



Far North
District Council

Monitoring Strategy for the Far North District Council

July 2008



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1 INTRODUCTION

This Monitoring Strategy provides a framework for the Far North District Council's (FNDC) monitoring duties required by the Resource Management Act 1991 (RMA). It integrates the various monitoring activities already undertaken by FNDC with the monitoring requirements specified in the RMA and detailed in the District Plan.

Monitoring enables us to identify what the significant resource management issues for the District are and how they are changing. It will help both FNDC and the Far North's communities in determining whether the District Plan and FNDC's decisions under the RMA are protecting our environment, maintaining and enhancing social, cultural and economic wellbeing and promoting sustainable management of our natural and physical resources. This is discussed further in Section 2 below.

Section 35 of the RMA requires FNDC to monitor:

- Compliance (in terms of permitted activities, resource consents and complaints);
- District plan efficiency and effectiveness;
- The state of the environment; and
- The exercise of functions, powers or duties that FNDC has transferred or delegated to others.

Monitoring compliance with resource consent conditions and the permitted activity standards set out in the District Plan (including any adverse environmental effects of permitted activities), and complaints provides vital information for FNDC to determine whether Council is meeting its statutory obligations under the RMA. This monitoring also feeds into District Plan effectiveness monitoring. Chapter 3 outlines why and how FNDC undertakes 'compliance' monitoring.

The results of the District Plan monitoring will feedback into District Plan review and reporting processes. It will help FNDC determine whether the objectives, policies, methods and rules in the District Plan are achieving the expected environmental outcomes, and if not what needs to be changed. Chapter 4 outlines why and how FNDC undertakes district plan "efficiency and effectiveness monitoring".

State of the Environment Monitoring gives a "benchmark" or "baseline" that can be measured against to see how the environment is changing over time. It enables FNDC to identify trends and what the significant resource management issues for the District are. Chapter 5 outlines why and how FNDC undertakes state of the environment monitoring.

If FNDC is to meet all its RMA monitoring responsibilities it must also monitor those FNDC has delegated or transferred RMA powers, duties or functions to, such as officers, Council Committees, commissioners and community boards and Northland Regional Council (NRC) to ensure that consistent and appropriate decisions are being made. Chapter 6 outlines why and how FNDC undertakes this type of monitoring.

Several of the planning documents recognised by iwi authorities that have been lodged with FNDC mention resource management monitoring. Empowerment of

kaitiaki to be actively engaged in monitoring the environment and consented activities are identified as being desired outcomes for tangata whenua.

FNDC recognises that to monitor everything from the start is unrealistic and costly so a staged process is proposed which initially focuses on the priority areas identified in the District Plan. This Monitoring Strategy provides a means by which the full extent of FNDC's monitoring duties can be incorporated over time as the means to do so become available.

Wherever possible, this Strategy includes existing data sources for example from Northland Regional Council (NRC), Department of Conservation (DoC) and the Ministry for the Environment (MfE) as well as data collected by FNDC. FNDC also participates in the Northland Monitoring Forum, so data collected will feed back into a regional monitoring approach.

This Strategy has been developed so that it is:

- relevant to FNDC's functions under the RMA;
- easily understood;
- useful and credible; and
- cost effective.

In addition to the RMA, the Local Government Act 2002 (LGA) requires FNDC to determine community outcomes and monitor progress towards those outcomes. These outcomes are based on environmental, economic, social and cultural values of the District. The LGA also requires monitoring of "Levels of Service" at an operational level. There are also various other pieces of legislation which require FNDC to monitor performance. This monitoring strategy has been designed so that additional monitoring undertaken under other legislation can be incorporated over time into an integrated monitoring approach across all FNDC's responsibilities.

The final section of this Strategy includes recommendations for expanding to integrate all of FNDC's monitoring and for how Council may better provide for the empowerment of kaitiaki via mechanisms such as transferring RMA functions and responsibilities and joint management agreements in relation to resource management monitoring.

2 WHAT IS MONITORING AND WHY?

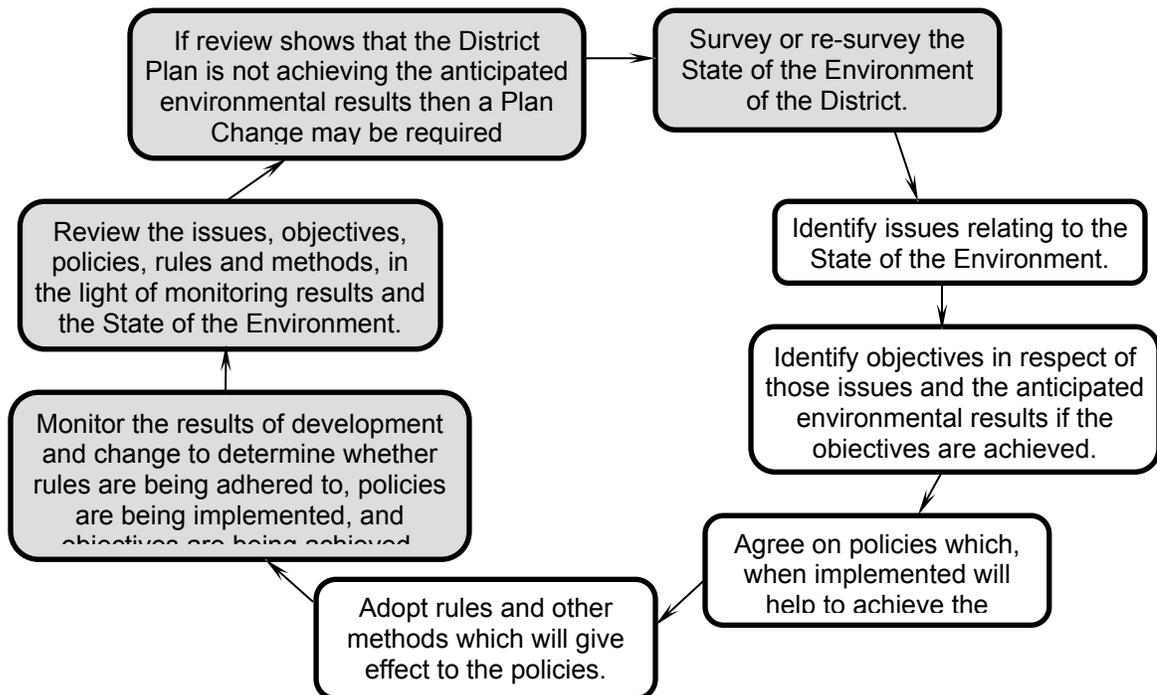
The Ministry for Environment (MfE) defines monitoring as “...the deliberate act of observation and surveillance over time with a defined purpose”. MfE further states that “the act of monitoring provides a mechanism to inform decision making authorities about the consequences of actions and changes in the environment, in order to determine effectiveness and the need for further action”¹.

Monitoring is regular surveillance of particular parameters. In relation to planning, its purpose is to improve planning processes and planning outcomes. It provides the feedback mechanism between policy formulation and policy evaluation. Good decision-making needs good information.

Monitoring is crucial to:

- understand the condition of our environment, if and how it is changing (whether improving or deteriorating) and the reasons for change (human induced or naturally occurring);
- assess whether FNDC’s policies and plans are achieving the environmental outcomes expected;
- learn more about the effects of communities’ activities and FNDC’s policies on our environment; and
- meet statutory obligations under the RMA (section 35).

Monitoring provides a feedback mechanism for FNDC that tests the efficiency and effectiveness of planning processes and provides a quality control mechanism. It informs decision makers of changes in the environment and the consequences of their actions and policies. The diagram below shows the planning cycle and how monitoring (shown by the shaded boxes) fits in with the development and change of the District Plan.



¹ MfE (1996) “The Monitoring Guide – A Practitioner’s Guide to Section 35 of the RMA 1991”

Under section 35(2) of the RMA, FNDC must monitor:

- (a) *“the state of the whole or any part of the environment of its ...district to the extent that is appropriate to enable the local authority to effectively carry out its functions under this Act; and*
- (b) *the efficiency and effectiveness of policies, rules, or other methods in its ...plan; and*
- (c) *the exercise of any functions, powers, or duties delegated or transferred by it; and*
- (d) *the exercise of the resource consents that have effect in its ...district as the case may be*

and take appropriate action (having regard to the methods available to it under this Act) where this is shown to be necessary.”

Under section 35 of the RMA FNDC must also gather information and have it available for public scrutiny. The RMA also states that FNDC must review the efficiency and effectiveness of the District Plan at least every 5 years.

This monitoring is linked to FNDC’s duties under Section 32 of the RMA, which imposes a duty on territorial authorities to assess the efficiency and effectiveness of planning procedures adopted in planning documents and to consider alternatives. Information provided by monitoring will assist FNDC in reviewing the District Plan or undertaking plan changes.

Monitoring is more than just measuring and collecting data, it also involves:

- identification of issues;
- selection of indicators;
- data collection;
- data analysis and interpretation;
- data management;
- results reporting; and
- recommendations and review.

All these components are essential if the overall monitoring programme is to be effective.

Data collection is an enormous task and monitoring is a long-term process requiring specific skills (e.g. information analysis). Because staff change it is important that the monitoring process is well documented and responsibilities are formerly acknowledged.

2.1 ISSUES

The first task in monitoring is to decide what the issues are which you want or need to monitor. The issues must relate specifically to RMA monitoring requirements i.e. compliance monitoring, district plan effectiveness monitoring or state of the environment monitoring.

The District Plan forms the cornerstone for this monitoring strategy. The plan itself defines what the community considers to be priority issues² for monitoring. These are discussed further in section 4 of this strategy.

Whilst these priority issues form the basis of monitoring outlined in this strategy, other issues may have lower priority for monitoring and should be reviewed for future monitoring when resources allow. Other issues may be identified over time through the results of monitoring.

2.2 INDICATORS

Having determined what issues need monitoring, the next step is to develop indicators. Indicators are information tools that can be used to measure what and how things are changing over time and can be used to highlight the overall status and trends that are happening in the environment. They provide a way of assessing whether anticipated environmental results are being achieved, and can highlight areas of concern with the content or implementation of the District Plan

The Ministry for the Environment (MfE) has done much work on developing Environmental Performance Indicators (EPis) for a range of matters to be used nationally. MfE used the “pressure-state-response” (PSR) framework which was developed by the Organisation for Economic and Community Development (1991) and has been used internationally.

“The PSR framework is based on the concept of cause and effect. It recognises that human activity and natural causes exert pressures on the environment; these change the state or condition of the environment; society responds by developing or implementing policies that influence those human activities or modify natural processes, and so change the pressures.”³:

The PSR framework provides an effective way to think about indicators by asking three important questions:

- what is happening to the condition of the environment and its natural resources (the ‘state’);
- why is it happening (the ‘pressure’); and
- what is being done about it (the ‘response’).

Council has broadly followed this framework in developing indicators for this monitoring strategy.

Each issue identified needs at least one indicator, and an indicator may be useful in monitoring more than one issue if carefully selected, which will improve cost effectiveness and efficiency.

Indicators can be used to simplify complex processes down to measurable parameters and still give a good understanding of what is happening. For example a plant or animal that is particularly sensitive to environmental change

² It should be noted that incorporating these priority issues into the monitoring strategy does not equate to FNDC meeting the full statutory requirements of the RMA. Addressing the priority issues in the first instance does provide a platform from which the other monitoring requirements can be integrated in a progressive manner.

³ Opus International Consultants Ltd (April 2000) “District Plan Monitoring – A Guide to Getting Started”

Indicators need to be:

- analytically valid
- measurable
- representative of the system being assessed
- replicable or reproducible over time
- scientifically robust
- consistent in standards for data collection, analysis and management
- easy to monitor and easily understood.

Indicators must be able to distinguish between human-induced change and natural variations and helpful in relating causes, effects and responses. They must be policy relevant, indicators must be able to monitor key outcomes of resource management and environmental policy initiatives, and measure progress toward those goals; for example, anticipated environmental results (AERs) in the District Plan.

Indicators should be cost effective in the sense that limited numbers of indicators should be selected, existing data and information should be used wherever possible and indicators should be simple to monitor.

Indicators developed by other agencies can be very useful and many have been included for future consideration.

2.3 DATA COLLECTION, ANALYSIS AND MANAGEMENT

This is the actual physical gathering of information and needs to relate to the indicators selected. Data needs to be collected in a consistent, rigorous and scientific manner. Once collected, it should be analysed to provide useful information such as how the environment is changing over time or location specific variations.

There are already lots of existing FNDC and external data sources. These existing data sources are used wherever possible to maximise efficiency and cost effectiveness.

Community involvement in data collection and analysis is also a good way to empower local ownership of environmental issues. Council is committed to working together with other agencies and groups to gather and share information that can be used to monitor our environment.

2.4 REPORTING

Monitoring is of little use unless it is reported on in a timely manner. Information needs to be collected, analysed and made available within appropriate timeframes to enable proper review of policies, plans and implementation methods.

Presentation of monitoring results to both FNDC and the community is essential. The complexity of the reports should be audience dictated. Reporting frequency for the selected indicators may be different. For example, FNDC reports to the Ministry for the Environment (MfE) on a biennial basis about resource consent processing times, but State of the Environment reports will be produced when required to support plan changes or reviews of the District Plan.

2.5 REVIEW

The ultimate purpose of monitoring is to enable reviews and revision of planning and monitoring procedures to improve planning outcomes, whether that means changes to the District Plan, consent conditions or delegated or transferred functions.

3 COMPLIANCE MONITORING

Compliance monitoring encompasses two main areas:

- monitoring compliance with land use and subdivision resource consent conditions and permitted activity standards; and
- monitoring of complaints.

Each of these is a specific monitoring requirement set out in the RMA.

3.1 RESOURCE CONSENT AND PERMITTED ACTIVITY MONITORING

The granting of resource consents (land use or subdivision) places specific responsibilities on both FNDC and the consent holder. In granting consent, FNDC is giving approval to the consent holder to undertake an activity that would otherwise contravene a rule or is inconsistent with an objective or policy in the District Plan⁴.

FNDC must ensure that:

- (a) conditions to control adverse environmental effects and to manage resources sustainably are attached to the consent;
- (b) the consent holder complies fully with consent conditions; and
- (c) appropriate action is taken if consent conditions are not complied with.

The RMA explicitly places an obligation on FNDC to monitor “*the exercise of the resource consents that have effect in its district*” (Section 35(2)(d)).

Imposing conditions on resource consents (under section 108 and 220 of the RMA) implements the purpose of the RMA, i.e. the promotion of sustainable management of natural and physical resources. Sustainable management includes, but is not limited to, avoiding, remedying or mitigating adverse effects of activities on the environment. Consent conditions are therefore aimed at managing environmental outcomes through the control of effects of activities.

The RMA does not give FNDC the power to waive compliance with resource consents and explicitly places an obligation on FNDC to monitor the exercise of resource consents and take appropriate action if necessary to ensure compliance.

There are provisions in the RMA (s127 & s128) that enable consent conditions to be changed or cancelled, or to be reviewed. These are important for dealing with unforeseen effects or addressing inaccuracies later found in the information supplied at the time of application. There are additional provisions for remedying effects not controlled by consent conditions e.g. infringement notices, abatement notices and enforcement orders. A review clause in consents is a further mechanism to enable local authorities to seek review of conditions if monitoring reveals deficiencies in the conditions.

Section 108(3) of the RMA enables FNDC to require a consent holder to supply information relating to the exercise of the resource consent. The RMA also enables the imposition of conditions requiring the consent holder to carry out monitoring and other investigations, to provide that information to FNDC and to require the consent holder to bear the costs of such requirements (s.108(4)).

⁴ Waikato District Council, “*Integrated Monitoring Strategy*”, 2004

The monitoring of resource consents encompasses:

- (a) compliance with the conditions attached to the consent, i.e. that the consent holder is meeting the stipulated conditions in regard to the consent granted.
- (b) the suitability and functionality of consent conditions to assess whether the conditions attached to consents are workable, i.e. whether they are precise, achievable, measurable and enforceable
- (c) monitoring the impact of consented activities to assess whether the effects on the environment are being adequately addressed by the conditions attached to the consent, i.e. whether the conditions are effective.

Monitoring permitted activities ensures that those activities not requiring resource consent do in fact meet the standards in the District Plan for permitted activities, and that such permitted activities are not having adverse impacts on the environment. In addition, monitoring of complaints also determines whether an activity is permitted by the District Plan or not.

Compliance with Consent Conditions

Monitoring compliance with consent conditions ensures that adverse effects on the environment are avoided, mitigated or remedied. This monitoring is simply to make sure that consent conditions are being complied with.

