

URBAN ZONES: GENERAL RESIDENTIAL, MIXED USE & INDUSTRIAL ZONES

FNDC Proposed District Plan Hearing 14 - July 2025

Statement by community groups Vision Kerikeri, Our Kerikeri Community Trust, Carbon Neutral Trust and Kapiro Conservation Trust

Our proposals for PDP amendments
are summarised in yellow boxes

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1. About our community groups

Vision Kerikeri, Our Kerikeri Community Trust, Carbon Neutral NZ Trust and Kapiro Conservation Trust are not-for-profit community groups. Our groups have numerous members with professional expertise covering many fields. Our volunteers have contributed information to the Council and others for more than two decades, seeking improvements in urban and district planning and greater protection for the natural environment.

We represent hundreds of residents and rate-payers who are deeply invested in the future of this community, not for personal gain, but for the wellbeing of our land, rivers, people, flora and fauna, and the climate.

Our motivation is simple: we see the immense potential in this district, and we care about wise governance and clear, consistent rules. We understand that developing a district plan is a complex task, requiring vision for years and decades ahead. However, we believe the current draft leaves too much to discretion and lacks the clarity essential for sound decision-making.

Our community deserves a framework that protects its future and provides certainty for all.

Notes on our statement:

- Our submissions¹ contain many comments relevant to MUZ, GRZ and Industrial zones.
- This statement by community groups builds on the Statement of Evidence submitted by Ms Katerina Dvorakova of KASA Architects.² We also provide additional details and points.
- While we agree with a number of s42A points on MUZ, GRZ and industrial zones, we will focus today on areas where we have a different perspective.
- We're not here to criticise, but to support the creation of a stronger, more resilient district plan — a plan that will support well-functioning urban environments and reflect the aspirations of the people it serves.

2. Community group PDP submissions on urban planning

Our PDP submissions have outlined a wide range of proposals that would improve urban planning and development in this district. Our submissions addressed elements such as the need for:

- Planned and well-managed growth and infrastructure; avoiding residential sprawl.
- Appropriate intensification supported by masterplans and urban design guidelines
- Range of housing options including affordable homes
- Improved functionality and amenity, including visual amenity
- Greatly improved connectivity and integrated multi-modal transport, particularly networks of safe (off road) cycleways and walkways.
- Improved environmental protection, green infrastructure, and climate resilience
- Enhanced distinctive character of towns to support economic, social and cultural well-being.

Our community groups recognise and support the need for planned and appropriate intensification in urban areas of the District. However, intensification must be supported by masterplans and urban

¹ Our PDP submissions include: Vision Kerikeri s521, s522, s524, s527, fs570; Our Kerikeri Trust s271, s338, fs 47; Kapiro Conservation Trust s443, FS446, S449, FS566, s442; Carbon Neutral NZ Trust S529.

² Statement of evidence for PDP Hearing 14, K. Dvorakova, KASA Architects, https://www.fndc.govt.nz/_data/assets/pdf_file/0032/42998/Vision-Kerikeri,-Our-Kerikeri-Community-Charitable-Trust,-Kapiro-Conservation-Trust,-Carbon-Neutral-NZ-Trust-K-Dvorakova,-Statement-of-evidence.pdf

design guidelines drawn up with full involvement of local communities and local iwi/hapu, using a bottom-up approach.

GENERAL COMMENTS ON PDP APPROACH

3. Insufficient alignment with *Far North 2100* vision

The PDP's *Strategic Direction* Overview states that its strategy is 'based on' and aligns with FNDC's *Far North 2100* vision for the next 80-years (details Box 1 below).

*Far North 2100*³ stresses the importance of *place*, and notes with concern that some parts of the district 'have lost their sense of *place* and purpose'; and confirms that:

"Community wellbeing is bolstered by a sense of place and purpose. This will be achieved by: Taking a placemaking approach to urban planning. **This aims to: ensure that the wellbeing of the people who live in and visit towns and places in the Far North is considered first when it comes to planning towns and places**" (p.15)

Other submitters (e.g. Kairos Trust and Habitat For Humanity S138.001, S138.003) noted that community wellbeing should be prioritised when planning places and spaces -

- "community wellbeing is heightened by a sense of place..."
- "the wellbeing of people who live in the Far North should be prioritised when it comes to planning places and spaces"

Our submissions (e.g. s338, s522, s449, s529 and Hearing 1 statement) noted the importance of supporting the distinctive character of places/areas and amenity values:

- "PDP provisions... need to place greater emphasis on character and amenity values, and promote... aspects that communities value".
- "Amend PDP policies/rules to have particular regard to 'maintenance and enhancement of *amenity values*' (required by s7 of the RMA) and include provisions that will protect the traditional and/or distinctive character of townships and rural areas, and other characteristics that are valued by local communities".

Box 1: PDP strategy based on *Far North 2100* vision

PDP Strategic Direction section states that its strategy is "based on" *Far North 2100* vision, and Strategic Directions are intended to demonstrate 'alignment with' *Far North 2100* vision -

- "This strategy is **based on** the Council and Community vision" *Far North 2100*.
- Will "... 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 [inter alia] ... **Alignment with** Council's aspirations for the development and environmental quality of the district **as expressed through *Far North 2100*** - an 80-year strategy for the district" ⁴

³ FNDC (2021) *Far North 2100* <https://www.fndc.govt.nz/Your-Council/Policies-bylaws-and-strategies/strategies/far-north-2100>

⁴ *Far North 2100* <https://www.fndc.govt.nz/Your-Council/Policies-bylaws-and-strategies/strategies/far-north-2100>

We are concerned that aspects of the PDP area do not yet align with the *Far North 2100* vision, particularly in relation to community wellbeing and urban planning.

We seek much greater alignment with *Far North 2100* vision for community wellbeing:

When planning towns and places, the wellbeing of people (those who live and visit) should be considered **first** -

“Community wellbeing is bolstered by a sense of place and purpose. This will be achieved by: Taking a placemaking approach to urban planning. **This aims to: ensure that the wellbeing of the people who live in and visit towns and places in the Far North is considered first when it comes to planning towns and places**” (*Far North 2100*, p.15)

4. NPS-UD goal: ‘well-functioning urban environments’

Objective 1 of the National Policy Statement for Urban Development (NPS-UD) is that Aotearoa 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.”

NPS-UD policy on *planning decisions*:

Notably for the PDP, Policy 1 of NPS-UD specifies that “***planning decisions*** contribute to well-functioning urban environments” - details below.

Policy 1 of the NPS-US also defines *well-functioning urban environments*⁵ (Box 2 below).

Box 2: NPS-UD “***Planning decisions contribute to well-functioning urban environments***”

Policy 1 of NPS for Urban Development states that -

“***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.’

Community groups are concerned that the PDP, as currently drafted, will not be able to deliver planning decisions that lead to well-functioning urban environments. Later sections of our statement (below) provide proposals for improvements.

⁵ The Interpretation section (clause 1.4(1)) of NPS-UD (current version) specifies that ‘*well-functioning urban environment has the meaning in Policy 1*’.

5. NPS-UD allows a different approach for Tier 3 intensification

FNDC's recent *Tier 3 local authority* status triggers provisions of the NPS for Urban Development (NPS-UD), which 'strongly encourage' intensification in Tier 3 urban areas, although not to the same extent as Tier 1 & 2.

We note that the current population size in Tier 2 cities listed in the NPS-UD is already far greater than Kerikeri-Waipapa's anticipated population is expected to become in 2050 or later decades. The Kerikeri-Waipapa Spatial Plan (*Te Pātukurea*) adopted a 'blue skies' high growth scenario (based on an 'abundance' of caution) indicating that the area may grow to about 25,000 by 2054.⁶

Community groups are concerned that Kainga Ora's submission and some PDP provisions are suitable for large Tier 1 & 2 cities, rather than relatively small rural towns like Kerikeri and others in the Far North.

Notably, the NPS-UD (clause 1.5) specifies a clearly different approach for Tier 3 compared with Tier 1 & 2. Tier 3 authorities are allowed to adopt '**whatever modifications to the National Policy Statement are necessary or helpful to enable them to do so**' -

'Implementation by tier 3 local authorities (NPS-UD clause 1.5)

'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.'

We seek that PDP policies and rules/standards will be updated, so that the elements needed to support a *well-functioning urban environment* will be added into relevant PDP chapters

6. Risk of inappropriate development

Intensification needs appropriate PDP safeguards to ensure that it will result in 'well-functioning environments.

The Statement of Evidence submitted by Ms Dvorakova⁷ highlights the potential risk of 'inappropriate' development if NPS-UD intensification measures are introduced without appropriate safeguards or community support -

The application of NPS-UD measures for intensification "could lead to significant changes to... built form and character before widespread community readiness or full infrastructure capacity, creating tension with community aspirations and potentially resulting in 'inappropriate' development." (Dvorakova, p.4)

Although Ms Dvorakova's statement focussed on the Kerikeri area, we consider that such problems are applicable to all urban areas in the District.

