

Thursday, 27 April 2023

A Joint Committee of the Hawke's Bay Regional Council, Napier City Council and
Hastings District Council - Administered by Hastings District Council
Napier-Hastings Future Development Strategy Joint Committee Meeting

Kaupapataka

Agenda

Te Rā Hui:
Meeting date: **Thursday, 27 April 2023**

Te Wā:
Time: **2.00pm**

Te Wāhi:
Venue: **Council Chamber
Ground Floor
Civic Administration Building
Lyndon Road East
Hastings**

Te Hoapā:
Contact: **Democracy and Governance Services
P: 06 871 5000 | E: democracy@hdc.govt.nz**

Te Āpiha Matua:
Responsible
Officer: **Director: Future Growth Unit - Ross McLeod, on behalf of the
Project Executive**

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HASTINGS DISTRICT COUNCIL
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TE KAUNIHERA Ā-ROHE O HERETAUNGA

Napier-Hastings Future Development Strategy Joint Committee

The Terms of Reference of the Napier-Hastings Future Development Strategy Joint Committee were adopted by the Hastings District Council, Napier City Council and Hawke's Bay Regional Council in the December 2022 – February 2023 period.

Hastings District Council is the administrating authority for this Joint Committee.

The Terms of Reference can be viewed on the Hastings District Council's website as part of the document titled "Committee and Rural Community Board Register of Delegations 2022-2025".

Thursday, 27 April 2023

A Joint Committee of the Hawke's Bay Regional Council, Napier City Council and Hastings District Council - Administered by Hastings District Council

Napier-Hastings Future Development Strategy Joint Committee Meeting

Kaupapataka

Agenda

Mematanga:

Membership:

Koromatua

Chair: To be elected

Deputy Chair: To be elected

Members:

Hawke's Bay Regional Council

Cr Jock Mackintosh (HBRC)

Cr Sophie Siers (HBRC)

Cr Martin Williams (HBRC Alternate)

Napier City Council

Mayor Kirsten Wise (NCC)

Cr Ronda Chrystal (NCC)

Cr Maxine Boag (NCC Alternate)

Hastings District Council

Mayor Sandra Hazlehurst (HDC)

Cr Tania Kerr (HDC)

Cr Alwyn Corban (HDC Alternate)

Heretaunga Tamatea Settlement Trust

Darryn Russell (Heretaunga Tamatea Settlement Trust)

Second representative - to be appointed (Heretaunga Tamatea Settlement Trust)

Alternate – to be appointed (Heretaunga Tamatea Settlement Trust)

Mana Ahuriri Trust

Chad Tareha (Mana Ahuriri Trust)

Second representative - to be appointed (Mana Ahuriri Trust)

Evelyn Ratima (Mana Ahuriri Trust Alternate)

Maungaharuru Tangitū Trust

Two representatives - to be appointed (Maungaharuru Tangitū Trust)

Alternate – to be appointed (Maungaharuru Tangitū Trust)

Tokamatua: 6 members (being half of the members appointed – with at least one
Quorum: representative from each Partner Council to be present)

Apiha Matua Director: Future Growth Unit - Ross McLeod, on behalf of the Project
Officer Responsible: Executive

Te Rōpū Manapori me te Caitlyn Dine (Extn 5636)
Kāwanatanga
Democracy &
Governance Services:

Te Rārangi Take

Order of Business

Apologies & Leave of Absence – Ngā Whakapāhatanga me te Wehenga ā-Hui

- 1.0** At the close of the agenda no apologies had been received.
 At the close of the agenda no requests for leave of absence had been received.
-

2.0 *Conflict of Interest– Mahi Kai Huanga*

Members need to be vigilant to stand aside from decision-making when a conflict arises between their role as a Member of the Council and any private or other external interest they might have.

Confirmation of Minutes - Te Whakamana i Ngā Minitī

- 3.0** As this is the first meeting of the Napier-Hastings Future Development Strategy Joint Committee, there are no previous minutes.
-

4.0 **Voting Systems for Certain Appointments** **7**

5.0 **Election of Chair and Deputy Chair** **9**

6.0 **Napier-Hastings Future Development Strategy Joint Committee Terms of Reference** **11**

7.0 **Future Development Strategy Introduction and Overview** **25**

Thursday, 27 April 2023

Item 4

A Joint Committee of the Hawke's Bay Regional Council, Napier City Council and Hastings District Council - Administered by Hastings District Council
Napier-Hastings Future Development Strategy Joint Committee

Te Rārangi Take

Report to Napier-Hastings Future Development Strategy Joint Committee

Nā:
From: Ross McLeod, Director: Future Growth Unit

Te Take:
Subject: Voting Systems for Certain Appointments

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The purpose of this report is to inform the Committee of the requirements of the Local Government Act 2002 in respect of voting systems to use where an election is required to appoint a Chairperson or Deputy Chairperson.
- 1.2 The Local Government Act 2002 provides that one of two systems may be used, either System A OR System B.
- 1.3 **System A** provides that a person is elected or appointed if he or she receives the votes of a majority of the members of the local authority present and voting where:
 - i. there is a first round of voting for all candidates; and
 - ii. if no candidate is successful in getting a majority in that round there is a second round of voting from which the candidate with the fewest votes in the first round is excluded; and
 - iii. if no candidate is successful in the second round there is a third, and if necessary subsequent, round of voting from which, each time, the candidate with the fewest votes in the previous round is excluded; and
 - iv. in any round of voting, if 2 or more candidates tie for the lowest number of votes, the person excluded from the next round is resolved by lot.

