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Thursday, 10 August 2023

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*Te Hui o Te Kaunihera ā-Rohe o Heretaunga*  
**Hastings District Council**  
**Council Meeting**

*Kaupapataka*

# Attachments

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*Te Rā Hui:*  
Meeting date: **Thursday, 10 August 2023**

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*Te Wā:*  
Time: **1.00pm**

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

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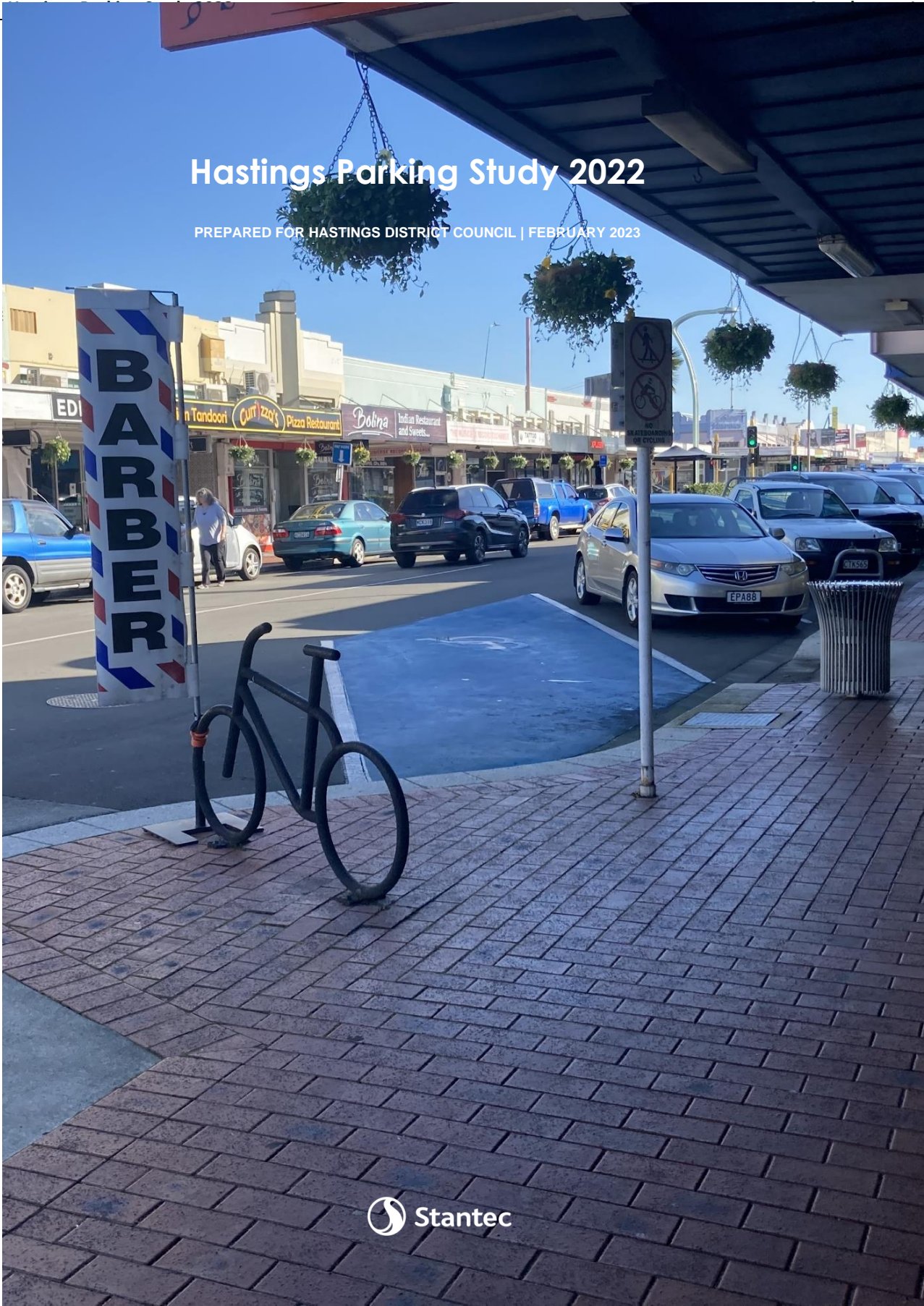
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**TE KAUNIHERA Ā-ROHE O HERETAUNGA**

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# Hastings Parking Study 2022

PREPARED FOR HASTINGS DISTRICT COUNCIL | FEBRUARY 2023





Revision schedule

Rev No	Date	Description	Signature of Typed Name (documentation on file)			
			Prepared by	Checked by	Reviewed by	Approved by
1	19/12/22	Draft for issue	Kylie Huard, Will Roper	Jamie Whittaker	Jamie Whittaker	Jamie Whittaker
2	10/2/23	Final draft for issue	Kylie Huard	Will Roper	Will Roper	Kylie Huard

Item 6



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## Quality statement

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STATUS FINAL | Project No 310204431



## Executive summary

The 2023 Hastings Parking Study provides a review of the Council's parking assets, evaluating the supply of public parking in Hastings CBD and surrounding streets, as well as the demand for parking. The purpose of the study was to determine whether there is sufficient parking capacity in the CBD and how to best manage parking demand in light of significant changes in the future.

An updated parking inventory captured the supply of Council's current public parking assets, including the location and any relevant restrictions. Within the study area there were 2,528 public on and off-street parking spaces. Of these, 647 spaces were metered spaces, and a further 822 spaces were subject to a time restriction or user restriction (e.g. mobility space, loading zone). This study identified 117 fewer public parking spaces compared to the previous parking study in 2012. This reduction is largely attributed to the urban amenity, streetscape and safety improvements on key city streets.

Parking demand for on-street parking in the CBD was measured using licence plate recognition (LPR) surveys, undertaken in June and November 2022. Off-street parking demand was measured manually, with Council staff undertaking frequent counts. Data from the June 2022 survey identified a peak parking occupancy of 75% in the inner CBD area, while the November 2022 survey recorded 68% peak occupancy. It is unclear why there were substantial differences between the two sets of data surveys, however parking surveys reflect a snapshot of activity in an area at that point in time. The variability may have been influenced by multiple factors such as a COVID-19 impacts, a community event, road closures, time of year and weather. However, as the November 2022 data set was captured over an entire week, the parking data from this survey period is considered more reliable.

The recorded peak occupancy rates sit comfortably below an 85% occupancy rate, the industry standard representing an efficient use of the parking resource. This rate translates to around one in every seven spaces available. However, sections of the CBD experienced higher levels of demand at peak times, including parts of Heretaunga, Eastbourne and Russell Streets, as well as the Opera car park.

Duration of stay data was also captured in the June survey period to determine how long a vehicle remains parked in the same location. The data for the inner CBD area revealed that around 80% of vehicles stay for one hour or less, while around 90% of vehicles stay for two hours or less. Analysis of duration of stay based on restriction type found that the greatest turnover occurred in spaces that are metered, followed by spaces that are managed using time restrictions only. As expected, unrestricted spaces are attractive to commuters and have the lowest turnover, with 17% of vehicles staying more than six hours in these spaces.

The study also explores how parking is managed in Hastings, as well as the strategies and plans that will influence changes to the transport network, allocation of road space and managing parking in the future. Major changes to how our communities move around are identified in local, regional, and national strategies to reduce carbon emissions and enable a shift to walking, cycling and public transport. The availability, location and cost of parking has a significant influence on how, where and when people travel.