Monitoring of each different type of consent requires different approaches, skills and technical knowledge. The monitoring requirements for subdivision consents are different to land use consents. Monitoring of subdivision consents is generally limited to the land development stage and relates to the completion of works. Compliance with subdivision conditions is assessed before issuing final completion certificates (s.224 certificates). On the other hand, land use consents may require ongoing monitoring.

Suitability and Functionality of Consent Conditions

Assessing the suitability and functionality of consent conditions requires a cooperative approach by planning staff. There needs to be constant feedback between monitoring and consent processing staff. If consent conditions are not clear, unambiguous, measurable and enforceable, it is very difficult to determine whether they are being complied with or to enforce them. Conditions, which are vague, may be unenforceable and therefore invalid.

Impact Monitoring

The monitoring of the impact of consented activities (and permitted activities – see 3.1.1 E below) on the environment to determine whether the exercise of the consent itself, or conditions attached to the consent, are achieving the objectives, policies and anticipated environmental outcomes of the District Plan is separate to the monitoring of compliance with consent conditions. These considerations cannot be used when determining issues of non-compliance with resource consent conditions and/or possible enforcement measures.

Need for a Co-operative Approach

Consents Planners and monitoring officers will have valuable knowledge on the effectiveness of resource consent conditions, whether conditions are covering all

adverse effects, whether a resource consent is necessary in light of actual effects on the environment, and on the enforceability and reasonableness of conditions. They may also have ideas on other means of addressing the issues which give rise to regulation through the resource consent process and provide feedback for plan review processes.

Information gained from the monitoring of resource consents should be gathered and analysed to provide input to FNDC's duties to monitor both District Plan effectiveness and the state of the environment. Consequently, there is a need to establish a consent monitoring programme which incorporates procedures for the following:

- assessing compliance with conditions attached to consents;
- assessing the suitability and functionality of consent conditions;
- assessing the impact of consented and permitted activities on the environment;
- transferring information between those involved in consent processing, monitoring and policy planning;
- determining whether the District Plan's policies, rules and other methods need revising;
- contributing to state of the environment monitoring and reporting; and
- reviewing and revising monitoring procedures.

Issues and indicators that relate compliance monitoring that can be used to do this are summarised in the following tables.

3.1.1 ISSUES AND INDICATORS

There are a number of issues related to resource consents generally and land use, subdivision and building consents specifically that it would be useful to have information on. Whilst there are no "processing" issues associated with permitted activity monitoring, there are specific issues that need to be addressed.

The following sections describe what the issues are, what monitoring indicators might be used (including which department collects the relevant data and how often) and the rationale for choosing these indicators.

A Resource Consents

(i) Broad development trends for the Far North District

Indicator	Department	Frequency
Total number of consents issued	Development Consents	Annually
Spatial distribution of consents issued	IT Support	Annually

Over time this information will provide a broad measure of development trends within the District i.e. whether there is an increase or decrease in development. It will also provide a broad picture of where development is occurring and over time will highlight changes in spatial development patterns. These indicators need to be considered in the context of what has happened previously, particularly spatial distribution, i.e. there is little to be gained in looking at one year's data in isolation.

(ii) Public participation/compliance costs for development

Indicator	Department	Frequency
Number and % of consents notified	Development Consents	Annually

This could be broken down into land use and subdivision consents. This will provide information on the extent of public participation taking place on development issues. Over time, a trend towards increased or decreased public participation should become apparent. This will also provide information on the compliance costs of development proposals, i.e. increased notification generally implies increased costs for the developer.

(iii) Consents processing efficiency

Indicator	Department	Frequency
Number and % of consents processed within statutory timeframe <ul style="list-style-type: none"> • Notified applications • Non-notified applications • Limited Notifications 	Development Consents	Annually

This could be broken down into land use consents and subdivision consents. This will provide a measurement of consent processing efficiency and enable a comparison to be made over time, with other local authorities. Trends over time should indicate improvement or otherwise in consent processing efficiency. This should not be the sole criterion for judging efficiency, nor should it compromise the quality of decision making.

(iv) Decision making effectiveness

Indicator	Department	Frequency
Number and % of consents declined	Development Consents	Annually
Number and % of FNDC decisions appealed	Development Consents	Annually
Number and % of appeals that are successful	Development Consents	Annually

The number and percentage of consents declined will provide information on the public understanding and acceptance of the District Plan provisions. The number and percentage of FNDC decisions appealed will provide information on how applicants or submitters perceive the effectiveness of decision making on development proposals. The number and percentage of appeals that are successful will provide information on how the courts judge the effectiveness of FNDC decision making on development proposals.

B Land Use Consents

(i) Broad development trends for the Far North District

Indicators	Department	Frequency
Total number of land use consents issued	Development Consents	Annually
Different types of land use consents issued	Development Consents	Annually
Spatial distribution of different types of land use consents issued	IT Support	Annually

Over time, this information will provide a broad measure of land use trends within the District. Information on residential, commercial, industrial, rural, coastal or social activities will provide an indication of the different types of land uses occurring in the District and where.

(ii) Compliance with land use consents

Indicators	Department	Frequency
Total number and % of land use consents monitored	Regulatory and Field Compliance	Annually
Number and % of consents complied with	Regulatory and Field Compliance	Annually
Number of site visits required to achieve compliance	Regulatory and Field Compliance	Annually
Number of consents requiring on-going monitoring	Regulatory and Field Compliance	Annually

Over time, this information will provide a broad measure of the efficiency of consent monitoring process, consent procedures and the frequency of non-compliance by developers.

(iii) Suitability and functionality of consent conditions

Indicators	Department	Frequency
Number and % of conditions necessary	Development Consents Regulatory and Field Compliance	Annually
Recommendations on suitability and functionality of consent conditions arising from site visits	Regulatory and Field Compliance	Annually
Number and % of conditions found to be clear, unambiguous, measurable and enforceable	Regulatory and Field Compliance	Annually
Number of applications for change of consent conditions	Development Consents	Annually

This information will provide a broad measure of the suitability and functionality (i.e. whether they are workable and effective) of consent conditions. Recommendations arising from site visits will provide detailed information on the suitability of specific consent conditions. Information on applications to change consent conditions includes those sought by the consent holder (s.127) and by FNDC (s.128)

(iv) Impact monitoring

Indicators	Department	Frequency
Number and % of times that impacts on the environment are adequately addressed by consent conditions	Regulatory and Field Compliance	Annually
Recommendations arising from site visits	Regulatory and Field Compliance	Annually

This will provide a broad measure of whether consent conditions are adequately addressing adverse effects on the environment. Observations from site visits will provide detailed information on the effectiveness or otherwise of specific consent conditions in regard to environmental effects and provide a mechanism for improving conditions.

C Subdivision Consents

(i) Broad development trends for the Far North District

Indicators	Department	Frequency
Total number of subdivision consents issued	Development Consents	Annually
Total number of additional lots created	Development Consents	Annually
Spatial distribution of subdivision consents issued (mapped)	IT Support	Annually

Over time, this information will provide a broad measure of subdivision trends in the District, including how much and where subdivision is occurring.

(ii) Compliance with District Plan

Indicators	Department	Frequency
Average and range of lot sizes created in the different zones	Development Consents	Annually

This information will provide a broad measure of how actual lot sizes being created compare with those prescribed in the District Plan.

(iii) Conservation values

Indicators	Department	Frequency
Number and % of lots with conservation covenants	Development Consents	Annually
Spatial distribution of conservation covenants (mapped)	IT Support	Annually

This information will provide a measure of conservation initiatives (in this instance conservation covenants) undertaken by FNDC, and the trend over time. It will also provide information on the location of covenants and their relationship with other areas of conservation value. Conservation covenants associated with land use consents should also be included here. This should assist in planning future locations of conservation areas, including ecological corridors. It will also provide information when compared to other FNDC conservation initiatives, as to the effectiveness of regulatory methods.

(iv) Protection of riparian areas/public access to water bodies

Indicators	Department	Frequency
Number and % of lots with esplanade reserves or strips or public access to water bodies	Development Consents	Annually
Spatial distribution of esplanade reserves, strips and public access to water bodies (mapped)	IT Support	Annually

This information will provide a measure of the protection of riparian areas and a surrogate measure of public accessibility to water bodies. Over time this will provide information on the location of esplanade reserves and strips, and public access to water bodies together with their relationship to other reserves and conservation areas. This will assist in planning for future esplanade areas and reserve areas, including the planning of public walkways.

Note: it is a requirement under s.35(5)(ja) of the RMA for FNDC to record the location and area of all esplanade reserves, strips and access strips in the District and make this information available.

(v) Protection of historic heritage

Indicators	Department	Frequency
Number and % of lots with protected historic sites, areas and wahi tapu	Development Consents	Annually
Spatial distribution of protected historic sites, areas and wahi tapu (mapped)	IT Support	Annually

This information will provide a measure of the protection of historic heritage and assist in ensuring the protection of historic heritage from inappropriate

subdivision, use and development. Historic heritage is defined in section 2 of the Act...

“means those natural and physical resources that contribute to an understanding and appreciation of New Zealand’s history and cultures, deriving from any of the following qualities: archaeological; architectural; cultural; historic; scientific; spiritual; technological; and includes: historic sites, structures, places, and areas; and archaeological sites; and sites of significance to Maori, including wahit tapu; and surroundings associated with the natural and physical resources.”

Note: it is a requirement under s.6(f) of the RMA for FNDC to ensure the protection of historic heritage from inappropriate subdivision, use and development

D Building Consents

(i) Broad development trends for the Far North District

Indicators	Department	Frequency
Total number of building consents issued	Development Consents	Annually
Spatial distribution of building consents issued	IT Support	Annually
Different types of building consents issued	Development Consents	Annually
Total number of new dwellings constructed	Development Consents	Annually
Spatial distribution of new dwellings	IT Support	Annually
Total value of all building consents issued	Development Consents	Annually

Over time, this will provide a broad measure of building activity within the district including where it is occurring. It will also enable assessment as to the type of building development occurring, e.g. residential, commercial, industrial, and social. The total value of all building consents issued could be broken down into different categories of buildings.

(ii) Consent processing efficiency

Indicators	Department	Frequency
Number and % of building consents issued within statutory timeframe	Development Consents	Annually

This could be broken down into residential buildings consents and commercial building consents. This will provide a measure of consent processing efficiency and enable a comparison to be made over time, and with other local authorities. Trends over time should indicate an improvement or otherwise in consent processing efficiency.

E Permitted Activities

Monitoring of permitted activities and the relevant standards in the District Plan is primarily carried out by Development Consents and Regulatory and Field Compliance departments. For example they assess building consents for compliance with the District Plan.

(i) Environmental Effects resulting from Permitted Activities

Indicators	Department	Frequency
Number and type of complaints relating to permitted activity standards	Regulatory and Field Compliance	Annually
Number and % of permitted activity standards that are met	Regulatory and Field Compliance	Annually

Monitoring of both compliance with permitted activity standards and complaints which relate to permitted activities will provide information as to whether permitted activities are having adverse environmental effects on the environment. This information will be valuable in reviews of the District Plan to determine whether permitted activity thresholds need amendment or whether specified permitted activities should be deleted.

3.2 COMPLAINTS MONITORING

Under section 35(5)(i) of the RMA, FNDC is required to:

- (a) gather, and make available a summary of all written complaints received by it during the preceding 5 years concerning alleged breaches of the RMA or a plan, and information on how it dealt with each such complaint;
- (b) have processes in place to adequately receive complaints from the public, record these complaints, and respond to them effectively. Complaints from the public also provide information on the performance of local authorities in regard to resource management and environmental planning duties.

It is important to incorporate this function into the monitoring programme to ensure that information on complaints is adequately gathered and stored, and timely action is taken to address the cause of the complaint. Complaints monitoring can also provide information useful for evaluating resource consents processing, District Plan provisions, and the state of the environment generally.

The Regulatory and Field Compliance department within the FNDC deals primarily with complaints relating to resource management and environmental planning issues.

Complaints monitoring is an important mechanism for FNDC to receive feedback from the community on its performance in regards to resource management and environmental planning. Monitoring complaints is an explicit requirement of resource management legislation. Complaints are dealt primarily by the Development Consents and Regulatory and Field Compliance departments and can be received in various ways (letter, phone calls, email, verbally to the Service Centres or the Call Centre).

This information is held centrally on the Pathways database. All complaints received by FNDC, by whatever form, are logged as "Requests for Service" or

RFS and coded accordingly in Pathways. The RFS system is the principal tool for monitoring complaints.

Complaints monitoring is also a good way to monitor District Plan effectiveness, the state of the environment and compliance with permitted activity standards and resource consent conditions.

The following tables identify the indicators required to monitor complaints received by FNDC effectively.

3.2.1 ISSUES AND INDICATORS

This section identifies the issues concerning complaints monitoring for which information is to be collected, stored and reported on. Potential indicators are identified as well as the rationale for each. Appendix 2 includes FNDC's manual for RMA enforcement.

(i) Satisfaction with FNDC performance, plans and procedures

Indicators	Division	Frequency
Total number of complaints received	Development Consents and Regulatory and Field Compliance	Annually
Different types of RMA related complaints received by FNDC: <ul style="list-style-type: none"> • District Plan issues • Resource consent conditions • Building and engineering • Parking • Animal Control • Health • Excessive noise • Hazardous substances • Historic Heritage • Other 	Development Consents and Regulatory and Field Compliance	Annually

This information will provide a broad measure of public satisfaction/dissatisfaction with FNDC performance, plans and procedures. Over time trends will be apparent and comparisons with other territorial authorities will be possible. It will provide data which will indicate to FNDC issues that are generating frequent complaints and will enable FNDC to direct remedial efforts to those issues.

(ii) Effectiveness of FNDC in dealing with complaints

Indicators	Division	Frequency
Number and % of total complaints resolved	Regulatory and Field Compliance	Annually
Number of enforcement actions initiated: <ul style="list-style-type: none"> • Abatement notices 	Regulatory and Field Compliance	Annually

<ul style="list-style-type: none"> • Enforcement orders • Infringement notices • Prosecutions • Animal infringement notices • Excessive noise directions • Notices to rectify • Others 		
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This could be divided into those resolved without enforcement action and those resolved with enforcement action. This information will provide a broad measure of the FNDC's effectiveness in dealing with complaints. Details of the type of enforcement action taken will show which enforcement actions are most useful in resolving complaints and will provide a broad measure of frequency enforcement action is required to resolve complaints. Over time, trends should enable temporal comparisons and comparisons with other local authorities.

3.3 DATA COLLECTION AND MANAGEMENT

The indicators described above inform FNDC of the extent, type and distribution of consents for both land uses and subdivision and building permits issued annually. Primarily two departments within FNDC (Regulatory and Field Compliance and IT Support) collate this information and the data is centrally held on the Pathways database. Data extraction requirements are relatively straightforward and this mandatory aspect of FNDC's monitoring duties should be cost effectively achieved.

3.4 REPORTING AND REVIEW PROCEDURES

FNDC provides regular reports to Council which include information on:

- (i) number of consents monitored;
- (ii) number of complaints relating to non-compliance with conditions;
- (iii) number of consents requiring enforcement action;
- (iv) types of conditions that were unable to be monitored due to ambiguous wording, impractical, contained errors or were unachievable;
- (v) number of applications to change consent conditions as a result of monitoring (s.127);
- (vi) number of complaints received by FNDC;
- (vii) number and type of enforcement actions taken.

It is envisaged that a combined Resource Consents and Complaints Monitoring report will be produced annually. This report will present information collected over the previous 12 months in regard to consents and complaints monitoring in a concise and meaningful manner. Over time, trends should become apparent that enable spatial and temporal comparisons to be made.

This information will be aimed primarily at an internal FNDC audience. It should indicate to FNDC how the public perceives FNDC's performance in regard to a range of issues. It should indicate issues that may require further attention by FNDC staff. Improvements to District Plan provisions or to FNDC bylaws may be involved. Trends over time should provide a broad measure of FNDC performance in a number of areas.

In addition some of the information gathered and presented in the Resource Consents and Complaints Monitoring Report will be collated over a longer time period and will input into both District Plan and state of the environment monitoring. Such information will assist in the evaluation of planning provisions in the District Plan and will enable improvements to be made over time. State of the environment monitoring and reporting will likewise benefit from information obtained from resource consents and complaints monitoring.

4 DISTRICT PLAN MONITORING

The District Plan is FNDC's principal tool for implementing its RMA responsibilities. It is the community's guiding document on how we promote sustainable management of the natural and physical resources in the District.