- 1.4 **System B** provides that a person is elected or appointed if he or she receives more votes than any other candidate where:
- i. there is only 1 round of voting; and
 - ii. if 2 or more candidates tie for the most votes, the tie is resolved by lot.

2.0 Recommendations - *Ngā Tūtohunga*

- A) That the Napier-Hastings Future Development Strategy Joint Committee receive the report titled Voting Systems for Certain Appointments dated 27 April 2023.
- B) That for the election of the Chair and Deputy Chair of the Napier-Hastings Future Development Strategy Joint Committee, the Committee use; EITHER
the system in this report called System A as provided for by the Local Government Act 2022.
OR
the system in this report called System B, as provided for by the Local Government Act 2022.

Attachments:

There are no attachments for this report.

Thursday, 27 April 2023

Item 5

A Joint Committee of the Hawke's Bay Regional Council, Napier City Council and Hastings District Council - Administered by Hastings District Council
Napier-Hastings Future Development Strategy Joint Committee

Te Rārangi Take

Report to Napier-Hastings Future Development Strategy Joint Committee

Nā:
From: Ross McLeod, Director: Future Growth Unit

Te Take:
Subject: Election of Chair and Deputy Chair

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The purpose of this report is to draw members' attention to the need to elect a Chair and Deputy Chair for the Napier-Hastings Future Development Strategy Joint Committee.
- 1.2 The Chief Executive Officer of the Administering Authority or their nominee will assume the Chair at the commencement of the meeting and call for nominations for the position of Chair of the Napier-Hastings Future Development Strategy Joint Committee.
- 1.3 The newly appointed Chair will then assume Chairmanship of the meeting and call for nominations for the position of Deputy Chair.

2.0 Recommendations - *Ngā Tūtohunga*

- A) That the Napier-Hastings Future Development Strategy Joint Committee receive the report titled Election of Chair and Deputy Chair dated 27 April 2023.
- B) That _____ be appointed as Chair of the Napier-Hastings Future Development Strategy Joint Committee for the next triennium 2022-2025.
- C) That _____ be appointed as Deputy Chair of Napier-Hastings Future Development Strategy Joint Committee for the next triennium 2022-2025.

Attachments:

There are no attachments for this report.

Thursday, 27 April 2023

Item 6

A Joint Committee of the Hawke's Bay Regional Council, Napier City Council and Hastings District Council - Administered by Hastings District Council
Napier-Hastings Future Development Strategy Joint Committee

Te Rārangi Take

Report to Napier-Hastings Future Development Strategy Joint Committee

Nā:
From: Ross McLeod, Director: Future Growth Unit

Te Take:
**Subject: Napier-Hastings Future Development Strategy Joint Committee
Terms of Reference**

1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The purpose of this report is to inform the Napier-Hastings Future Development Strategy Joint Committee of the Napier-Hastings Future Development Strategy Joint Committee Terms of Reference (**attachment 1**).
- 1.2 Hawke's Bay Regional Council, Napier City Council and Hastings District Council adopted the Terms of Reference in the December 2022 – February 2023 period.
- 1.3 The Council's noted should the Napier-Hastings Future Development Strategy Joint Committee wish to suggest any changes to the Terms of Reference, these can be taken back to the parent Councils of the Joint Committee for their consideration.

2.0 Recommendations - *Ngā Tūtohunga*

That the Napier-Hastings Future Development Strategy Joint Committee receive the report titled Napier-Hastings Future Development Strategy Joint Committee Terms of Reference dated 27 April 2023.

Attachments:

1 

FDS Joint Committee Terms of Reference

CG-17-27-00001

Item 6

Terms of Reference for the Napier-Hastings Future Development Strategy Joint Committee

December 2022

1. Context and Partnership

The Future Development Strategy (FDS) is a requirement under the National Policy Statement on Urban Development 2020 (NPS-UD). It is a long-term strategic plan that requires local authorities to set out how they will achieve well-functioning urban environments, provide at least sufficient development capacity and integrate planning decisions with infrastructure planning and funding decisions.

The Terms of Reference will provide a framework for the development of the Future Development Strategy (FDS) to be adopted by the Hawke's Bay Regional Council, the Napier City Council and the Hastings District Council.

The NPS-UD requires that the FDS be informed by "*Māori, and in particular tangata whenua, values and aspirations for urban development.*" Appropriate Māori contribution at governance, executive and technical levels will be key in developing a strategy and set of related implementation tools and partnerships that provide for Māori aspirations and that incorporate Māori values and cultural and environmental enablers and constraints. Direction is also needed from Māori as to how they wish to engage in the development of the FDS. This approach is consistent with the broader partnership approach to working with Māori that the councils have committed to. These Terms of Reference provides for governance level input from Mana Whenua within the FDS study area via representatives appointed by Post Settlement Governance Entities with statutory acknowledgement (within the study area).

Principles underlying the application of this partnership approach to the FDS include:

- Partnership with Māori who will take a key role in decision-making from the outset;
- Resourcing of Māori technical support to enable Māori governance members to make informed decisions;
- Recognising that Te Mana O Te Wai is a key guiding direction in undertaking spatial planning;
- Acting in good faith by working collaboratively;
- Undertaking a co-operative and co-ordinated approach to contributing to the FDS development
- Partners discuss and resolve issues in an open and constructive manner without any feeling of coercion or undue pressure;
- Willingness to resolve issues and develop a collaborative approach for the benefit of the Hastings and Napier communities;
- One team approach to information sharing across all partners;

- Open sharing of information between the partners so all parties have the same information on which to base discussions and associated decision-making; and,
- Commitment to evidence-based research and mātauranga Māori being utilised in the development of the FDS along with relevant previous work and thinking.