⁶

https://www.fndc.govt.nz/_data/assets/pdf_file/0017/42254/7c20325a1437bc62ed2ee7934b0ea346a9477919.pdf

⁷ Statement of Evidence for Hearing 14 Urban Zones, Katerina Dvorakova, KASA Architects, July 2025, https://www.fndc.govt.nz/_data/assets/pdf_file/0032/42998/Vision-Kerikeri,-Our-Kerikeri-Community-Charitable-Trust,-Kapiro-Conservation-Trust,-Carbon-Neutral-NZ-Trust-K-Dvorakova,-Statement-of-evidence.pdf

7. PDP needs a more prescriptive and design-led planning framework

Ms Dvorakova's evidence noted that a **more prescriptive and design-led planning framework is essential** to ensure sustainable and liveable outcomes -

"The future development... particularly within the urban zones, must be guided by robust planning and design principles that transcend a purely permissive approach. The community's experience highlights the adverse impacts of such a framework, leading to "incompatible land uses and significant adverse effects on rural character, amenity and indigenous biodiversity". A shift towards a more prescriptive and design-led planning framework is essential to ensure sustainable and liveable outcomes." (Dvorakova, p.4)

8. Problematic permissive approach

The Operative DP's permissive approach has enabled inappropriate ad hoc development and created large amounts of residential sprawl across rural areas. The permissive approach has failed to take infrastructure and connectivity into account appropriately. It has eroded amenity values and other characteristics that communities value.

The Draft PDP acknowledged that past "permissive approach to development has led to adverse impacts on urban character, amenity and infrastructure provision."

Our community groups have consistently advocated for moving away from a permissive, effects-based planning approach, and this point was stated in our PDP submissions.

9. PDP's over-reliance on discretionary activity status

As noted in our previous PDP Hearing statements, we are very concerned about the continued reliance on Discretionary activity status combined with objectives/policies that include vague or ambiguous statements that are open to wide interpretation.

In many cases, the PDP also lacks clear, unambiguous **criteria** for assessing applications. It is therefore wide open to differing interpretations. Consultants who write consent applications do not always act in the expected manner – some will continue to cherry-pick policy statements that suit their clients, as occurs with the ODP.

Reliance on discretion, combined with insufficient assessment criteria, will fail to provide transparent, consistent assessments. We expect it will result in inconsistent decisions on similar consent applications.

Moreover, reliance on discretion is likely to lead to DP policies and rules being "stretched" increasingly, over time, creeping further away from the original DP expectation. For example, when an undesirable element is consented in an area, it becomes part of the *existing environment*, which then provides justification (precedent) for future developments to adopt a similar undesirable element.

Another example: if consent is granted for an urban building taller than the maximum height, it would likely lead to consents for more buildings above the maximum height. Over time, this would justify even taller buildings and undermine the height limit. At what point would a height become unacceptable under the PDP? What height would be too tall? Nobody knows. Because *discretion* in most cases lacks clear criteria and it doesn't identify cut-off points where an activity is deemed unacceptable.

Improvements we seek in the PDP general approach

For reasons noted above, **we seek improvements** to the PDP's general approach -

- We seek amendments to ensure that planning decisions will contribute to *well-functioning urban environments* and actively support the wellbeing vision in *Far North 2100*.
- In line with clause 1.5 of NPS-UD (on implementation by Tier 3 authorities), we seek **modifications** to Tier 1 & 2 requirements to enable *appropriate* implementation for this District, to achieve *well-functioning urban environments* for our communities.
- We continue to seek a move away from permissive, effects-based planning approaches. The ODP's permissive planning approach has led to large areas of residential sprawl and adverse effects on urban character, amenity and infrastructure provision.
- We seek a shift towards a more prescriptive and design-led planning framework – this will be essential for achieving sustainable, well-functioning, liveable outcomes for people.
- We seek reduced reliance on *discretionary* status; and clearer objectives and policies (to avoid differing interpretations); transparent assessment criteria (to support more consistent decisions), and clearer limits and cut-off points to reduce the likelihood of rules and policies becoming stretched and diluted over time (due to precedents etc.)
- We seek specific safeguards and amendments identified in the remainder of this statement

SPECIFIC AMENDMENTS AND SAFEGUARDS

Ms Dvorakova's evidence and our PDP submissions have identified various safeguards and constructive ways in which the PDP should be strengthened to address identified shortcomings, particularly in relation to urban environments.

10. Enhanced public notification for significant developments

Public notification has occurred infrequently under the permissive ODP provisions. Various applications for major new developments have received consent without community input via public notification. The lack of meaningful community input has contributed to inappropriate forms of development and on-going adverse effects on the community.

While the RMA sets general parameters for public notification (RMA s95A-95E), the PDP is also able to enhance public notification procedures to ensure community input in future on developments that significantly impact character, amenity values or other aspects of the environment valued by the community. To leverage this, Ms Dvorakova's evidence (p.4-5) notes that the PDP must:

- **Define "more Than minor" effects** so that breaches of critical design standards (e.g., height, HIRB, façade massing, material quality, building articulation, street activation, shading) are presumed to result in "more than minor" adverse effects on character, amenity, or the "environment" (which includes "people and communities" and "amenity values" under RMA s3). This would trigger public notification under RMA s95D.
- **Mandatory public notification triggers:** Any development breaching maximum height or HIRB rules should automatically trigger public notification, ensuring the public has the opportunity to provide input. This aligns directly with the RMA's purpose of promoting the "wellbeing of communities and people" (RMA s5).

We seek PDP amendments for enhanced public notification –

- **Define *more than minor* effects** so that breaches of critical design standards (e.g., height, HIRB, façade massing, material quality, building articulation, street activation, shading) are presumed to result in *more than minor* adverse effects on character, amenity or other aspects of the *environment* valued by the community, and will trigger public notification under s95D.
- **Specify triggers for mandatory public notification:** Any development breaching maximum height or HIRB rules should automatically trigger public notification, ensuring the community has an opportunity to provide input.

11. Embedding mandatory masterplans and design guidance in the PDP

Enhanced public notification needs to be combined with a proactive framework for urban design. This is essential for urban areas. From a planning point of view, masterplans and design guidelines provide useful tools to:

- avoid ad-hoc development and piecemeal development, and align with infrastructure planning and the Council's long-term vision,
- improve quality and consistency of design and help protect local character,
- help embed sustainability in terms of low-impact design, stormwater management and green infrastructure, etc.
- enhance public realm by planning walkable, connected and accessible developments which also includes public open spaces and greenways as mentioned above
- support inclusion and accessibility for diverse communities, and
- ensure that developments give effect to higher-order documents and improve outcomes by providing a clear framework for assessing consent applications, reducing uncertainties and delays.

12. Elements of masterplans and urban design guidelines

As stated in the evidence of Ms Dvorakova (p.5), it is imperative that the PDP mandates the adoption of legally binding Master Plans and comprehensive Urban Design Guidelines for urban zones. She identified necessary contents/elements:

- **Clear criteria:** Masterplans and urban design guidelines must provide clear, objective criteria for design quality.
- **Master Plan Adoption:** The Master Plan should be formally adopted into the District Plan, providing a strategic blueprint for physical development, defining roads, open spaces, and development precincts in central areas.
- **Comprehensive Urban Design Guidelines:** These will translate the Master Plan's intent into practical, enforceable urban design responses, ensuring sensitive incorporation of building bulk, material quality, façade treatment, and landscaping. This proactive approach is essential for achieving the desired "village character" and appropriate architectural quality:
 - **Residential Design Guides:** Ensuring sensitive integration of residential typologies (such as townhouses and walk-up apartments) with active frontages and coherent street activation, avoiding developments that present inactive facades to the street.

- **Guidelines for all commercial & mixed-use zones:** Providing specific controls on façade length, material quality, massing (encouraging split and reduced bulk), façade treatment, glass percentage, and appropriate landscaping at the front.
- **Streetscape and Open Space Guidelines:** Detailing requirements for public spaces, pedestrian amenity, connectivity and green infrastructure - including native tree planting, urban greenways and blue-green networks.
- **Legal Enforceability:** Non-compliance with these mandatory Master Plans and Design Guidelines should trigger a specific activity status that allows public notification, with rigorous assessment against established quality benchmarks.

Reference to masterplans need to be embedded in the rules section by identifying where masterplans and design guidance is required (which locations, zones, size of development) and then to make such developments non-complying or prohibited if they proceed without an approved masterplan.

The content of such masterplans/design guidance can be specified in a schedule or appendix to the District Plan, in particular if these documents are meant to address specific matters such as natural hazards, sensitive landscape character, ecological or cultural features etc.

13. Proposed urgent solution for masterplans and design guidelines

Ms Dvorakova's list above sets out an ideal pathway. However, we recognise that ideal pathway identifies long-term goals and would be a slow process.

The *Implementation Plan* in the recently adopted Kerikeri-Waipapa Spatial Plan, for example, does not specify masterplanning for Kerikeri.⁸ The Spatial Plan aims to develop a structure plan for Kerikeri around 2027 and implement Kerikeri changes to the District Plan in 4 to 10 (or more) years' time.⁹ The Plan mentions a future Urban Design Framework to provide more detail on how the general principles in the spatial plan would be actioned.¹⁰

We fully recognise that FNDC has been understaffed and often lacks sufficient resources for undertaking key activities. However, the **on-going lack of a masterplan and design guidelines is completely unacceptable for areas of the district that continue to experience ad hoc growth (under the ODP) and will be intensified under the PDP.**

Our Kerikeri Community Trust secured some funding from the Community Board to contribute to a partner-led masterplan for Kerikeri and Waipapa. However, Council staff placed this on hold, believing the Spatial Plan had to be completed first, and that the term "masterplan" should instead be "placemaking plan."

The issue is that, under the adopted Spatial Plan, the development of a '*placemaking / neighbourhood*' plan for Kerikeri is not scheduled for another 4–10 years. Waipapa's plan is set for 2026–2027, but Kerikeri – **the fastest-growing town in the Far North** – is expected to wait almost a decade. This is simply not acceptable.

Kerikeri experienced rapid growth in the past decade, and although we are currently in an economic slowdown, we anticipate it won't last, and there will be future pressure on infrastructure, public

⁸ The Implementation Plan mentions masterplanning only for *Te Puāwaitanga* Sports Hub on SH10.