FNDC is anticipating that its Partly Operative District Plan will be fully operative in 2008/09, so it is appropriate that FNDC has monitoring procedures in place to make sure that it can measure whether the District Plan is working or not as required by Section 35(2)(b) of the RMA, which states that FNDC monitors "*the efficiency and effectiveness of policies, rules, or other methods in its...plan.*"

Section 31(1)(a) of the RMA requires FNDC to review the objectives, policies and methods contained in the District Plan and s.75(2)(e) requires that the procedures to be used to monitor the efficiency and effectiveness of the District Plan be set out in the plan itself.

This means that Council needs to be able to determine whether the policies, rules and methods in the plan are effective and the most efficient way of addressing the issues, objectives and environmental outcomes expected. To do this we need to know:

- (a) whether the key issues and objectives identified in the plan are achieving the purpose and principles of the RMA (this ties in with state of the environment monitoring);
- (b) how the plan is guiding decision-making on individual resource consents, if the planning procedures contained in the plan are actually being implemented effectively and whether resource consent conditions are achieving the expected environmental outcomes (this ties in with resource consents monitoring);
- (c) how well the expected environmental outcomes have been achieved.

If the results of the monitoring indicate that the expected environmental outcomes are not being achieved, or that the District Plan is not promoting the purpose and principles of the Act, this would trigger a closer evaluation of the effectiveness and efficiency of the policies, rules and other methods contained in the District Plan, or the identified issues and objectives. This may in turn result in changing the plan's provisions, or the way they are being implemented, to better achieve the objectives and environmental outcomes expected, and to better promote the purpose of the Act.

As required by section 75 of the RMA, Chapter 5 "Monitoring and Review of the District Plan" outlines the issues associated with monitoring of the District Plan, what the objectives for monitoring are, and how FNDC will address its plan monitoring responsibilities.

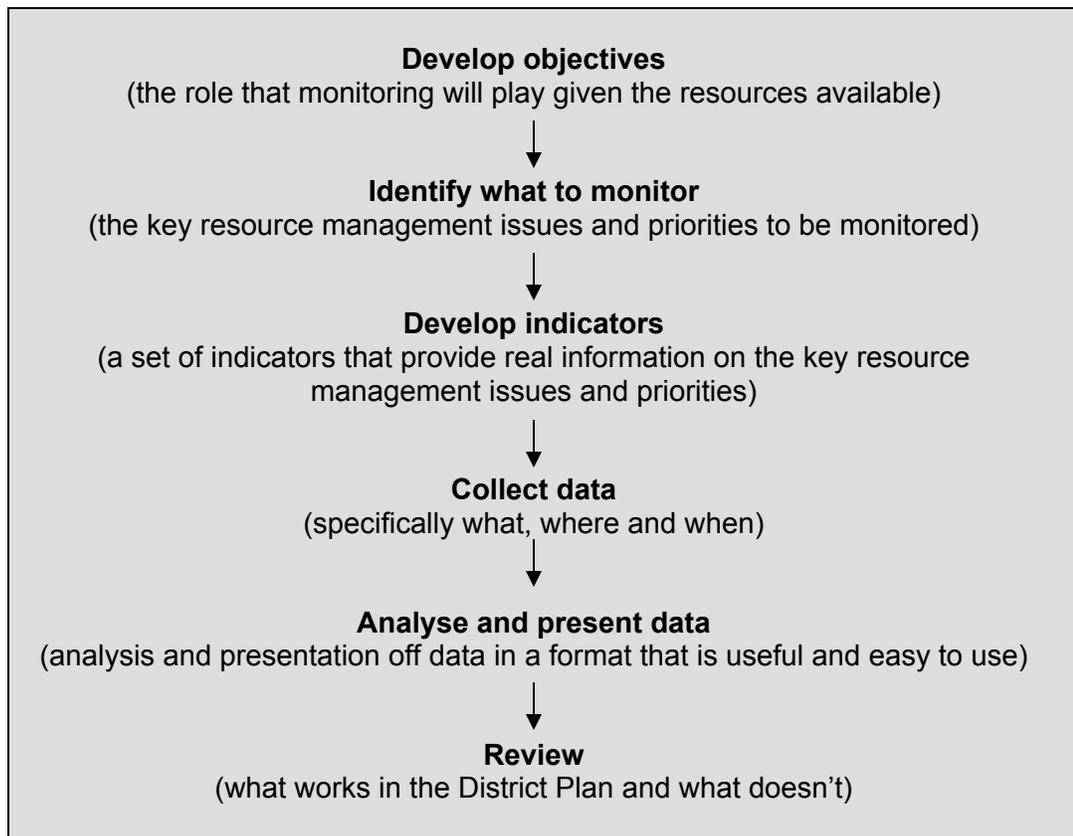
Other chapters of the District Plan contain environmental outcomes expected, to use one example the outcomes expected in relation to tangata whenua concerns are:

- "To the extent possible, the rights guaranteed to Maori by Te Tiriti O Waitangi (Treaty of Waitangi) are given effect in the Plan.
- Subdivision, use and development in the district occurs in a way that recognises and provides for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.

- Development on ancestral land occurs in a way that achieves sustainable management of natural and physical resources, and protects Sites of Cultural Significance to Maori and other taonga.”⁵

The means of monitoring whether the District Plan is achieving these outcomes and whether the policies, rules and other methods are the most efficient and effective way of doing so, are set out in the following sections of this chapter.

The following diagram⁶ illustrates the steps involved in monitoring the District Plan:



In this way each significant resource management issue can be monitored by using indicators related to the outcomes identified and set out in the District Plan. This information can then be used to evaluate the policies, rules and methods and to determine whether they need to be changed.

FNDC also has a wider duty to monitor the District Plan effectiveness in achieving the purpose set out in section 72 of the RMA. Here the RMA states that the purpose of the District Plan is to assist FNDC in carrying out its functions to achieve the purpose and principles as set down in Part II of the RMA (Sections 5, 6, 7 and 8). Monitoring should reveal whether the District Plan is promoting the sustainable management of natural and physical resources (s.5); whether it is recognising and providing for the matters of national importance (s.6); whether it is having particular regard to the matters included in s.7 and whether it is taking into account the principles of the Treaty of Waitangi (s.8).

⁵ Section 2.7 of the District Plan

⁶ Ministry for the Environment, *District Plan Monitoring: A guide to getting started*, June 2000 p.10

In relation to the monitoring framework depicted above, objectives, significant resource management issues and priorities, and indicators have been developed through the District Plan process.

The objectives of District Plan monitoring are:

- to ensure that the Plan addresses significant issues consistent with sustainable management of natural and physical resources, and that its provisions are effective in achieving it
- to ensure that the FNDC's administration of the Plan is carried out effectively and efficiently
- to ensure that the effects of activities on land and on the surface of lakes and rivers are consistent with the provisions of the Plan and the sustainable management of natural and physical resources
- to compile an environmental database and to develop an understanding of the state of the District's environment, with a particular focus on environmental degradation and any significant changes or trends
- to ensure that monitoring and enforcement of the Plan is carried out consistently and effectively

4.1 PRIORITY ISSUES AND INDICATORS

As part of the District Plan process the significant resource management issues and priorities for monitoring have been determined.

Monitoring Issue 5.1.2 in the District Plan states *"the limited availability of financial and technological resources requires that monitoring is targeted primarily to the significant resource management issues of the District"*. It then goes on to describe the priority issues as being:

- tangata whenua concerns;
- preservation of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins and the protection of them from inappropriate subdivision, use and development;
- the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna; and
- managing urban growth.

Section 5.6 of the District Plan then details indicators for these priority issues. These are detailed in subsequent sections.

Whilst the District Plan has identified four priority issues and what the indicators for these are to be for monitoring purposes, the monitoring itself may identify new issues that need to be considered for future monitoring.

Each of the following sections details the relevant expected environmental outcomes and provides the indicators which relate to each outcome as detailed in the District Plan.

4.1.1 TANGATA WHENUA

Environmental Outcomes Expected and Indicators

- (i) To the extent possible, the rights guaranteed to Maori by Te Tiriti O Waitangi (Treaty of Waitangi) are given effect in the Plan.

- (ii) Subdivision, use and development in the district occurs in a way that recognises and provides for the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.
- (iii) Development on ancestral land occurs in a way that achieves sustainable management of natural and physical resources, and protects Sites of Cultural Significance to Maori and other taonga.

Indicator	Division	Frequency
Develop and review an organisational definition of “The Principles of the Treaty of Waitangi” and their implications	District Plan	Annual
Findings of a Treaty audit	District Plan	Annual
The level of expressed satisfaction by tangata whenua at hui-a-iwi in the context and implementation of the Plan in relation to sections 6, 7 & 8 of the Act.	District Plan	Annual
The % of recommendations implemented into council policy and processes from Iwi/Hapu Environmental Management Plans, Cultural Impact Assessments and other reports provided to council	District Plan	Annual
The rate of loss or modification, in numbers and by type, of legally protected Sites of Cultural Significance to Maori, Historic Sites, Heritage Precincts and archaeological sites.	District Plan	Annual
Any change in number, size and role of papakainga in the District.	District Plan	Annual

A clear definition of “The Principles of the Treaty of Waitangi” and an explanation of their implications is the basis for ensuring continuity of the commitment of council from all levels.

As a goal of council “to take account of the principles of the Treaty of Waitangi” council will conduct a Treaty audit to evaluate its progress.

Information gathered via hui-a-iwi will provide FNDC with feedback as to how effective the District Plan is in meeting Tangata Whenua concerns in both meeting the relevant RMA requirements contained in s.6, 7 and 8.

Information on the level of implementation of iwi/hapu policy into council policy and processes will assist council to measure the relevant RMA requirements contained in s.6,7,8, and 74.

Information on heritage resources will assist FNDC in determining whether or not development is adversely affecting legally protected sites. Whilst this indicator is

only of relevance where sites have been identified and protected, it will give an overall indication of the impact of subdivision, use and development on Maori and their culture and traditions when viewed in conjunction with the feedback gained from hui-a-iwi (see above) and other monitoring information, e.g. complaints and consents monitoring.

Information on papakainga, when considered along with data gathered from complaints and resource consents monitoring and state of the environment monitoring, could be used to measure development on ancestral land and over time will enable both spatial and temporal trends to be identified.

4.1.2 COASTAL ENVIRONMENT, WETLANDS, LAKES AND RIVERS AND THEIR MARGINS

Environmental Outcomes Expected and Indicators

- (i) The natural character of the coastal environment is preserved.
- (ii) The landscape and visual qualities of the coastline and the coastal environment are protected from inappropriate subdivision, use and development.
- (iii) Wherever possible, development is consolidated in existing settled areas to provide medium and low density settlements along the coastline.
- (iv) Public access to the coastal marine areas via low impact methods in appropriate locations is improved through increased opportunities for access and through capital expenditure.
- (v) The relationship between Maori and their ancestral lands, water, sites, wahi tapu and other taonga is recognised and provided for in the coastal environment.
- (vi) Areas of significant indigenous vegetation and significant habitats of indigenous fauna, outstanding landscapes and natural features and the open space and amenity values of the coastal environment are maintained, restored and/or enhanced.
- (vii) Adequate services for the land-based activities associated with maritime facilities including mooring areas and boat ramps are provided.
- (viii) Activities and development occurs in a manner that is compatible with the historic heritage and amenity values of the coastal environment.
- (ix) Non residential activities that have a functional relationship with the coast are provided for in an environmentally appropriate manner.
- (x) Sufficient water storage is provided to meet the present and likely future needs of coastal communities.

Note: Other environmental outcomes expected are included for each specific zone within the Coastal Environment (see chapter 10.6 – 10.9 of the District Plan) and for wetlands, lakes, rivers and their margins (see chapter 12.7 of the District Plan).

Indicator	Division	Frequency
The rate per annum of subdivision in the coastal environment by location and hectares.	Development Consents	Annually

The rate of building in the coastal environment, by location, number and type of building consents	Development Consents	Annually
The number and nature of consents granted in the coastal environment involving applications to NRC and FNDC and/or joint initiatives dealing with subdivision, use and development of the land/sea interface.	Development Consents	Annually
The number and nature of Cultural Health Index assessments of culturally significant stream sites	District Plan	Annually
The number and nature of Class C Water (being water managed for cultural purposes)	District Plan	Annually
The number and nature of consents granted under Rule 12.2.6.1.3 Vegetation Clearance in the General Coastal Zone.	Development Consents	Annually
Community values, measured by surveys, regarding the effect of subdivision, use and development on the natural character of the coastal environment.	Strategic Planning & Performance Team (community outcomes LTCCP)	Three yearly

The CHI gives tangata whenua the opportunity to assess culturally significant stream sites, identify downgraded stream sites, assign priorities for management or restoration and monitor changes and improvements. It is a powerful tool that also provides a way for tangata whenua to take part in water management in a meaningful way. This will assist council to ensure the relationship between Maori and their ancestral lands, water, sites, wahi tapu and other taonga is recognised and provided for in the coastal environment.

Information on the number and nature of Class C Water (being water managed for cultural purposes) within the district will assist council in assessing how the relationship between Maori and their ancestral lands, water, sites, wahi tapu and other taonga is recognised and provided for in the coastal environment. Waters may be managed for cultural purposes and waters may be classified for such purposes where cultural or spiritual values are specified for that area. Such values, including burial sites and traditional food gathering areas, are of particular significance to Maori. However, where such values are identified and made known to the Council, then this is a matter that can be taken into account in assessing any resource consent under this section of the plan. At a later date, it may be appropriate, by way of plan change, to formally classify and manage areas of water for cultural purposes.

When viewed in conjunction with compliance, complaints and state of the environment monitoring data, the proposed indicators relating to coastal development and the views of the community on that development within the coastal environment could provide a broad indication as to the effectiveness of the provisions in the District Plan in achieving the environmental outcomes

sought. The information gained from surveys will also assist FNDC in determining whether or not the community perceives that the District Plan is addressing their concerns relating to coastal development.

4.1.3 SIGNIFICANT INDIGENOUS VEGETATION AND HABITAT

Environmental Outcomes Expected and Indicators

- (i) Population numbers of rare and threatened species of flora and fauna are maintained or increased and their habitat enhanced.
- (ii) Existing areas of significant indigenous vegetation and significant habitats of indigenous fauna do not suffer further degradation, and are, where possible, managed to enhance the area, and new and/or alternative areas are developed.
- (iii) The District's exceptional biological diversity, including its high level of endemism, is maintained and enhanced for national benefit.
- (iv) An increase in those areas of significant indigenous vegetation and significant habitats of indigenous fauna, which are formally protected.
- (v) The people of the Far North will have an increased awareness of the indigenous biodiversity of the area and a stronger commitment to its protection and enhancement.

Indicator	Division	Frequency
The rate of clearing or loss of areas of significant indigenous vegetation by type of vegetation and by clearing activity	District Plan	Three yearly
The average rate of increase of areas of indigenous vegetation	District Plan	Three yearly
The rate of change in number of sites and hectares per annum of legally protected areas of indigenous vegetation and habitats of indigenous fauna registered on the Council's SNA database as being voluntarily protected by the landowner	Strategic Planning & Performance Team (community outcomes LTCCP)	Annually
The rate of uptake of Council's incentives for fencing, protection and management of areas of significant indigenous vegetation and significant habitats of indigenous fauna	Strategic Planning & Performance Team (community outcomes LTCCP)	Annually
The number and nature of community-based initiatives to improve the quality of indigenous vegetation, its area and survival rates of indigenous fauna	Strategic Planning & Performance Team (community outcomes LTCCP)	Annually
The effectiveness of pest management strategies, including those of FNDC, NRC and DoC in sustaining and improving the District's	District Plan	Annually

biodiversity		
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The proposed indicators will provide a broad indication of efficiency and effectiveness of the principle methods contained in Chapter 12.2 Indigenous Flora and Fauna of the District Plan. The methods FNDC selected included a mix of regulatory control (through the resource consent process) and non-regulatory approaches (including education, advocacy and incentives). The results of the State of the Environment and Compliance and Complaints monitoring will also assist in the review of the District Plan efficiency and effectiveness.

4.1.4 MANAGING URBAN GROWTH

Environmental Outcomes Expected and Indicators

- (i) Urban areas developed in a manner that promotes sustainable management of natural and physical resources, while preserving the distinctive character and amenity of each area.
- (ii) Urban areas where a wide range of activities are provided for in a manner which ensures that adverse effects on the environment are avoided, remedied or mitigated.
- (iii) Urban areas containing a variety of residential and non-residential environments, providing for a level of amenity which is appropriate to the particular environment.

