstown	Otago Regional Council, Queenstown Lakes District Council
Dunedin	Otago Regional Council, Dunedin City Council

APPENDIX C

Te Pātukurea Kerikeri-Waipapa Spatial Plan

April 2024



HE ARA TĀMATA
CREATING GREAT PLACES
Supporting our people

Introductions and Karakia

01

Rārangi Take

Agenda

Rārangi Take/Agenda

- Te Patukurea Kerikeri Waipapa – the wider work programme
- What we've already heard from stakeholders and the public
- Project Programme
- Project Framework
- Our Evidence Base
- What we are working on now and next steps
- Questions / Discussion

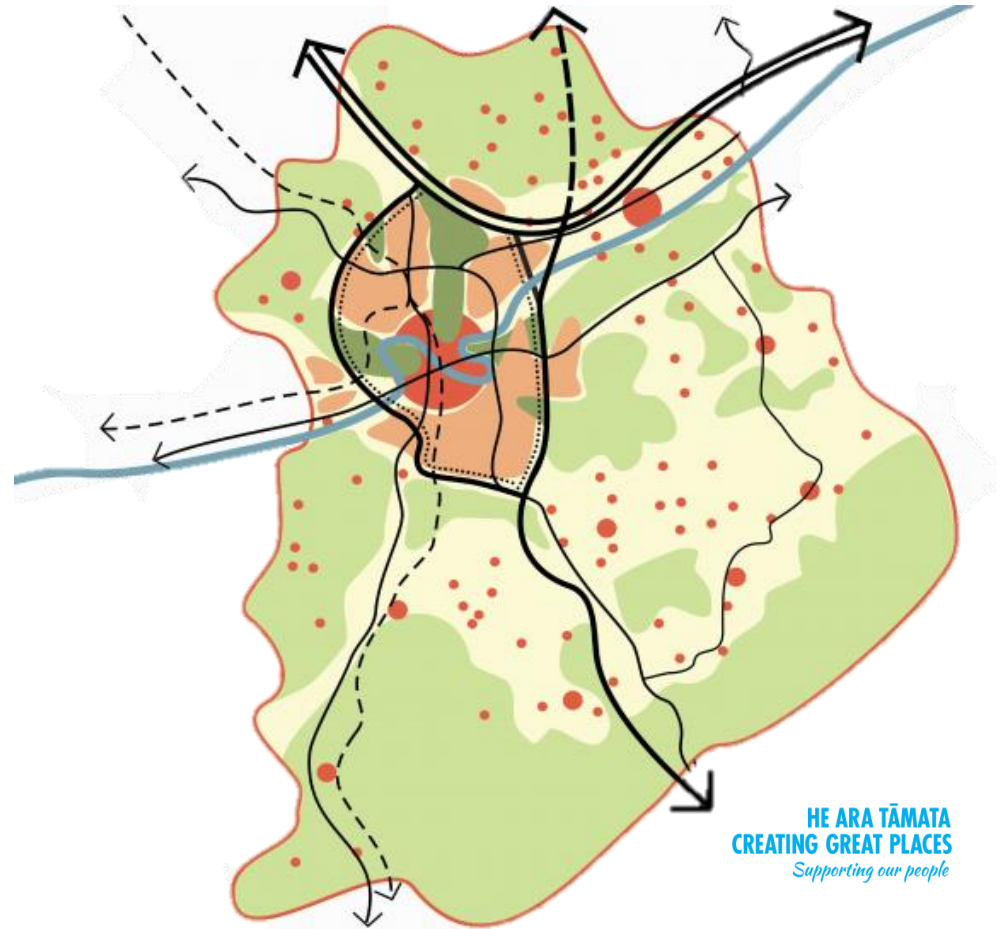
02

Te Pātukurea

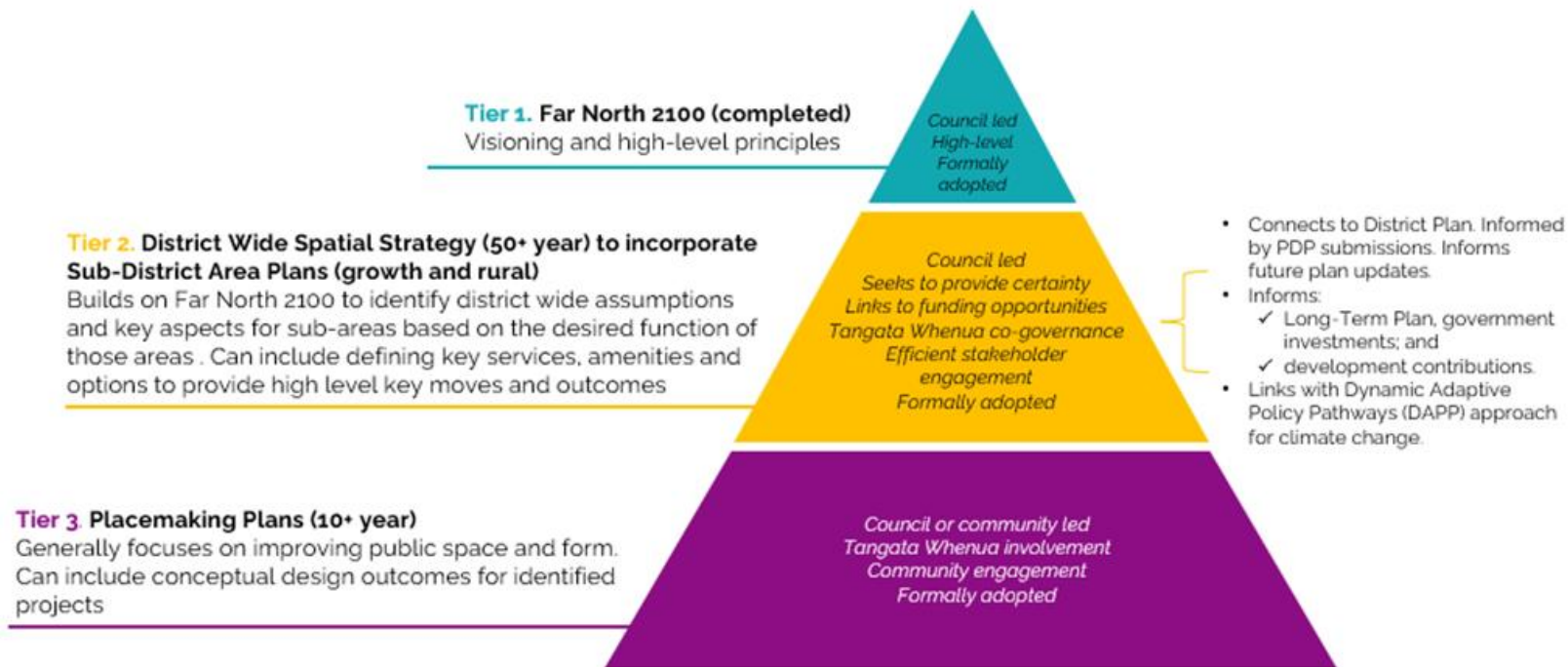
Kerikeri Waipapa Spatial Plan

Why we do spatial planning

- Enables the district to take long-term spatial view of growth.
- Considers needs of the community, as well as the wellbeing of people, the local economy and the environment
- Encourages investment from public and private sector partners.
- Consolidates master plans, placemaking plans and community plans.
- Aligns with the Proposed District Plan.
- Council can influence the Regional Spatial Strategy.