⁹ Kerikeri-Waipapa Spatial Plan *Te Pātukurea* adopted by Council, p.55-58. Implementation details for Kerikeri & Waipapa are listed on p.58. Plans for future Urban Design Framework are mentioned on p. 54. https://www.fndc.govt.nz/_data/assets/pdf_file/0017/42254/7c20325a1437bc62ed2ee7934b0ea346a9477919.pdf

¹⁰ Kerikeri-Waipapa Spatial Plan *Te Pātukurea*, p.54.

spaces, and the character of the town centre. For every year's delay in adopting suitable plans, we face further **piecemeal, uncoordinated development** that erodes the very identity and liveability of our town.

We also all know that there are some significant developments in the pipeline that are right on the doorsteps of the CBD. Currently, there are no design guidelines, no downtown plan to help guide the growth of the CBD, including look and feel, the types of businesses we wish to attract, nor how or what new density should look in order to preserve the village feel that Kerikeri is known for.

We understand Council's hesitation to formalise a downtown plan before the Kerikeri ring-road is fully costed and included in long-term plans. However, a placemaking plan does not need to wait for the ring-road. A well-prepared plan can be **future-proofed** – designed to adapt around the eventual ring-road alignment while still guiding immediate improvements to public spaces, pedestrian connectivity, and urban design.

We propose using Our Kerikeri Trust's existing Community Board funding to create a **community-led placemaking plan and design guidelines** for Kerikeri's major urban areas. This would be:

- **Professionally supported** – developed with an experienced architect/urban planner;
- **Inclusive and collaborative** – led by the community in partnership with tangata whenua, local businesses, and residents;
- **Aligned with the adopted Spatial Plan** – ensuring consistency with the broader strategic direction; and collaborating with the Council on appropriate consultation procedures.
- **A model for other urban communities** in the district who may also wish to take ownership of their town's future.

Kerikeri cannot afford to wait another decade for this work. The decisions being made now will shape our town for generations. We need clear, shared guidelines for development and intensification – developed with tangata whenua and the people who live, work, and invest here – to ensure Kerikeri grows in a way that is vibrant, connected, and true to its unique character.

The option to produce a local community-led masterplan and design guidelines should also be made available to communities who live in urban zones in other parts of the District, if they wish.

Our PDP submissions seek placeholders for future masterplans and urban design guidelines

Various PDP chapters contain *Notes* that draw attention to non-statutory documents and information.

In the short-term, we seek an additional **Note** in urban zone chapters, along the following lines:

If a location is covered by a masterplan and/or design guidelines adopted by Council, applications for land use and subdivision will be expected to align with those masterplans and design guidelines. This includes community-led masterplans and design guidelines that have been approved by the Community Board and adopted by Council.

In the absence of these documents, the onus is on the developer/applicant to prepare a masterplan and design guidelines with the community, affected parties and tangata whenua for larger developments intended to have more than 10 units.

In the longer-term, we seek the inclusion of mandatory community-led masterplans and urban design guidelines in the PDP, following appropriate plan changes.

14. Outdoor space and public realm

The quality and provision of outdoor space, both private and public, are fundamental to the liveability of urban environments as outlined in the *Far North 2100* objectives for 'Wellbeing of communities and people' and 'Connecting people place and communities'.

As noted in Ms Dvorakova's evidence, the existing rules for outdoor space in multi-unit developments are inadequate and compromise elements of a 'well-functioning' urban environment such as amenity and wellbeing. The PDP must strengthen provisions for quality outdoor space, both private and public, to ensure liveability and community well-being.

The community emphasizes the following qualitative aspects to promote genuine forms of placemaking. This includes strengthening and expanding existing provisions, such as setbacks on key roads, improved restrictions on signage, and **creating additional green and open public spaces** with requirements for landscaping and tree canopy areas.

Ms Dvorakova's evidence notes that, without explicit controls on the "types, qualities and quantity of buildings," there is a risk of a "sensible design aesthetic" being lost in the pursuit of development, eroding the distinctive characteristics that communities value. This also relates to fencing and outdoor space, outlook, and amenities. The PDP must ensure that these elements contribute positively to the overall visual and functional quality from an external perspective, ensuring privacy, access to sunlight, and a high quality of amenity for all residents.

We seek strengthened and expanded PDP provisions relating to outdoor spaces and the public realm, as noted in the evidence of Ms Dvorakova -

- Setbacks on key roads, improved restrictions on signage, the creation of additional green and open public spaces, and requirements for landscaping and tree canopy areas.
- The PDP must ensure that elements such as fencing and outdoor space, outlook, and amenities will contribute positively to the overall visual and functional quality from an external perspective, ensuring privacy, access to sunlight, and a high quality of amenity for residents.

15. Integrated design for connectivity and active transport

Our District is highly dependent on cars at present. Most areas have no public transport. Active transport can bring many benefits such as improving physical and mental health, reducing emissions, reducing traffic congestion, providing low-cost transport options for users.

- *Far North 2100* supports walking, cycling:
 - "Plan urban areas around walking instead of planning around roads" (p.20)
 - "implementing an improved multimodal network built to accommodate walking, cycling and alternative modes of transportation"

- Regional Policy Statement's *Regional urban design* guidance on connectivity 'places a high priority on walking, cycling...' ¹¹
- Multiple PDP submissions noted the important role of active transport and/or multi-modal transport, e.g. Waka Kotahi NZTA (S356), Public Health Northland (S516.040), Ministry of Education (S331.030), Vision Kerikeri (S521.004, s521 page 3, s522.038, s524.006), Our Kerikeri Trust (S271.006, s338), Carbon Neutral Trust (S529.071), Kapiro Conservation Trust (s446.006, s449.017), Kiwi Fresh (S554), Twin Coast Cycle Trail (S425.008), JA Riddell (s431.155), supported by FS243.046 and others.

Our PDP submissions seek robust requirements that will greatly improve connectivity and support widespread uptake of active transport. We seek provisions that will enable and require links for future networks to be included in new developments, so we can eventually achieve connected walkways and cycleways. Networks need to be planned.

Cycleways and walkways also need to feel safe, attractive and efficient, in order to encourage substantial numbers of people to use walking or cycling as a regular mode of transport in future. Many people feel on-road cycleways are not sufficiently safe, and will not allow their children to use them. Safe cycleways that are physically separated from roads will be essential for encouraging significant numbers of people and school students to use them. ¹²

Cumulative effects of traffic: The effects of developments are cumulative and, over time, can have substantial adverse effects on people and local communities. Cumulative adverse effects of development have not been avoided or mitigated under the ODP, and are not properly addressed in the PDP. The PDP should include requirements to take account of the cumulative effects on people and local communities (components of the '*environment*' defined in the RMA), such as the total cumulative effects of vehicle traffic in an area, for example.

As noted in Ms Dvorakova's evidence, PDP policies must take account of, and mitigate, the cumulative impacts of increasing road traffic, and ensure that development proposals that fail to ensure good connectivity will be amended/improved, before consent is granted.

We seek PDP provisions that will support and promote multi-modal transport, and especially active transport:

- Robust requirements for creating active transport connections, so that expansive networks of walkways and cycleways can be formed in future. Developments should be required to provide walkways and cycleways in cases where this will contribute to key connectivity routes in future.
- Walkways and cycleways must be designed in ways that will encourage substantial numbers of people to take up walking and/or cycling as a regular mode of transport in future. They need to feel safe, physically separate from traffic; preferably with wide paths and shady greenways (to help mitigate increasing heat).
- PDP requirements must take account of, and mitigate, the total cumulative effects of vehicle traffic in an area, taking into account the effects on people, neighbourhoods and local communities (components of the '*environment*' defined in the RMA).

¹¹ NRC (2018) *Regional Policy Statement*, p.165, Appendix 2, Part B Regional urban design guidelines, <https://www.nrc.govt.nz/resource-library-summary/plans-and-policies/regional-policy-statement/regional-policy-statement/>

¹² Community groups and FNDC have produced several plans for improving connectivity.

- Cul-de-sacs should be discouraged due to their poor urban design, lack of connectivity, and hindrance to natural surveillance.

16. PDP provisions for larger developments

Large developments (such as retirement villages, private gated residential communities, commercial premises, etc.) can have adverse effects on people and local communities that are not sufficiently taken into account in the current PDP. Since they occupy a greater space, large developments can block-off important opportunities for creating future connectivity. We are aware of cases where important future connection routes for pedestrians and cyclists have been lost, because they were not taken into account in large-scale developments.

The PDP must particularly require large developments to provide good connectivity with the surrounding area, especially by providing public walkways and cycleways. In the case of gated developments or retirement villages, public walkways and cycleways could be located, if necessary, on the perimeter and fenced off (for privacy, security, etc).

Large developments must be required to provide other appropriate transport infrastructure, such as improving access roads to the development and providing roundabouts at key intersections, and constructing pedestrian bridges or traffic bridges where necessary for key connectivity routes. These elements need to be provided by developers in the early stage of a development (not placed in a later stage that may not be constructed).

We seek PDP provisions that will include:

- Specific requirements for larger developments. They should provide appropriate transport infrastructure to improve connectivity for active transport and vehicle traffic including: pedestrian bridges or traffic bridges where necessary for key connectivity routes; walkways and cycleways; improvements in access roads to the development; provide roundabouts at key intersections and/or other infrastructure to support connectivity and reduce adverse effects of vehicular traffic.