Indicator	Division	Frequency
The rate of change in population numbers, density and distribution.	Strategic Planning & Performance Team (community outcomes LTCCP) Census data	Three yearly
The rate of change in the number, density and distribution of buildings, by category of land use.	Development Consents	Annually
The rate of change in the provision of infrastructure and utility services in and near settlements.	Utilities, Roading & Drainage, District Facilities	Three yearly
The rate of change in the volume of traffic, patterns of movement and types of vehicles using state highways, strategic arterial and collector routes.	Roading & Drainage	Three yearly
The rate of change in the provision and/or development of reserves, and recreational and community facilities within or near settlements.	District Facilities	Three yearly
The number of complaints regarding incompatible land use activities, noise and loss of amenity in or near settlements.	Regulatory & Regulatory and Field Compliance	Annually

Community values, measured by surveys, regarding the level of amenity achieved in and near settlements.	Strategic Planning & Performance Team (community outcomes LTCCP)	Three yearly
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The proposed indicators could provide general trends as to where, when and how urban growth is happening in the District and whether infrastructure provision (including utility, transport and community services) is in line with that growth. Feedback from surveys will also provide information as to whether the community believes the District Plan is effective in meeting their concerns in relation to urban growth. Other work undertaken by FNDC, for example the “Growth Strategy” and Asset Management Plans will also provide valuable information to assist FNDC in monitoring the effectiveness of District Plan in relation to managing urban growth.

4.2 DATA COLLECTION AND MANAGEMENT

Data required for District Plan monitoring will be collated and analysed by staff in the Development Consents and District Plan departments. Much of the data will be collected by other divisions within FNDC and stored in databases. Some data will come from external sources, e.g. Statistics New Zealand, Northland Regional Council, etc. If important information is not available, new data collection and/or storage processes may need to be established.

Initially, only existing sources of data will be analysed and reported upon. Should the need arise; new data will be collected at a later stage, i.e. after the production of the first District Plan Monitoring Report. The first District Plan Monitoring Report will focus on a number of ‘key’ monitoring indicators chosen from those outlined in the previous section. These will be selected on the basis of data availability and usefulness of information provided. Over time, it is envisaged that the number of indicators reported upon will increase and the overall analysis will become more comprehensive. Potential indicators that may be used in future are included in Appendix 1.

Much information useful for District Plan monitoring will come from the annual Resource Consents and Complaints Monitoring Report. Similarly, information from the District Plan Monitoring Report will feed into state of the environment monitoring and reporting.

4.3 REPORTING AND REVIEW PROCEDURES

Monitoring of the District Plan is intended to determine whether the District Plan is achieving the desired outcomes and anticipated environmental results identified in the plan, and whether the policies, rules and methods employed in the plan are the most appropriate to achieve these. In addition, monitoring is intended to determine whether the policies, rules and methods are actually being implemented effectively. Lastly, monitoring should reveal whether the District Plan is achieving the purpose and principles of the RMA as set down in Part II of the Act (Sections 5, 6, 7 and 8).

Section 35(2A) of the RMA requires that FNDC report on the District Plan monitoring at least every five years. The report will be based on the monitoring indicators identified in Section 4 of this Monitoring Strategy, initially focusing on selected priority indicators.

If the results presented in the District Plan Monitoring Report suggest that the District Plan is not achieving its expected outcomes, a re-examination and re-evaluation of the efficiency and effectiveness of provisions contained in the plan (including policies, rules and other methods) will be required. Over time, through such re-evaluations, it is expected that improvements will be made to the District Plan to better enable the sustainable management of the district's natural and physical resources.

The information contained in the District Plan Monitoring Report will be aimed primarily at an internal FNDC audience, particularly policy and consents processing staff. Some of the information will also be used in state of the environment reports. These, however, are intended for a wider audience – both internal and external – and will be of a less technical nature.

The District Plan monitoring procedures (including monitoring indicators) will be subject to ongoing review and revision where necessary. This will be a continuous process as new information comes to light and deficiencies in the programme are identified.

5 STATE OF THE ENVIRONMENT MONITORING

Under s.35(2)(a) of the RMA, FNDC is required to carry out monitoring of *“the state of the whole or any part of the environment of its... district to the extent that is appropriate to enable the local authority to effectively carry out its functions under the Act”*.

Whilst there is clear direction to monitor the state of the environment, FNDC has some discretion as to how it develops and applies an appropriate and effective state of the environment monitoring programme and to what extent it does so. There is no statutory requirement to produce an actual state of the environment report.

Sections 35(1) and (3) of the RMA require FNDC to gather and keep reasonably available information which is relevant to the administration of plans, the monitoring of resource consents, and current issues relating to the environment of the district. A periodic state of the environment report is the most appropriate method to collate data from environmental monitoring and have it available in a form that is easily accessible to the public and for FNDC use.

Baseline information about the state of the environment is essential for assessing what changes are occurring in the environment and whether those changes are detrimental (both to ecosystem functions and to human well-being). State of the environment monitoring attempts to reveal the causes of that change and whether it is naturally occurring or human induced. Resource management and environmental policy directions can be developed and reviewed accordingly. Monitoring the state of the environment provides valuable information that can be used in the development of future resource management strategies, and provides indications of the effectiveness of current strategies and policies by comparing results against baseline information.

State of the environment monitoring and reporting should:

- (i) provide baseline information on the state of the district’s environment, particularly in regard to the significant issues identified in the District Plan;
- (ii) provide information on changing environmental and resource conditions (and development pressures) over time, particularly concerning issues in the District Plan; and
- (iii) identify new issues, or trends, of significance in the district that require responses through the District Planning process.

There are significant overlaps with District Plan effectiveness monitoring.

The state of the environment monitoring undertaken by FNDC will need to be cognisant of, and integrated with, state of the environment monitoring undertaken by other agencies, particularly WDC, KDC and NRC to ensure a regional picture can be achieved. FNDC’s state of the environment monitoring responsibilities are more limited than those of NRC, who should be seen as the lead agency in terms of comprehensive environmental monitoring. In particular, state of the environment monitoring at a district level has a more limited land based scope, with its primary focus being on land use activities and the effects of those activities on particular aspects of the environment. Discharges to air and water are the responsibility of NRC and the monitoring of air and water resources will fall mainly to NRC. Monitoring duties for FNDC have the added complexity of considering amenity values and the quality of the urban environment.

Effective state of the environment monitoring for FNDC should be directed at those aspects of resource management and environmental regulation where outcomes can most clearly be linked to the responsibilities of FNDC. In this way, overlaps between FNDC and NRC can be reduced.

Liaison between Kaipara and Whangarei District Councils is beneficial in ensuring an integrated approach for dealing with cross boundary issues. Integration is also important at a national level so that information gathered fits with both regional and national monitoring programmes.

5.1 ISSUES

As described in section 4.1, the District Plan development process led to the identification of the resource management issues for the District and, in terms of monitoring, prioritised four significant issues:

- Tangata Whenua concerns;
- preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins and protection of them from inappropriate subdivision, use and development;
- protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna; and
- managing urban growth.

Whilst district plan monitoring is confined to those resource management issues outlined in the District Plan, state of the environment monitoring takes a wider, more holistic view of the environment. This includes not only the biophysical, or natural environment, but also the socio-economic and cultural environment. This approach is supported by the definition of environment in the RMA, which states:

'Environment' includes –

- (a) Ecosystems and their constituent parts, including people and communities; and*
- (b) All natural and physical resources; and*
- (c) Amenity values; and*
- (d) The social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) of this definition or which are affected by those matters.*

It is widely recognised that ecological, social and economic issues should not be dealt with in isolation. The concept of sustainable development is that it incorporates all three elements into any explanation or examination of human development and human/nature relationships. Such an approach to state of the environment monitoring will provide FNDC and Far North communities with a better understanding of the context within which resource management issues arise and must be managed.

Where possible, FNDC proposes using information already being collected by Council and others, e.g. Statistics NZ and NRC.

Other resource management issues are included in the various chapters in the District Plan and are included in Appendix 1.

The following table provides an outline of the issues to be included in a state of the environment report and how these relate to the District Plan.

State of the Environment Report	District Plan Provisions
Introduction <ul style="list-style-type: none"> • Local governance • Community consultation • Legislative requirements • Purpose of monitoring 	
Part I – The Human and Built Environment	
People and Communities <ul style="list-style-type: none"> • History • Demographics • Crime • Health • Education • Community wellbeing 	Chapter 1: Introduction
Tangata Whenua <ul style="list-style-type: none"> ▪ Maori Engagement ▪ s.6(e) Relationships ▪ Kaitiakitanga ▪ Wahi Tapu ▪ Mauri 	Chapter 2: Tangata Whenua
Socio-economic Background <ul style="list-style-type: none"> • Economic activity • Business sectors • Occupation types • Income levels • Employment • Housing 	Chapter 1: Introduction
Land use Activities <ul style="list-style-type: none"> • Rural/Coastal (Agriculture, Horticulture, Forestry, Mining/quarrying, Residential) • Urban (Residential, Commercial, Industrial) 	Chapter 8: Rural Environment Chapter 8.8: Minerals Chapter 7: Urban Environment Chapter 10: Coastal Environment Chapter 13: Subdivision Chapter 18: Special Areas
Services and Infrastructure <ul style="list-style-type: none"> • parks and reserves • community facilities • water supply • stormwater • wastewater • solid waste • roading • network utilities 	Chapter 14: Financial Contributions Chapter 15: Transportation Chapter 16: Signs and Lighting Chapter 17.2: Utility Services Chapter 9: Recreation/Conservation Environment

Airports	Chapter 15.2: Airports
Contaminated Sites and Hazardous Substances	Chapter 12.8: Hazardous Substances
Cultural and Historic Heritage <ul style="list-style-type: none"> • Heritage buildings, sites and objects • Notable trees • Archaeological sites • Sites of Cultural Significance to Maori 	Chapter 12.5: Heritage Chapter 12.5A: Heritage Precincts Chapter 12.5B: Paihia Mission Heritage Area
Amenity Values <ul style="list-style-type: none"> • Urban amenity • Rural amenity • Open space • Specific issues (noise/vibration control, animal control, building control, traffic control, visual amenity, health and licensing) 	
Integrated Management	Chapter 6: Jurisdictional Issues and Cross Boundary Management Process
Part II – The Natural Environment	
Land Resources <ul style="list-style-type: none"> • Landform • Geology • Soils • Vegetation (land cover) • Land use capability • Erosion potential 	Chapter 12.3: Soils and Minerals
Climate and Air Quality	Chapter 12.6: Air
Lakes, Rivers, Wetlands and the Coastline	Chapter 10: Coastal Environment Chapter 12.7: Lakes, Rivers, Wetlands and the Coastline
Natural Heritage <ul style="list-style-type: none"> • Landscapes • Indigenous vegetation and habitats • Biodiversity 	Chapter 12.1: Landscape and Natural Features Chapter 12.2 Indigenous Flora and Fauna
Natural Hazards <ul style="list-style-type: none"> • Coastal erosion • Flooding 	Chapter 12.4 Natural Hazards
Conclusions	

5.2 INDICATORS

The following tables provide potential state of the environment indicators and have been taken from Whangarei District Council's Monitoring Strategy and adapted to suit the Far North District. This approach should ensure that FNDC's state of the environment monitoring is consistent with that undertaken in Whangarei District and therefore of greater value to NRC in their regional monitoring.

Indicators selected have been compared to "pressure–state–response" national environmental performance indicators developed by the Ministry for the Environment. National indicators are incorporated wherever possible. The indicators are also related to the NRC's State of the Environment Report to ensure consistency with regional monitoring and reporting.

Following each table is the rationale for using the indicators.

New monitoring programmes may need to be instigated where there is a lack of useful information.

5.2.1 PART I – THE HUMAN AND BUILT ENVIRONMENT

(i) People and Communities

Indicator	PSR	Data Sources
Population and population growth for the District	P/S	Statistics NZ
Population and population trends for different parts of the District	P/S	Statistics NZ
Age and gender composition	S	Statistics NZ
Ethnic profile	S	Statistics NZ
Crime statistics	S	Statistics NZ
Health statistics	S	Ministry of Health, Statistics NZ
Education statistics	S	Ministry of Education
Community wellbeing	S	Survey

Information on the present population along with past and future trends and spatial variations could be useful for planning for development in the District, resource use, environmental pressures, provision of services and infrastructure, etc.

Information on the age and gender composition and ethnic profile of the population could be useful for planning the provision of services, community facilities, cultural and recreational facilities, reserves, etc.

Information on crime (recorded, resolved, violent, etc.) can indicate the safety of Far North communities and has implications for urban centre planning, lighting provision, liquor licensing, parks and reserves management.

Information on health (life expectancy, infant mortality, causes of death, infectious diseases, etc.) can indicate the health of people and communities and has implications for provision of services, health facilities, family planning, housing, etc.

Information on education, including early childhood facilities, primary, secondary and tertiary facilities, percentage of population with qualifications, etc. can indicate the educational level of our people and communities and has implications for employment, future development, provision of services, etc.

Information on community wellbeing could be supplied by a survey of satisfaction with the District as a place to live. This would give a general indication as to how people feel about the District.

(ii) Tangata Whenua

Indicator	PSR	Data Sources
Identification and location of iwi and hapu rohe	S	Tangata whenua, TPK
Institutional arrangements for liaison between FNDC and tangata whenua, including: <ul style="list-style-type: none"> • Maori liaison personnel • Protocols or memoranda of agreement • Maori representation on Council Committees • Maori working parties or advisory groups • The Iwi Technicians Forum 	R	FNDC TPK LGNZ, MfE
Transfer of functions, powers and duties to Iwi Authorities and/or Joint Management Agreements	R	FNDC
Iwi and hapu management plans developed and implementation monitored	R	Tangata whenua LTCCP monitoring
Agreements and protocols set up to facilitate Maori Engagement, including a process for the transfer of functions, powers and duties to Iwi Authorities and/or Joint Management Agreements	R	FNDC
Frequency of use of marae and hui and use of Te Reo Maori in resource consent and District Plan hearing processes	R	District Plan & Maori Development, Development Consents
FNDC provision of resources (amount and type) for District Plan related activities	R	District Plan & Maori Development
Number and percentage of consent applications involving consultation with tangata whenua and tangata whenua involvement in monitoring conditions	R	Development Consents

Frequency of consultation on RMA policy and planning initiatives	R	District Plan & Maori Development
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The identification of iwi and hapu rohe could provide information on the identity and location of tangata whenua groups FNDC should be interacting with.

Institutional arrangements for facilitating effective liaison between FNDC and tangata whenua including Maori liaison personnel, protocols or memoranda of agreement or understanding, Maori representation on FNDC committees, working parties or advisory groups, and the Iwi Technicians Forum. Such arrangements could be indicative of FNDC's commitment to Treaty of Waitangi principles.

Transferring functions, powers or duties to Iwi Authorities under s.33 of the RMA or Joint Management Agreements (s.36B of the RMA) and the development of iwi and hapu management plans that relate to the Far North District could provide information on FNDC's recognition and provision for the relationship of Maori with their ancestral lands, waters, sites, waahi tapu and other taonga.

Establishing a process for monitoring the implementation of iwi and hapu management plans will assist council and tangata whenua to ensure requirements under s.74 are met.

Agreements and protocols set up to facilitate Maori Engagement and participation along with the amount of engagement resourced and provided for could provide information on the effectiveness of engagement with and participation of tangata whenua in resource management processes.

(iii) Socio-Economic Background

Indicator	PSR	Data Sources
Gross district product Year on year economic growth trends	P/S	Statistics NZ
Contribution by different sectors <ul style="list-style-type: none"> • Retailing • Manufacturing • Farming/Forestry/Horticulture • Mining • Construction • Tourism • Services • Real estate 	P/S	Statistics NZ
Occupation types and number of people employed in each	S	Statistics NZ
Personal income levels	S	Statistics NZ
Household income levels	S	Statistics NZ
Employment/unemployment figures	S	Statistics NZ

Housing <ul style="list-style-type: none"> • Total stock • Privately owned • Rented 	S	Statistics NZ Council Rating Database LINZ & QVL
People per household	S	Statistics NZ
Number and proportion of single-parent families	S	Statistics NZ

Information on the gross product for the District and the contribution by different sectors, including trends and comparisons with other areas, could provide information on the state of the District's economy and could be useful for planning of future development, provision of infrastructure, etc.