2. Definitions

For the purpose of these Terms of Reference:

- **"Act"** means the Local Government Act 2002.
- **"Administering Authority"** means the Authority appointed to provide administrative support to the Joint Committee, initially and until it changes, the Hastings District Council.
- **"FDS"** means the Future Development Strategy for the Napier-Hastings Urban Environment as required under the National Policy Statement on Urban Development (2020), refer to Appendix 1 for project background information.
- **"Joint Committee"** means the group set up to recommend both draft and final strategies to each Partner Council.
- **"Mana Whenua representative(s)"** means a person appointed as a representative by a named Post Settlement Governance Entity (PSGE).
- **"Napier-Hastings Urban Environment"** has the meaning as set out in the National Policy Statement on Urban Development (2020)
- **"NPS-UD"** means the National Policy Statement on Urban Development (2020)
- **"Partner Council"** means a Local Authority with responsibility to prepare the FDS for the Napier-Hastings Urban Environment under the National Policy Statement on Urban Development (2020) that will be a full participant in the FDS Project with full representation rights on the Napier-Hastings Future Development Strategy Joint Committee that is the subject of this document.
- **"Project Executive"** means the group of senior staff from the Partner Councils together with any other co-opted or appointed personnel established to manage and advise the FDS development process.
- **"Representative(s)"** means the Mayor or Regional Council Chairperson or councillor or councillors of a Partner Council, that have been resolved by the Partner Council to be a representative or alternate representative on the Napier-Hastings Future Development Strategy Joint Committee.
- **"Statutory Acknowledgement"** means an acknowledgement made to a Post Settlement Governance Entity in Claims Settlement Legislation.
- **"Study Area"** means the land area being assessed as part of the development of the FDS, being land that is already part of the Napier-Hastings Urban Environment or land that may significantly influence or be considered for inclusion as part of the future form of the Napier-Hastings Urban Environment.
- **"TAG"** means the Technical Advisory Group set up to provide technical input, advice and oversight into the development of the Napier-Hastings Future Development Strategy.

3. Name and Status

- 3.1 The Committee shall be known as the Napier-Hastings Future Development Strategy Joint Committee.
- 3.2 The Napier-Hastings Future Development Strategy Joint Committee is a joint standing committee under clause 30(1)(b) of Schedule 7 of the Act.

4. Parties, Partner Councils and Representation

- 4.1 Each of the following local authorities is a Partner Council of the Napier-Hastings Future Development Strategy Joint Committee and a party to these Terms of Reference:
 - Hastings District Council
 - Napier City Council
 - Hawke's Bay Regional Council
- 4.2 Each Partner Council is to be represented on the Napier-Hastings Future Development Strategy Joint Committee by two persons, being two elected persons. In addition to these representatives, each Partner Council shall be entitled to appoint one alternative representative to act as a representative should either of the appointed representatives not be available.
- 4.3 The Partner Councils agree that out of the six representatives that they between them appoint to the Joint Committee, at least one of those representatives shall be a full member of the Hawke's Bay Regional Transport Committee.
- 4.4 Under clause 30(9) Schedule 7 of the Act, the powers to discharge any representative on the Napier-Hastings Future Development Strategy Joint Committee and appoint their replacement shall be exercisable only by the Partner Council that appointed the representative being discharged.
- 4.5 In addition to the representatives of the Partner Councils, provision is made for mana whenua representation on the Joint Committee. Each of the following Post Settlement Governance Entities (PSGE), having statutory acknowledgement for consenting matters in respect of part of the FDS study area, shall be entitled to, should they wish to so do, appoint two representatives and an alternate representative to the Joint Committee:
 - Heretaunga Tamatea Settlement Trust
 - Mana Ahuriri Trust
 - Maungaharuru-Tangitū Trust
- 4.6 By adopting these Terms of Reference the Partner Councils make provision for these Mana Whenua representatives, two to be appointed by each of the named PSGEs and, further, delegate that power of appointment to each of the respective PSGEs. Appointments under this clause become effective when notified by the appointing PSGE to the Chief Executive of the Administering Authority.

- 4.7 The power to discharge any Mana Whenua Representative and appoint his or her replacement shall lie with the PSGE that appointed the representative.
- 4.8 Mana Whenua representatives are appointed in the spirit of partnership and in order to assist the Partner Councils and the Joint Committee in giving effect to the requirements of the NPS-UD with respect to the Napier-Hastings Urban Environment, including the requirement for the FDS to be informed by the values and aspirations of Māori, and in particular tangata whenua, for urban development.

5. Purpose of Terms of Reference

- 5.1 The purpose of these Terms of Reference is to:
1. Provide for the administrative arrangements of the Napier-Hastings Future Development Strategy Joint Committee as detailed in Appendix 2.
 2. Define the responsibilities of the Napier-Hastings Future Development Strategy Joint Committee as delegated by the Partner Councils under the Act.

6. Delegated authority

- 6.1 The Napier-Hastings Future Development Strategy Joint Committee has the responsibility delegated by the Partner Councils for:
- Considering engagement and consultation feedback gained through the FDS communication and engagement process and providing direction on the development of the draft FDS,
 - Considering feedback provided through elected member workshops,
 - Considering and recommending the draft FDS to each of the partner councils for public notification,
 - Providing governance oversight and direction as required to the FDS work programme,
 - Hearing and considering submissions on the draft strategy and making appropriate recommendations to the partner councils,
 - Considering and recommending a final strategy to each of the partner councils for approval
- 6.2 The Napier-Hastings Future Development Strategy Joint Committee shall in its work and decision-making give effect to the National Policy Statement on Urban Development (2020) and such other statutory provisions relevant to the preparation of the Napier-Hastings Future Development Strategy.