Why we do spatial planning



03

**Stakeholder
Engagement & PDP
Submissions - What
We Heard**

Initial thoughts: What we've heard

Central Government Agencies

Support prioritising Te Pātukurea - KKWP as a growth node with good development economics.

Pockets of growth seen across the area.

Keen to see proposed staging and evidence base

Zoning and infrastructure are key constraints.

Aspirations for affordability, to be involved as part of the community.

Engagement including all agencies together will achieve efficient outcomes.

Interested to understand how scenarios are developed and evaluated. How does it fit with Far North 2100?

New school needed soon?

More investment in social housing, affordable rentals, and progressive home ownership

Opportunity for transport mode shift but PT not a focus.

Give consideration to urban form and density
Is KKWP an "urban area"?

Initial thoughts: What we've heard

Regional Agencies

One network framework consistent application across Northland

Use density to promote active modes and reduce emissions.

Flood risk to Kororipo Basin – protection of waterways and consideration of risks from upstream development necessary.

Avoid zoning urban land in hazard or HPL areas.

Alignment with regional policy and integrated delivery of projects is key.

Water supply and flood mitigation are both potential concerns.

Protecting heritage assets.

Initial thoughts: What we've heard

Developers

What to include in the plan:

- Full physical and social infrastructure, green/brown fields and connectivity
- Diversity of density (including higher density)
- Lots of green space
- Plan for public transport
- Key principles to guide development

- Zoning and infrastructure are biggest impediments

Access to coast a concern – oversubscribed marinas need to consider Rangitane facility.

Improve boat ramps, human scale to Kerikeri town centre, manage traffic.

Seeking to diversify the economy away from dependence on tourism.

Keep qualities such as heritage, river/park network.

Potential growth areas:

- Kerikeri, Inlet, and Waipapa Roads
- Continue Rangitane river park area and Blue Penguin Drive
- Link Waipapa and Kerikeri with farmland development
- Kerikeri from SH 10 to existing residential area
- Take care (with rural lifestyle) to avoid locking-in one pattern of development

Initial thoughts: What we've heard

SMEs & Network Utility Operators

Infill development may require upgrading of local wires & pipes.

Mobile and satellite to fill gaps in fibre network.

EVs, batteries, solar creating variance in power loads – early notice of new developments necessary to plan ahead.

Better coordination between developers and telcos is needed to plan networks.

Fibre network will extend with new development, subject to funding, covering 90% of population. (Copper network to be terminated)

Substations / electricity network has sufficient capacity to service growth.

Network providers working together to expand 4G network to rural areas.

5G to expand in dense areas, pending govt actions.

Land for new electricity infrastructure is limited in Waipapa.

Initial thoughts: What we've heard

Community Groups

Bi-lingual town.

Natural heritage to be protected.

Industry in Kerikeri conflicts with other uses (schools).

Place a climate change lens over decision making, encourage sustainable development practices.

Acknowledgement and hapū involvement in all developments.

Opposed to sprawl.

A special community identity, and the city of the Far North.

Infra capacity a concern, more investment in social housing, affordable rentals, and progressive home ownership schemes needed.

Would like to include development principles in the plan.

Lack of infrastructure constraints development; service connections are refused to some.

Connectivity a key theme. Want more walking and cycling options.

Need foresight to recognise and protect esplanade strips, increase access to coast.

Supports greenfield development. There may be other 'hubs' for development in the area.

Proposed District Plan Submissions

- Clear/strong direction for growth and development
- Establish a centre hierarchy for larger urban areas
- Strategic direction on climate change
- Review assessment against the National Policy Statement - Urban Development on whether Kerikeri is an urban environment.
- Ensure that there are sufficient opportunities for development of residential and business land to meet demand.
- Greater protection for vulnerable activities from natural hazards
- Affordable housing

04

November 2023 Public Consultation Findings

Key themes informing Te Pātukurea objectives

01 **Protect and enhance te Taiao**
For example, through protection and enhancement of river systems and the natural environment



02 **Cultural**
For hapū rōpū, seeing themselves reflected and their culture expressed



03 **Housing**
Supporting quality intensification, whilst addressing rural lifestyle demand



Climate Change
Invest in low carbon and energy efficient options for transport, housing and infrastructure

04

Resilient Economy
Enabling development and variety of businesses to establish and thrive in the right places

05

Transport & Infrastructure
Having sufficient three waters infrastructure to support development, providing community services (e.g. medical facilities) and better freight connections

06

Key Challenges for Te Pātukurea:

Challenge 1

The area lacks the housing supply and infrastructure necessary to provide for housing and modal choice and accommodate a diverse and growing population



Challenge 4

The area is vulnerable to the impacts of natural hazards and climate change.



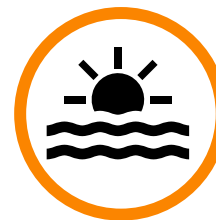
Challenge 2

Growing and maintaining a resilient economy whilst protecting and managing the sustainable use of te Taiao



Challenge 5

Access to and connectivity between our natural environment is fragmented





















Challenge 3

The area does not fully reflect the diversity and cultural aspirations of its inhabitants.



Engagement findings

Across 2022 and 2023, through hui and workshops, hapū rōpū, stakeholders and community groups had the opportunity to inform emerging themes and assumptions as well as initial scenario-testing. Different groups showed different priorities:

	01	02	03	04	05	06
Hapū rōpū						
Community & stakeholders						
Rangatahi						

-  Housing
-  Climate change
-  Transport, services, and infrastructure
-  Cultural
-  Protect and enhance Te Taiao
-  Resilient economy

Key aspirations identified through public consultation:

The following lists the 10 most popular scoring aspirations (by number of comments):

Improved roading (52 comments).

More / improved cycling facilities (42 comments).

Medical facilities (doctor, dental, hospital) (41 comments).

More / improved walkways (40 comments).

Affordable housing (34 comments).

Public transport (21 comments).

Three waters infrastructure (19 comments).

Connectivity and access to the environment (18 comments).

Waterways (rivers and the coast) (15 comments).

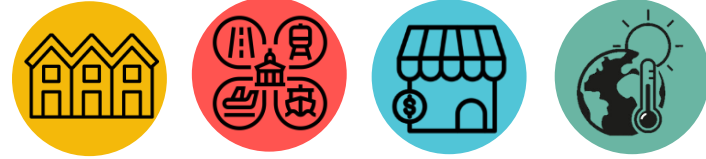
Māori values should be reflected (14 comments).