The number of people employed in different occupation types could provide information on employment in different sectors of the economy and could be useful for planning for future development, provision of services, etc.

Personal and household income levels, including trends and comparisons with other areas, could provide information on the state of the District's economy, likely demand for goods and services, together with information on the social characteristics of the District.

Figures on employment could provide information on the state of the District's economy, labour market, and the ability of the local economy to create and retain jobs, together with information on social and health issues relating to unemployment.

Information on housing, people per household and proportion of single-parent households could provide information on the economic and social characteristics of the District, together with health, education and social services issues.

(iv) Land Use Activities

Indicator	PSR	Data Sources
Spatial land use and development pattern (mapped and quantified): <ul style="list-style-type: none"> • Urban environment (residential, commercial, industrial) • Rural and Coastal environments (rural and coastal living, agriculture, horticulture, forestry, mineral extraction, etc) • Conservation and Recreation environments (parks and reserves) • Airports 	S	Statistics NZ
Development trends for district (numbers and spatial distribution of resource and building consents issued)	P	Development Consents, IT Support
Density, consolidation, sporadic subdivision and ribbon development (spatial arrangement and trends)	P/S	Development Consents, IT Support

Efficiency of use and development of natural and physical resources (relationship of residential areas to commercial, industrial and recreational areas; encroachment of subdivision and development onto known versatile soils; location of development in relation to infrastructure and services)	P	District Plan
Incompatible land use activities (frequency of complaints, submissions and consent conditions relating to conflicts between neighbouring land uses, including reverse sensitivity, and spatial distribution of these issues)	P	Development Consents, Regulatory and Field Compliance
Impacts of land use on soil quality in general and high class soils in particular	P	District Plan
Existing mines and quarries and existing Mineral Zone (mapped and quantified)	S	IT Support
Minerals Information Database (future)	S	Survey

The existing land use and development pattern could be mapped and analysed with respect to the location of the various “environments” and the land use activities taking place within each environment. The broad development trends for the district could be indicated by the number of land use, subdivision and building consents issued over time, together with the spatial distribution of each type of consent issued, i.e. where development is occurring at present and where it is expected to occur in the future. The amount of land in each “environment” available for various land uses could also be quantified.

Information on development density, consolidation, sporadic subdivision and ribbon development could be obtained by analysis of the existing land use and development pattern together with the broad development trends.

The efficient use and development of natural and physical resources could be indicated by compactness of development, proximity of residential areas to shopping, to work places and places of recreation; the efficient use of versatile soils; the density and location of residential, commercial and industrial development in relation to provision of infrastructure and services.

Conflicts between land use activities, including reverse sensitivity issues, as indicated by complaints and submissions/conditions on recourse consent applications could be useful for planning the spatial arrangement of incompatible land use activities; i.e. through zoning, subdivision control, separation distances, performance standards, etc.

The location of existing mineral extraction and processing sites, together with the existing Minerals Zone, could be mapped. Trends could be established over time. In future a Minerals Information database could be compiled, containing information on the type, location and scale of mineral resources within the District, their current usage and the feasibility of future use.

(v) Services and Infrastructure

Indicator	PSR	Data Sources
Number and distribution of parks and reserves /open space, coastal access strips	R	FNDC records
Number, type and distribution of community facilities	R	FNDC records
Existing reticulated water supply systems. Quantity and quality of water supplied. Communities connected to reticulated services	S	FNDC records
Existing reticulated stormwater disposal systems. Quality of stormwater and effects on receiving environment. Communities connected to reticulated services	S	FNDC records
Existing reticulated wastewater disposal system. Quality of effluent and effects on receiving environment. Communities connected to reticulated services	S	FNDC records
Existing solid waste disposal system - landfills, transfer stations. Waste per capita generated, composition and source of waste, waste reduction, waste recycling	P/S/ R	FNDC records
Existing roading network showing roading hierarchy, sealed and unsealed roads and proposed extensions, roading infrastructure such as bridges, culverts and road signs	S/R	FNDC records
Provision of footpaths, cycleways, car parks and street lighting	S/R	FNDC records
Traffic volumes, road capacity and performance, road safety, road accidents	P/S	FNDC records
Existing network utility services (mapped)	S	Asset Management Plans
Location of network utility services in relation to sensitive natural areas, sensitive amenity areas, and areas of significant cultural and historic heritage	P	FNDC records
Extent of undergrounding of network utility services	R	District Plan
Communities served by communications facilities	S	District Facilities
Number, cause and frequency of complaints recorded health and safety incidents relating to network utility services	S	FNDC records

Services and Infrastructure could be monitored by:

- *The number, type and distribution of open space in the district (urban areas and whole district), including parks and reserves (passive, active and amenity, etc.), walkways (coastal, rural, urban, etc.), esplanade reserves, covenanted areas, heritage areas, DoC estate, etc.*
- *The number and distribution of community facilities, including libraries, art galleries, museums, swimming pools, community halls, retirement homes, marinas, visitor centres, public toilets, etc.*
- *The location and extent of reticulated water supply. Identification of areas that do not have reticulated water supply and areas identified for future reticulation. Quality and quantity of water reticulated.*
- *The location and extent of reticulated stormwater disposal. Identification of areas that do not have reticulated stormwater disposal and areas identified for future reticulation. Quality of stormwater and effects on receiving environment.*
- *The location and extent of reticulated wastewater disposal. Identification of areas that do not have reticulated wastewater disposal and areas identified for future reticulation. Other systems of disposal in use. The quality of effluent and effects on receiving environments.*
- *Number and location of landfills, transfer stations and recycling centres, etc. projected life of landfills and proposed alternatives. Areas that do not have regular solid waste collection. Figures on waste produced per capita, composition and source of waste, waste reduction, amount and type of waste recycling, etc.*
- *The location and extent of existing roading network based upon an accepted roading hierarchy, together with proposed extensions to roading network. Comparison of sealed to unsealed roads, length of road sealed annually, resurfacing of sealed roads, improvements to unsealed roads, bridge and culvert construction and maintenance, traffic volumes (including heavy traffic), road capacity and performance, road safety (road accidents, etc.), provision and maintenance of footpaths and cycleways, provision of car parking and street lighting.*
- *The location and extent of existing network utility services, including electricity supply, radio, telecommunications, gas, oil and petroleum pipelines. Communities served (not served) by different network utilities could also be identified. The undergrounding of network utilities could also be delineated and quantified. Complaints data could provide information on the operation of network utilities in regard to effects on natural, cultural and amenity values.*
- *The location of the services and infrastructure listed above in relation to significant natural areas, sensitive amenity areas and heritage and cultural resources could be depicted and analysed.*

(vi) Airports

Indicator	PSR	Data Sources
Existing airport sites and surrounding land uses	S	FNHL / FNDC
Number of aircraft movements and total tonnage of materials and number of passengers moved	P/S	FNHL
Economic returns on airport operations	S	FNHL
Recorded noise levels in relation to standards set out in the District Plan and consent conditions	S	FNDC records
Effects of airports on natural, cultural and amenity values	P	FNHL
Number, cause and frequency of complaints relating to airports	R	FNDC records

The extent of the airport sites showing existing boundaries and surrounding land uses could provide information on the efficient, safe and future operation of the airports, together with actual and potential conflicts with surrounding land uses. Trends concerning growth could be established over time.

The number of aircraft movements, and total tonnage of materials and number of passengers moved could provide information on the present scale of operations of the airports together with growth trends.

The economic returns from airport operations could provide information on the viability and value of the airports to both the local and regional economy.

Monitoring of noise levels in relation to standards set out in the District Plan and consent conditions could provide information on the effects of airports on surrounding amenity values. Monitoring of consents and designations and complaints data could provide information on the effects of the airports on natural, cultural and amenity values.

(vii) Contaminated Sites and Hazardous Substances

Indicator	PSR	Data Sources
The number, classification and distribution of known contaminated sites	P/S	NRC
The number and distribution of rehabilitated sites	R	NRC
Location and type of development on or near to contaminated sites	P/S	NRC / FNDC
Number, cause and frequency of reported health and safety incidents and complaints relating to contaminated sites	S	OSH, Public Health authorities, NRC
Types and amounts of hazardous substances in use in the district	P/S	NRC

Number and frequency of recorded environmental incidences concerning hazardous substances	S	NRC, DoC, MfE
Number and frequency of recorded health and/or safety incidences concerning hazardous substances	S	OSH, Public Health authorities, NRC
Number and frequency of complaints relating to hazardous substances	S/R	NRC
Number and location of collection and disposal facilities for hazardous wastes	R	NRC
Quantities of hazardous wastes collected and disposed of	R	NRC

The number of contaminated sites identified, assessed, listed on a database and mapped could provide information on the extent of the problem existing in the Far North District. Trends could be established over time. The classification of listed contaminated sites could provide information on the relative significance of these sites and provide information for prioritising remediation, whilst the number and distribution of rehabilitated sites could provide a measure of how well the Council is remedying contaminated sites.

Resource and building consents data could provide information on the type of development taking place near contaminated sites, together with information on the environmental effects of contaminated sites in relation to activities locating there. Data from OSH statistics and public health databases on health and safety issues, and complaints relating to contaminated sites could provide information on the effects of these sites on health and safety of people and communities.

The types and amounts of hazardous substances that are in use in the Far North could be identified and classified as to their potential effects on the environment and on people and communities. Hazardous Substances Records contain information on premises licensed to store hazardous substances. Data from OSH statistics, public health authorities on health and safety issues and from NRC, DoC and MfE on environmental incidents involving hazardous substances could provide information on the adequacy of controls on the use, storage, manufacture, transport and disposal of hazardous substances. Trends could be established over time.

The number and location of collection and disposal facilities could provide information on the adequacy of disposal of hazardous substances, whilst the quantities of hazardous wastes collected and disposed of could provide information on the extent of the problem.

Monitoring of consents and consent conditions and complaints relating to hazardous substances could provide information regarding environmental and health and safety effects of the use, storage, manufacture, transport and disposal of hazardous substances.

(viii) Cultural and Historic Heritage

Indicator	PSR	Data Sources
Number, distribution and classification of heritage buildings, sites and objects – <ul style="list-style-type: none"> • In the District Plan • On the NZHPT Register 	S/R	District Plan monitoring, NZHPT
Number, distribution and classification of Notable Trees <ul style="list-style-type: none"> • In the District Plan • On the Notable Trees New Zealand database 	S/R	District Plan monitoring, NZ Arboricultural Association
Number and distribution of archaeological sites – <ul style="list-style-type: none"> • In the District Plan • On the NZHPT Register • On the NZAA Index 	S/R	District Plan monitoring, NZHPT, DoC
Number and distribution of Sites of Cultural Significance to Maori – <ul style="list-style-type: none"> • In the District Plan • In iwi and hapu management plans • On iwi and hapu GIS 	S/R	District Plan monitoring, Iwi/hapu management plans and/or GIS
Number and distribution of heritage covenants	S/R	FNDC records
Number and distribution of heritage orders	S/R	FNDC records
Number and distribution of application to the Heritage Assistance Fund	S/R	FNDC records

The number of heritage buildings, sites and objects identified, assessed and listed in the District Plan schedules and on the New Zealand Historic Places Trust Register and shown on planning maps could provide information on the recognition and identification of heritage resources. The classification of listed heritage buildings, sites and objects into Group I and II categories could provide information on the appropriate recognition of heritage resources listed, whilst the number and distribution of heritage covenants and orders, and application to FNDC's Heritage Assistance Fund could provide information on the level of protection afforded to heritage resources. Trends could be established over time.

The number and distribution of Notable Trees identified, assessed and listed in the District Plan schedules and shown on the planning maps, and listed on the national Arboricultural Association database could provide information on the recognition and identification of notable trees. Trends could be established over time.

The number and distribution of archaeological sites identified, assessed and listed in the District Plan, Historic Places Trust and NZAA index and mapped for the district could provide information on the adequacy of recognition,

identification and protection of these sites, whilst the number and distribution of heritage covenants and orders, and applications made to the Heritage Assistance Fund could provide information on the level of protection afforded. Trends could be established over time.

The number and distribution of Sites of Cultural Significance to Maori identified, assessed and listed in the District Plan schedules and shown on planning maps and sites and landscapes of cultural significance identified in Iwi and Hapu planning documents and/or iwi and hapu GIS could provide information on the adequacy of recognition, identification and protection of these items. Trends could be established over time.

(ix) Amenity Values

Indicator	PSR	Data Sources
Spatial distribution of activities in the different Environments as revealed by the number and distribution of resource and building consents	P	Development Consents, IT Support
Incompatible activities and reverse sensitivity as revealed by the number and frequency of complaints concerning amenity values and consent conditions to address these issues	P	Regulatory and Field Compliance
Mix of activities in town centres and suburban and rural shopping centres as revealed by number and distribution of resource and building consents	P/S	Development Consents
Access to open space, both active and passive as revealed by the distribution of open space in urban and rural/coastal Environments and the quantum available per number of residents	R	District Facilities
Incidence of nuisance as revealed by the number and frequency of complaints relating to noise, odour, dust, smoke, light spill, glare, shading, traffic, privacy, spray drift, animal control, health and safety, etc.	P	Regulatory and Field Compliance

The spatial distribution of land uses in the urban, rural and coastal environments as revealed by the number and distribution of resource consents issued could indicate the continuity and mix of activities and land uses. Trends over time could be established.

Conflicts over amenity values between incompatible land uses (including reverse sensitivity issues) could be indicated by the number and frequency of complaints relating to amenity values. Again, trends over time could be established.

Further information relating to amenity values in the various environments could be obtained through public surveys.

Issues relating to nuisance could be identified through complaints data.

(x) Integrated Management

Indicator	PSR	Data Sources
Local authority cross boundary issues in regard to: <ul style="list-style-type: none"> Managing urban growth Indigenous flora and fauna Tangata whenua concerns The coastline, rivers, lakes, wetlands and their margins 	P/S	District Plan, NRC
Processes, protocols and agreements between adjacent territorial authorities and the NRC	R	District Plan, NRC
Iwi and hapu processes, protocols and agreements	R	District Plan monitoring, Tangata whenua
Number, nature and frequency of joint hearings between FNDC and NRC	R	Development Consents, District Plan, NRC

The integrated management of natural and physical resources across local authority boundaries could be monitored by reviewing the priority issues identified in the District Plan which have cross boundary implications.

Processes, protocols and agreements put in place to address cross boundary issues (both with adjacent territorial authorities, NRC and iwi and hapu interests) could provide information on the integrated management of resources.

The number, nature and frequency of joint hearings with NRC to address issues that cross local authority boundaries will provide information on whether integration is occurring.

5.2.2 PART II – THE NATURAL ENVIRONMENT**(i) Land Resources**

Indicator	PSR	Data Sources
Landform and topography (described and mapped)	S	NRC
Geology (described and mapped)	S	NRC
Soils and impacts of land use upon sites (described and mapped)	P/S	NRC MAF

Vegetation (described and mapped)	S	NRC DoC MAF
Land use capability (described and mapped)	S/R	NRC NZLRI
Erosion potential and impacts of land use on erosion (described and mapped)	P/S	NRC

The landforms and topography of the district could be described and mapped to provide a geographical context for monitoring the natural environment.

The geology of the district could be described and mapped to provide a geological context for monitoring the natural environment. The soils of the district could be described and mapped to provide information for monitoring land use activities and the natural environment. Impacts of land use on soils could be reported on.

The vegetation pattern for the district could be described and mapped to provide a botanical context for monitoring land use activities and the natural environment. The Landcover Database produced by MAF contains information on vegetation cover.

Land use capability for the district could be described and mapped to provide information for monitoring land use activities and the natural environment. The NZ Land Resources Inventory assesses capability based on eight land use capability classes. Erosion potential for the district could be described and mapped to provide information for monitoring land use activities and the natural environment. The impacts of land use on erosion could be reported on. Trends over time could be established.

(ii) Climate and Air Quality

Indicator	PSR	Data Sources
Existing climate (described and mapped)	S	NRC NIWA
Climate change Ozone depleting substances Emission of green house gases	P/S	NRC NIWA
Incidents relating to air quality	S	NRC
Types of air quality incidents, including: <ul style="list-style-type: none"> • Burning/smoke nuisance • Agrichemical spraydrift • Odour • Industrial emissions • Dust nuisance 	P/S	NRC
Point emissions, including: <ul style="list-style-type: none"> • JNL Wood Processing Mill 	P/S	NRC

Non-point emissions, including: <ul style="list-style-type: none"> • Suspended particulate matter • Deposited particles • Carbon monoxide • Sulphur dioxide 	P/S	NRC
Ambient air quality guidelines	R	NRC MfE
Air emissions inventory	R	NRC

The climate of the district could be described and mapped (e.g. rainfall, temperatures, wind, sunshine hours, etc) to provide background information for monitoring the natural environment generally and air quality in particular.