A review of future parking demand and supply in light of future changes such as population and employment growth, removal of minimum parking requirements, residential intensification, emissions reduction targets and changes to the CBD and the transport network was undertaken. Ultimately, the scope and scale of these changes are uncertain and divergent in terms of increasing or decreasing impacts on parking supply and parking demand.

The study includes a suite of short, medium and long term recommendations to improve the efficiency of existing parking resources and mitigate future issues with changes in supply and demand. For example, there is still significant scope within Hastings to expand the paid on-street parking area, which currently only applies to a third of the core Central City area. There are also areas within the core of the central city that are unrestricted; implementation of restrictions and/or pricing can be used to manage demand in these locations. Further increases in parking fees can also be considered in the future.

Using these levers, in conjunction with improvements to walking, cycling and public transport facilities supports emissions reduction outcomes and contributes to a more vibrant city as envisaged by the Hastings City Centre Strategy 2030. Increasing overall parking capacity should only be considered as a last resort. However, there may be merits in developing multi-storey car parks on existing at-grade sites to consolidate existing supply, achieve community buy-in to mitigate parking losses elsewhere, or as part of a mixed-use development (e.g. commercial and residential development with parking). It is therefore recommended to retain Council's existing off-street parking assets. These can potentially be repurposed in the future if demand declines, however purchasing of new assets to increase parking supply is not required.



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# 1 Introduction

It has been 10 years since Hasting District Council (HDC) undertook a comprehensive review of parking demand in the central city. In that time significant changes have occurred that have impacted on parking supply and demand. HDC are interested in reviewing how efficiently its current parking assets are being used, and how proposed changes in the future will impact on parking demand. This study explores whether there are opportunities to use parking space differently, or whether future demands will require additional parking capacity or changes to how existing parking is managed in the City Centre.

The purpose of this study is to conduct a review of HDC's current parking demand in the central city and determine whether there is sufficient parking capacity for the next 10 years. The study incorporates an update of HDC's parking supply inventory and analyses parking survey data captured in June and November 2022. The outcomes from this analysis provide the baseline for current demands and have been used to inform the future impacts on parking as a result of projected population growth, anticipated transportation mode change, inner city residential development and retail/commercial activity expansion. The study outlines short, medium and long term recommendations HDC can implement to manage its parking resources more efficiently in response to these future changes in demand and supply.

## 1.1 Scope

The main aims of this study are to:

- Capture HDC's inventory (supply) of current parking assets in the central city
- Evaluate existing parking demand based on two sets of parking survey data
- Identify the strategic and transport context that influence parking demand and supply
- Identify the key drivers that will influence HDC's parking resources and assess the impacts these future changes and growth scenarios will have on parking demand and supply
- Provide recommendations to improve parking efficiency.

The geographic scope of this parking study area is shown in Figure 1 below. The project sought to capture the occupancy and duration of stay of public parking within central Hastings in June 2022. The study area extent included public on-street and off-street parking areas, but does not cover private parking areas (e.g. parking adjacent to businesses such as customer and staff parking) or leased parking areas. This project trialled the use of a licence plate recognition (LPR) camera to capture parking data. While there were significant benefits to using this method of data collection, there were some limitations (refer to Section 3.2.1). Due to the potential impacts on activity during the COVID-19 pandemic, the scope of this project was extended to capture and analyse a second set of parking data in November 2022.







Figure 1: Hastings parking study area

1.2 Previous studies

1.2.1 Hastings City Centre Parking Strategy (2012)

The purpose of the 2012 study was to understand the demand for parking in Central Hastings and to compare how parking patterns had changed since the previous study in 2002. The parking review captured the parking inventory within the study area and the parking occupancy on a weekday and Saturday. A comparison of the total peak public parking occupancy on a weekday and a Saturday from previous studies was also included (refer to Table 1), indicating that whilst the 2012 survey recorded a small increase in the overall peak occupancy on a weekday, the total available parking supply was capable of meeting the demands at the time. The study identified that the areas within the CBD with the highest parking demands were the blocks adjacent to Heretaunga Street within the retail precinct.



Table 1: Average parking occupancy from surveys undertaken in 1998, 2002 and 2012.

Survey year	Weekday	Saturday
1998 (July)	59%	44%
2002 (October)	59%	48%
2012 (November)	65%	43%

A comparison of the parking supply found there was a 4% increase in the total number of public parking spaces available between 2002 and 2012. This was largely due to provision of three new Council off-street car parks.

### 1.2.2 Parking Monitoring Report (February 2016)

To understand the effects of a free parking trial in 2015, HDC commissioned a study to measure parking occupancy and duration of stay before and during the trial. A summary of the key data outputs from the report is provided in Table 2. Overall, there was a minor increase in parking occupancy as a result of the free parking trial, while duration of stay results were variable and inconclusive.

Table 2: Average parking occupancy and duration of stay before and during free parking trial - 2015

Occupancy		Before trial (Oct 2015)	During Trial (Nov 2015)	Difference
All parking areas (Total)	Thursday	57%	60%	3%↑
	Saturday	37%	40%	3%↑
Duration of stay				
Vehicles staying >1 hour	Thursday	4%	7%	3%↑
	Saturday	9%	7%	2%↓
Vehicles staying <1 hour	Thursday	96%	93%	3%↓
	Saturday	91%	93%	2%↑

Evaluation of retail spend during this time found a minor increase in retail spend over the trial period, albeit the review concluded this could not be directly attributed to the free parking trial. However, during this period there was a loss of \$805,000 of parking revenue.

Based on the findings from the study, HDC sought community feedback on the trial as part of the 2017/18 'Annual Plan' consultation, noting that to retain free parking HDC forecasted it would need to increase rates by 0.9% in 2017/18. The Council received nearly 3000 submissions, with 68% preferring the user pays (parking meters) options compared to 32% preferring a targeted rate increase. Note: the outcomes of this study were used as a case study in Waka Kotahi's National Parking Management Guidance (2022) to demonstrate an innovative approach to parking management

### 1.2.3 Parking Review Report (May 2018)

A high-level assessment was undertaken in 2018 to understand the potential impacts on parking patterns if HDC were to exempt residential developments in the Central Commercial Zone (CCZ) from having to provide on-site parking. The report reviewed car ownership data to determine the forecast parking demand generated by the 61 potential 'residential development sites' within the CCZ. This forecast demand was then compared to the parking occupancy data captured in 2015, to determine if there was sufficient capacity available to accommodate it, without adversely impacting on other user parking demands in the City Centre. The report concluded that there was sufficient public on-street and off-street parking to accommodate the forecast additional demand arising as a result of residential development in the CCZ.

*Note: changes to the NPS in 2020 mean that developments are no longer required to provide on-site parking (refer to Section 2.2.4).*



## 2 Strategic Context

### 2.1 Local

#### 2.1.1 Hastings City Centre Strategy 2030+ (2013)

The City Centre Strategy (CCS) is focussed on creating a strong, vibrant, compact, and resilient City Centre with a strong sense of place to make it a *City Centre of choice* for our residents and visitors. The CCS has provided the framework for regeneration of the City Centre, actioned through the Hastings City Centre Public Spaces Revitalisation Plan (2019). It identifies that *"a great City Centre has the right combination of on-and-off-street carparking, appropriate parking policies and fit-for-purpose transport options."*

The CCS acknowledges the role and importance of parking for businesses, shoppers, and visitors to the City. However, the strategy also recognises that providing and managing parking needs to be considered in the wider context of transitioning to low carbon modes such as electric vehicles, public transport, cycling and walking. The Strategy includes actions to identify opportunities to redevelop existing car parks into mixed use development, creation of new laneways to increase the permeability of the City Centre between commercial areas and car parks and ensuring parking facilities are appropriate and located in close proximity to attractions, destinations, and key activity precincts.