How we've incorporated what we've heard:

- **Early stakeholder feedback obtained from central and regional government agencies, community groups and developers**
- **Used to identify what additional evidence is required to inform Te Pātukurea and to answer the questions raised in the early stakeholder engagement**
- **The key themes identified by stakeholders were developed and then publicly engaged on last year to inform draft objectives for Te Pātukurea**
- **And**
- **More recent stakeholder engagement informed baseline analysis and is helping to inform principles for growth option development**

Project Objectives:

01 Our infrastructure is resilient to the impacts of natural hazards (e.g., flooding), growth (e.g., housing and business capacity) and climate change (e.g., drought).



02 We have a range of housing typologies to accommodate the different needs of our community and sufficient supply so that people can live, work, and play in Te Pātukurea affordably and in the way they want.



03 We can safely, easily, and efficiently use a variety of different transport modes to live, work and play within Te Pātukurea and connect with the wider district.



04 We protect, enhance, and are connected to both Te Taiao and the cultural and heritage values that makes Te Pātukurea special whilst supporting economic development.



05

Project Programme and Framework

Who we are working with to develop Te Pātukurea:

- FNDC Staff
- Elected Members
- External Inputs

KEY STAKEHOLDERS

Community Groups & Public

Kerikeri-Waipapa community and representative groups.

Akeake Advisory Group

Includes government agencies, developers, and organisations integral to the funding and implementation of the project.

Mahoe Advisory Group

Representatives from various stakeholder groups with knowledge and insights into the dynamics of the Kerikeri-Waipapa community.

GOVERNING BODY

Members: Elected Members. **Role:** Provide input at key milestones; give direction on approach, targets, etc.; Approve consultative elements

TE PĀTUKUREA HAPU ROPŪ

Members: Ngāti Rēhia, Te Uri Taniwha, Ngāti Hineira, Te Whiu, Ngāti Rangī, Ngāti Mau, Ngāti Korohue. **Role:** Provide iwi / Hapū advice and views; review and provide feedback at key milestones; ensure that Hapū views are recognised and captured.

PROJECT STEERING GROUP

Members: FNDC Project Sponsor and Senior Leadership. **Role:** Monitors the strategic direction of the project and ensures alignment with organisational goals; inputs at key milestones

TE PĀTUKUREA PROJECT TEAM

Members: Growth Planning & Placemaking Team, including Project Manager. **Role:** Develop Te Pātukurea and supporting documentation.

SUBJECT MATTER EXPERTS

Members: Internal FNDC experts, including Community Development, Policy, Infrastructure, Open Spaces & Reserves. **Role:** Key professionals who bring specialised knowledge and skills to the project and input at key stages / milestones.

CONSULTANT ADVISORS

Members: Beca

GOVERNANCE

PROJECT TEAM

Where The Framework Document sits in our programme:

Phase 1
*Project establishment
and engagement*

Phase 2
*Develop
Framework
Document*

Phase 3
*Develop
Foundation
Report*

Phase 4
*Develop Interim
Report*

Phase 5
*Finalise
Te Pātukurea*

The Framework Document:

The purpose of the Framework Document is to confirm the following key matters of Te Pātukurea:

Category	Te Pātukurea Matter	Details
Foundational groundwork	Key Assumptions	The things we can't change and need to consider.
	Wāhi Toitū & Wāhi Toiora	What our growth planning for new development must give particular regard to, such as climate change impacts, hazards and natural environment protections
Desired outcomes and how we achieve them	Plan objectives	The key outcomes we are seeking to achieve.
	Our decision-making framework	How we will assess potential growth options, and the criteria we will use.
Process	Plan adoption process	How Te Pātukurea will be adopted once completed.
	Next steps and information sharing	Where are we heading and how are we keeping people informed?

Key Assumptions for Te Pātukurea:

Population Growth

Kerikeri-Waipapa will continue to be the largest and fastest growing population in the district, with a current population estimated to be 17,316, growing to 23,866 over the next 30 years.

Prosperity/Employment

Kerikeri-Waipapa will continue to be characterised by a strong horticultural and agricultural industry. The area will continue to have strengths in professional services and arts and recreational services.

Deprivation

While Kerikeri-Waipapa is less deprived than other parts of the Far North District, it contains pockets of more deprived areas in Kerikeri Central and Rangitane-Purerua.

Cultural

The Cultural History of Te Manako and other surrounding areas are all of significance to Hapū. The original name of Kerikeri is Te Manako (to set one's heart on, like, long for, want) points to the wider significance of the place, including Te Awa o Ngā Rangatira (River of Chiefs, being the original name for Kerikeri Inlet).

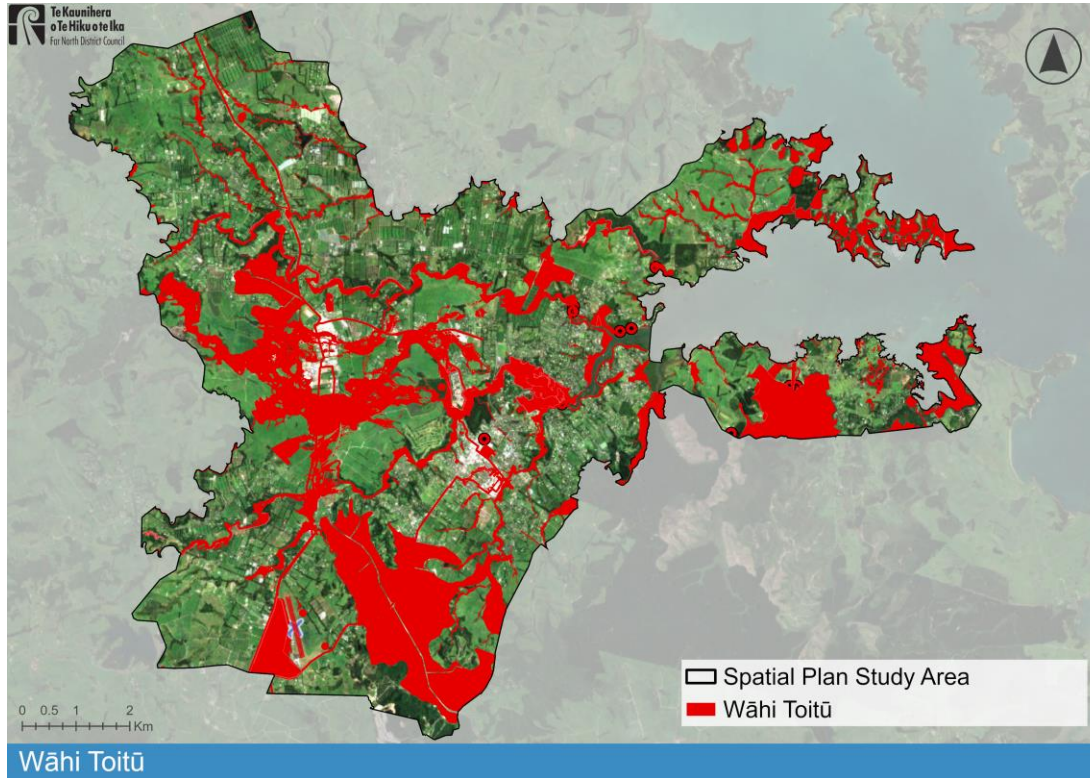
Demographic

Kerikeri's population will continue to age and by 2028, the largest group will be 65+