17. Essential infrastructure provision and funding

The timely provision of necessary infrastructure, including green infrastructure, is a high priority for any growth and intensification. Our submissions noted that the Operative DP (chapter 14) contains limited financial contributions, only related to esplanade and car parking. About a decade ago, the Council eliminated most requirements for contributions by developers. That decision has resulted in very large accumulated shortfalls in infrastructure and related funding. Ratepayers are unfairly carrying this cost burden.

Negotiated developer agreements have been an inadequate tool. For the past decade, community groups have been calling for the reinstatement of development contributions and/or meaningful financial contributions. A Council paper on development contributions (DCs)¹³ states that –

“Currently all growth-related infrastructure is primarily funded by ratepayers and external infrastructure funding through various Government Agencies / Departments and formalised

¹³ FNDC Statement of proposal to make a new draft Development Contributions Policy (*Utu Whakawhanake*), July 2025,
https://infocouncil.fndc.govt.nz/Open/2025/07/CO_20250731_AGN_2880_AT_files/CO_20250731_AGN_2880_AT_Attachment_15902_1.PDF

development agreements. Council believes that funding infrastructure this way is unsustainable and unequitable.”

Community groups welcome the Council’s development of a Development Contributions (DC) Policy. Public consultation is due to start this year.¹⁴ However, experience of other councils indicates that finalisation of a DC policy may be delayed by complex challenges (by developers etc.), and related amendments to the LTP, so the DC Policy may not actually come into effect for some time.

In the interim, given the Council’s on-going funding constraints, and urgent infrastructure needs, the PDP chapters should place a strong onus on developers (and especially large developments) to provide relevant infrastructure (including green infrastructure) that complies with public infrastructure standards, and could be vested in Council later, where appropriate.

A large development, such as a large commercial retirement village, can take up a substantial amount of public wastewater treatment **plant capacity**¹⁵ in a relatively short period, and thereby brings forward the date when the Council/ratepayers are obliged to spend capital funds for constructing additional plant capacity. The PDP should require large developments to provide essential infrastructure such as on-site wastewater treatment facility, rainwater retention tanks that contribute to water supply on the site, pedestrian bridges that are needed for connectivity, and other types of infrastructure as appropriate. Requirements to provide infrastructure would slow the rate at which Council (ratepayers) needs to find capital funds for expanding public infrastructure capacity, particularly for three waters.

In the near-term, until comprehensive development contributions have come into effect, **we seek robust PDP requirements** that place the onus on developers to provide - and fully fund - relevant infrastructure that complies with public infrastructure standards. This should include green infrastructure, on-site wastewater treatment systems, rainwater retention tanks that contribute to water supply on the site, bridges where needed for connectivity, and other infrastructure necessary for supporting *well-functioning urban environments*. Developers should be required to set up appropriate mechanisms to ensure on-going maintenance, and/or vest the assets in Council later, where appropriate.

AMENDMENTS TO SPECIFIC URBAN ZONE CHAPTERS

The specific provisions within the General Residential, Mixed Use, and Industrial Zones are critical in shaping future urban form and functionality in all towns in the District, including Kerikeri/Waipapa. Ms Dvorakova’s evidence highlights areas where the PDP needs strengthening to align with good urban design principles and community aspirations, and support *well-functioning urban environments*.

18. Mixed Use Zone (MUZ)

The extension of the Mixed Use Zone (MUZ) is generally supported, and its objectives are acknowledged for considering urban design principles. The PDP’s vision includes "commercial shops/cafes/offices on the ground floor with terraced apartments on top up to a maximum of 3 floors (12m)."

¹⁴ https://infocouncil.fndc.govt.nz/Open/2025/07/CO_20250731_AGN_2880_AT.PDF

¹⁵ Plant capacity was originally intended to benefit multiple users rather than a single large private development.

The effectiveness of the MUZ in achieving its full potential is contingent on the explicit integration of comprehensive urban design guidelines into the PDP's policies and rules. Community groups specifically seek additional provisions in **MUZ-P5** to ensure "consistency with the scale, density, expected design, amenity and character of the mixed use environment, and with the urban design guidelines". Without such detailed and enforceable guidance, we note that "consideration of urban design principals" would remain subjective, leading to inconsistent development outcomes that fail to "foster a seamless blend of living, working, and leisure spaces" and undermine the desired "vibrant village feel", as noted in the evidence of Ms Dvorakova.

19. Proposed amendments to MUZ provisions

We propose the following amendments to Mixed Use Zone provisions:

MUZ-O4. We seek amendment: 'The Any adverse environmental effects generated by activities within the zone are <u>avoided or mitigated</u> managed, in particular at zone boundaries'
MUZ-P1: We seek to amend the s42 amendment in point (a): '(a) they support the function, role, sense of place and amenity of the zone, while recognizing the existing <u>and contribute to a well-functioning urban environment;</u> and'
MUZ-P5: We seek the following amendments: MUZ-P5 policy should be redrafted to reflect amended activity types and statuses, and to explicitly restrict activities that are likely to have an adverse effect on the function, role, sense of place, and amenity of the Mixed Use zone. It should capture activities that may not have been identified in the list. We seek further amendment to the list of items: - Retain for clarity: 'Light <u>or heavy</u> industrial activity' - Specify a limit: 'Large format retail activity or trade suppliers <u>over 400 m²</u>'. <i>Rationale:</i> These amendments would address concern about inappropriate activities impacting the zone's character, based on the evidence of Ms Dvorakova. 400m2 should be the limit on large format retail and trade suppliers in MUZ in Kerikeri (rather than 450m2 proposed in s42 report).
MUZ-P7: We support s42 amendment to include consideration of <i>reverse sensitivity</i> effects when assessing applications for residential, early childhood, retirement, and education facilities. We oppose deletion of 'early childhood'.
MUZ-P8: We seek amendments: ¹⁶ 1st paragraph: We oppose s42 report amendments in 1st paragraph. We seek to retain 1st paragraph as notified, with the following amendment to include <i>well-functioning urban environment</i> - <u>'Manage land use and subdivision to address the effects of the activity requiring for which resource consent is sought, including (but not limited to) consideration of the following matters, where relevant to the application, to support a well-functioning urban environment.'</u>

¹⁶ As in our submission points, e.g. VKK s524.036

Amend the following points:

- '(a) consistency with the anticipated scale, density, design, amenity and character of the mixed use environment, and with any approved urban design guidelines;
- '(c) opportunities for improving connectivity, within and between developments, public open space, services and facilities;'
- '(e)(i) opportunities for promoting the use of low impact design principles; ...'

Add the following item to the list¹⁷:

- (x) alignment with any strategic or spatial document;
- (x) provisions made to ensure connectivity;

New Policy MUZ-PXX - Avoidance of Incompatible Activities:

We seek a new policy should be added to explicitly avoid the establishment of:

- Residential activity, visitor accommodation, or supported residential care on the ground floor of buildings within the pedestrian frontage overlay.
- Industrial and offensive trade activities and landfill.
- Primary production and rural industry.

Rationale: This aligns with the S42A recommendation for a new avoidance policy , providing clearer direction on activities deemed incompatible with the MUZ's intended function and character, particularly at street level

MUZ-R1.

We seek to delete the following words in s42 amendment:

'PER-1. The new building or structure, relocated buildings or extension or alteration to an existing building or structure will accommodate a permitted, ~~restricted discretionary or discretionary~~ activity.'

Rationale: The s42 text implies that the activity will be *permitted* (as of right) irrespective of any *restricted discretionary* or *discretionary* activity. This appears to undermine the purpose.

We seek to retain most of the notified text of PER-2, as follows:

'**PER-2:** The building or structure, or extension or alteration to an existing building or structure, excluding large format retail, does not exceed a GFA of 400m2.'

'**Note:** All buildings or structures in the MUZ must comply with the maximum GFA outlined in this rule, except where it is specifically provided for by another rule in this table.'

Rationale: It is essential to state a general limit on GFA in MUZ-R1, because the subsequent MUZ rules do not specify a limit for all activities – it means there would be no limit on GFA for some key activities.
If deemed necessary, our amendments could apply to Kerikeri MUZ specifically

MUZ-R2 PER-4; MUZ-R10 and MUZ-RXX

We seek to add the following clause in MUZ-R2 PER-4 commercial activity; MUZ-R10 conservation activity, and MUZ-RXX supermarkets:

¹⁷ Such as VKK submission point s524.036

<u>‘does not exceed GFA of 400m2’</u> <i>Rationale:</i> refer to evidence of Ms Dvorakova.
MUZ-R12, MUZ-R14 and MUZ-R18: We seek amendments: Light industrial and large format retail should be <i>non-complying</i>.

20. General Residential Zone (GRZ)

The General Residential Zone (GRZ) aims to provide "a variety of densities, housing types and lot sizes that respond to...the amenity and character of the receiving residential environment." However, community concerns persist regarding "inadequate" rules for outdoor space in multi-unit developments, fearing that a drive for higher density will compromise community values and amenity.

The current focus of **GRZ-P3** on "adequacy and capacity of available or programmed development infrastructure" for multi-unit developments, while necessary, is an **insufficient condition for creating truly well-functioning residential environments**. The omission of explicit and robust requirements for *quality* outdoor living space and permeable ground in the GRZ creates a direct causal pathway to undesirable urban outcomes. As noted in Ms Dvorakova's evidence: if the PDP prioritises infrastructure over amenity in its rules, developers will naturally maximise buildable area, resulting in multi-unit developments where "the only outdoor space is the concrete used to move and park cars". This directly compromises the core objectives of the *Far North 2100* vision, particularly 'Wellbeing of communities and people'.