Climate change that has the potential to affect the district could be described and monitored. This could include monitoring of ozone depleting substances and emissions of greenhouse gases.

The NRC's environmental incidents hotline can monitor the number of incidents relating to air, land, water, coast and others. This can be used to determine the percentage of recorded incidents relating to air quality. Trends could be established over time. Air quality incidents can be further divided into five main categories: burning/smoke nuisance, agrochemical spraydrift, odour, industrial emissions and dust nuisance. The relative frequency of different types of air quality incidents can be determined and trends over time established.

NRC monitors a number of industrial activities that have permits to discharge to air, including the JNL Wood Processing Mill. Air emissions from these industries could be reported on. In addition, NRC monitors a number of non-point discharges which could also be reported on.

The Regional Air Quality Plan specifies ambient air quality guidelines for the District. These could be used for background information on issues relating to air quality. NRC is preparing an Air Emissions Inventory to quantify existing air discharges in the region, including emissions of greenhouse gases such as carbon dioxide and methane. This inventory could be used to obtain information on both climate and air quality in the district.

(iii) Lakes, Rivers, Wetlands and the Coastline

Freshwater Resources

Indicator	PSR	Data Sources
Extent and distribution of water bodies, including lakes, rivers and wetlands	S	NRC
Amenity values of freshwater resources	S	NRC

Surface water quality and ecosystem health for freshwater resources, including: <ul style="list-style-type: none"> • Bacterial levels • Dissolved oxygen • PH and temperature • Nutrients • Ammonia • Turbidity • Faecal contamination • Nitrates • Macroinvertebrates • Native and exotic fish 	P/S	NRC
Point discharges to freshwater bodies, including: <ul style="list-style-type: none"> • Dairy farm discharges • Industrial discharges • Sewerage waste discharges • Septic tank discharges 	P/S	NRC
Non-point discharges to freshwater bodies, including: <ul style="list-style-type: none"> • Stormwater runoff • Sediment from earthworks and vegetation clearance • Stock effluent • Fertilizers and agrichemicals 	P/S	NRC
Groundwater availability, quality and abstraction	P/S	NRC
Water pollution incidences	S	NRC
Number and distribution of Sites of Cultural Significance to Maori in District Plan in relation to water bodies	S	District Plan
Tangata whenua values in relation to freshwater bodies	S	Iwi/hapu plans CHI Monitoring ⁷
Qualitative and quantitative assessments of issues relating to water bodies, including results from the RWQN and Freshwater Contact Recreation Survey	S/R	District Plan, NRC, NIWA

The extent and distribution of lakes, rivers and wetlands could provide information on the preservation and enhancement of water bodies. Trends could be established over time. The amenity values of freshwater bodies could be assessed, including aspects related to visual, natural, cultural and recreational amenity.

NRC monitors surface water quality for several parameters. They also monitor the state of freshwater ecosystems, including macroinvertebrates, native and

⁷ G Tipa & L Teirney (April 2006) "A Cultural Health Index for Streams and Waterways: a tool for nationwide use"

exotic fish. Results for the Far North District could be reported on. NRC also monitors both point and non-point discharges to freshwater bodies. This could be reported on for the Far North District. NRC monitors availability, quality and abstraction of groundwater resources. Results for the Far North could be reported on.

NRC's environmental incidents hotline monitors the number of incidents relating to discharges to freshwater and records the type of pollution involved. Incidents relating to the Far North District could be reported on and trends over time established.

The Regional Water and Soil Plan for Northland specifies water quality guidelines for different purposes, including aquatic ecosystems, contact recreation, fisheries, water supply, stock water and irrigation. These could be used for background information on issues relating to water quality. NRC has also completed a Regional Water Quality Network (RWQN) to provide information about river water quality in Northland so that baseline levels and water quality trends can be monitored. NRC has also undertaken surveys to assess the baseline water quality at several of Northland's popular freshwater swimming sites. Results for the Far North District could be reported on and trends established over time.

The distribution of Sites of Cultural Significance to Maori identified and shown on the planning maps in the District Plan in relation to lakes, rivers and wetlands could provide information assisting in the recognition of and provision for tangata whenua values regarding water bodies.

Coastal Environment

Indicator	PSR	Data Sources
The coastal environment (mapped)	S	NRC
Outstanding landscapes and features in the coastal environment (mapped)	S	District Plan
Significant indigenous vegetation and significant habitats of indigenous fauna	S	NRC, DoC
Air, water and soil quality in coastal environment	S	NRC, NIWA
Historic and cultural heritage in the coastal environment	S	Iwi/hapu management plans Iwi/hapu GIS Class C Cultural Quality Water classifications
Spatial land use and development pattern in the coastal environment	P/S	Development Consents, IT Support

Development trends for coastal environment (numbers and distribution of resource and building consents)	P	Development Consents
Density, consolidation, sporadic and sprawling subdivision and ribbon development in the coastal environment (spatial arrangement and trends)	P/S	Development Consents, IT Support
Existing and future provision of infrastructure in the coastal environment; spatial arrangements, cost implications (asset management plans and strategies)	S/R	Asset Management Plans
Extent and distribution of esplanade priority areas, esplanade reserves and strips, access strips, FNDC and DoC reserves, boat ramps, picnic and recreational areas providing public access to the coast	S/R	District Facilities
Qualitative and quantitative assessment on issues relating to the coastal environment	S	District Plan
Public opinion, customer feedback and consultation concerning the coastal environment	P/S	Strategic Planning & Performance Team
Number, cause and frequency of complaints relating to the coastal environment	S	Regulatory and Field Compliance
Identified natural hazards, particularly coastal hazard areas and flood susceptible areas, in relation to esplanade priority areas, esplanade reserves, strips, access strips and other FNDC and DoC reserves	S/R	NRC
Projected sea level rise in relation to esplanade priority areas, esplanade reserves, strips, access strips and other FNDC reserves	S/R	District Facilities

The preservation of the natural character of the coast is identified as a matter of national importance in the RMA and is a specific requirement of the NZ Coastal Policy Statement. Natural character could be monitored using the information sources outlined below:

- *The identification, assessment and delineation of outstanding landscapes and landforms in the coastal environment as shown in the District Plan;*
- *The identification, assessment and delineation of areas of significant indigenous vegetation and significant habitats of indigenous fauna in the coastal environment;*
- *Information on the protection and enhancement of air, water and soil quality obtained from NRC;*
- *The identification, assessment and distribution of historic and cultural heritage including heritage buildings, sites and objects, notable trees and Sites of Cultural Significance to Maori, in the coastal environment;*

- *The existing land use and development pattern in the coastal environment could be mapped and analysed with respect to natural and cultural/heritage, existing services and settlement nodes;*

Development trends for the coastal environment could be indicated by the number and distribution of land use, subdivision and building consents granted. Information on development consolidation, sporadic and sprawling subdivision and ribbon development could be obtained by analysis of the existing land use and development pattern together with the development trends. Trends could be established over time.

Information on the capacity, efficiency and safety of infrastructure and services could be obtained by comparing the existing settlement and development pattern together with development trends, with the existing and future provision of services and infrastructure as indicated in the various Asset Management Plans. Areas of over and under capacity could be identified.

The extent and distribution of esplanade priority areas, esplanade reserves and strips, access strips, FNDC and DoC reserves, boat ramps, picnic and recreational areas could provide information on public access to and along the coastal marine area.

Field surveys could provide qualitative and quantitative information on the protection and enhancement of natural and historic/cultural heritage of the coastal environment; the settlement and development pattern in the coastal environment, including consolidation of development, sporadic and sprawling subdivision and ribbon development, together with public access to the coast.

Further information on the protection and enhancement of the natural and historic/cultural heritage of the coastal environment, settlement and development and public access to the coast could be obtained through public opinion polls, customer feedback and consultation.

Riparian and Coastal Margins

Indicator	PSR	Data Sources
Esplanade priority areas (listed and mapped)	R	District Facilities
Esplanade reserves, strips, and access strips (mapped)	S/R	District Facilities
Other FNDC and DoC reserves along riparian and coastal margins	S/R	District Facilities & DoC
Identified natural values in relation to esplanade priority areas, esplanade reserves, strips, access strips and other FNDC and DoC reserves	S/R	District Facilities & DoC
Identified cultural/historic heritage in relation to esplanade priority areas, esplanade reserves, strips, access strips and other FNDC and DoC reserves	S/R	Iwi/hapu management plans
Public boat ramps	R	FNDC records
Public picnic and recreational areas	R	FNDC records

Qualitative and quantitative assessments of issues relating to riparian and coastal margins	S/R	District Plan, DoC, NRC
Public opinion, customer feedback and consultation on issues relating to riparian and coastal margins	P	Strategic Planning & Performance Team

The identification, assessment and delineation of esplanade priority areas in the planning maps of the District Plan could provide information on the extent and adequacy of protection and enhancement of natural and cultural/historic heritage and provision of public access and recreational opportunities along riparian and coastal margins. The extent and distribution of esplanade reserves, strips and access strips could be mapped and could provide information on the protection and enhancement of natural and cultural/historic heritage, and provision of public access and recreational opportunities along riparian and coastal margins. Trends could be established over time.

The extent and distribution of FNDC and DoC reserves along riparian and coastal margins could provide information on the protection of natural and cultural/historic heritage and recreational opportunities. Information on the number and distribution of boat ramps, and picnic and recreational areas could provide information on access and recreational opportunities along riparian and coastal margins.

Qualitative and quantitative assessment from field surveys, public opinion polls, customer feedback and consultation could provide information relating to the protection and enhancement of natural and cultural/historic heritage and public access and recreational opportunities.

(iv) Natural Heritage

Landscapes and Natural Features

Indicator	PSR	Data Sources
Outstanding landscapes, outstanding landscape features and outstanding natural features: <ul style="list-style-type: none"> • over whole district • in coastal environment 	S	District Plan
Number and distribution of resource and building consents in relation to Outstanding landscapes and outstanding landscape features and natural features	P	Development Consents
Qualitative and quantitative assessment of issues relating to outstanding landscapes and outstanding landscape features and natural features	S/R	DoC, NRC
Public opinion, customer feedback and consultation on issues relating to outstanding landscapes and outstanding landscape features and natural features	R	District Plan

The identification, assessment, classification and mapping of outstanding landscapes, outstanding landscape features and outstanding natural features was undertaken in 1995 and included in the District Plan. Review of these could provide information on the protection of outstanding landscapes and features. Trends could be established over time.

The number and distribution of resource and building consents in relation to outstanding landscapes and features (particularly in regard to headlands, ridgelines, estuaries and areas of significant indigenous vegetation and significant habitat of indigenous fauna) could provide information on the effects of subdivision, use and development on outstanding landscapes, outstanding landscape features and outstanding natural features.

Further information relating to the identification and protection of these landscapes and features could be obtained from field surveys, customer feedback and consultation.

Significant Indigenous Flora and Fauna

Indicator	PSR	Data Sources
Significant Indigenous vegetation and habitat (mapped and quantified)	S	District Plan, NRC, DoC
Identified significant ecological areas on planning maps	S	District Plan
Covenanted areas (mapped, area, numbers): <ul style="list-style-type: none"> • Far North District Council • QE II National Trust 	S/R	District Plan
Area and distribution of FNDC and DoC reserves	S/R	District Plan, DoC
Extent and location of ecological corridors (mapped)	S/R	District Plan, NRC
Re-vegetation and enhancement programmes (mapped, area, numbers)	R	District Plan, DoC, NRC
Number and location of resource and building consents in relation to significant indigenous vegetation and significant habitats of indigenous fauna	P	District Plan
Identified significant indigenous vegetation and significant habitats of indigenous fauna of significance to Maori	S	Iwi/hapu management plans Iwi/hapu GIS
Qualitative and quantitative assessments of significant indigenous vegetation and significant habitats of indigenous fauna	S/R	District Plan, DoC, NRC
Number, cause and frequency of complaints relating to significant indigenous vegetation and significant habitats of indigenous fauna	S	Regulatory and Field Compliance

Public opinion, customer feedback and consultation on issues relating to indigenous vegetation and habitat	S	Strategic Planning & Performance Team
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The extent and distribution of areas of significant indigenous vegetation and significant habitat of indigenous fauna could provide information on how well these resources are protected and managed and changing over time.

The number, distribution and areal extent of areas of significant indigenous vegetation and habitat of indigenous fauna covenanted by FNDC or QEII National Trust could provide information on protection and management, as could the number, distribution and area of significant indigenous vegetation and habitat protected as FNDC and DoC reserves.

The location and extent of ecological corridors could provide information on the connectivity of areas of significant indigenous vegetation and habitat, whilst revegetation and enhancement programmes could provide information on the protection and enhancement of these resources.

The number and location of resource and building consents that are granted in areas of significant indigenous vegetation and significant habitats of indigenous fauna could provide information on the effects of subdivision, use and development in, or close to, these areas.

Biodiversity

Indicator	PSR	Data Sources
Modification or loss of habitat, including <ul style="list-style-type: none"> • Forest and shrublands • Wetlands • Dunelands • Mangroves • Freshwater 	S	NRC, DoC
Loss of species, including: <ul style="list-style-type: none"> • Plants • Fish • Reptiles • Mammals • Birds 	S	NRC, DoC
Pest and weed invasion	P	NRC
Number and functions of Landcare groups	R	NRC
Number and functions of iwi/hapu environmental management units		ITF
Qualitative and quantitative assessments of biodiversity	S	NRC, DoC
Northland Biodiversity Enhancement Group, Northland Pest Management Strategy	R	NRC, DoC, MfE

The loss of habitat and/or species, modification of habitat, and invasion by pests and weeds could provide information on biodiversity and trends could be established over time.

The number and functions of community Landcare groups, and iwi/hapu environmental management units, NRC's Regional Pest Management Strategy, and data from Northland Biodiversity Enhancement Group could provide information on the protection of biodiversity.

(v) Natural Hazards

Indicator	PSR	Data Sources
Identified and classified natural hazard areas, including: <ul style="list-style-type: none"> • flood susceptible areas • mining hazard areas • areas susceptible to land slips • coastal hazard areas 	S/R	NRC
Number, type and distribution of resource and building consents in relation to natural hazard areas	P	Development Consents
Number, type and frequency of recorded incidents involving natural hazards (natural hazards register)	S/R	FNDC records NRC
Location, extent of, and changes to, natural buffers (topographic maps and aerial photography)	S	NRC
Qualitative and quantitative assessments of natural hazards	S/R	NRC
Public opinion, customer feedback and consultation on natural hazards	S/R	District Plan, Regulatory and Field Compliance

The extent and distribution of identified natural hazards shown on planning maps and in the hazards register could provide information on the location and scale of natural hazards in the District. The classification of natural hazards (e.g. coastal hazard areas 1 and 2) could provide information on the relative risks associated with those hazards.

The number and location of resource and building consents that are granted in identified natural hazard areas could provide information on development in these areas.

Data from NRC, OSH, public health authorities, insurance companies, etc. could provide information on the effects of natural hazards on people's health and safety and property and on the natural environment.

Topographical maps and aerial photographs could provide information on the protection, maintenance and enhancement of natural buffers, e.g. coastal dunes, vegetation, wetlands.

5.3 DATA COLLECTION AND MANAGEMENT

Data required for state of the environment monitoring and reporting will be collated and analysed by staff in the District Plan department. Much of the data will be collected by other divisions within FNDC and other agencies and organisations. If important information is not available, new data collection and/or storage processes may be needed.

Initially only existing sources of data will be analysed and reported on. The first state of the environment report will focus on a number of “key” monitoring indicators chosen from those outlined in the previous section. These will be selected on the basis of the data availability, usefulness of information provided and links to the priority issues identified in section 5 of the District Plan.

Over time, FNDC envisages reporting on a larger number of indicators and that the overall analysis will become more comprehensive.

Much information useful for state of the environment monitoring and reporting will come from the annual resource consents and complaints monitoring report and district plan effectiveness and efficiency reports.

5.4 REPORTING AND REVIEW PROCEDURES

State of the environment monitoring is primarily a process designed to provide information about the environment to enable the implementation, evaluation and improvement of resource management and environmental planning provisions over time. It provides a number of other benefits based on improved knowledge of environmental and ecological processes, e.g. educating community, FNDC decision-makers and interest/sector groups.