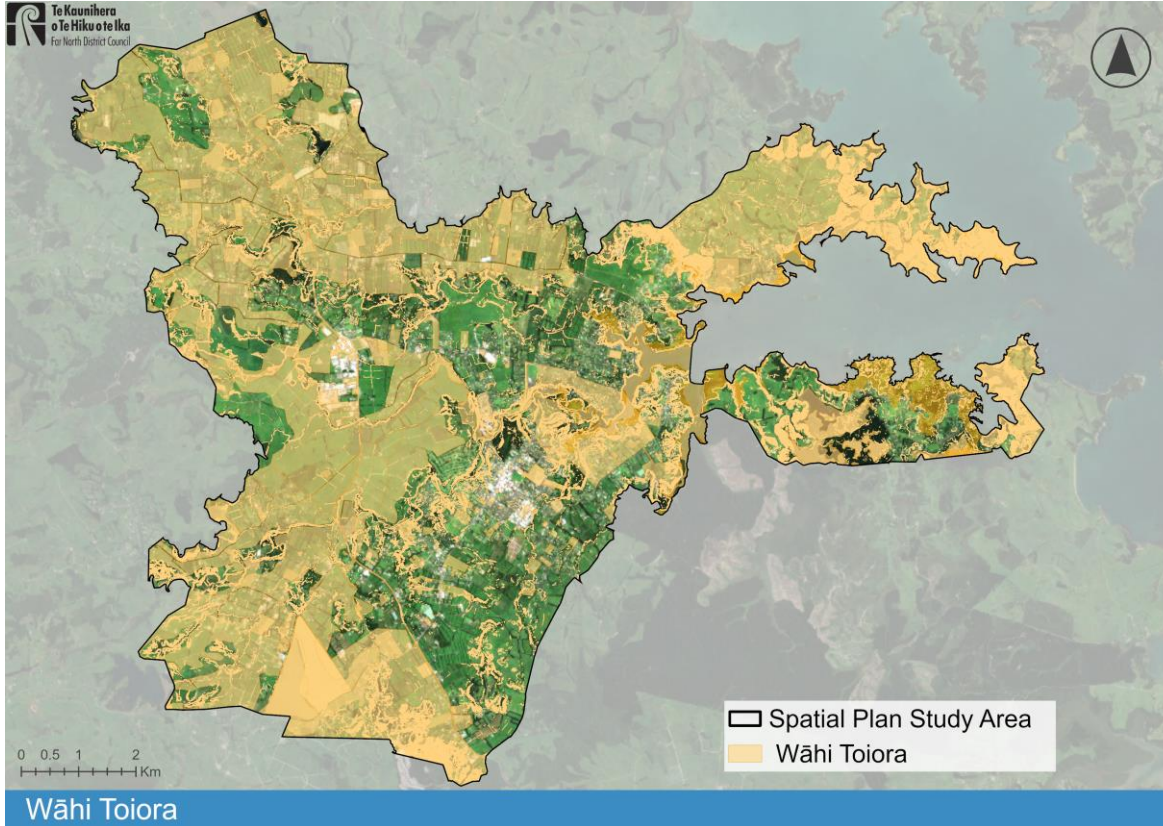
Constraints

Constraints are identified as Wāhi Toitū (no go) and Wāhi Toiora (go carefully) to differentiate constraints for future urban development. Development will avoid Wāhi Toitū areas.

Wāhi Toitū

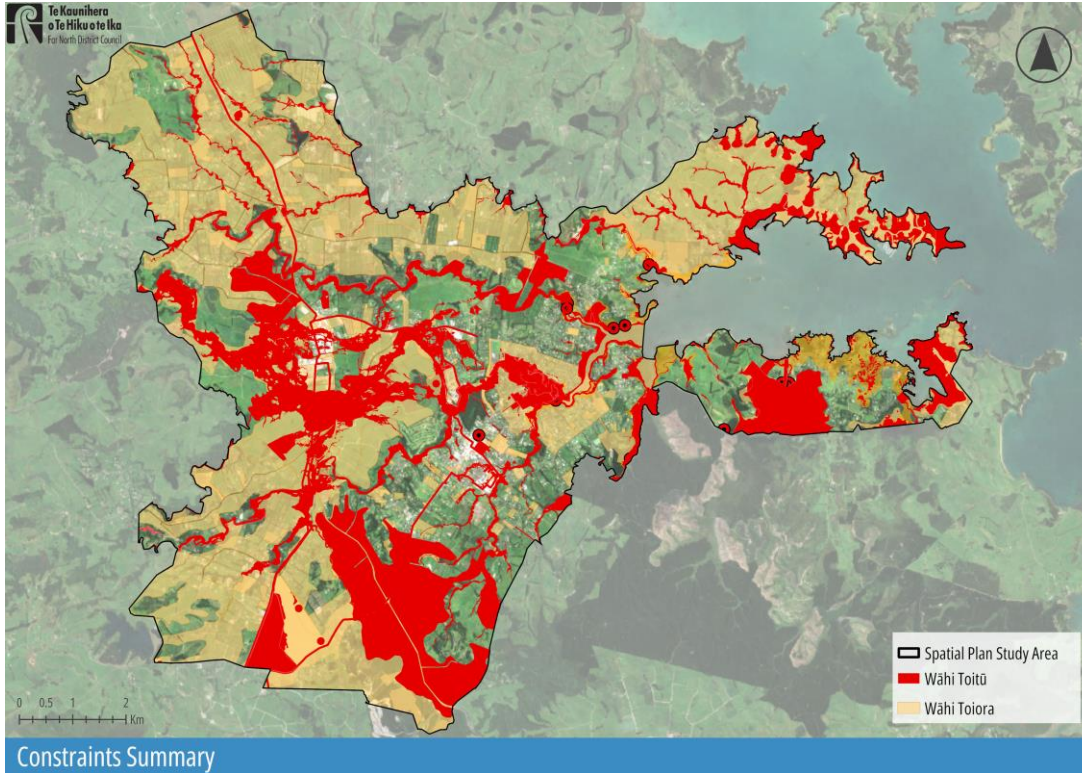


Wāhi Toiora



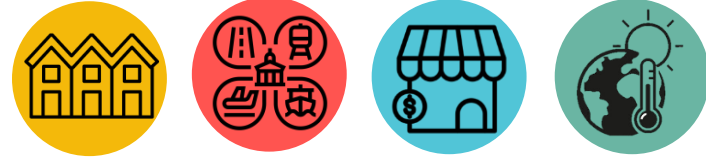
Wāhi Toiora

Wāhi Toitū & Wāhi Toiora



Project Objectives:

01 Our infrastructure is resilient to the impacts of natural hazards (e.g., flooding), growth (e.g., housing and business capacity) and climate change (e.g., drought).



02 We have a range of housing typologies to accommodate the different needs of our community and sufficient supply so that people can live, work, and play in Te Pātukurea affordably and in the way they want.



03 We can safely, easily, and efficiently use a variety of different transport modes to live, work and play within Te Pātukurea and connect with the wider district.



04 We protect, enhance, and are connected to both Te Taiao and the cultural and heritage values that makes Te Pātukurea special whilst supporting economic development.