#### 2.1.2 Hastings City Centre Public Spaces Revitalisation Plan (2019)

The Revitalisation Plan has actioned the delivery of key projects within the CCS to enhance the amenity, attractiveness, and vibrancy in the City Centre. It identifies 23 activation areas within the City Centre including creation of pocket parks, street upgrades, amenity improvements, and creating pedestrian links between the retail and entertainment precincts to off-street car parks.

The completion of amenity improvements has resulted in a resurgence of activity, especially in the 'East End', which is developing into an entertainment precinct. In addition to Council's investment in streetscape improvements and the redevelopment of the Toitoti/Opera House and Municipal building, there has been substantial private and government investment within the CBD including:

- Eastern Police District Headquarters (Eastbourne Street)
- Tribune Development (Queen Street)
- Business HQ Hastings
- EIT Hastings Campus
- Countdown supermarket
- Hastings Health Centre
- Hastings Business Centre
- City Fitness redevelopment
- Regional Civil Defence upgrade
- Water Storage project
- Kiwibank service centre
- The Hive shared office workspace
- Quest Apartment Hotel (Opening scheduled for April 2023).

The plan recognises that removal of on-street parking is often required to achieve amenity improvements, however the plan also aims to improve access to off-street car parks.

#### 2.1.3 Hastings Long Term Plan (2021 – 2031)

The Hastings Long Term Plan (LTP) sets out the vision for the district and outlines the services, projects, and infrastructure HDC intends to deliver of the 10-year period and how these will be funded. The 2021-2031 LTP features eight key work areas that will contribute to achieving the community's aspirations. Of these, three work areas relate to parking in the City Centre:

- The economic powerhouse: work programme includes inner city living in Hastings City Centre and implementing parking sensor technology
- Getting around: work programme includes completing walking and cycling network development strategy and safety improvements
- Hastings Alive: work programme includes CBD vibrancy and activation plan.





The financial strategy within the LTP includes an early milestone of investing in additional parking capacity in Hastings (as well as Havelock North). This study will inform parking capacity decisions and investment.

#### 2.1.4 Heretaunga Plains Urban Development Strategy (HPUDS - 2017)

HPUDS is a strategy jointly developed by HDC, Napier City Council and Hawkes Bay Regional Council (HBRC) to provide a joint plan to sustainably manage urban growth across region. The Strategy recognises the importance of food production for the regional economy and the need to protect agricultural land from encroaching development. The strategy identifies a preferred settlement pattern of 'compact design', with the need for housing intensification. This settlement pattern aims to optimise land use and service infrastructure that can encourage walking, cycling and public transport. While increasing housing densities can create increased demands for on-street parking, residential development in commercial centres can contribute to more vibrant centres. This can reduce the need to travel and therefore vehicle ownership.

In 2024, the Future Development Strategy (FDS) will replace HPUDS. The FDS will need to ensure that land use is integrated with local and regional transport strategies to support a shift away from single occupancy vehicles to improve accessibility and reduce greenhouse gas emissions. Initiatives to improve public transport, walking and cycling will influence the demand for parking, however, changing how parking is managed can also influence how people choose to travel.

#### 2.1.5 Housing Development Capacity Assessment 2021

This report provides a review of the residential development patterns and conditions across Napier and Hastings, based on the current and future development capacity in light of anticipated demand. Hastings has an estimated capacity for an additional 7,330 standalone dwellings based on existing planning rules. However not all of these development opportunities are considered currently feasible in terms of returns and infrastructure constraints.

In terms of demand, the report found that the newly released growth projections in 2022 were substantially higher than the previous projections. Based on these increased population forecasts, Hastings is expected to have sufficient capacity over the short and medium term to meet estimated demand. However, the surplus over the medium term is relatively small and there is expected to be a housing deficiency in the long term, with some demand constrained by infrastructure deficiencies (e.g. stormwater and wastewater).

The report concludes that housing affordability and preferences (e.g. location, housing typology) will result in changing market demands in the future. In Hastings, this is expected to result in a shift from development in greenfields and rural areas, towards higher density urban redevelopment and infill. Increasing urban densities, combined with the removal of minimum parking requirements may lead to higher parking demands unless feasible transport choices are delivered.

#### 2.1.6 Hastings Active Transport Programme Business Case 2020

The Active Transport Programme Business Case (PBC) defines the problems and opportunities of Hastings' active transport network while outlining the key benefits derived from increased walking and cycling mode share. The PBC outlines how the influence of convenient and cheap parking has promoted private motor vehicle transport and car dependence, while discouraging walking and cycling (and public transport). The business case identified the need for a Parking Management Study and Plan as a key part of successful delivery of the Active Transport Implementation Plan for the District.

The PBC drew on the case study of parking changes implemented by the Hawkes Bay District Health Board. Provision of secure and sheltered cycle parking and subsidised public transport fares, combined with the implementation of staff parking charges saw mode share for cycling and walking increase among employees.

#### 2.1.7 Hastings Transport Network Programme Business Case 2020

The aim of this business case was to identify a programme of works to address key transport issues across Hastings. The business case demonstrated the dominance of private vehicle travel in Hastings, and the consequences that this has on health, carbon emissions and social/economic equity. It highlighted that the ease and convenience of private transport in Hastings District has hindered efforts to make walking and cycling attractive, despite increased investment in these modes. The preferred programme includes actions to improve public transport and enhance transport and land use integration. However, this business case does not outline actions to address other travel behaviours that leads to high car dependency (such as improving walking and cycling networks and managing parking), as this is covered in the Active Transport PBC

### 2.2 National and Regional Context

A summary of relevant key documents that drive the direction of planning and investment for transport that relate to 'parking management', are highlighted below:





### 2.2.1 Hawkes Bay Regional Long Term Plan (2021-31)

This Regional Land Transport Plan (RLTP) is the primary document guiding integrated land transport planning for the region. It outlines the key transport issues facing the region and identifies priorities for future transport investment that will contribute to achieving the agreed vision and objectives.

The vision for the RLTP is that the "Hawke's Bay's transport network fosters a vibrant, accessible and sustainable carbon neutral Hawke's Bay." The RLTP reflects the Central government's commitment and focus to reducing carbon emissions and seeks to reduce levels of private vehicle use. The Plan recognises how the design of the transport network including provision of parking in central city areas contributes to increasing emissions. One of the recommendations within the RLTP is for local authorities in the region to manage public parking in a way that disincentivises driving and encourages greater uptake of alternate modes.

### 2.2.2 Hawkes Bay Regional Public Transport Plan (2022 – 2032)

The vision for the Hawkes Bay Regional Public Transport Plan (RPTP) is *"To deliver a public transport system that is safe, increasingly used, integrated with other modes, and contributes to the economic, social and environmental well-being of the people of Hawke's Bay."* The Plan aims to improve and expand public transport infrastructure and services to support an increase in the uptake of public transport in the region.

The RPTP identifies the ease of access and low cost of parking within walking distance to the CBD as a key barrier to realising the vision for the RPTP. Part of their strategic response states that higher parking prices are needed to disincentivise private motor vehicle use. The RPTP also identifies improved secure cycle parking facilities at bus stops as a way to increase multi-modal journeys.