A state of the environment report must contain useful and readily accessible information in a way which facilitates public scrutiny and feedback and evaluation and review of FNDC’s resource management and environmental regulatory procedures.

Whilst there is no statutory requirement to produce a state of the environment “report”, it is both an appropriate and effective means of fulfilling FNDC’s RMA monitoring and reporting requirements. The initial state of the environment report would provide a baseline or benchmark against which future changes could be evaluated, with subsequent reports indicating trends in environmental change.

A state of the environment report will be produced at five-yearly intervals. This would tie in with the five-yearly reporting required in terms of district plan effectiveness and efficiency reporting and with the ten yearly review of the District Plan required under the RMA. Five years is also a sufficient timescale to determine trends and can tie in with new census data.

Target audiences need to be considered when producing the report. Whilst resource consents and complaints monitoring, and district plan evaluation are primarily aimed at an internal FNDC audience (and therefore can be reasonably technical and complex), state of the environment monitoring and reporting are aimed at both internal and external audiences and should be less technical and complex.

State of the environment monitoring procedures (including indicators) will be subject to ongoing review and revision where necessary.

6 DELEGATED AND TRANSFERRED DUTIES, POWERS AND FUNCTIONS

Under s.35(2)(c), FNDC has a duty to monitor the exercise of its duties, powers and functions which it has delegated or transferred.

The purpose of this monitoring is to ensure consistency in decision-making and to gauge the level of satisfaction with and appropriateness of the decisions being made.⁸ It is essential that decisions are being made consistently if the District Plan is to be implemented efficiently and effectively.

The objective of this type of monitoring is to determine whether the delegation or transfer of powers should be cancelled or changed.

6.1 DELEGATED POWERS, DUTIES AND FUNCTIONS

FNDC has delegated many of its RMA functions to FNDC officers, council committees and independent commissioners.

6.1.1 INDICATORS

Indicator	Division	Frequency
Number and types of resource consent applications received	Development Consents	Annual
Outcome of decisions (notified, limited notified, non notified, approved, declined, withdrawn)	Development Consents	Annual
Number of decisions made contrary to officer's recommendations	Development Consents	Annual
Number of objections to consent conditions that were upheld	Development Consents	Annual
Number of appeals against decisions upheld by Environment Court	Development Consents	Annual
Processing times	Development Consents	Annual
Consent processing costs	Development Consents	Annual
Views of those with delegated powers	Development Consents	Annual
Technical or special capability or expertise	Development Consents	Annual

The indicators proposed above could provide information on the consistency in decision making undertaken by FNDC, whether those decisions are being made by staff, Council committees or independent commissioners.

⁸ Opus International Consultants Ltd "District Plan Monitoring – A Guide to Getting Started", April 2000

6.2 TRANSFERRED POWERS, DUTIES AND FUNCTIONS

Section 33 of the RMA enables FNDC to transfer any of its powers, duties or functions to another public authority with the agreement of that authority. Both parties must agree that the transfer is desirable in terms of efficiency, technical expertise (s.33(4)(c)(ii) and (iii) of the RMA). Section 33(4)(c)(i) requires that any transfer represents the appropriate community of interest.

FNDC has transferred the following RMA duties, powers and functions to Northland Regional Council (NRC):

- Land use consents for construction earthworks for earth dams; and
- Land use consents for private jetties and boat ramps that straddle the Coastal Marine Area boundary.

These functions have been transferred because FNDC and NRC agreed that it would be more efficient for NRC to process these types of land use consents given their technical capacity and expertise in these areas and the interconnectedness of them with NRC's functions under the RMA detailed in the Regional Water and Soil Plan for Northland and the Regional Coastal Plan for Northland. Of course, NRC has transferred some of their duties and functions to FNDC which also require monitoring.

FNDC is able to transfer powers and functions to iwi authorities under s.33 of the RMA but has not done so to date. Council also has the ability to enter into "joint management agreements" (s.36B) in terms of exercising its powers and functions with public authorities, iwi authorities or hapu groups, but has not done so. Recommendations are made in 7.3 below for FNDC to consider using both or either of the mechanisms provided in s. 33 and 36B in recognition of the desires to be active kaitiaki as expressed in the iwi and hapu planning documents lodged with Council to date.

6.2.1 INDICATORS

Indicator	Division	Frequency
Number and types of resource consent applications processed	Development Consents	Three yearly
Consent processing costs	Development Consents	Three yearly
Views of Transfer Partners	Development Consents, NRC, Iwi Authorities	Three yearly
Technical or special capability or expertise	Development Consents, NRC, Iwi Authorities	Three yearly

The indicators proposed above could provide information on the effectiveness and efficiency in decisions being made where that decision-making has been transferred to another agency or organisation. Whether FNDC has transferred powers or functions (s.33) or entered into joint management agreements (36B) with iwi and/or hapu groups will also give an indication as to the extent to which

Council is taking into account relevant planning documents recognised by an iwi authority as envisaged by s.74(2A)(a) of the RMA.

6.3 DATA COLLECTION AND MANAGEMENT

Data required for monitoring the transferred and delegated duties, powers and functions will be collated and analysed by the Development Consent division in FNDC and will involve input from those who have had those duties, powers and functions delegated or transferred to them.

6.4 REPORTING AND REVIEW PROCEDURES

Monitoring of the duties, powers and functions that have been delegated or transferred is intended to determine whether the delegations or transfers are effective and efficient. Monitoring should reveal whether the delegations or transfers need to be amended or deleted.

The information contained in this type of monitoring is likely to be complex and technical and is aimed at a council audience. A five yearly reporting timeframe is proposed to coincide with state of the environment and district plan monitoring.

As with other types of monitoring Council envisages ongoing review and revision of the above monitoring procedures (including indicators) over time as new information comes to light and deficiencies in the programme are identified.

7 IWI PLANNING DOCUMENTS, INTEGRATED MONITORING AND RECOMMENDATIONS

7.1 IWI PLANNING DOCUMENTS

Several planning documents have been lodged with FNDC that are considered relevant by iwi authorities in terms of resource management planning. All of these have been considered in developing this monitoring strategy in recognition of the relationship that Council has with tangata whenua. Kaitiakitanga and the responsibilities that go with it are of direct relevance to this monitoring strategy, particularly how Council is going to assist tangata whenua to become more empowered as kaitiaki.

7.2 INTEGRATED MONITORING

Monitoring is not an end in itself but is part of a co-ordinated and strategic policy review process. It provides useful information for the preparation of various other plans such as Annual Plans and Structure Plans. Co-ordinated monitoring enables integrated environmental management.

It is clear that FNDC is legally required to undertake various monitoring functions, and to gather and make available information obtained from such monitoring. There is some discretion as to the extent of monitoring that Council should be undertaking, and the form and frequency of reporting the results.

This monitoring strategy focuses on monitoring that has the maximum use to FNDC in fulfilling our statutory responsibilities and in promoting the sustainable management of natural and physical resources in the Far North district. The population base of the Far North District is not large and financial constraints dictate a careful balancing of the legislative requirements with the costs and benefits afforded to FNDC and the community from monitoring.

The monitoring strategy, as a consequence, concentrates initially on doing a little well, and employing the most effective and/or innovative means possible in doing so, rather than trying to cover the entire suite of monitoring functions. Implementation of the strategy should be well defined and staged.

The combination of the various types of monitoring into an integrated, useful, cost-effective and manageable system of environmental monitoring and reporting is the ultimate aim of the strategy. The development and implementation of an integrated and effective system of environmental monitoring and reporting is a complex and challenging task. It will require considerable effort and resources (both financial and human). However, as district plans and regional policy statements and plans become operative, it is the next logical step in the resource management system initiated by the RMA. Policy statements and plans need to be monitored as part of the overall planning and resource management framework to ensure the on-going effectiveness of the process as a whole.

The District Plan identifies four priority issues that form the basis, alongside the mandatory monitoring duties, for the Monitoring Strategy in the first instance.

Initially, effort should be concentrated upon putting in place a manageable and effective resource consents and complaints monitoring regime before fully tackling plan evaluation and state of the environment monitoring. The

implementation of plan evaluation and state of the environment monitoring should progress over time as the proposed District Plan becomes operative.

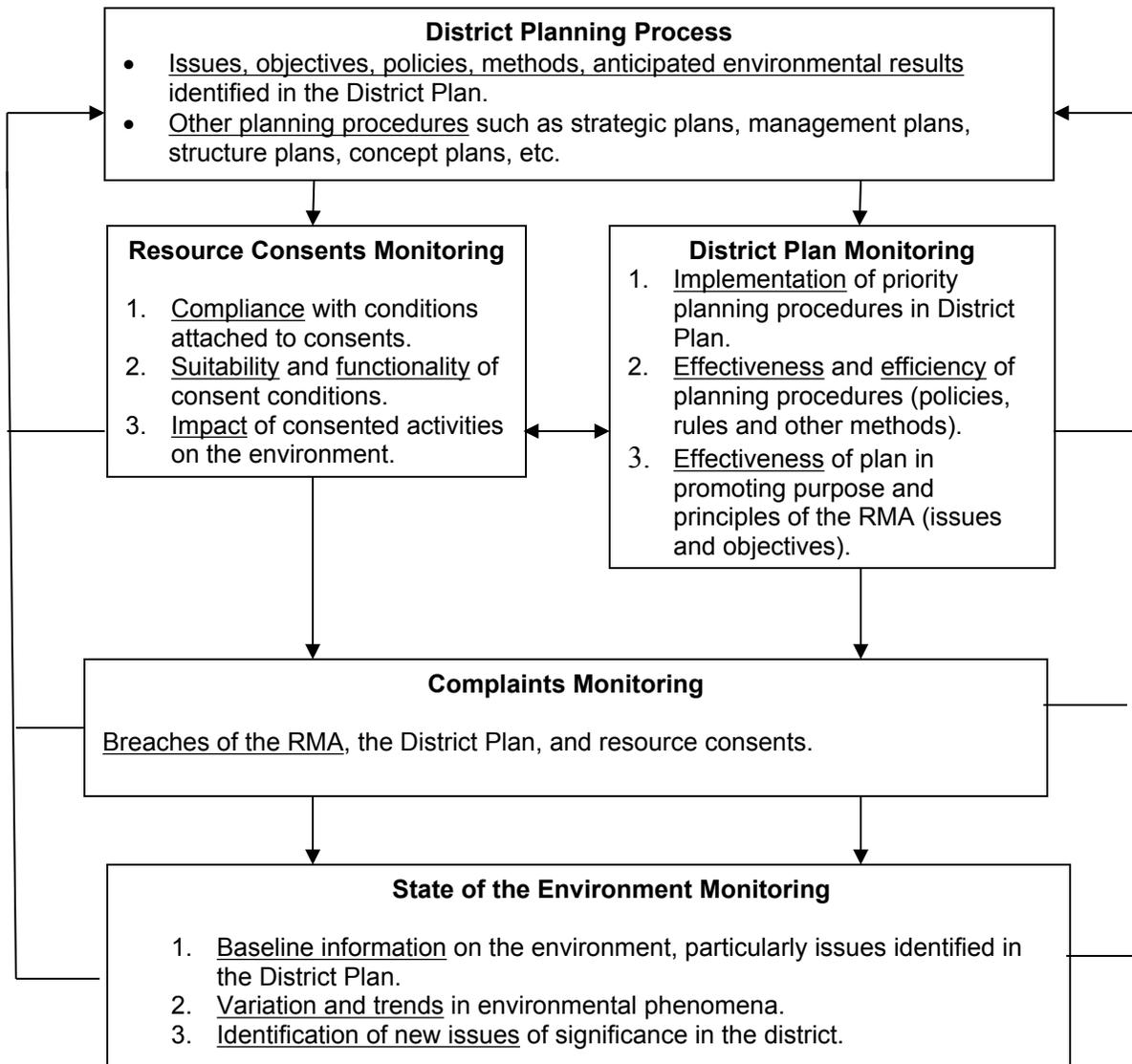
It should be borne in mind, however, that the resource consents and complaints monitoring programme will need to be subsequently integrated into plan evaluation and state of the environment monitoring. The monitoring of resource consents and complaints, the evaluation of the District Plan, and state of the environment monitoring and reporting are intimately related. The monitoring of resource consents and complaints will feed into plan evaluation, and plan evaluation will contribute to state of the environment monitoring and reporting.

The intent of the monitoring strategy is ultimately to link the various aspects of monitoring into an ordered structure, where each type of monitoring contributes to an evolving and on-going process of integrated environmental monitoring. This process should address the different types of monitoring required under the RMA, not separately, but as part of a conceptually and pragmatically related whole. This monitoring strategy is designed to feed back into, and inform, the District Planning process together with other planning procedures such as strategic planning documents, specific management plans, structure plans, concept plans.

Over time, the monitoring duties undertaken by territorial authorities will become an integral component of the resource management framework put in place to sustainably manage the natural and physical resources of the district. Monitoring will be looked upon as the essential link between policy formulation and policy evaluation. The on-going evaluation of planning procedures through monitoring the results of planning documents and processes will, over time, become the accepted quality control mechanism for integrated resource management and environmental regulation.

The following figure gives a diagrammatic representation of an integrated monitoring system. This diagram is particularly useful in that it sets out simply and directly the actual tasks that need to be implemented; the relationships between the tasks; and the relationship to the District Planning process itself. In this way, the various aspects of monitoring can be clearly identified individually, and operationalised one at a time. As each part is put into operation, the structure as a whole takes shape and, over time, should build into a comprehensive, integrated and effective monitoring, reporting and enforcement system.

AN INTEGRATED MONITORING SYSTEM



Integration is about processes and relationships. Integration means working better together to make sure that collectively we are meeting our RMA requirements. An important facet is other legislation which “overlaps” to some extent such as the Building Act and the Local Government Act (LGA). The latest amendments to the LGA in 2004 have resulted in both District and Regional Councils having responsibility for monitoring and reporting on community outcomes as defined in their respective Long Term Council Community Plan’s (LTCCPs). A set of “indicators” is now being developed in this regard.

NRC’s 2006 review of the efficiency and effectiveness of the Regional Policy Statement for Northland listed both integration and monitoring as top priorities for plan change.

Recent discussions with DoC, KDC, WDC and NRC discussed the potential for reducing duplication and better integrating the councils’ monitoring and reporting responsibilities. We all need to consider limiting the State of the Environment

monitoring to those related to the biophysical aspects and the impacts of development and use of natural and physical resources, to compliment the monitoring and reporting on social, economic and cultural aspects undertaken under the LGA.

7.3 RECOMMENDATIONS

The following recommendations for Council action are made:

1. Consider joint management or transfer of powers opportunities between FNDC and iwi authorities to empower kaitiaki in resource management monitoring, including regard for capacity building and resourcing issues.
2. Review both the relevant sections of the District Plan and this monitoring strategy and preparation of any necessary plan or policy change(s) to focus on better integration of FNDC's monitoring responsibilities.
3. Consider deleting the priority indicators section from the District Plan to enable greater flexibility in selection of indicators and issues requiring monitoring, and using this Monitoring Strategy to identify what is to be monitored and how.