7. Powers not delegated

- 7.1 Any power that cannot be delegated in accordance with clause 32 Schedule 7 of the Local Government Act 2002.
- 7.2 The determination of funding for implementing the FDS.

8. Remuneration

- 8.1 Each Partner Council of the Napier-Hastings Future Development Strategy Joint Committee shall be responsible for remunerating its representatives on the Joint Committee and for the cost of those persons' participation in the Joint Committee.
- 8.2 Each Mana Whenua representative to the Joint Committee shall be entitled to a meeting fee of \$465 per meeting to be funded in equal one third shares by the Partner Councils. This fee is based on the policy on External Appointments to Committees and Subcommittees of the initial Administering Authority for the Joint Committee (the Hastings District Council) and the extant Remuneration Authority Determination for Local Government Members. The fee will be reviewed **and adjusted** based on reviews of the Determination carried out by the Remuneration Authority and of the policy carried out by the Administering Authority.
- 8.3 Should the Joint Committee determine to hold workshops, each Mana Whenua representative to the Joint Committee shall be entitled to a payment of \$93 per hour for time spent attending workshops, to be funded in equal one third shares by the Partner Councils. This payment is based on the policy on External Appointments to Committees and Subcommittees of the initial Administering Authority for the Joint Committee (the Hastings District Council) and the extant Remuneration Authority Determination for Local Government Members. The fee will be reviewed **and adjusted** based on reviews of the Determination carried out by the Remuneration Authority and of the policy carried out by the Administering Authority.

9. Meetings

- 9.1 The standing orders adopted by the Administering Authority (based on the LGNZ model standing orders) as modified by any specific provisions of these Terms of Reference will be used to conduct Joint Committee meetings as if the Napier- Hastings Future Development Strategy Joint Committee were a local authority and the principal administrative officer of the Administering Authority or their nominated representative were its principal administrative officer.
- 9.2 The Napier Hastings Future Development Strategy Joint Committee shall hold all meetings at such frequency, times and place(s) as scheduled by the Administering Authority for the performance of the functions, duties and powers delegated under these Terms of Reference.
- 9.3 The membership of the Joint Committee shall be 12 if representatives are appointed by all PSGEs. In accordance with clause 30A of Schedule 7 of the Local Government Act 2002, the quorum shall be half the members if an even number of representatives are appointed and a majority of members if an uneven number of members is appointed, provided that at least one representative from each Partner Council shall be present.
- 9.4 Attendance via audio-visual means is permitted where necessary however in-person attendance is encouraged wherever possible. Members who attend meetings by electronic link will not be counted as present for the purposes of

a quorum (cl. 25A(4) Schedule 7 LGA); however where a meeting has a quorum, determined by the number physically present, the member/s attending by electronic link can vote on any matters raised at the meeting.

10. Voting

- 10.1 In accordance with clause 32(4) Schedule 7 of the Act, at meetings of the Napier-Hastings Future Development Strategy Joint Committee each Partner Council's representatives and the Mana Whenua representatives have full authority to vote and make decisions within the delegations of these Terms of Reference on behalf of that Partner Council or PSGE without further recourse to that Partner Council or PSGE.
- 10.2 Each representative, including the Committee Chairperson, has one vote.
- 10.3 The Chairperson has a deliberative vote but does not have a casting vote.

11. Election of Chairperson and Deputy Chairperson

- 11.1 On the formation of the Napier-Hastings Future Development Strategy Joint Committee the representatives shall elect a Joint Committee Chairperson and may elect a Deputy Chairperson. Both the Chairperson and Deputy Chairperson are to be selected from among the representatives appointed to the Joint Committee.
- 11.2 The mandate of the appointed Chairperson or Deputy Chairperson ends if that person through resignation or otherwise ceases to be a member of the Napier-Hastings Future Development Strategy Joint Committee.

12. Reporting

- 12.1 All reports to the Committee shall be presented via the Project Executive, TAG or from the Committee Chairperson.
- 12.2 The Partner Councils have also appointed lead consultants to assist with preparation of the FDS. The consultants will report, via the Project Executive, to the Committee from time to time.
- 12.3 Following each meeting of the Joint Committee, the Chair of the Project Executive shall prepare a summary report of the business considered at the meeting and submit that report, for information, to each Partner Council authority and participating PSGE. Such reports will be in addition to any formal minutes prepared by the Administering Authority.

13. Good faith

- 13.1 In the event of any circumstances arising that were unforeseen by the Partner Councils or their representatives at the time of adopting these Terms of Reference, the Partner Councils and their representatives hereby record their intention that they will negotiate in good faith to add to or vary these Terms of Reference so as to resolve the impact of those circumstances in the best interests collectively of the Partner Councils taking into account also the views of the PSGEs and the Mana Whenua representatives in relation to those circumstances.

14. Variations

- 14.1 Any Partner Council or any member of the Joint Committee may propose a variation, deletion or addition to the Terms of Reference by putting the wording of the proposed variation, deletion or addition to a meeting of the Joint Committee.
- 14.2 Once a proposed variation, deletion or addition to these Terms of Reference has been put to the Joint Committee, these Terms of Reference is amended only after each Partner Council has adopted the revised Terms of Reference giving effect to the proposed variation, deletion or addition.
- 14.3 Notwithstanding clause 13.2, the Joint Committee may amend the Terms of Reference, where the changes will not materially affect the commitment of any individual Partner Council.