### 2.2.3 Government Policy Statement (GPS) on Land Transport (2021)

The Draft Government Policy Statement (GPS) on Land Transport 2021 outlines the Government's priorities for land transport, providing direction and guidance to those who are planning, assessing, and making decisions on transport investment for the next 10 years. The GPS 2021 builds on the strategic direction of the previous GPS and identifies four strategic priorities for investment, being safety, better travel options, improving freight connections and climate change.

### 2.2.4 National Policy Statement on Urban Development (2020)

In 2020, the Government mandated Councils to give effect to the National Policy Statement of Urban Development (NPS-UD) in their District Plans, where developments are no longer required to provide parking. HDC adopted this change in February 2022. The aim of this change is to "enable urban space to be used for higher value purposes than carparking". This change allows developers to determine the level of parking provision that will provide more flexible housing options, reduce development costs, and repurpose existing buildings (e.g. heritage buildings) for alternative uses.

However, without appropriate policies in place, there is a risk that reduced provision of on-site parking will create pressure on on-street parking supply. This is particularly the case in central and inner-city areas where residents of medium and high-density developments will compete for parking with local businesses and shoppers. The NPS-UD strongly encourages local authorities to manage and mitigate effects associated with the supply and demand of carparking through comprehensive parking management plans.

### 2.2.5 Emissions Reduction Plan 2022

The Emissions Reduction Plan (ERP) sets the direction for climate action for the next 15 years, with an overall goal of achieving an emissions reduction target of net zero greenhouse gas emissions by 2050. It establishes the policies and strategies needed to achieve interim targets towards 2050, and strategies to respond to the risks of climate change. The ERP includes an interim target to reduce total kilometres travelled by the light fleet by 20% by 2035 through improved urban form and providing better travel options.

Given transport is responsible for 40 per cent of carbon emissions in New Zealand (and about 20 per cent of all greenhouse gas emissions), it is crucial that national emissions reduction targets are supported through local government strategies, plans and policies, including parking management. Disincentivising private motor-vehicle transport using levers such as parking pricing is an effective way to encourage mode shift and emissions reduction targets.



## 3 Transport Context and Trends

Historic transport and land use planning in New Zealand has created cities where it can be challenging to get around without a private vehicle. Limited alternative transport options and deficient walking, cycling and public transport infrastructure means many people are dependent on driving to meet their daily travel needs. While this often results in high parking demand at key destinations, the availability and cost of parking itself has a significant influence on mode share. A summary of some of the key transport trends within Hastings that influence parking demand is provided below.

### 3.1.1 Mode Share

Private vehicles are the predominant mode for journeys to work, with 79% of Hastings residents travelling to work by car (refer to Figure 2). This is higher than the NZ average (73%), but lower than neighbouring Napier (81%). For journeys to work into Central Hastings (Hastings SA2 area), approximately 5,400 travel into the CBD, and of these, 4,900 travel by private vehicle. This equates to 91% of journeys to work into the Central City by private vehicle. Just 0.6% travel by bus into the CBD, and 7.2% walk or cycle. High private vehicle mode share for people working in the Hastings CBD results in high demand for long term parking.

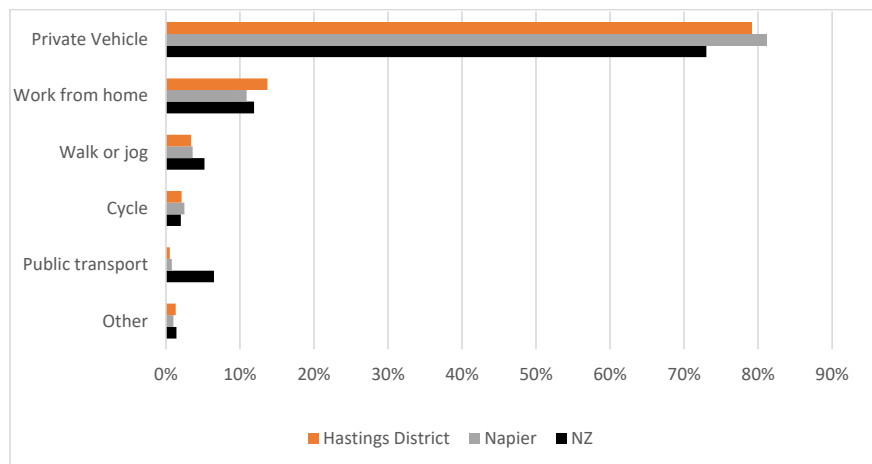


Figure 2: Comparison of journey to work mode share for Hastings, Napier and New Zealand (2018 Census)

### 3.1.2 Car ownership

New Zealand is one of the most car dependant countries in the world; in 2019 there were 818 light vehicles per 1,000 people in the country<sup>1</sup>. Car ownership across Hastings is growing, with a reduction in the number of households with access to one or no vehicles, and the number of households with two or more vehicles increasing (refer to Figure 3). However, in 2018, there were 1,524 households (6%) that had no access to a vehicle. These households are dependent on public transport, walking or cycling, or other methods of getting around. The rates of car ownership in the wider Hawkes Bay region as well as New Zealand is similar to Hastings.

<sup>1</sup> [https://www.ehinz.ac.nz/assets/Factsheets/Released\\_2021/Number-of-Vehicles.pdf](https://www.ehinz.ac.nz/assets/Factsheets/Released_2021/Number-of-Vehicles.pdf)



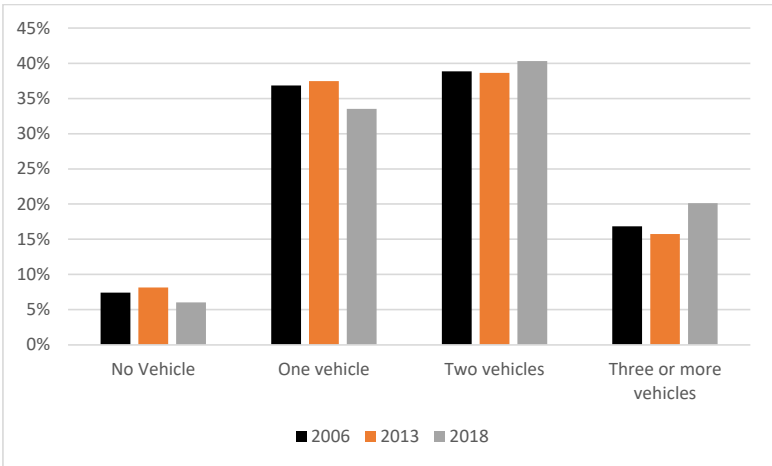


Figure 3: Car ownership in Hastings between 2006 and 2018 (Stats NZ)

3.1.3 Public Transport

Hawkes Bay is currently served by five public transport routes, with three of these services providing links between Hastings and Napier. In 2022, HBRC introduced a trial of an on-demand bus service (known as MyWay) that replaced three local routes. This new service has been successful, with patronage at an all time high. However, overall public transport patronage has been declining for many years (refer to Figure 4). Even prior to the impacts of COVID-19 in 2020 and 2021, Hawke's Bay's bus services faced service reliability issues and cancellations. In addition, most routes have poor frequencies, operating every 30-60 minutes, and weekend and evening services are limited or non-existent. The poor level of service combined with convenient and free or affordable parking at most destinations in Hastings means public transport is an unattractive transport option for many journeys.

Note that future changes to public transport are programmed for 2025, such as increasing frequency and service span and expansion of services to Central Hawkes' Bay, which is expected to increase patronage.