Decision-Making Framework: Completed



Decision-Making Framework

A DMF uses Multi-Criteria Analysis (MCA) to consider how each growth option contributes to achieving the plan objectives:

Critical Success Factors:

What is the potential affordability of infrastructure upgrades to meet capacity requirements for the growth options?

What is the level of complexity to implement?

What is the potential value for money of the growth options?

What is the potential consentability of the growth options and compliance implications to ensure quality?

What is the potential scheduling / programming of the growth options?

06

Evidence

Evidence base

Why it's important:

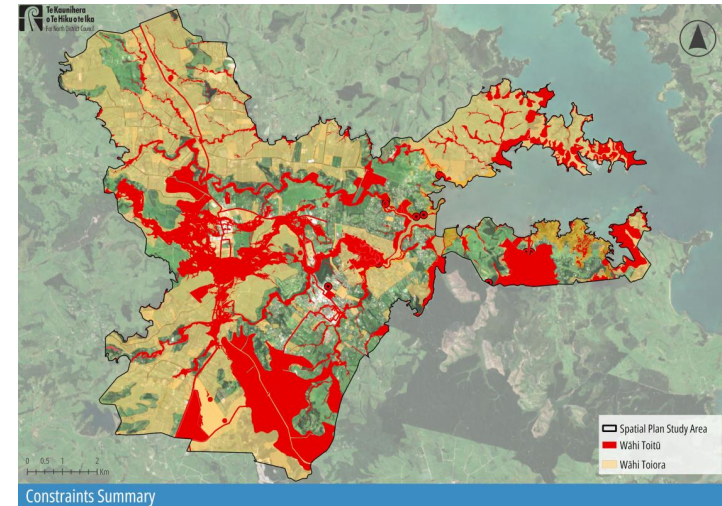
A strong evidence base is essential to informing growth options development and to ensure effective and transparent decision-making.

Valuable information and data includes:

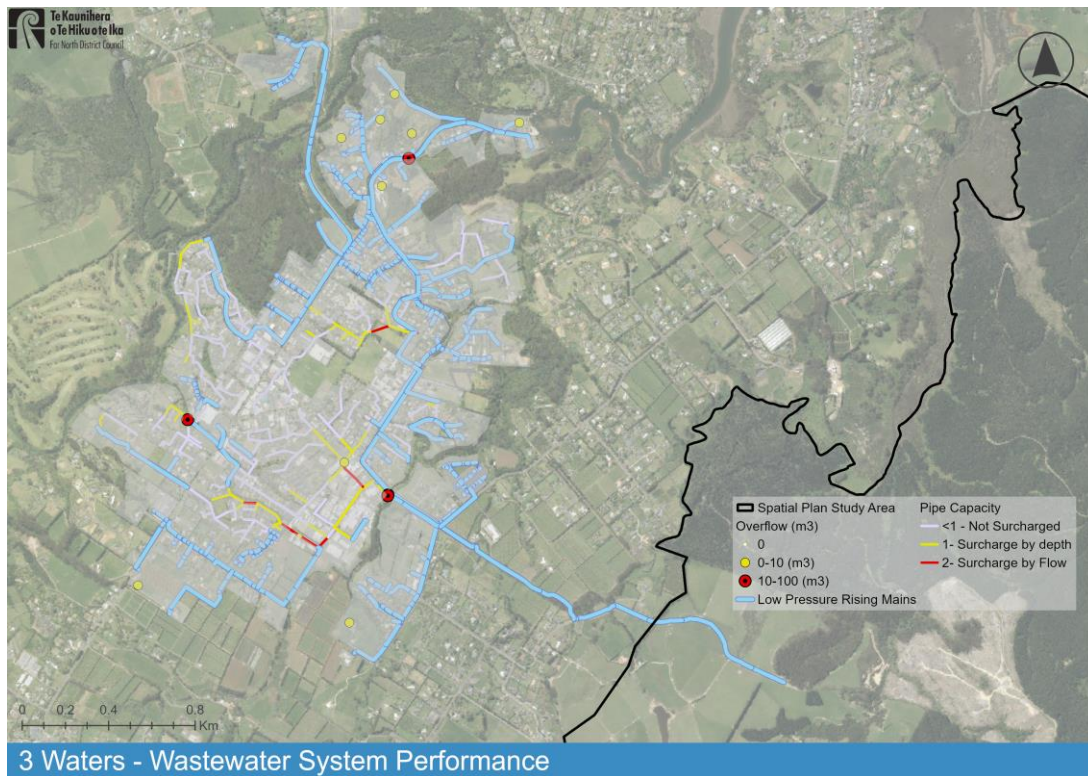
- the current state of Kerikeri-Waipapa
- community aspirations
- infrastructure capacity
- future projections of housing and business demand

Key experts:

- government agencies
- Hapū Rōpū
- providers of additional infrastructure
- relevant providers of nationally and regionally significant infrastructure
- developers and members of the property sector
- resident and community groups and other stakeholders