Therefore, the current GRZ provisions, focusing on density and infrastructure without sufficient qualitative controls on outdoor space, risk creating high-density areas that do not truly constitute *well-functioning urban environments* as articulated in NPS-UD Policy 1, leading to long-term social and environmental costs.

The Community Groups support well-designed low-level townhouses and walk-up apartments that have high-quality street-facing frontages. To achieve this, we seek the following amendments to GRZ objectives and policies are proposed, drawing inspiration from the principles of good urban design and the intent of MDR zones.

21. Proposed Amendments to GRZ provisions

GRZ-O1. We seek amendment: <u>‘c. the amenity and character of the receiving residential environment, with particular emphasis on active street frontages, sensitive building articulation, and integration with the public realm;’</u> <i>Rationale:</i> refer to evidence of Ms Dvorakova.
GRZ-O2. We seek to retain <u>‘reducing urban sprawl and creating well-functioning urban environments’</u>. As noted in our submissions, urban sprawl is a substantial on-going problem that needs to be highlighted in the objectives.
GRZ-P8

1st paragraph: We seek to retain the notified PDP paragraph, unamended: ‘Manage land use and subdivision ... to the application’. We oppose s42 amendment of 1st paragraph. Rationale: Stress on ‘manage’ aligns better with the need for stronger provisions in the PDP, as stated in our submissions. The notified text also allows consideration of additional matters that are not listed in the policy, but may nevertheless be significant.

Amendments to list of matters:

- ‘b. it is consistent with the anticipated scale, density, design, amenity and character of the planned residential environment’
‘c. opportunities for improving connectivity ...’
‘g.i. ‘opportunities for promoting the use of low impact design principles’
‘x. support the well-being objectives of *Far North 2100*’

Add the following item to the list¹⁸:

(x) alignment with any approved strategic or spatial document;

We propose a new GRZ Policy GRZ-PX:

As stated in evidence of Ms Dvorakova:

GRZ-PX - Active Frontages and Street Activation: To ensure that multi-unit developments and new residential buildings within the General Residential Zone contribute positively to the streetscape and public realm, development shall:

- a. Prioritise active frontages that engage with the street, incorporating features such as windows, doors, and habitable rooms facing the public street.
- b. Avoid designs that present blank walls, garages, or service areas as the primary street frontage.
- c. Ensure building massing and articulation are sensitive to the existing or desired character of the street, avoiding monolithic forms.
- d. Incorporate high-quality materials and architectural detailing that contribute to the visual amenity of the street.
- e. Provide landscaping and permeable areas at the street interface to enhance visual appeal and pedestrian amenity.

We propose a new GRZ Policy GRZ-PY:

As stated in evidence of Ms Dvorakova:

GRZ-PY - Quality Outdoor Space and Permeability: To ensure a high quality of life for residents and contribute to environmental resilience, multi-unit developments shall:

- a. Provide adequate and usable private outdoor living space for each dwelling, with direct access and sufficient sunlight.
- b. Incorporate shared green spaces and communal amenities that foster social connection and community well-being.
- c. Maximize permeable surfaces within the site, including landscaped areas and permeable paving, to manage stormwater runoff and enhance green infrastructure.
- d. Ensure a minimum percentage of site coverage is dedicated to permeable, landscaped areas, with specific controls on total impermeable area.

¹⁸ e.g. VKK submission point s524.036

GRZ-R1.

We seek to delete: 'controlled, restricted discretionary or discretionary activity'.

Rationale: the clause appears to give carte blanche to any discretionary activity, because it identifies any discretionary activity as 'permitted'. GRZ-R1 should refer to permitted activity only.

GRZ-R3.

We oppose changing 'and' to 'or' in PER-1.

'and' should be retained.

GRZ-R9.

We support clause 4 in CON-1, which removes GRZ in Kerikeri from the specified multi-unit residential provision in GRZ-R9.

Rationale: Evidence of Ms Dvorakova indicates notes that removing multi-units in Kerikeri GRZ would ensure that medium density development is appropriately concentrated in MDRZ closer to the town centre, establishing a clear hierarchy between residential zones.

GRZ-R10. Retirement village

We seek 'discretionary' activity status (same as in MUZ-R13).

Rationale: refer to comments in above sections. : Larger retirement villages can generate a number of issues and adverse effects in the surrounding area, such as blocking opportunities for connectivity; or failing to take full account of cumulative traffic impacts. They need to be assessed for adverse effects and subject to GRZ Standards

GRZ-S6 Outdoor living space

We oppose s42 recommendation to decrease the outdoor living space from 50m² to 40m².

Rationale: This would reduce the living space and reduce the area available for landscaping and/or permeable surfaces. Please refer to evidence on permeable surfaces and role of outdoor spaces and well-being, described in our Hearing 14 statement on climate matters. A stated intention of the PDP strategy directions are intended to demonstrate alignment with Council's *Far North 2100* vision and aspirations for the development and environmental quality of the district, notably wellbeing. Reducing outdoor living space does not support wellbeing.

22. Industrial Zones (Light and Heavy Industrial)

Ms Dvorakova's evidence highlighted significant concern arising from the notified PDP statement that the Light Industrial zone "is not required to focus on pedestrian access or amenity or provide public spaces." That PDP statement is strongly opposed by community groups.

Industrial zones may now or in future be located adjacent to residential or mixed-use areas.

The industrial area of Mill Lane in Kerikeri, for example, is very close to schools, kohanga reos, childcare centres, and links to residential Hall Road, and safe pedestrian and cycling access is critically important.

RMA Section 7(c) states that "all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to... the maintenance and enhancement of amenity values."

We support Ms Dvorakova's statement that "**Connectivity and amenity should be considered in all zones**, while public spaces should be considered for the majority of zones where people live or work".

23. Proposed amendments to Light Industrial (LIZ) and Heavy Industrial (HIZ) provisions

LIZ Overview.

The LIZ Overview should be amended to remove any reference stating that the zone is not required to focus on pedestrian access, amenity, or public spaces.

It should also be amended to provide consistency with the recommended definition for 'Light Industrial activity,' specifically clarifying that such activities do not generate objectionable odour, dust, or noise, or elevated risk to people's health and safety.

Rationale: This was proposed in evidence of Ms Dvorakova and aligns with the S42A recommendation to amend the LIZ Overview, ensuring that the zone's description reflects a more integrated approach to urban planning where all zones contribute to overall amenity and safety

LIZ-P3. We seek amendment:

This policy should be amended to clarify that activities are to be avoided where they are not ancillary to a Light Industrial activity.

The following activities should not be allowed in a light industrial zone:

heavy industrial activity, offensive trade, waste management facility

Rationale: For clarity, appropriate restrictions need to be placed on potentially incompatible activities in Light Industrial zone. Residential activities, schools and similar activities are in some cases very close to, or adjacent to, existing Light Industrial zones, as noted in Ms Dvorakova's evidence.

LIZ-P6. We seek additional points:

b. alignment with any strategic or spatial document;

c. provisions made to ensure connectivity for pedestrians, cyclists and other modes of transport;

Rationale: As stated in our PDP submission points supporting active transport.¹⁹

LIZ & HIZ. Proposed new Policies/Rules for Pedestrian Access and Amenity:

The PDP should introduce new policies and rules within the LIZ and HIZ chapters that explicitly require consideration of pedestrian access, amenity, and public spaces, particularly at zone interfaces with residential or mixed-use areas. This could include requirements for:

- Specify minimum pedestrian pathway widths (e.g., 3m paths).
- Landscaping and screening along boundaries adjoining sensitive zones.
- Design elements that promote safety and visual appeal for pedestrians and cyclists.

Rationale: This aims to address community concern that industrial zones should not act as barriers to connectivity and amenity; need to enable a holistic urban fabric.

¹⁹ e.g. VKK s524.037; OKK s271, and our other submissions.

ISSUES SPECIFIC TO KERIKERI'S FUTURE GROWTH AREAS

24. Urban Design and Amenity Considerations

The s42 report by Ms Rennie noted the relevance of *scale* and *form* of development, which 'includes consideration of the maximum height limit, height in relation to boundary, and density of development...' The s42 report also noted that 'The built form standards of relevance to urban design include building height, height in relation to boundary, setbacks, façade length, outdoor living space, landscaping and fencing'. The standards specified in the PDP will have a strong impact on the functioning and character of each town in the District.

As noted in Ms Dvorakova's evidence, future urban growth in Kerikeri and Waipapa necessitates a strategic and nuanced approach in order to balance the demands for intensification with essential improvements to make the town 'well-functioning' (e.g. active transport, connectivity) and preserve local character and environmental values.

25. Village feel or village character for Kerikeri

Kerikeri's existing built environment is largely characterized by low-rise buildings, predominantly one or two levels. This contributes significantly to its "village character", as described in the evidence of Ms Dvorakova.

Our Kerikeri Community Trust carried out extensive community consultation and surveys in Kerikeri area which were used to develop key vision and goals for Kerikeri. These important community views are summarized in Annex 1.