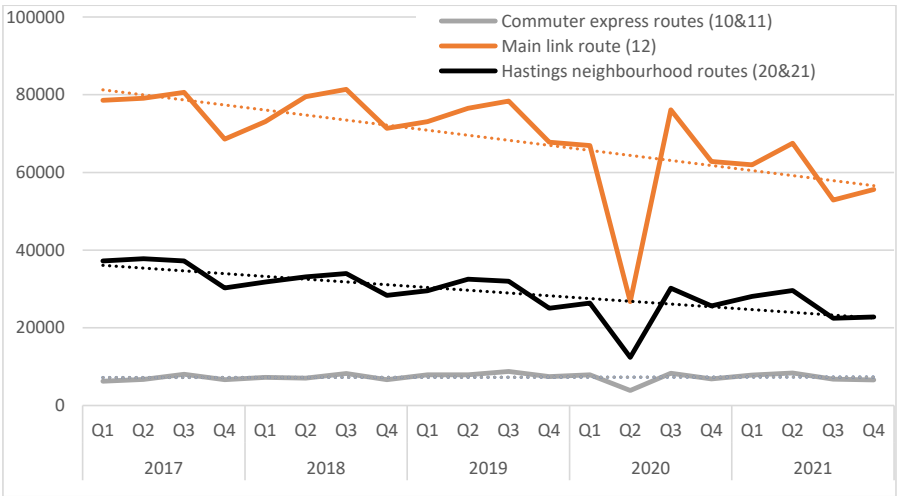


Figure 4: Bus patronage on key routes in Hastings 2017 - 2021

3.1.4 Cycle network

In 2010, Hastings was selected as one of two cities in New Zealand to become a 'model community'. Hastings benefited from significant central government investment to deliver safe and connected improve walking and cycling infrastructure. However, much of the cycle network in central Hastings consists of on-road cycle lanes that are not attractive to less confident riders (refer to Figure 5). This limits the uptake of cycling as a feasible transport option for many people in the community.



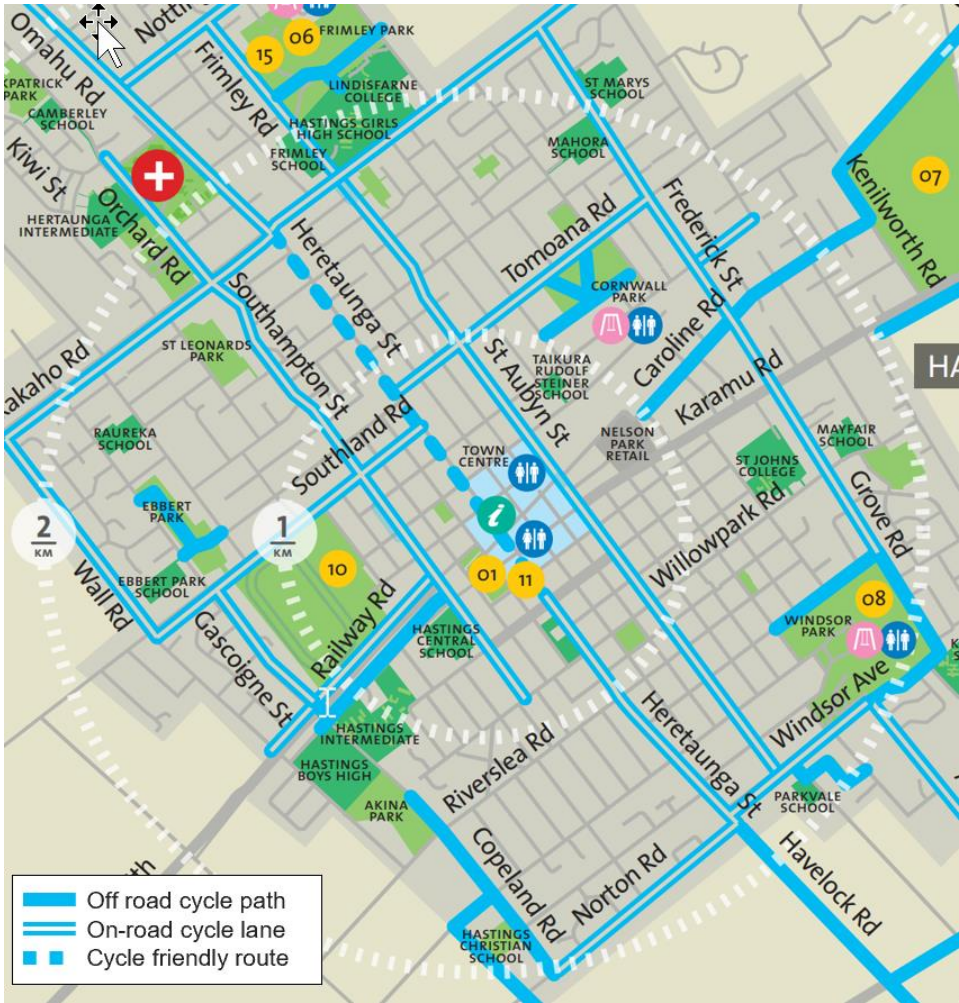


Figure 5: Cycle network in central Hastings





## 4 Parking Supply

This section provides a summary of the supply and demand of parking within the study area, as captured by on-site observations and survey data collection.

### 4.1 Inventory

An inventory of the number of public car parks and restriction type within the parking study area was captured in May 2022. This inventory, combined with the inventory captured in the previous parking study in 2012 is summarised in Table 3 below.

**Table 3: Inventory of public on-street and off-street parking within study area**

Inventory	Type	2012			2022		
On-street parking		Metered	Unmetered	Total	Metered	Unmetered	Total (increase/decrease compared to 2012)
Short stay	Loading	-	22	22	0	5	67 (45↑)
	P5	-			0	62	
	P15	6	23	29	0	10	10 (19↓)
	P30	-	15	15	1	13	14 (1↓)
	Subtotal	6	60	66	15	76	91 (10↑)
Medium stay	P60	432	424	856	403	448	851 (5↓)
	P120	23	144	167	80	196	276 (109↑)
	P180	135	-	135	135	38	173 (38↑)
	Mobility	-	15	15	14	36	50 (35↑)
	Subtotal	590	583	1173	632	732	1364 (191↑)
Long stay	P240	70	-	70	0	0	0 (70↓)
	All day	148	905	1053	0	739	739 (314↓)
Other		-	-	-	0	14	14 (14↑)
Total		814	1548	2362	647	1547	2194 (168↓)
Off-street				283			334 (51↑)

Table 3 identifies there are currently 2528 public carparking spaces, consisting of 2194 on-street and 334 off-street car parks. In addition, there are 184 leased car parks and an estimated 5650 private car parks. Overall, public carparking spaces make up around 30% of the total parking supply in the Central City.

A comparison of the number of spaces of each parking type is reflected by the arrows in the last column of Table 3, to reflect an associated increase or decrease as compared to the inventory in 2012. Overall, there are now 168 fewer public on-street parking spaces and 51 more off-street parking spaces, meaning there has been a net reduction of 117 spaces over the decade. This decrease in parking is largely attributed to the urban amenity, streetscape, and safety improvements on key city streets.

There are now fewer paid parking spaces overall, as compared to 2012. This is largely attributed to the removal of long term on-street parking, which is no longer available in the Central City (although there are some off-street car parks that allow for long term paid parking).

With respect to 'parking restrictions', there are now substantially more P5 and mobility parking spaces, and significantly fewer long stay parking spaces, with a general trend of reducing time limits overall.



## 4.2 Reserved parking

Reserved parking (or Special Parking Areas) designate parking spaces for the exclusive use of a specified category of user. They are generally signposted and used to prioritise access for specific users or vehicles such as mobility parking, loading zones, or bus stops. The designation may apply at all times or only during specified periods.