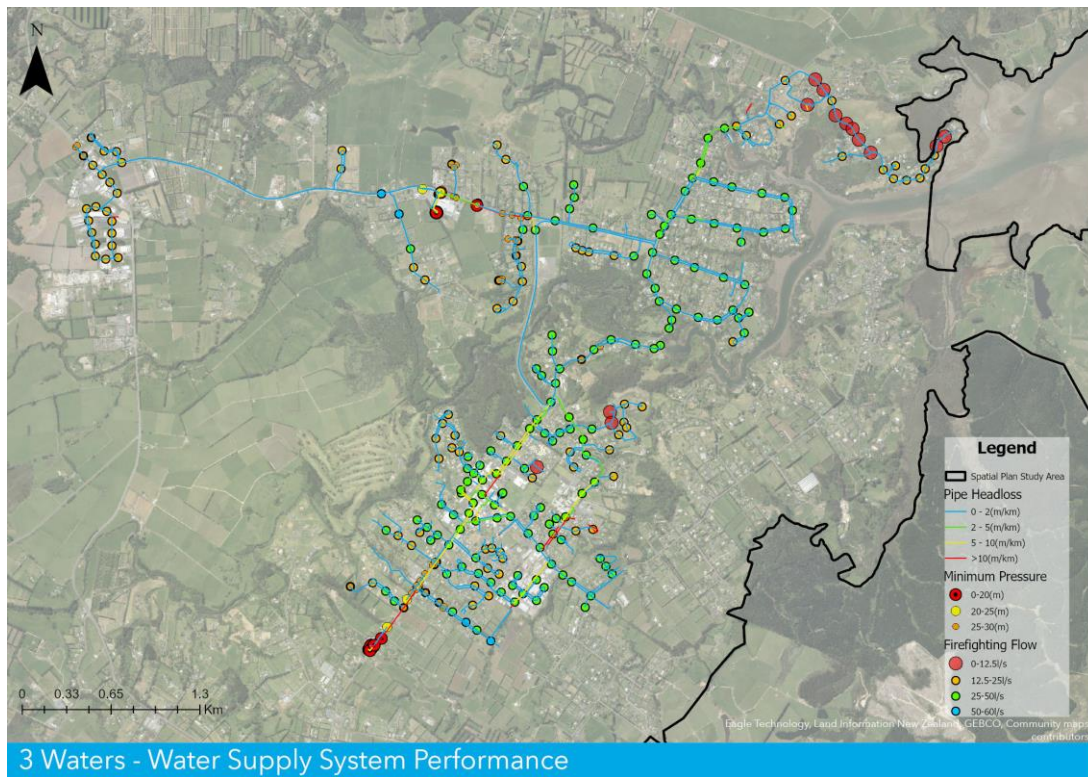


Evidence base - Wastewater

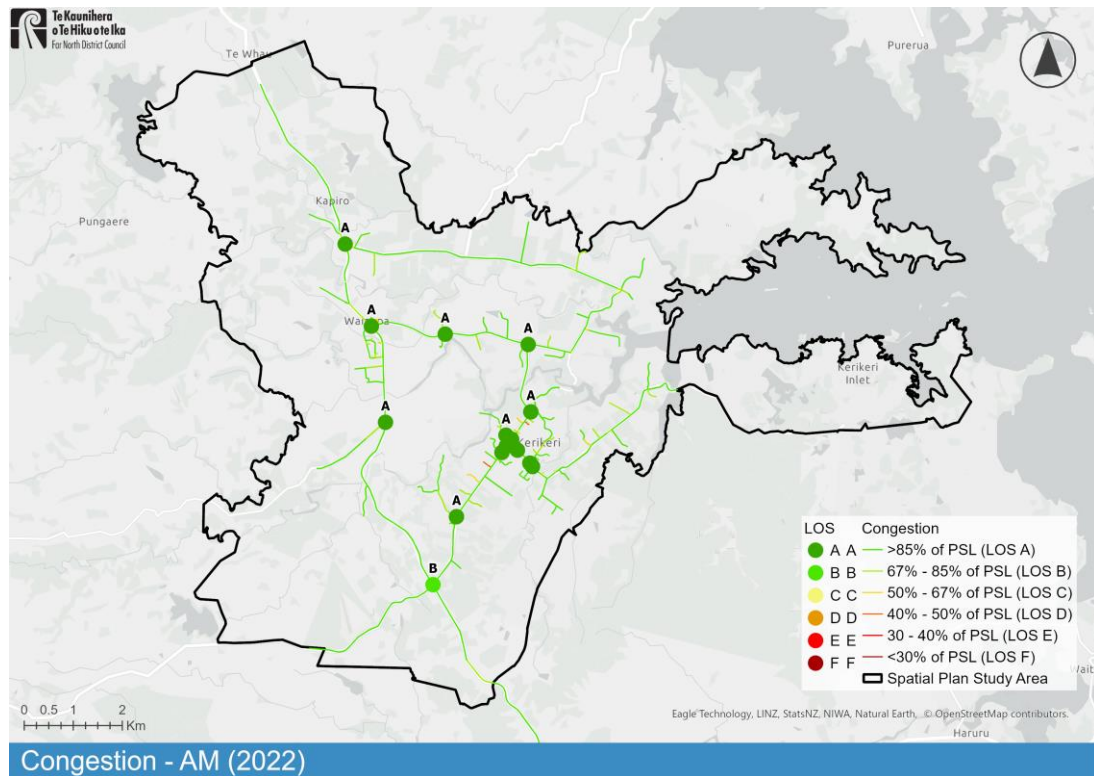


3 Waters - Wastewater System Performance

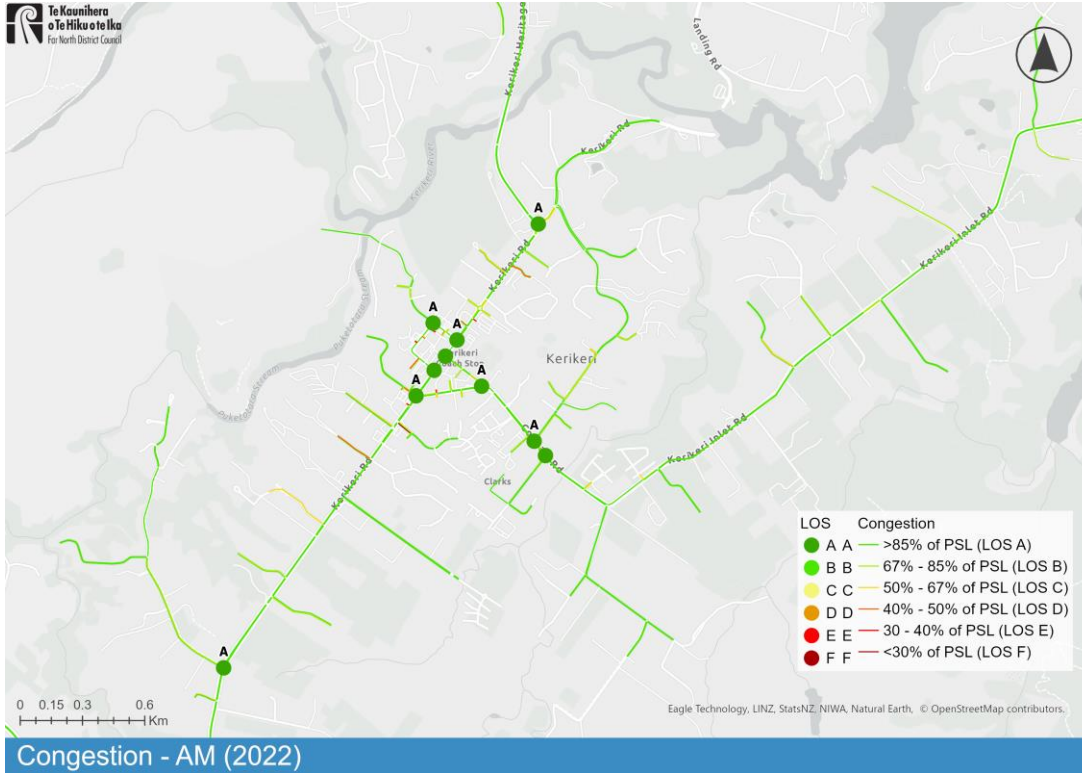
Evidence base- Water



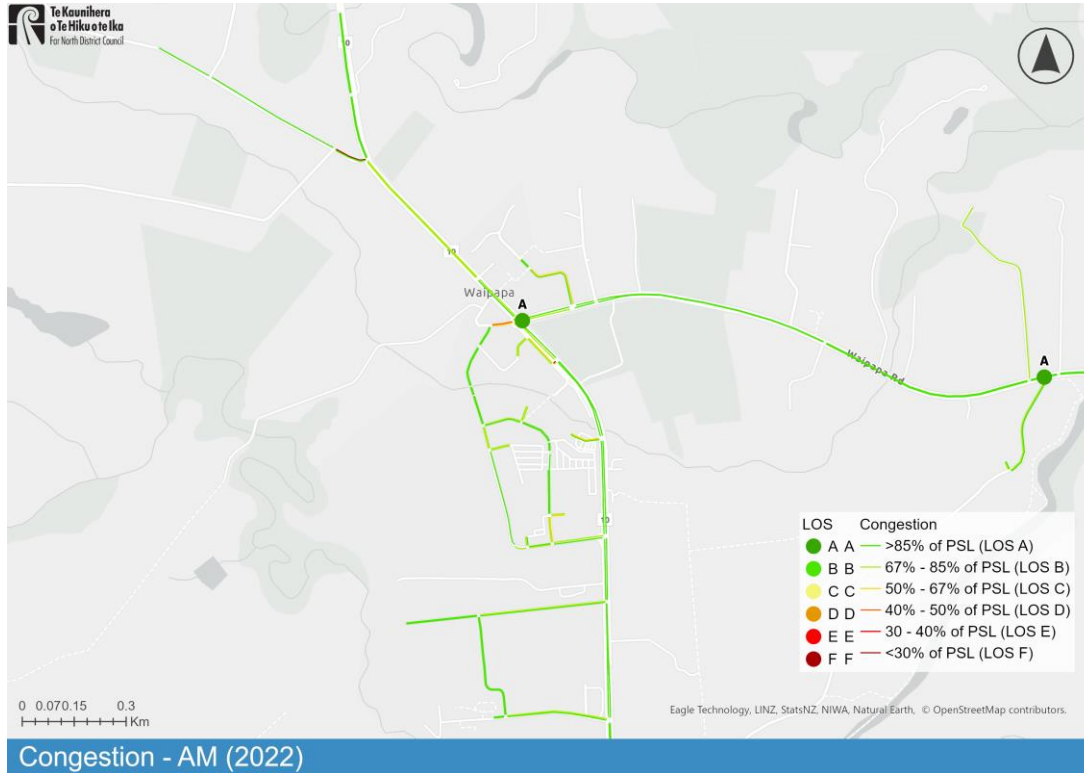
Evidence base - Transport



Congestion - Kerikeri



Congestion - Waipapa

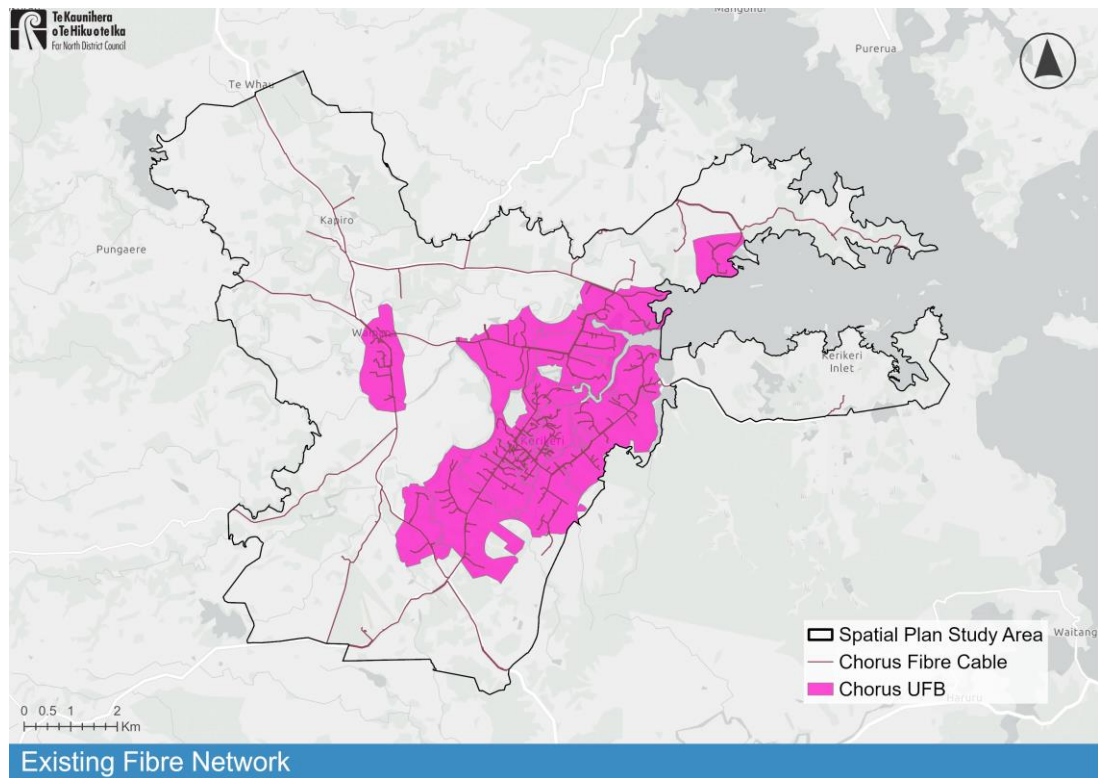


Evidence base – Electricity

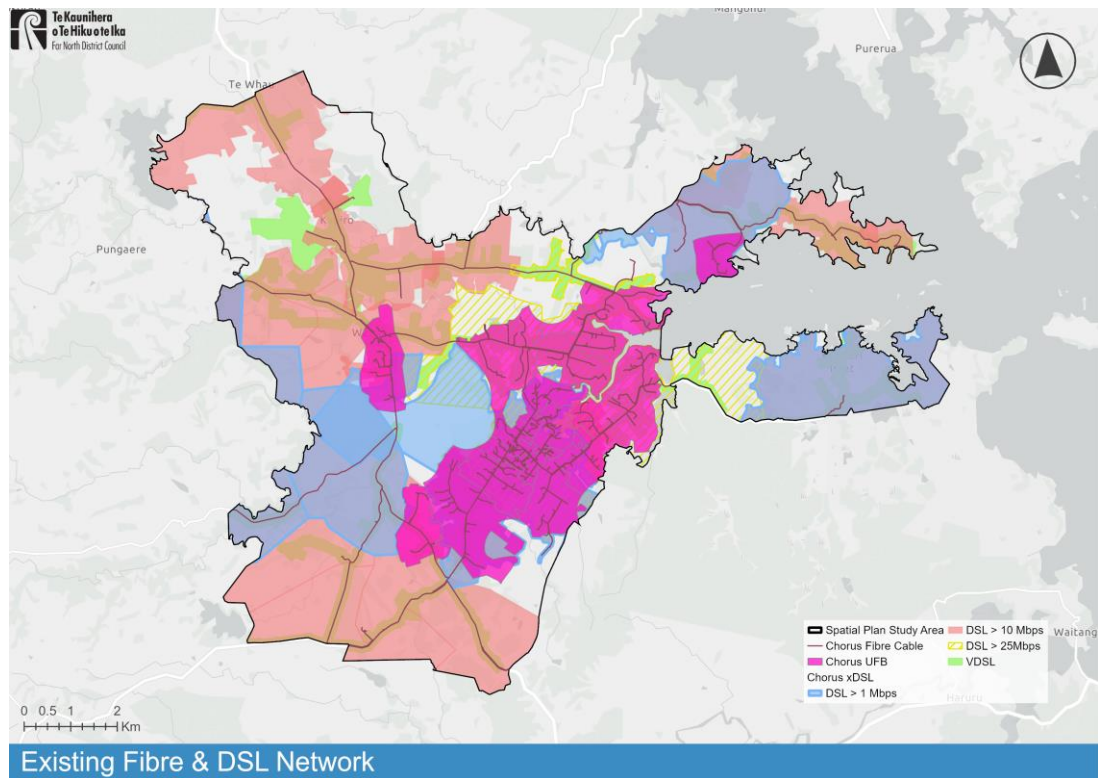
Key Points:

- Reviews where growth is planned, so that infrastructure can be rolled out to service growth.
- Key is to understand what the anticipated level of development is, along with the types of development (commercial/residential/ industrial).
- In general, there is sufficient capacity within the electricity network to service growth within Kerikeri & Waipapa. However, there have been challenges with infill development, where existing infrastructure were not designed to service additional dwellings, hence needs to be upgraded.
- Top Energy are interested in EVs, particularly where charging infrastructure is being provided as part of development.