Community Goal One is reproduced below. It highlights the community's desire to revitalize and preserve a 'village feel' in Kerikeri -

- 'Revitalise and preserve our vibrant village feel as a people-first place for living, business, connections and enjoyment'
- and seeks 'a masterplan for Kerikeri CBD that enhances our village feel'

GOAL ONE

1 REVITALISE AND PRESERVE OUR VIBRANT VILLAGE FEEL

as a people-first place for living, business, connections and enjoyment



TIAKITANGA:

- We enjoy spaces that encourage socialising and community-wide interactions
- Our identity, points of interest and history are creatively and clearly promoted
- We have mixed use areas and multi-use facilities
- Visitors feel welcome and stay longer
- We feel safe, included and part of our vibrant community
- We have a masterplan for Kerikeri CBD that enhances our village feel

Our Kerikeri
- COMMUNITY LEADS CHANGE -

Community Goal Two stresses the need for ‘effective planning, infrastructure and growth’ that would create a functional Kerikeri, provide multiple accessways and efficient transport systems and other benefits –

GOAL TWO



2 PROMOTE EFFECTIVE PLANNING, INFRASTRUCTURE AND GROWTH

for a beautiful, functional Kerikeri

WHAKATUPURANGA:

- Urban planning is based on accurate statistics
- Our community is actively involved and contributes to urban design
- We have multiple accessways and efficient transport systems
- Relationships between the community and Council are positive and respectful
- Thoughtful zoning ensures protection and optimization of land use



Based on these comprehensive community surveys, our submissions seek PDP rules that would genuinely support and maintain a "village feel" or "village character" for Kerikeri.

We seek PDP rules that would genuinely support and maintain a "village feel" or "village character" for Kerikeri, as noted in our submissions.

For example -

- The combination of enhanced public notification and proactive guidance for urban design (outlined in sections above) would help Kerikeri to regain a distinctive village character, in line with the community goals identified above.
- We also seek specific PDP provisions noted in sections below, to ensure Kerikeri regains a distinctive village character while new developments achieve good urban quality.

26. Issues related to Building Height and Density

Community Groups recognize and support the need for appropriate forms of intensification for a number of reasons, such as housing affordability, reducing climate emissions, and enabling active transport, and revitalising the town centre. Urban sprawl and ribbon development is a major problem around Kerikeri/Waipapa.

We strongly support mixed-use developments, provided that they exhibit appropriate street-facing frontages and sensitively activate the public realm, avoiding inward-facing developments that present inactive facades to the street. In principle, this applies to all urban zones in central areas.

However, we have significant concerns about the stark divergence in proposed height limits, particularly KO's proposal for 22m (approximately 6 storeys) for the Town Centre Zone (TCZ). That

height is suitable for significantly larger cities (such as Tier 1), but would **directly undermine the "village character" valued by our community.**

High-rise development fundamentally changes the scale and perception of a town, impacting microclimate (sunlight, wind), pedestrian comfort, and visual dominance, as noted in Ms Dvorakova's evidence.

Streets that have a relatively narrow width would take on a tunnel appearance if they are lined with tall buildings on both sides. Kerikeri's CBD has relatively narrow streets compared with CBDs of Rotorua, Taupo, Hastings and Napier. Due to good planning in the past, those CBDs benefit from several wide avenues that can support taller buildings without creating a tunnel appearance.

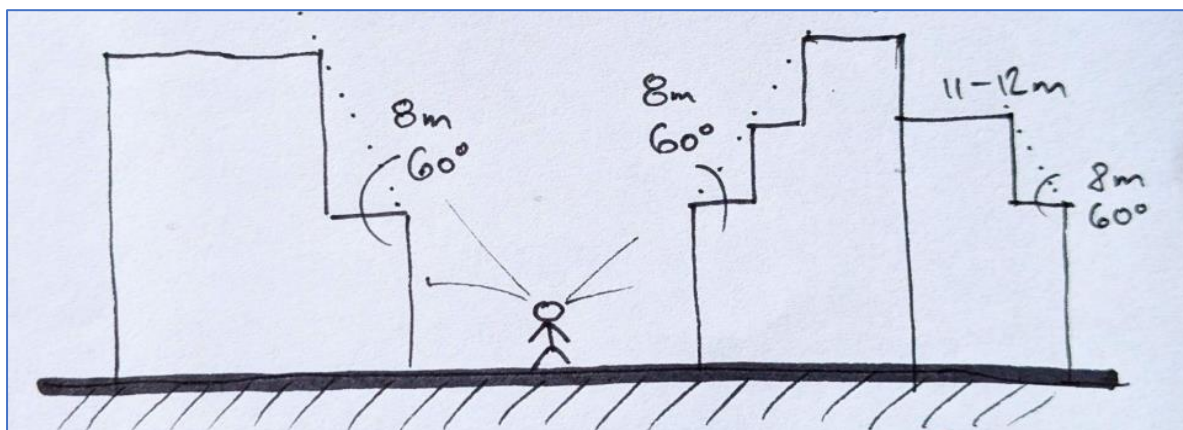
To achieve a more 'balanced look and feel' and sensitive **incorporation of height and bulk**, Ms Dvorakova's evidence proposed a new provision on Height in Relation to Boundary (HIRB), depicted in Fig. 1 (reproduced below).

Based on the evidence of Ms Dvorakova, community groups propose that the maximum height in Mixed Use zone must be accompanied by the following *Height in Relation to Boundary* (HIRB) rule and architectural treatments, with public notification for breaches:

We seek provisions relating to HIRB & facades in MUZ:

- **Maximum height** should be strictly limited to 11m + 1m.
- **Height in Relation to Boundary (HIRB):** Any level over 8m must be set back, reducing perceived bulk at street level. For facades facing a public street (frontage), a 60-degree recession plane at 8m above ground level should be required.
- **Architectural Treatment:** A significant degree of glazed facade and architectural treatment (e.g., varied materials, articulation, and detailing) should be mandated to ensure visual interest and quality at street level. Tool of control: Master Plans and Design Guidelines, as noted in evidence of Ms Dvorakova.

Figure 1: Street section to illustrate the general concept of Height in Relation to Boundary (HIRB) - example for urban zones, as viewed from street level



Source: Statement of evidence for Hearing 14, Katerina Dvorakova, 3 July 2025, p.21.²⁰

²⁰ Statement of evidence for Hearing 14, K. Dvorakova, KASA Architects, https://www.fndc.govt.nz/_data/assets/pdf_file/0032/42998/Vision-Kerikeri,-Our-Kerikeri-Community-Charitable-Trust,-Kapiro-Conservation-Trust,-Carbon-Neutral-NZ-Trust-K-Dvorakova,-Statement-of-evidence.pdf

27. ODP: 9m setback from road boundary on southern half of Kerikeri Road

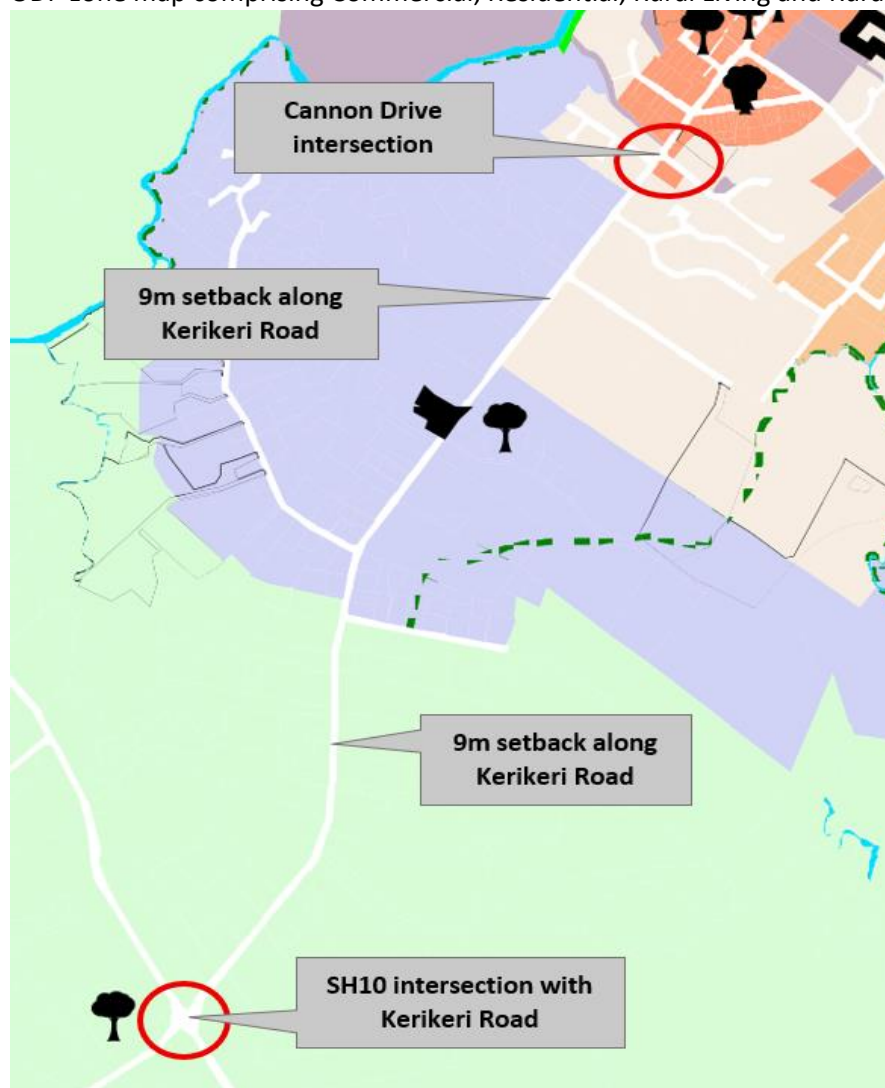
ODP Rule 7.6.5.1.7 specifies a 9m setback from the road boundary for the southern half of Kerikeri Road (between the edge of the CBD in Cannon Drive and SH10) as follows -

“(i) **no building shall be erected within 9m of any road boundary with Kerikeri Road** on properties with a road frontage with Kerikeri Road between its intersection with SH10 and Cannon Drive;”

The relevant length of Kerikeri Road is illustrated in Figure 2 below.