### 4.2.1 Mobility parking

Providing mobility parking is generally prioritised in terms of public parking provision to ensure spaces are available to those with the greatest need. Within the study area there are 50 public mobility car parks within the CBD. The map illustrated in Figure 6 highlights the geographic spread of public mobility spaces within the CBD highlighting areas with potential gaps such as Eastbourne Street, Market Street and Queen Street.

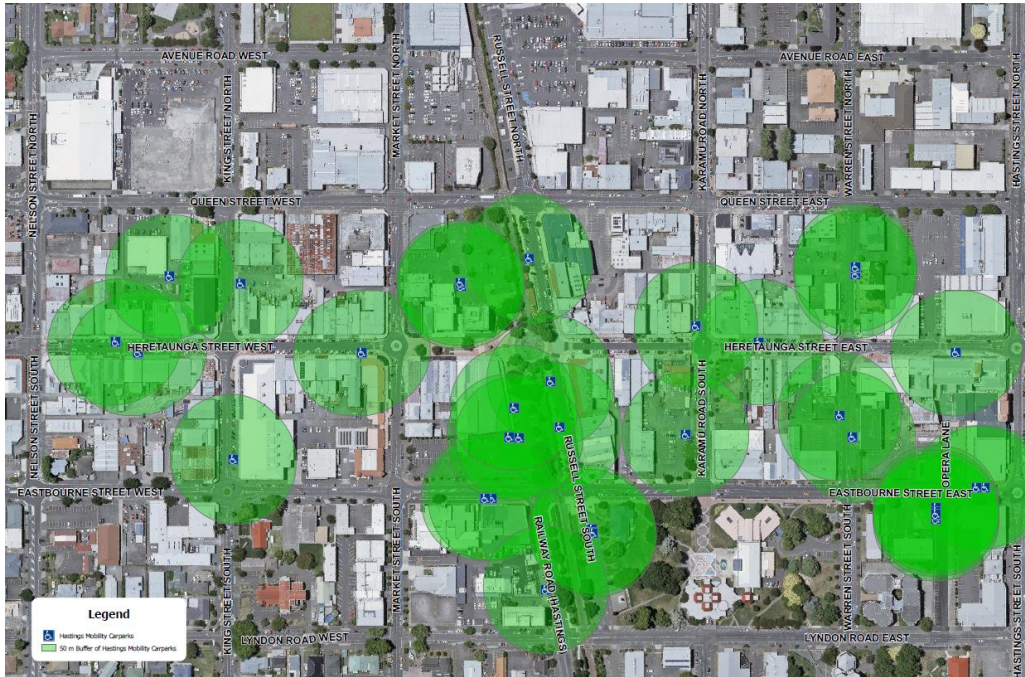


Figure 6: Locations of mobility carparking spaces in central Hastings

### 4.2.2 Leased parking

HDC currently provides 204 leased parking spaces across seven car parks in the central city. The car parks with the largest leased parking capacities are Market Street car park (65 spaces), Opera carpark (40 spaces) and Lyndon Road carpark (39 spaces). The cost for leasing a carpark is \$100 per month, providing reserved parking for leased parking permit holders during business hours (from 7:30am to 5:30pm Monday to Saturday only). Spaces are fully allocated and there is currently around 80 people on the waiting list for these spaces.

Note that the price of a leased parking space equates to approximately 60 cents an hour (based on a 40-hour week) or less than \$5/day. Substantial increases to HDC's hourly parking fees were introduced in 2021, and as a consequence these leased parking rates are now significantly lower than the equivalent casual parking rates, although they are on par with leased parking fees in other regional cities (refer to Table 9 later). A guide for establishing the cost for leased parking fees is as follows:

- Off-street hourly rate x 6 hours per day x 20 days a month.

For Hastings, this would equate to \$180 a month. While it is recommended that the monthly leased parking fee is reviewed (e.g. to \$120 to \$150 per month), an increase of this scale is not recommended.

### 4.2.3 Electric Vehicle (EV) charging infrastructure

Up until recently, uptake of electric vehicles (EVs) has been relatively low, with EVs making up less than 1% of all vehicles registered in New Zealand. With a goal of 30% of NZ's light vehicles to be electric by 2035, the central government introduced the Clean Car Discount in June 2021, subsidising the cost of EVs. While cost is a key barrier to



increasing the proportion of EVs in the fleet, the range of travel is another key barrier. While many owners of EVs charge their vehicles at home, provision of public EV charging points are vital to provide visitors and tourists with charging sites, as well as local residents who may need to ‘top up’ charging from time to time.

HDC currently provides two public EV charging spaces, located in the Northern carpark. A number of local businesses in and around the Central City also provide EV charging infrastructure including Countdown, the Warehouse, Ideal Electrical and Nissan. Given the anticipated growth in EVs, it will be imperative to address the need for adequate and efficient charging infrastructure to support the government’s transition to EVs. While it is recommended HDC provide some additional EV infrastructure across the central city, the market will need to respond to this growing gap (e.g. such as introducing EV charging stations at petrol station etc).

4.2.4    Bicycle parking

Across the central city, HDC has installed 54 bicycle parking stands (example shown in Figure 7). Data from the Hastings transport survey (refer to Section 9) found that 131 local businesses also provide bicycle parking. With the growth in uptake of more expensive bicycles such as e-bikes, there is a need to improve security. Napier has recently installed lockable bicycle cages (refer to Figure 8) and it is recommended HDC trial the introduction of similar cages in a few locations across the city and monitor their use.



Figure 7: Example of bicycle parking infrastructure in Hastings CBD



Figure 8: Bicycle parking lock up in Napier



## 5 Parking Demand – Data capture

Parking data was captured in both June and November 2022 to identify the level of parking demand in central Hastings. This section outlines how the data was captured and summarises key findings from the collected data.

### 5.1 LPR Technology

On-street parking demand was measured by Licence Plate Recognition (LPR) technology. This technology is increasingly being used for parking enforcement but has only recently started to be used to capture parking demand. A vehicle fitted with multiple cameras is driven along streets within a study area, capturing images number plates. The camera recognises and transposes the number plate outputs into a data set, along with the location and time of the event. The LPR data is used to measure how many spaces are occupied (occupancy), as well as how long vehicles stay parked in the same space (duration of stay).

#### 5.1.1 Validation of LPR technology

Capturing parking data using LPR technology is relatively new, and the project team wanted to validate the accuracy of the data outputs. A small trial run of the technology was undertaken on 15<sup>th</sup> June 2022 to validate the LPR data outputs. This was undertaken by comparing the outputs from the camera to video footage taken at the same time. The video footage captured 59 vehicles in total, while the LPR camera captured 57 vehicles. Of these 57 vehicles, just one number plate was incorrectly recorded. The reported confidence level for this vehicle was the lowest of all the data captured (17%) and was out by a single letter on the number plate. Overall, the data accuracy of the LPR camera outputs was 95%.

Validation of the data was repeated during the second capture of data in November, comparing the number of vehicles captured on video with those captured via LPR. The video footage showed 286 vehicles, while the LPR data captured 268 vehicles, equating to 94% accuracy.

#### 5.1.2 Parking Survey Data Capture – June/August 2022

Data for the parking study was captured from Thursday 16<sup>th</sup> to Saturday 18<sup>th</sup> June 2022, from 9am to 4pm on weekdays, and 9am to 2pm on the Saturday. The aim was to use the LPR vehicle to capture hourly data on parking occupancy for public on-street and off-street carparking over the entire study area, and duration of stay for seven streets in the city. This involved the vehicle driving along each street and within each public off-street carpark within the study area.