15. Adopted and agreed by

Hastings District Council

Napier City Council

Hawke's Bay Regional Council

Endorsed by:

Heretaunga Tamatea Settlement Trust

Mana Ahuriri Trust

Maungaharuru Tangitū Trust

Appendix 1 – Project Background

Project Goal

The Napier-Hastings Future Development Strategy (FDS) will be developed in co-operation between the Hastings District Council (HDC), the Hawke's Bay Regional Council (HBRC) and the Napier City Council (NCC) and in partnership with Post Settlement Governance Entities with Statutory Acknowledgement within the FDS study area. This strategy will be developed to provide a guide to urban development for the next 30 years from 2024 to 2054 in accordance with the requirements of the National Policy Statement on Urban Development (2020)¹.

Project Assumptions

The FDS will be informed by:

- Matters specified in the National Policy Statement on Urban Development (2020), including tangata whenua values and aspirations
- Previous urban growth studies
- Current data and plans
- Other relevant Government Policy and legislative provisions (e.g., National Policy Statements)
- New research and investigations undertaken as part of the FDS development process
- Relevant current and recent planning work undertaken by the Partner Councils
- Policy objectives from within the three Councils

The Partner Councils are undertaking or have recently undertaken significant planning work that is directly relevant to the FDS. This includes the Napier City Spatial Picture and Plan Change 5 in Hastings. It is important that this recent work forms part of the baseline for the FDS. However, given the 30 year timeframe for the FDS and the evolving context for growth planning (e.g., legislative change, environmental changes), it is also appropriate for the FDS to include a fresh look at how growth should be accommodated. This means the FDS should be informed by historic growth plans and approaches to growth management but not constrained by them if a change of approach is warranted.

Project Scope

The FDS is primarily a growth strategy (for the Napier – Hastings Urban Environment) - to accommodate, enable and facilitate sustainable and desirable growth for the long term benefit of the region's citizens, businesses and institutions.

The Strategy will:

¹ The NPS-UD requires that each tier 1 and 2 local authority must prepare a FDS every 6 years in time to inform the preparation of its Long-Term Plan. The NPS-UD also requires each tier 1 and 2 local authority to review its FDS each intervening 3 years to determine whether it needs updating. These requirements mean the FDS will be reviewed regularly and where necessary updated over time

Describe what level of urban growth is anticipated over the next 30 years and beyond in the Study Area.

Identify (as required by the NPS_UD):

- Broad locations for development capacity
- Development infrastructure and other infrastructure requirement
- constraints on development

Consider (in identifying the above):

- Where growth will go and desired density
- What the sequence of development should be and the timetable/or triggers
- The criteria for establishing the boundaries to urban growth
- The budget implications

Propose policies to guide growth through:

- Regional Policy Statement
- District Plans
- The Long-Term Plan (LTP) of each Council
- The Regional Land Transport Strategy
- Infrastructure Development Planning (including both policy and social infrastructure networks)
- Such other plans and policies as may be established through Government legislative changes and reform programmes

Appendix 2 - Administering Authority and Servicing

The administering authority for the Napier-Hastings Future Development Strategy Joint Committee will be the Hastings District Council.

The provisions of clause 30 Schedule 7 of the Local Government Act 2002 apply.

Unless otherwise agreed, Hastings District Council will cover the administrative costs of servicing the Napier-Hastings Future Development Strategy Joint Committee.

Two supporting groups service the Napier-Hastings Future Development Strategy Joint Committee; these are the Project Executive and Technical Advisory Group (TAG). The Councils have also appointed Lead Consultants to provide planning and project management services for the project. The TAG will be chaired by an officer or independent advisor selected from among the TAG members and will comprise senior staff representatives from each of the participating Councils, with representation from Waka Kotahi (New Zealand Transport Authority), Mana Whenua/Tangata Whenua and other parties as the TAG deems appropriate from time to time.

The Project Executive

The Project Executive will comprise a senior executive from each of the participating Councils. Provision is made for appointees from the above listed Post Settlement Governance Entities to be part of the project executive. The project executive will be chaired by one of its senior Council officer members as agreed by those Council officers.

The Chair of the Project Executive will be the lead officer supporting the Joint Committee and overseeing management of the FDS programme.

Hastings District Council will be tasked with administering the development of the strategy on a day-to-day basis. The Councils will put in place such funding and administrative arrangements between them to support development of the strategy.

Functions of the project executive include:

- Approving overall work/scope, budget and necessary resources within officer and organisational delegations
- Ensuring that there are sufficient resources to support the completion of the strategy development and its implementation
- Approving consultancy tenders
- Establishing the study timetable, key milestone reporting and monitoring adherence with this programme
- Endorsing the overall consultation process and, as necessary, to have direct leadership in consultancy initiatives
- Approving drafts of the study and recommendations to the Joint Committee
- Approving any adjustments to the project content, the timetable and the budget within the scope of delegations, agreements and budgets. For matters outside of or beyond the scope of delegated authorities or agreements, referral back to the Partner Councils may be required.

The Technical Advisory Group

This is a technical management group comprising the infrastructure, planning and strategic or policy managers and staff of the three Councils (including Te Kupenga personnel), Waka Kotahi, Post Settlement Governance Entity representation and other persons identified through the process.