The ODP also specifies a 10m setback for parts of Cobham Road.

Figure 2: Existing ODP setback (9m) along Kerikeri Road between Cannon Drive and SH10
ODP zone map comprising Commercial, Residential, Rural Living and Rural Production zone.



ODP commentary (s7.6.4, urban environment Residential zone) provides the following rationale for the 9m setback, which remains relevant today -

“The entrance to Kerikeri along Kerikeri Road from SH10 is an important part of the town’s identity for local residents and visitors alike. The road side stalls, tourist orientated enterprises, extensive landscape planting and shelter belts, add to the character of the entrance to Kerikeri, which is one of a mature landscape in which built form is well

integrated with the surrounding vegetation. **Specific requirements for building setbacks, landscape planting and vehicle crossings** along Kerikeri Road will ensure that these special amenity values are recognised and protected.”

ODP Policy 7.6.4.11 (urban environment Residential zone) specifies that –

“The built form of development allowed on residential sites on the urban fringe... and those with frontage to Kerikeri Road between its intersection with SH10 and Cannon Drive **remains small in scale, set back from the road, relatively inconspicuous and in harmony with landscape plantings and shelter belts.**”

ODP rule 7.6.5.3.7 specifies the following matters of discretion for breaches of the 9m setback on Kerikeri Road and 10m setback for parts of Cobham Road (ODP rule 7.6.5.3.7) -

- “(i) the scale of the buildings;
- (ii) the extent of setback from Kerikeri Road and Cobham Road;
- (iii) the visual appearance of the site from the Kerikeri Road and Cobham Road frontage;
- (iv) the extent to which the building(s) are in harmony with landscape plantings and shelter belts;”

We seek PDP amendments that will –

- Retain the existing 9m building setback from Kerikeri Road between Cannon Drive and SH10 intersection, and existing 10m setback on parts of Cobham Road.
- Adopt other requirements for Kerikeri Road to “**ensure that these special amenity values are recognised and protected.**” (as stated in ODP s7.6.4 and policy 7.6.4.11) – especially for building setbacks, landscape planting, vehicle crossings.

28. Central Kerikeri building setbacks and recessed pedestrian areas

Ms Dvorakova’s evidence indicated that building setbacks are not normally applied in city commercial centres for security reasons. However, in our view there are important additional points that need to be taken into account in Kerikeri.

Our Kerikeri Trust community surveys found that the community seeks more pedestrian-friendly areas overall. Kerikeri lacks a central town square in the heart of the CBD - it lacks a large public paved area that would support cafes and places where people can meet and socialise.²¹ Parts of the pedestrian paths in our central zones are rather narrow, making it difficult for pedestrians to move freely in those areas during busy times.

Paved recesses in the street contribute to village character:

Kerikeri CBD currently has several small but very useful paved recesses that look like part of the public pavement. The recesses were created where existing commercial buildings were set back from the legal road boundary (examples in Figure 1 & 2 below). Some paved recesses are on private land, but have been used for many years as if they are public pavements. The recesses provide important locations for outdoor café tables²² and landscaping. They provide interest and visual ‘breathing space’ between rows of buildings. Several examples are shown in Figures 3 & 4 below.

²¹ Kerikeri has a grass-covered domain set to one side of the CBD which is used for sport fields and children’s playground.

²² FNDC policy on Alfresco Dining allows café tables to occupy public space in cases where approval has been granted, with payment of fees. https://www.fndc.govt.nz/_data/assets/pdf_file/0023/5783/application-for-approval-alf-rub-22_v2023.pdf

These recesses and various pedestrian passageways between buildings are important components of a ‘village feel’ and need to be retained.

Setbacks from road boundary in central zones:

The PDP requires buildings to be set back at least 3m from a road boundary in GRZ, and we support this. We also seek setbacks from road boundaries in MUZ. As currently drafted, MUZ-S6(1) will require MUZ sites with ‘pedestrian frontage’ (identified on planning maps) to construct all new buildings or alterations right up to the road boundary. The MUZ standard would have adverse effects – it would actually **reduce the existing width of pedestrian pavement in some areas, and would gradually eliminate the existing (valued) paved recesses in the CBD.**

We seek new/amended PDP provisions on building setbacks to support pedestrian areas in Kerikeri Mixed Use Zone -

- Any new building or extension or alteration to a building in Kerikeri Mixed Use zone should be set back at least 3m from the road boundary;²³ and
- In addition, the existing paved recesses (created by existing building set backs) must be retained where they adjoin the public pavement and are used by the public as if they are part of the public pavement.²⁴
- (We would be able to provide a list of the existing paved recesses for clarity, if useful.)
- Consequential amendments are needed in MUZ-S6(1) to allow 3m setback in Kerikeri sites with mapped pedestrian frontage, and in MUZ-S6(2) to specify the width of verandah in Kerikeri (instead of distance from the kerb).

29. Examples of existing street recesses that provide useful public space

Examples of existing street recesses that provide useful public areas:

Figure 3 shows the building at 60 Kerikeri Road (Butler Centre) was set back a substantial distance from the legal road boundary. (The very wide roof-overhang obscures the precise location of the front wall of the building in satellite images). This set back area provides a wide pavement for easy pedestrian movement and landscaping, as well as paved areas wide enough for café tables. Although the front wall is set well back from the road, the building’s height makes it a visually dominant building from street level. If its front wall was moved forward to the road boundary (as required by MUZ-S6(1)), it would become even more visually dominant, and make the pedestrian path and roadway feel very narrow. If most buildings were eventually built on the road boundary in future (as in MUZ-S6) it would seriously diminish amenity values and reduce ‘well-functioning’ in the CBD.

Figure 4 shows examples of other recesses on the northwest side of Kerikeri Road. The buildings at 74 and 80-84a Kerikeri Road were set back from the road boundary, creating two wider pedestrian areas, allowing landscaping and a visual ‘breathing space’ between buildings. This area also has one of several important pedestrian lanes (alleyways) which provide important pedestrian connectivity in the area.

At 88 Kerikeri Road, the boundary itself is located further back from the road, and this has provided an outdoor paved space for café tables and landscaping.

²³ Some adjustment may perhaps be appropriate in road sections where the road boundary has an uneven width.

²⁴ It is likely that most of the recesses have had active unbroken use by the public for at least 20 years

These types of features make an essential contribution to the character and ‘well-functioning’ of this part of the CBD.

Figure 3: Recess at 60 Kerikeri Road (Butler Centre) creates a wide pavement area

Blue lines indicate property boundaries



Satellite view:

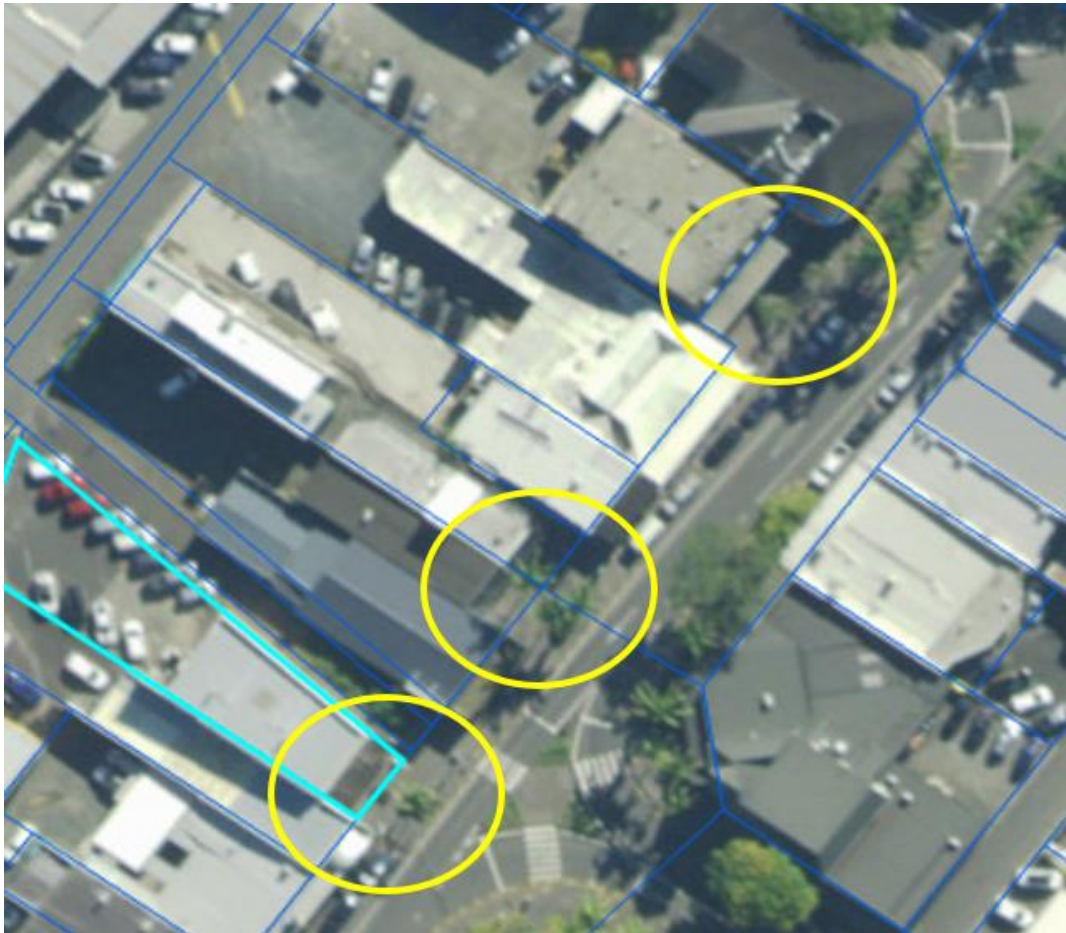


Figure 4: Example of several recesses on northwest side of Kerikeri Road

A recess in front of 74 Kerikeri Road was created when the building was set back from the blue highlighted boundary (lower left).