Evidence base – Telecommunications



Evidence base – Telecommunications



Housing & Business Capacity Assessment (HBA) – initial findings... TBC

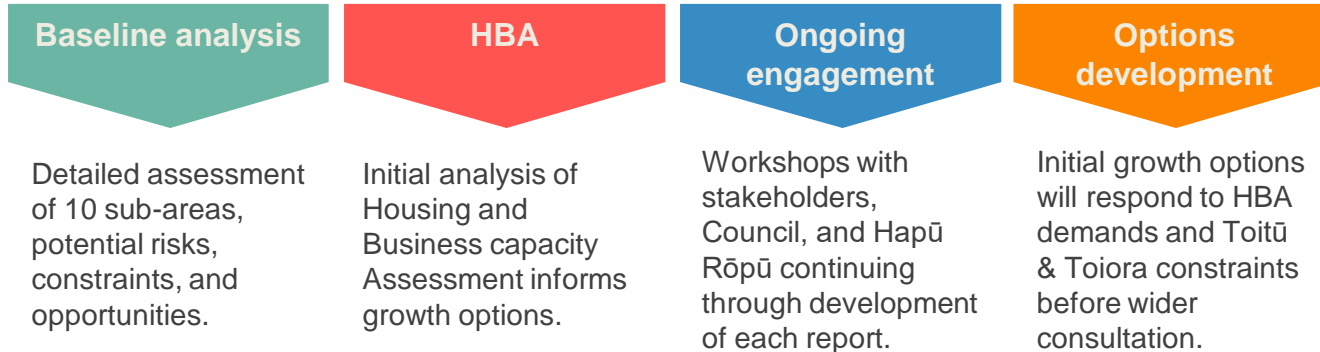
- HBA provides a long term housing and business supply and demand analysis to inform District Plan Reviews and Spatial Planning work.
- Market Economics Ltd are still developing the HBA, we expect to have the final information in approximately 1 month, but it will not have 3 waters data which will need to be added as a variation when the data is available.
- HBA outputs due late May, these will be shared with stakeholders then, along with an offer for a 1hr Teams session to discuss findings.

07

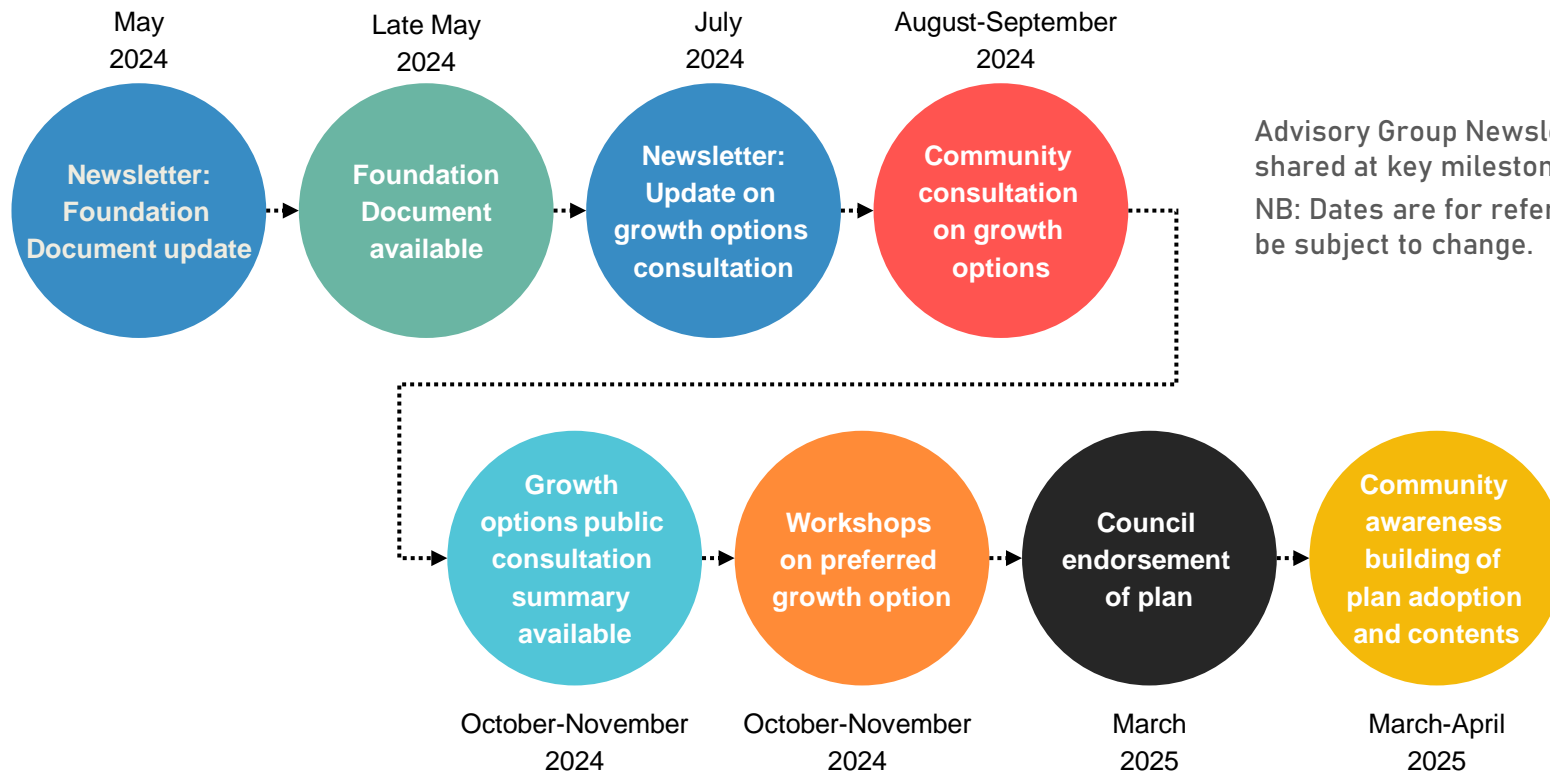
Next steps

Programme

What we are working on now



Next steps with our stakeholders....



Advisory Group Newsletters to be shared at key milestones.

NB: Dates are for reference and may be subject to change.

07

Questions

Programme

Karakia