Functions include:

- Providing technical oversight for the FDS.
- Coordinating agency inputs particularly in the context of the forward work programmes of the respective councils.
- Ensuring council inputs are integrated.
- Technical work with and alongside the Lead Consultants including provision of information to the lead consultants.
- Providing advice to the project executive on study content and approach

Thursday, 27 April 2023

Item 7

A Joint Committee of the Hawke's Bay Regional Council, Napier City Council and Hastings District Council - Administered by Hastings District Council
Napier-Hastings Future Development Strategy Joint Committee

Te Rārangi Take

Report to Napier-Hastings Future Development Strategy Joint Committee

Nā:
From: Ross McLeod, Director: Future Growth Unit

Te Take:
Subject: Future Development Strategy Introduction and Overview

1.0 Executive Summary – *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The Future Development Strategy (FDS) is a requirement of the National Policy Statement: Urban Development 2020 (NPSUD) which requires the Hawke's Bay Regional Council, Napier City Council and Hastings District Council (the councils) to prepare a 30-year growth strategy for the Napier-Hastings Tier 2 Urban Environment
- 1.2 Attached to this report is an overview report that outlines the scope and purpose of the FDS, the work to be undertaken in preparation of the FDS, a summary of background and contextual information and the approach proposed to be taken to strategy preparation and stakeholder and community engagement. Also included in the report is comment on Cyclone Gabrielle on the FDS preparation process and related proposed adjustments to the FDS programme.
- 1.3 It is intended that a presentation and workshop style discussion will be held to enable committee member to discuss and explore these matters. At the conclusion of this discussion, the Committee will be asked give direction on a number of related issues, including
 - Feedback on draft objectives for the FDS
 - Proposed programme and timeframe and related advice to Government/Ministers


- Proposed approach to Māori, stakeholder and community engagement.

1.4 Recommendations to aid the committee in addressing these matters are set out below.

2.0 Recommendations - *Ngā Tūtohunga*

- A) That the Napier-Hastings Future Development Strategy Joint Committee receive the report titled Future Development Strategy Introduction and Overview dated 27 April 2023.
- B) That the Committee provide feedback on the draft Future Development Strategy objectives.
- C) That the Committee provide feedback on the proposed approaches to engagement.
- D) That the Committee:
 - i. Notes the impact of Cyclone Gabrielle on the communities of the Napier-Hastings area and their ability to engage with preparation of the Future Development Strategy.
 - ii. Approves a modified programme for the Future Development Strategy which will see the Final Strategy adopted by end October 2024, noting that sufficient work will have been completed by end June 2024 to influence Council Long-Term Plans as required under the National Policy Statement on Urban Development.
 - iii. Requests the Chief Executive of the Administering Authority to write to the appropriate Government Minister(s) advising of the impacts of Cyclone Gabrielle and the proposed programme and timeframes.

Attachments:

- | | | |
|---|---|----------------|
| 1  | Napier Hastings Future Development Strategy
Overview | CG-17-27-00003 |
|---|---|----------------|

Napier-Hastings Future Development Strategy Joint Committee

Napier Hastings Future Development Strategy Overview

What is an FDS?

The Future Development Strategy (FDS) is a requirement of the National Policy Statement: Urban Development 2020 (NPSUD) which requires the Hawke's Bay Regional Council, Napier City Council and Hastings District Council (the councils) to prepare a 30-year growth strategy for the Napier-Hastings Tier 2 Urban Environment¹. The NPS-UD provides that "the purpose of an FDS is:

- a) To promote long-term strategic planning by setting out how a local authority intends to:
 - i. Achieve well-functioning urban environments in its existing and future urban areas; and
 - ii. Provide at least sufficient development capacity, ... ,over the next 30 years to meet expected demand; and
- b) Assist the integration of planning decisions under the Act with infrastructure planning and funding decisions."

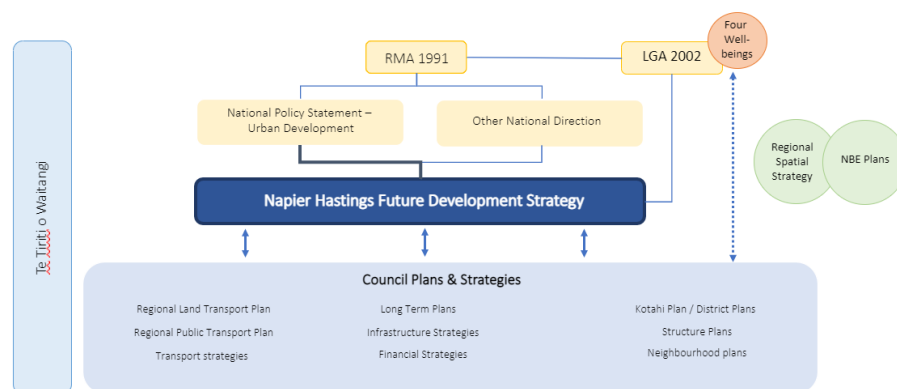


Figure 1: Future Development Strategy within the planning context

The NPSUD requires the FDS to spatially identify the broad locations for future urban development within the Napier and Hastings sub region. This requires decisions on a number of matters at a higher strategic level to ensure the region is able to provide a 30 year growth plan. Specifically, decisions are required on the following key matters:

- The objectives of the FDS that set out its purpose.
- The constraints on development that are relevant to growth and how these are treated.
- Locations for housing, commercial and industrial growth (including within existing urban areas).
- The evaluation framework that will guide decision-making on the above locations.

¹ The NPSUD does not require a FDS for other Tier 3 urban environments and townships in Hawke's Bay.

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- The supporting infrastructure, along with the general location of corridors and other sites to provide it.

In making those decisions, the NPSUD requires the councils to be informed by:

- The latest Housing and Business Capacity Assessment (HBA), published in 2021 and 2022.
- A consideration of the advantages and disadvantages of different spatial scenarios for accommodating growth.
- The relevant Long Terms Plans and Infrastructure Strategies
- Māori, and in particular tangata whenua, values and aspirations for urban development
- Feedback received through consultation and engagement
- Other relevant National Policies (e.g. National Policy Statements for Highly Productive Land and Freshwater).