However, the initial data capture run took significantly longer than anticipated. It was agreed to just focus on capturing on-street carparking within a scaled back study area (refer to the area within the black box in Figure 9) to maintain an hourly rate of data collection is order to capture parking occupancy as well as duration of stay data. However, the initial data collection run provides a snapshot of the parking occupancy over the whole area as well as the public off-street carparks during this time.

Due to the limitations of the LPR data described above, and a free parking trial during July 2022, off-street parking demand was captured separately throughout August 2022 by HDC staff. Data from these manual surveys was integrated with the LPR data to provide an overall representation of parking demand across the central city.

#### 5.1.3 Parking Survey Data Capture – November 2022

The second parking survey data collection was undertaken from 7<sup>th</sup> to 12<sup>th</sup> November. This survey period was expanded to explore whether there were different demands during the week as a result of people working from home and included capturing evening parking demands. The data runs were as follows:

- (Day) Monday, Tuesday, Friday – capture on-street parking in wider area (2 runs): 9am-12pm and 1pm-4pm
- (Day) Wednesday, Thursday, Saturday – capture CBD every 2 hours 9am, 11am, 1pm, 3pm
- (Night) Tuesday, Thursday, Saturday – capture CBD every 2 hours (5pm, 7pm, 9pm, 11pm).

There were a number of key differences in the methodology of the November 2022 compared to the June 2022 data capture, due to lessons learned as well as to obtain data on specific trends. These differences include:

- Duration of stay data was not collected during the November 2022 data capture as it requires more frequent LPR runs. The outputs from the June 2022 provides sufficient data on how long people are staying. A lesson from the June 2022 data collection was that it took longer than an hour to capture data in the core CBD area
- Occupancy of the wider area was captured twice a day for three days, recognising that this also took much longer than originally expected
- A full work week of data was collected to understand whether there were differences between days of the week that may be indicative of potential working from home trends
- Evening data was captured over three nights



- HDC staff manually captured data in Council's off-street car parks at the same times and frequency as the LPR data, to provide an overall representation of parking demand across the Central City.

#### 5.1.4 Longitudinal (Long-term) Trends

In addition to the data captured through the parking surveys, HDC also captures weekly parking occupancy data using CCTV. The CCTV camera footage monitors 288 spaces, located across the city. This data source is especially useful to provide longer term monitoring of parking patterns and trends across the City.





## 6 Parking demand – June/August 2022 survey

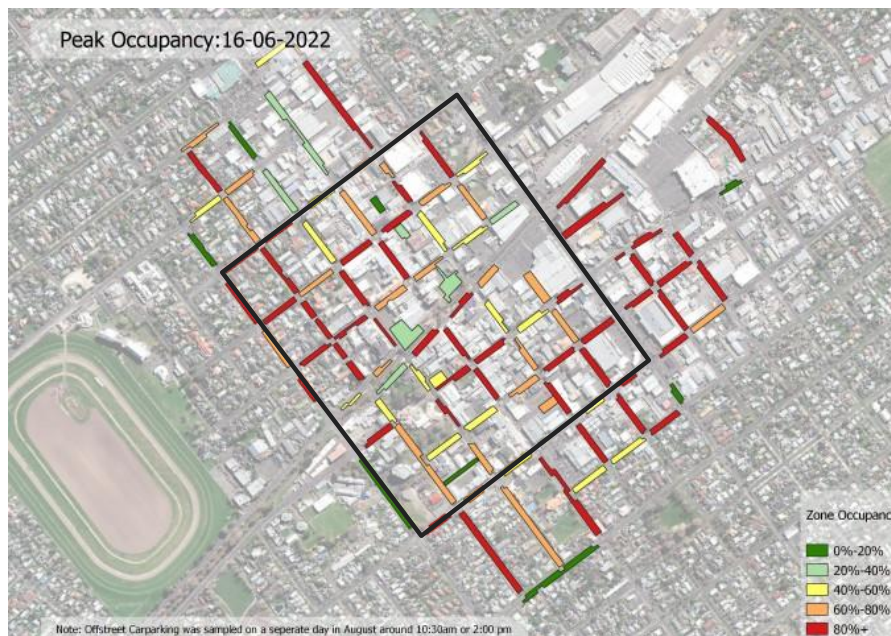
The LPR data was analysed to determine parking occupancy across the wider study area as well as the inner cordon area (CBD). As off-street data was not collected by the LPR vehicle on the Friday and Saturday during the June 2022 survey period, HDC staff undertook several manual counts of off-street carparking demand during August 2022 which has been integrated with the LPR data.

### 6.1 Weekday (June 2022)

Parking occupancy across the wider area was measured on Thursday 16<sup>th</sup> June 2022. While only a single run of parking data was captured for the wider area (between 9am and 12pm), it is especially useful to understand commuter parking demand on the fringe. It was also the only survey run that captured the occupancy of HDC's off-street carparks using the LPR vehicle.

The parking occupancy recorded across the wider study area is illustrated in Figure 9 below, noting that survey areas/blocks are shown separately to illustrate the localised patterns and trends. The average recorded occupancy across the wider study area at this time was 69%.

A target occupancy of 85% is an industry standard that represents an efficient use of the parking resource, translating to around one in every seven spaces available. This target aims to ensure there are spaces available and the use of valuable on-street spaces are optimised.



**Figure 9: Parking occupancy for the wider study area – Thursday 16th June 2022**

As shown in Figure 9, occupancy varies considerably across the city due to different demands, restrictions, and pricing. The data<sup>2</sup> highlights high parking occupancy (>80%) on streets on the fringe of the city, reflecting high commuter parking demands due to free and unrestricted parking in these areas. High parking occupancy is also evident in the commercial precinct at the core of the CBD, particularly Heretaunga Street, King Street, Lyndon Street, Russell Street and Karamu Road. Most off-street carparks show relatively low parking occupancy at this time.

On Friday 17<sup>th</sup> June, parking occupancy across the inner CBD cordon was recorded every hour, between 9am and 4pm. The average on-street occupancy within the CBD ranged from 50% at 3pm to 80% at 11am, while the overall peak

<sup>2</sup> Note roadworks at the eastern end of Heretaunga Street restricted vehicle access, and occupancies for this block could not be recorded





occupancy for both on-street and off-street parking was 75%, which occurred between 11am – 12pm, as shown in Figure 10. It highlights high parking demand on many of Hastings’ streets in the core CBD area, and some areas of lower demands on the fringe of the CBD, particularly to the south. Off-street parking demand was especially high in Southern, Eastern and Opera car parks, which all exceeded 94% occupancy.



Figure 10: Friday peak parking occupancy (inner cordon) - 17th June: 11am – 12pm

6.2 Weekend (June 2022)

Parking occupancy was recorded every hour on Saturday 18<sup>th</sup> June, between 9am and 2pm. The recorded average occupancy ranged from 36% at 9am to 56% at 11am. Figure 11 below shows the occupancy for on-street and off-street parking in the CBD during the peak, occurred between 11am – 12pm. It shows high parking demand on Heretaunga Street and King Street, but low occupancy on the fringe of the CBD. Off-street parking demand was lower on the Saturday than the Friday, although occupancies of Opera, Eastern, King and Queen car parks ranged from 66 – 80%.