Buildings at 80-84a (centre) also have recesses due to set backs from the road boundary.

At 88 Kerikeri Road (upper right), a recess exists because the road boundary itself is located further back.



Example of café tables at a recessed area:



30. Topography when Considering Height Restrictions and future Rezoning

Kerikeri's unique topography presents a significant challenge for urban planning.

Many town centres are situated at their lowest point near a river bank or shore. However, Kerikeri's CBD is built along the ridgeline of Kerikeri Road, with slopes falling dozens of metres down to the Kerikeri River and Puketotara Stream on the northwest side, and Wairoa Stream on the southeast.

The current Spatial Plan concept suggests taller buildings and highest density (Commercial / Mixed Use) along the ridgeline, surrounded by MDRZ and GRZ on the lower slopes.

The evidence of Ms Dvorakova states that a strategic re-arrangement of zones would solve the conflicting outcomes of character preservation and greater height/intensity, and bring other benefits. Changing the height distribution should be considered for the central area: i.e. lower buildings should be located along the central ridgeline, while slightly taller buildings could be on the lower slopes in appropriate locations. The following approaches should be taken into account when considering rezoning and height issues in Hearing 15D and related matters, as noted in the evidence of Ms Dvorakova – details in Box 3 below -

- Lower the proposed central zones along the main street ridgeline.
- Capitalize on topography by locating taller structures on the lower elevations
- Shift the boundary of central zones closer to the Kerikeri River

Box 3: Elements to be taken into account for height restrictions and rezoning

As noted in the evidence of Ms Dvorakova, the following approaches should be taken into account when considering height restrictions and rezoning:

- **Lower building height in central zones along the main street ridgeline:**
Preserve a village character at the town's core by maintaining a lower, more human-scaled built form along the ridgeline at the building frontage, and combine with HIRB.
Priority level: CRITICAL
- **Capitalize on topography: Locate taller structures on the lower elevations:**
Areas that are currently less developed, and topographically lower than the proposed town centre ridgeline, present useful opportunities for development of greater height and density without negatively impacting the established lower-rise town centre character.
- **Shift the boundary of central zones closer to the Kerikeri River:**
Kerikeri River is cut off from the CBD at present. Community groups have for a long time called for a direct public access between the CBD and Kerikeri River; to extend commercial activities and activate the riverfront as a Mixed Use area. This approach also allows for greater height and density on the slopes between the CBD and river, providing additional activities and amenities and activating the riverfront as a 'destination' for both residents and tourists, similar to the successful Whangarei Town Basin.

SUMMARY OF KEY PRINCIPLES

- **Shift from Permissive to Prescriptive Planning:** Move away from a permissive, effects-based approach to a more prescriptive, design-led framework for sustainable urban outcomes.
- **Mandatory Master Plans and Design Guidelines:** Implement legally binding Master Plans and comprehensive Urban Design Guidelines for all urban zones to ensure consistent, high-quality design.
- **Enhanced Public Notification:** Define "more than minor" adverse effects to trigger public notification for significant developments, particularly in central zones.
- **Quality Outdoor Space and Permeability:** Strengthen urban zone provisions for adequate and usable private and shared outdoor living spaces, maximizing permeable surfaces and specifying minimum landscaped areas.
- **Active Frontages and Street Activation:** Introduce policies requiring public open spaces, active frontages, sensitive building articulation, and high-quality materials to contribute positively to the streetscape.
- **Integrated Transport and Connectivity:** Implement robust policies that support integrated transport networks, including safe, separated active transport options (networks of walkways and cycleways) that connect strategic locations, and effective management and mitigation of cumulative traffic impacts.
- **Frontage HIRB:** Apply HIRB to street frontage in relevant urban zones to reduce building bulk & retain a "village character"
- **Strategic use of topography:** When considering height restrictions and rezoning, apply a holistic approach that uses topography strategically in order to balance growth, building height and character issues.
- **Public spaces, Amenity and Landscaping:** Ensure amenity and community well-being are supported by the provision of important elements such as new public open spaces and appropriate landscaping.
- **Light Industrial Zone Amenity:** Ensure Light Industrial zones contribute to overall amenity and safety, introducing policies for pedestrian access.

Annex 1: Our Kerikeri Community Trust

Vision and goals for Kerikeri based on widespread community consultation and surveys in the Kerikeri area



Vision

Where the forests and rivers converge to meet the ocean, Kerikeri is a **DIVERSE, CREATIVE** and **VIBRANT COMMUNITY** of **HEALTHY** and **CARING** people.

We **DESIGN** and **INNOVATE** for **EASE** of living while remaining close to **NATURE** and embracing our **CULTURAL HERITAGE**, balancing **PROGRESS** and **PRESERVATION**.

Growing **PROSPERITY** and **OPPORTUNITY** for all, we are **SUSTAINABLE, RESILIENT** and **CONNECTED**.



Vision

Where the great forest of **TANE** and rivers converge to meet **TANGAROA**, Kerikeri is a **DIVERSE, CREATIVE** and **VIBRANT COMMUNITY** of **HAUORA** and **MANAAKI** tangata.

We **DESIGN** and **INNOVATE** for **EASE** of living while remaining close to our **TAIAO** and embracing our **AHUREA HERITAGE**, balancing **PROGRESS** and **PRESERVATION**.

Growing **TAURIKURA** and **OPPORTUNITY** for all, we are **SUSTAINABLE, MANAWAROA** and **CONNECTED**.



GOAL ONE

**Our
Kerikeri**
- COMMUNITY LEADS CHANGE -

1 REVITALISE AND PRESERVE OUR VIBRANT VILLAGE FEEL as a people-first place for living, business, connections and enjoyment



TIAKITANGA:

- We enjoy spaces that encourage socialising and community-wide interactions
- Our identity, points of interest and history are creatively and clearly promoted
- We have mixed use areas and multi-use facilities
- Visitors feel welcome and stay longer
- We feel safe, included and part of our vibrant community
- We have a masterplan for Kerikeri CBD that enhances our village feel

GOAL TWO

**Our
Kerikeri**
- COMMUNITY LEADS CHANGE -

2 PROMOTE EFFECTIVE PLANNING, INFRASTRUCTURE AND GROWTH for a beautiful, functional Kerikeri



WHAKATUPURANGA:

- Urban planning is based on accurate statistics
- Our community is actively involved and contributes to urban design
- We have multiple accessways and efficient transport systems
- Relationships between the community and Council are positive and respectful
- Thoughtful zoning ensures protection and optimization of land use

GOAL THREE

**Our
Kerikeri**
COMMUNITY LEADS CHANGE

3

CREATE OPPORTUNITIES FOR ALL TO THRIVE AND PROSPER

in a sustainable, resilient and productive economy



TAURIKURA:

- We have access to opportunities and education to pursue our highest aspirations
- Business and enterprise is promoted and well supported
- An innovation hub incubates leading edge ideas
- We focus on growing a "knowledge" economy
- Workforce development & training opportunities serve our local industries

GOAL FOUR

**Our
Kerikeri**
COMMUNITY LEADS CHANGE

4

CELEBRATE OUR UNIQUE BI-CULTURAL & MULTI-CULTURAL ENVIRONMENT

embracing diversity and holding an overlying sense of belonging as a society while respecting Tikanga Māori values



AHUREA:

- Our cultural heritage is widely taught and respected
- We are a proudly bilingual community
- We celebrate and share stories of our past
- We have a strong ethos of neighbourliness, tolerance and inclusiveness
- We respect our diversity and each other

GOAL FIVE

**Our
Kerikeri**
COMMUNITY LEADS CHANGE

5

CARE FOR THE WELLBEING OF OUR PEOPLE

supporting healthy, resilient and meaningful lives



HAUORA:

- Our young people have access to facilities, events and opportunities, helping them realise their potential
- We have comprehensive health services that are responsive, efficient and available to all
- We utilize smart solutions to create affordable healthy housing
- Our streets and facilities are accessible for the elderly and disabled
- We have a strong workforce of volunteers and mentors

GOAL SIX

**Our
Kerikeri**
COMMUNITY LEADS CHANGE

6

RESTORE AND CONSERVE OUR SURROUNDINGS

where each generation strives to leave a better Kerikeri to the ones that follow



TAIAO ATAWHAI:

- We strive to restore the Mauri of our lakes, rivers, streams and oceans.
- Our native species, habitats, fertile soils and areas of exceptional beauty are protected and preserved
- Our community educates for environmental awareness and is supportive of regenerative projects
- We minimise impact and create access to our natural habitats with care and appreciation
- We embrace the concept of Kaitiakitanga

GOAL SEVEN

**Our
Kerikeri**

— COMMUNITY LEADS CHANGE —

BUILD A CULTURE OF INNOVATIVE, SUSTAINABLE LIVING

living lightly and learning from nature



TOITŪ:

- We educate sustainable and regenerative ways to live & work
- Our economy creates, distributes and uses resources sustainably
- We aim to achieve zero waste and carbon neutrality
- We apply permaculture principles that encourage responsible land use
- We innovate and adapt enabling a shift toward full cycle systems
- We live consciously as part of an ecosystem

‘Word clouds’ developed from three survey questions in kerikeri area by Our Kerikeri Community Trust

[illegible][illegible]

‘What makes the community happy?’