The FDS also requires regular monitoring and review, including an annual implementation plan prepared jointly by the councils, quarterly monitoring, and a 3-yearly review. This means that, while the FDS is a 30 year growth strategy, there is opportunity to regularly update it in response to changes in development trends, national policy, and new information as it becomes available.

The FDS requires the councils to provide for urban growth over the Napier and Hastings sub-region. It differs from broader documents such as spatial strategies in that it is limited to growth over the existing urban catchments. As such the study area has been limited to an area based loosely on a 15 minute drive-time from existing urban centres, with amendments where known potential urban areas could be developed in the future. It is important that the strategy does not expand into a broader regional strategy to ensure the strategy can be delivered in a timely and coherent manner.

It is important to recognise the background information which already exists which will input into the FDS. Primarily, the Housing and Business Capacity Assessments, which analysed the future demand for future residential and business expansion, will form our fundamental understanding of future demand, to ensure we can supply the correct amount of land over the next 30 years. These Assessments are also being updated to ensure the most accurate growth figures from the last few years are utilised. Finally transport, infrastructure and accessibility strategies will input into the final FDS.

It is also noted that the Napier Spatial Picture and recent Structure Plans for intensification and greenfield areas are also key considerations for future growth in Napier.

The FDS will replace the existing Heretaunga Plain Urban Development Strategy (HPUDS) which has been the existing growth strategy for the Napier and Hastings sub-region since 2010. The FDS will be similar to HPUDS in terms of content and approach. However, the FDS will differ primarily in the greater inclusion of iwi and hapū aspirations, consideration of indigenous biodiversity and a sustainable approach that addresses climate change and natural hazards, together with the indication of supporting integrated infrastructure. There will be a more direct link within the document connecting future growth to Council long term plans (this was done through separate Council processes with regards to HPUDS).

In this regard, it is important to recognise the existing principles and work undertaken through HPUDS, particularly with regard to the existing preferred growth areas (including intensification within existing urban areas) that have been previously identified. While the objectives, policies and growth locations will need to be reviewed and expanded through the FDS process, it is important to

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acknowledge that the intention is to build on the work that we have done previously. The existing growth areas that remain undeveloped together with any new areas being assessed through structure plan processes should be considered as options under the FDS.

Cyclone Gabrielle and its effects on Future Development

Committee Members will be well aware that Cyclone Gabrielle had a significant effect on a number of locations within the Region. It has led to a number of displaced people and communities, including a number of areas around marae. For example, there are approaching 1000 dwellings within Napier City (118) and the wider Hastings District (812) which have been issued with red or yellow placards under the RAPID Building Assessment system.

The FDS work will be interlinked with much of the recovery work within the Region, however it must be recognised that the FDS will not be the primary driver for the recovery work within the District. Multiple organisations and agencies (including councils, PSGEs and the Hawke's Bay Regional Recovery Agency) will be involved in recovery planning and decision making. Agencies leading the various elements of cyclone recovery works will need to link in with the FDS when making to decisions that could impact on growth within the FDS urban study area.

As mentioned, the FDS is an urban development strategy and does not cover many of our rural communities. As such it is important to recognise the limitations of the FDS when determining solutions for the greater regional recovery. Nevertheless, it is important to stay cognisant of the need to provide land for a number of relocated communities and the FDS will have a part to play in this.

The cyclone has however affected the ability to deliver the FDS under the original timeframes. Primarily due to the inability to undertake meaningful consultation with the community. This was originally scheduled for March, but has now been pushed out a number of months. As such the overall timeframes are proposed to be extended.

What is our future demand?

The completion of the Housing and Business Capacity Assessments www.hpuds.co.nz/resources required under the National Policy Statement – Urban Development 2020 was undertaken prior to Cyclone Gabrielle. As mentioned, the cyclone may have some impact on overall demand, however the base figures remain crucial to the understanding of future land requirements.

Residential

- The need for an additional 20, 000 dwellings across the Napier- Hastings urban environment in the period 2020-2030.
- There is considerable capacity for medium density development within the urban areas.
- This capacity has to be supported by suitable infrastructure. Long term infrastructure capacity needs to be planned for.
- The assessment indicates that in the longer term the supply of sites in Hastings will be unable to meet the demand – this is primarily due to assessed infrastructure constraints at the time.
- The situation is different for Napier, where there is capacity to move toward higher densities in the existing urban areas to meet demand.

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Commercial & Retail

- Demand over the period 2021- 2051 for about 21 hectares of commercial/retail land within Napier and 13 ha in Hastings.
- There is current vacant capacity in the short term (3-5 years) to meet the demand in Hastings and longer term there is the ability to further intensify the existing zoned area.
- For Napier most of the current vacant land that could meet the short to medium demand is within the Large Format Retail zone. There will be vacant capacity constraints over the long term, but there is considerable redevelopment capacity within existing zones.
- There is a need to develop a better understanding of the infrastructure availability within both cities.

Industrial

- There is demand for about 170 hectares of land across the Napier /Hastings urban environment.
- At a city wide level there is sufficient industrial land to meet demand but this is on the assumption that the Deferred Airport zone in Napier will be available for development.
- Current zoning generally provides for 10-year growth requirements in Hastings, but it will be important to monitor the uptake of land to ensure that demand can continue to be met in the long term.

The figures show that the majority of future land provision for the next 30 years will be required for residential growth, however some provision for particular market segments may be needed for business land.

Approach to evaluating growth scenarios/options

The overall process can be briefly defined below.