APPENDIX 1 ADDITIONAL INDICATORS FOR FUTURE CONSIDERATION

A1.1 Ministry for the Environment Indicators (Freshwater)

Stage	Indicator	P-S-R	Agency
1	Physical/chemical water quality: <ul style="list-style-type: none"> • Dissolved oxygen • Ammonia • Temperature • Clarity 	State	Regional councils, TLAs
1	Trophic State Index (TSI)	State	Regional councils
1	Percentage of population with good water supply	State	Ministry of Health, TLAs
1	Periphyton (effects of slime on bathing)	State	Regional councils, TLAs
2	Occurrence of native fish <ul style="list-style-type: none"> • Giant kokopo • Red finned bully 	State	Regional councils
2	Macroinvertebrates (insects)	State	Regional councils, TLAs
2	Periphyton (effects of slime in rivers)	State	Regional councils
2	Riparian condition	State	Regional councils, TLAs
2	Wetland condition and extent	State	Regional councils, TLAs
2	Groundwater: <ul style="list-style-type: none"> • Nitrates • Abstraction quality • Abstraction 	Pressure	Regional councils, TLAs

A1.2 Ministry for the Environment Indicators (Indigenous Biodiversity)

Stage	Indicator	P-S-R	Agency
1	Change in the extent of each land cover class	State	Regional councils, TLAs, DoC, MAF, MfE
1	Percentage of each of NZ's different environments, ecosystems and habitats under protection	Response	Regional councils, TLAs, DoC, QE II National Trust
1	The number and percentage of extinct species in selected taxonomic groups	State	DoC, CRIs
2	Change in the extent of each land use pressure on biodiversity	Pressure	Regional councils, TLAs, DoC, MAF, MfE
2	Change in gross habitat fragmentation of indigenous vegetation cover	State	Regional councils, TLAs, CRIs
2	The biodiversity condition of selected ecosystems and habitats compared with historic and current baselines	State	Regional councils, TLAs, DoC
2	Change in abundance and distribution of selected animal pests	Pressure	Regional councils, TLAs, DoC
2	Change in abundance and distribution of selected weeds	Pressure	Regional councils, TLAs, DoC
2	The number of taxa in IUCN and NZ threat categories	State	DoC
2	The evolutionary diversity remaining in selected taxonomic groups compared to historic and current baselines	State	DoC
2	The extent of selected freshwater ecosystems (wetlands, lakes, rivers, karst, and geothermal) compared with historic and current baselines	State	Regional councils, DoC
2	The genetic diversity of valued introduced species	State	Regional councils, TLAs, DoC, MAF

A1.3 Ministry for the Environment Indicators (Solid Waste)

Stage	Indicator	P-S-R	Unit and Frequency	Agency
1	SW1 Quantity of waste to landfill and cleanfill by region.	Pressure	Tonnes/per annum/ per consented landfill	TLAs and operators (some RCs)
1	SW2 Quantity of waste recycled: <ul style="list-style-type: none"> • Paper • Plastic • Glass • Metal (including steel and aluminium) • Organic 	Response	Tonnes/per annum	Packaging industry, advisory Council, and Plastics Institute
1	SW3 Access to solid waste resource recovery/ recycling facilities	Response	Number of: <ul style="list-style-type: none"> • Households/per scheme • Centres/per capita • Centres/per capita/annum 	TLAs and commercial operators
2	SW4 Composition and source of waste to landfill in the following categories: <ul style="list-style-type: none"> • Paper • Plastic • Glass • Metal • Organic • Rubble, concrete, etc • Timber • Rubber and textiles • Potentially hazardous • Other Source categories: residential or business	Pressure	Percent material/total waste disposed (based on WAP methodology) every five years. Source data annually where available.	TLAs and commercial operators

A1.4 Ministry for the Environment Indicators (Contaminated Sites)

Stage	Indicator	P-S-R	Unit and Frequency	Agency
1	CS1 The total number of sites that fall into the following categories: <ul style="list-style-type: none"> • Confirmed contaminated sites • Remediated sites 	Pressure and response	Numerical value per annum	Regional councils
2	CS2 The total number of sites that fall into the following categories: <ul style="list-style-type: none"> • Under investigation moderate to low risk sites • Under investigation high risk sites • Confirmed contaminated moderate to low risk sites (pre and post RMA) • Confirmed contaminated high risk sites (pre and post RMA) • Remediated sites 	Pressure and response	Numerical value per annum	Regional councils

A1.5 Ministry for the Environment Indicators (Hazardous Substances)

Stage	Indicator	P-S-R	Unit/Frequency	Agency
1	HW1 Quantity of hazardous waste: <ul style="list-style-type: none"> • Accepted at landfills (direct from larger landfills) • Exported (Ministry of Economic Development, Basel Convention) • Accepted at hazardous waste treatment facilities – including incinerators (direct from facilities on a voluntary basis) • Accepted at wastewater treatment facilities (calculated estimate of quantities) 	Pressure	<ul style="list-style-type: none"> • Percent that accept HW kg/annum by list • Kg or litres/ annum by list • Kg/contamination/ annum 	TLAs, commercial operators and Ministry of Economic Development possibly hospitals
2	HW1 Quantity of hazardous waste discharged to land, air and water. Includes hazardous waste accepted at: <ul style="list-style-type: none"> • Landfills • Exported • Hazardous waste treatment facilities – including incinerators • Wastewater treatment facilities (municipal) • Collected under national hazardous waste definition and national hazardous waste monitoring and information systems. 	Pressure	<ul style="list-style-type: none"> • Kg/annum • Kg or litres/annum • Mass loading kg/contamination/ annum 	As above but possibly with regional councils under the hazardous waste regulations

1	<p>HW2 Quantity of priority hazardous waste generated and stored:</p> <ul style="list-style-type: none"> • Imported • Physically hauled away from site (i.e. trucked away) – solid or contained (either from transporters or direct from industries) • Discharged to sewer – liquid (direct from industries or upper limit on resource consents) • Discharged to: <ul style="list-style-type: none"> ▪ Land ▪ Air ▪ Water ▪ On site as defined from the list. 	Pressure	<ul style="list-style-type: none"> • Kg or litres /annum • Litres/annum 	TLAs, commercial operators and regional council resource consents. Basel Convention reports for imported waste.
2	<p>HW2 Quantity of priority hazardous waste generated and stored:</p> <ul style="list-style-type: none"> ▪ Required by regulation via National Environmental Standard ▪ Storage (possibly minimum threshold or type of facility) ▪ Diffuse sources or WAP methodology ▪ Collected under national hazardous waste definition and national hazardous waste monitoring and information systems. 	Pressure	<ul style="list-style-type: none"> ▪ Kg or litres/ annum of types of priority hazardous wastes generated and treated per sector 	As above, but possibly with regional councils under the hazardous waste regulations.

A1.6 Ministry for the Environment Indicators (Land)

Stage	Indicator	P-S-R	Agency
1	Changes in areas susceptible to hill country erosion	State	Regional councils
1	Percentage change in area of slip at selected sites	State	Regional councils
2	Change in area susceptible to high country degradation	State	Regional councils
2	Acidity or alkalinity of soil	State/ Pressure	Regional councils

2	Organic matter	State	Regional councils
2	Change in area susceptible to agricultural impacts	State	Regional councils
2	Change in area susceptible to reductions in soil health	State	Regional councils
2	Bulk density of soil	State	Regional councils
2	PH soil test	State/ pressure	Regional councils
2	Organic matter	State	Regional councils

A1.7 Ministry for the Environment Indicators (Air)

Stage	Indicator	P-S-R	Agency
1	Particulate matter (PM ₁₀)	State	Regional councils, TLAs
1	Carbon monoxide (CO)	State	Regional councils, TLAs
1	Nitrogen dioxide (NO ₂)	State	Regional councils, TLAs
1	Sulphur dioxide (SO ₂)	State	Regional councils, TLAs
1	Ground level ozone (O ₃)	State	Regional councils, TLAs
2	Benzene	State	Regional councils, TLAs
2	Particulate matter (PM ₂₅)	State	Regional councils, TLAs
2	Lichen diversity/coverage	State	Regional councils, TLAs
2	Visibility	State	Regional councils, TLAs

APPENDIX 2 RMA MONITORING AND ENFORCEMENT MANUAL

Resource Management Monitoring & Enforcement Procedure Manual

Prepared September 2004, Amended August 2005

Background

This manual serves as a guide for the monitoring and enforcement of resource consents and the Rules of the Far North District Plan under the RMA. Every Local Authority has a responsibility to monitor compliance of resource consents and compliance of District Plan rules & policies. It is also a requirement for local authorities to maintain a summary of all written complaints, how it dealt with such complaints and keep a record of results of its monitoring under Section 35 of the Resource Management Act 1991.

Procedures for monitoring resource consents

A copy of the resource consent decision along with conditions are given to the Monitoring Officer once the consent has been issued and sent to the applicant. Not every resource consent issued is sent to the monitoring officer, the resource planner processing the consent decides whether monitoring is required by ticking the monitoring box on the "Record of Decision" page of the consent. Once the decision has been received by the monitoring officer a cover sheet labelled "consent compliance", (blue sheet), is attached to the decision. Monitoring details are then logged into Pathways and the Monthly Monitoring folder in the computer. The hard copy is then filed into the month was issued and filed in a 2 yearly cycle. The consent may contain conditions where a monitoring inspection or documents are required during a specific time frame. These details can be included into tasks on Microsoft Outlook as pop-up reminder. If the consent does not contain conditions which require monitoring before a specific date it is up to the monitoring officer to determine when an inspection is required. When arranging an inspection a site inspection letter, (template 1), is sent out to the address for correspondence of the consent. This letter requests the applicant to reply by a certain date to advise whether conditions of consent have been completed or not. If the site inspection finds that compliance has not been met a further inspection will be required and a further monitoring fee will be charged. Monitoring fee invoices can be raised through Pathways under the resource consent number.

With many resource consents there will be conditions requiring the consent holder to submit documents such as landscape plan, colour scheme, engineers report, etc. Usually these documents are due at a certain stage of the development. The monitoring officer must ensure that these documents are submitted to Council within the required time frame specified. A standard letter can be sent out initially requesting the required documents, (template 2). Failure from the consent holder to submit the documents after this letter a further standard letter advising that the failure to submit the required documents may render that person liable to enforcement action under the RMA, (template 3). It is important when sending letters such as these that the consent holder receives it, as sometimes the contact address of the person has changed. Once the required documents are submitted to Council they will often require the approval of

certain people such as the Environmental Engineer or Resource Planner. The non-willingness to provide documents required under a condition of consent is a breach and enforcement action may be required.

Prior to carrying out a site inspection obtain the consent file. This will contain plans and information, which may be referred to, to assess compliance. When entering a site it is important to be aware of your own safety. Things to consider are traffic hazards, construction sites, aggressive dogs and aggressive people. An OSH kit is issued to each monitoring officer and the Council's Health and Safety Policy is to be adhered to. Upon meeting the occupants or owners of the property introduce yourself and advise the purpose of your visit. If the owner or occupier is not present an inspection notice, (template 4), can be left in a prominent position or attached to the structure inspected. For recording purposes a note pad and digital camera are available for use.

If all conditions of consent are being complied with at the time of inspection note this down on the "blue sheet". Compliance data will also be required to be logged onto Pathways and Monthly Monitoring database on the computer. The blue sheet and conditions can then be attached to the consent file and then filed away.

If conditions of consent are not being complied with at the time of inspection this information must be included on Pathways and the Monthly Monitoring folder on the computer and blue sheet.

Subdivision resource consents will also be sent to the monitoring officer, however most site inspections are only carried out when an application for 223 or 224 certificates comes to Council. Conditions of subdivision consents are written so that the developer cannot obtain the approved survey plan (223 certificate) or certificate of title (224 certificate) from Council unless compliance of the conditions have been met. If an inspection is required by the monitoring officer this will be requested by Planning Administration or Environmental Engineer. Continuous monitoring of subdivision consents may also be required if a covenant by consent notice (Section 221) is attached to the consent.

Non-compliance of resource consents

The non-compliance of consents can be through either the failure to provide required information or failure to carry out works required under conditions of the consent. Depending on the seriousness of the breach will depend on what type of enforcement action is to be taken. The type of action can range from a phone conversation (which should be noted in the file) to an enforcement order. It is up to the enforcement/monitoring officer to assess the breach and consult the appropriate people, e.g. resource planner, in relation to how the breach will have an impact on the environment and decide what type of action should be taken.

Investigation procedures

It is important that incidences are investigated and recorded thoroughly as any enforcement action taken may fail if the correct procedures are not followed.

Under Section 332 of the RMA every enforcement/monitoring officer may enter any place or structure, except for a dwelling house for the purpose of an inspection. When entering a property an attempt to find the owner or occupier is to be made. If the owner

or occupier is present the enforcement/monitoring officer will produce their warrant if requested. If the owner or occupier is not present a written notice, (template 4), is to be left in a prominent position or attached to the structure inspected.

If an owner or occupier is obstructive and or abusive during or prior to an inspection the enforcement officer should leave the property and arrange for a police officer to accompany them back onto the property.

Where any enforcement/monitoring officer has reasonable grounds to believe that a person is breaching or has breached an obligation under the RMA, an enforcement officer may direct that person to give their name and address or the whereabouts of any other person involved. It is an offence if that person fails to provide this information to an enforcement/monitoring officer.

Keep diary notes of incidences and inspections which took place, keep a chronological record of discussions with complainants and offenders, and take photographs of breaches and incidences which may lead to enforcement action.

When entering any site all occupational health and safety requirements for the site are to be adhered to. In conjunction to this Council's Health and Safety Manual is also to be adhered to.

When carrying out inspections on site you may require specialist assistance with conditions which may relate to engineering standards, earthworks standards, building standards etc. Take notes and photos of these aspects to use later for consulting with the appropriate people. You may also need to organise a joint inspection with an expert such as an engineer, building inspector, planner, etc.

Enforcement Action

There are basically four types of enforcement action which Council can take, these are infringement notices, abatement notices, application for enforcement order and court prosecution. The use of these documents must be followed according to the appropriate sections within the RMA. The use of enforcement action must also fit the crime, i.e. a minor breach that cannot be mitigated or remedied may require an infringement notice where a continuing offence causing degradation to the environment may require an enforcement order and possibly prosecution.

Infringement Notice: The infringement notice procedure is not available for all the offences under the RMA. Schedule 1 of the regulations sets out the sections of the RMA that give rise to an infringement offence when contravened and the infringement fee for that offence. The relevant sections of the RMA regarding infringement notices are sections 343A to 343D. The infringement notice must be in the prescribed form as stated in section 343C (3) of the RMA, (example 1), and shall include the summary of rights, (appendix 1). When issuing an infringement notice, approval from the Resource Consents Manager or Senior Planner is required.

Abatement Notice: The appropriate use and scope of abatement notices and related legislation is detailed through Sections 322 – 325B of the RMA. Abatement notices can only be issued within the scope of sections 322(1)(a)(i) to 322(2)(a) of the RMA. The abatement notice must be in the prescribed form as stated in section 324 of the RMA, (example 2). When sending an abatement notice ensure that the covering letter, (example 3), and abatement notice pamphlet, (appendix 2), is included. When issuing

an abatement notice, approval from the Resource Consents Manager or Senior Planner is required.

Application for Enforcement Order: The appropriate use and scope of enforcement orders and related legislation is detailed through Sections 314 - 321 of the RMA. When applying for an Enforcement Order information including an affidavit, (example 4), from the monitoring/enforcement officer is sent to Council's legal consultants Law North and then onto the Environment Court for a judgment.

Prosecution: Before prosecution can be considered as an option, the chances of success must be considered. Process would be similar to an application for enforcement order and would be discussed with the Resource Consents Manager and possibly Environmental Services Manager. It is very important to collate all information including inspection, phone conversations and evidence regarding the breach.

Complaints Relating to Resource Consents or RMA Issue

Council is required under the RMA to keep a record of all written complaints related to the RMA. Once a written complaint is received by Council it is logged by Environmental Administration Staff as an Enquiry/Problem sheet and is then allocated to the most appropriate person to deal with the issue. Once the complaint has been investigated and dealt with a copy of correspondence and other information is attached to the Enquiry/Problem Sheet and sent back to the Administration staff to log back into the register.

If a complaint is received through the phone details of the complaint such as the complainant, location, contact number and nature of complaint are recorded and logged as an RFS by a CLO.

When a complaint is received ensure that you are the correct person that can deal with it. Often complaints can be logged which are out of your jurisdiction and may be more appropriately dealt with by some one else.

Contact with Council staff & external parties

From time to time during site inspections or investigation you may need the assistance of someone with expertise in a specific field. Council's intranet, TK, includes the names of staff and their position that work within Council.

External organizations that the monitoring officer may need to deal with include various surveying & planning companies and consultants, Historic Places Trust, Department of Conservation, Transit New Zealand, Northland Regional Council and more. It is recommended that when dealing with out side groups that it is recorded whom you are dealing with at the time and get to know their position and responsibility.

Other related documents and standards

Documents and standards related to conditions of consents, which are useful while carrying out inspections or investigations are attached to this manual, these include:

- Vehicle Crossing Standards: FNDC/S/02
FNDC/S/06

FNDC/S/6A
FNDC/S/6B
FNDC/S/6C
TNZ Diagram D

- Application for Earthworks Permit
- NRC Guidelines for “Erosion And Sediment Control On Construction Sites”
- NRC “Nine Principles Of Erosion And Sediment Control For The Northland Region”
- Resource Consent Application Form

Abbreviations

BC or ABA – Building Consent
CB – Community Board
CLO – Customer Liaison Officer
CMA – Coastal Marine Area
DOC – Department of Conservation
LGA – Local Government Act
NRC – Northland Regional Council
HPT – Historic Places Trust
RC – Resource Consent
RMA – Resource Management Act
RPDP – Revised Proposed District Plan
SUB – Subdivision
TNZ – Transit New Zealand