1. Understand **opportunities and constraints** to growth.
2. Develop the **strategic framework** that will guide the FDS:
 - a. Outcomes/objectives.
 - b. Approach to evaluation.
3. Prepare **options** (spatial scenarios) for accommodating growth (which will consider already identified future growth areas and areas assessed through structure and spatial plans).
4. Evaluate the **options**.
5. Draft supporting **implementation** actions.

To undertake task 4, a multi-disciplinary approach will be utilised when considering potential scenarios/options for future development. This will involve analysis of a number of different features using a multi-criteria analysis. This analysis will use a range of criteria to objectively evaluate the costs and benefits of the different scenarios/options. These criteria will address a range of matters including, soil productivity, natural hazards, surrounding land uses, distance from existing business areas among others. The methodology may include weighting of criteria and sensitivity analysis if required.

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This evaluation, which will then need to be tested through engagement and public consultation to ensure the process is robust and can hold up to public scrutiny.

Key issues arising so far for the Napier/Hastings sub-region

From our review of Napier and Hastings' existing plans and strategies, and from our preliminary analysis of the opportunities and constraints, we have identified the follow key issues/themes that the FDS will need to grapple when determining locations for future growth.

These include:

- Protecting **highly productive land**.
- Managing risks from **natural hazards**.
- Reducing growth in **vehicle kilometres travelled**.
- Ensuring **development is feasible** and efficient to service.
- Improving **water quality** and **indigenous biodiversity**.
- Protecting **sites of significance to Maori**.
- **Security of long-term water supply** within environmental limits.

Revised Future Development Strategy Programme

Since February 2023, the programme for the drafting and completion of the FDS has been significantly influenced by the impacts of Cyclone Gabrielle. This is largely around the approach to the communications and engagement processes, and how it relates to the Councils financial planning processes for the implementation of the FDS. The National Policy Statement- Urban Development envisages that the FDS will directly integrate with the preparation of the partner Councils' respective long term plans.

It was initially envisaged that the first round of community consultation on the FDS would commence in April 2023, however it is considered that the community is still very much in recovery and does not need any additional distractions at this stage. It is also considered that the community needs to see that Councils have taken the time to consider and absorb lessons learnt from the cyclone.

It is therefore proposed that engagement will be reduced from 3 phases down to 2 which would see a 4 month delay in the programme, as set out in the section below. This would still allow for the FDS to successfully integrate with the forthcoming LTP programme, as the work to align growth scenarios with infrastructure investment needs will be undertaken throughout the FDS process.

It is also noted that the scope and timeframes for long term plans are being considered as part of post-cyclone reviews to aid recovery in affected areas.

Stakeholder & Community Engagement

The NPSUD broadly sets out the consultation and engagement requirements for the FDS. It says that when preparing an FDS, the councils must use the special consultative procedure under the Local Government Act 2002. In order to prepare the draft FDS required by this process, the councils must also engage with the following groups:

- other local authorities with whom there are significant connections relating to infrastructure or community

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- relevant central government agencies
- relevant hapū and iwi
- providers of additional infrastructure
- relevant providers of nationally significant infrastructure
- the development sector (to identify significant future development opportunities and infrastructure requirements).

In response to this, the consultation and engagement plan for the FDS is summarised below.

This does not address the engagement approach for iwi and hapū, which is being refined in response to Cyclone Gabrielle. An update on this will be provided at the Joint Committee workshop. To ensure that people have the opportunity to influence the FDS, but to make it clear that the councils have listened to learnings from Cyclone Gabrielle, and the outcome of the recovery planning, we propose to engage in two key stages.

In carrying out the engagement below, we have developed the **following key messages**:

- The FDS is part of our rebuild, it will set out growth areas (including intensification within existing urban areas) for people to live and work, what this might look like, and what infrastructure and community amenities will be needed to support that growth
- The FDS must address the impacts of a changing climate
- Our rebuild conversations have influenced the FDS issues and options and emerging scenarios

Stage 1: Issues and Options and developing growth scenarios (influence and test)

- This stage is likely to start five months after Cyclone Gabrielle
- The community will want to see that the learnings from the cyclone have been considered in future planning
- That the councils have heard and responded to their feedback on the 'looking far out into the future' conversation

This stage of engagement will be carried out via workshops with key stakeholders one-on-one discussions with interested landowners and developers, and community based engagement via location specific pop-ups (e.g. a stand at a Saturday market).

This stage of engagement is planned for July 2023.

Prior to this, in May 2023, we propose to release a "call for sites" to landowners, developers and consultants working in the development community. This will be low-key and via email, with follow up discussions as necessary. The purpose of this is to get preliminary feedback from the development community on where they see the opportunities for future growth. This will inform the growth scenarios/options and later evaluation.

Stage 2: The preferred growth scenario why and what (influence and test)

- This stage will occur once the growth scenarios are evaluated and a preferred scenario is emerging
- It will show how the earlier conversations have impacted the scenario
- It will link with early direction on delivery of longer-term recovery

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- It will prepare people to be ready to submit² on the draft FDS

Like Stage 1, this part of the engagement will be carried out via workshops with key stakeholders, one-on-one discussions with interested landowners and developers, and community-based engagement via location specific pop-ups (e.g. a stand at a Saturday market).

This stage of engagement is planned for February 2024.

Throughout both of the above stages, the project team will have regular meetings with an external Technical Working Group, made up of Government agencies tasked with delivery, including Waka Kotahi, Ministry of Education, Kāinga Ora, Transpower and Te Whatu Ora, amongst others.

FDS Technical Advisory Group and Consultant Team

April 2023

² The submission phase uses the Special Consultative Procedure under the Local Government Act 2002 and is akin to a submission on an Annual Plan. It is not the more detailed, quasi-judicial submission process found under Resource Management Act 1991 processes.