Figure 11: Saturday peak parking occupancy (inner cordon) - 18th June: 11am – 12pm

6.3 Off-street parking occupancy – August 2022

An analysis of parking occupancy of each of the off-street car parks (captured manually by HDC staff in August 2022) is shown in Table 4. It shows the variability of demand between the car parks, noting the car parks with the highest weekday



demand are Opera, Southern and Eastern. The Opera carpark is not metered and is the only free HDC carpark within the CBD. It also is adjacent to a popular city gym. The Southern and Eastern carparks are large car parks that provide convenient parking in the heart of the city.

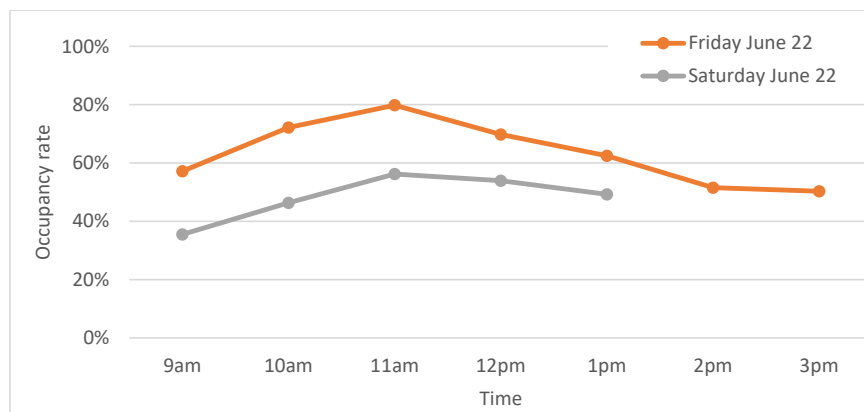
Conversely, the Lyndon, Queen and Market carparks have much lower parking demand. The Lyndon and Queen carparks are located on the periphery of the city and therefore are not as convenient to key destinations. The Market Street carpark is Hastings' smallest car park and is subject to a short time restriction (P60) unlike the neighbouring Northern carpark, which is larger and allows all day parking. The peak parking occupancy of the off-street carparks was 67% on a weekday, and 49% on a Saturday.

**Table 4: Occupancy of off-street carparks – August 2022**

Carpark	Capacity	Occupancy	
		Weekday - Friday (5 <sup>th</sup> August, 2pm)	Weekend - Saturday (13 <sup>th</sup> August, 10:30am)
Lyndon	39	5%	8%
Opera	38	100%	66%
Eastbourne	40	90%	80%
Southern	83	94%	36%
Northern	75	73%	48%
Market	12	33%	17%
King	16	38%	75%
Queen	31	19%	71%
Average		67%	49%

## 6.4 Daily profile of parking occupancy – June 2022

The variability of on-street parking occupancy over the course of the day was analysed from the LPR data and is shown in Figure 12. Parking occupancy is at its highest between 11am – 12pm on both the Friday and Saturday. The occupancy of on-street parking ranged from 50% - 80% on the Friday and 36% to 56% on the Saturday.



**Figure 12: Daily profile of on-street parking occupancy – June 2022**

## 6.5 Comparison of parking demand based on parking type – June/August 2022

Parking management tools such as pricing and restrictions influence parking demand and patterns and provide access to parking for different users such as shoppers and commuters. A summary of the peak demands based on the type of parking such as metered, restricted and unrestricted areas, as well as on-street or off-street locations, is shown in Table 5. It shows the highest parking demands in the unrestricted areas, which are located on the fringe of the central city. This reflects the commuter demands for free parking, as well as the residential demands on the weekend. Demands for on-street parking are higher than off-street parking, as on-street parking is generally more convenient. Similarly, there



are also relatively high demands within the metered and restricted parking areas, which apply in the heart of the central city, providing convenient access to local shops and businesses.

Table 5: Summary of peak parking occupancy based on type of parking – June/August 2022

Type of parking	Friday	Saturday
Metered areas	77%	56%
Restricted (unmetered)	74%	47%
Unrestricted (inner area)	90%	92%
On-street	79%	56%
Off-street	67%	49%
Total	75%	53%

Item 6



## 7 Parking demand – November 2022

A repeat of the LPR survey was undertaken between 7<sup>th</sup> to 12<sup>th</sup> November 2022, capturing data each day over the six day period (refer to Section 5.1.3).

### 7.1 Weekdays (November 2022)

For the November 2022 survey period, Monday had the lowest overall peak parking occupancy (on-street and off-street combined) for a weekday, with just 53% occupancy recorded at the busiest time of the day (refer to Table 7). The busiest day of the week was Wednesday, which had 68% occupancy between 11am and 1pm on the Wednesday. Figure 13 shows the parking demand at this peak time, highlighting strong parking demand (>80%) on Southampton and Lyndon Streets. This reflects strong commuter demands as some blocks on these streets have unrestricted parking. High demands are also evident on parts of Heretaunga, Eastbourne and Russell Streets due to their convenience to core retail precinct, as well as the Opera carpark, which provides free parking.



Figure 13: Weekday peak parking occupancy was recorded on Wednesday 9<sup>th</sup> November 2022 (11am to 1pm)

### 7.2 Weekend (November 2022)

Peak parking demand on Saturday occurred between 11am and 1pm, with 50% of spaces within the central city area occupied. Figure 14 shows the occupancy for each block in the CBD at the busiest time, which was also between 11am – 1pm. Overall, the 'westside' of the central city has higher parking demands, including Heretaunga and Eastbourne Streets given their predominantly retail function that is popular with shoppers. Streets on the city fringe have low occupancy, along with some of the off-street car parks in the central city.







Figure 14: Weekend peak parking occupancy was recorded on Saturday 12<sup>th</sup> November 2022 (11am to 1pm)

### 7.3 Off-street parking occupancy – November 2022

Occupancy data for the off-street carpark was analysed to determine peak occupancy and variations of demand between each carpark, as summarised in Table 6. The peak occupancy of the off-street carpark occurred during the week on Tuesday 8<sup>th</sup> November between 11am – 1pm, and on Saturday between 11am and 1pm.

Table 6: Peak occupancy of off-street carpark - November 2022

Carpark	Capacity	Occupancy	
		Weekday – Tuesday (8 <sup>th</sup> November, 12pm)	Weekend – Saturday (12 <sup>th</sup> November, 11am)
Lyndon	39	26%	0%
Opera	38	97%	58%
Eastbourne	40	58%	33%
Southern	83	64%	35%
Northern	75	69%	17%
Market	12	58%	42%
King	16	94%	75%
Queen	31	23%	55%
Average		61%	33%

Overall, the average peak parking demand across HDC’s off-street carpark captured in November 2022 was somewhat lower than the results from August 2022, acknowledging the data sets reflect a snapshot of activity in an area at that point in time. This variability may be influenced by multiple factors such as a community event, COVID-19, road closures, time of year and weather. However, as the November 2022 data was captured frequently over a week, the parking demand at this time of year is considered more reliable and reflective of ‘normal’ design week peak demands (refer to Section 8).

As per the data captured in August 2022, the Opera carpark had the highest occupancy of all the off-street carpark, given it’s currently free. By comparison, the Lyndon and Queen carpark had the lowest occupancies. However, the King



carpark also experienced high demands on both the weekday and weekend, which was not the case in August, whilst demand for parking at the Southern and Eastern carparks was much lower in November as compared to August.

## 7.4 Daily profile of parking occupancy – November 2022

The profile of the change in parking occupancy over each day surveyed is shown in Figure 15. The graph shows the highest peak demands occurred in the middle of the day, with peak parking occupancy occurring on Wednesday 9<sup>th</sup> November between 11am to 1pm (68%). This is somewhat lower than the peak parking occupancy recorded in June 2022 (75%).

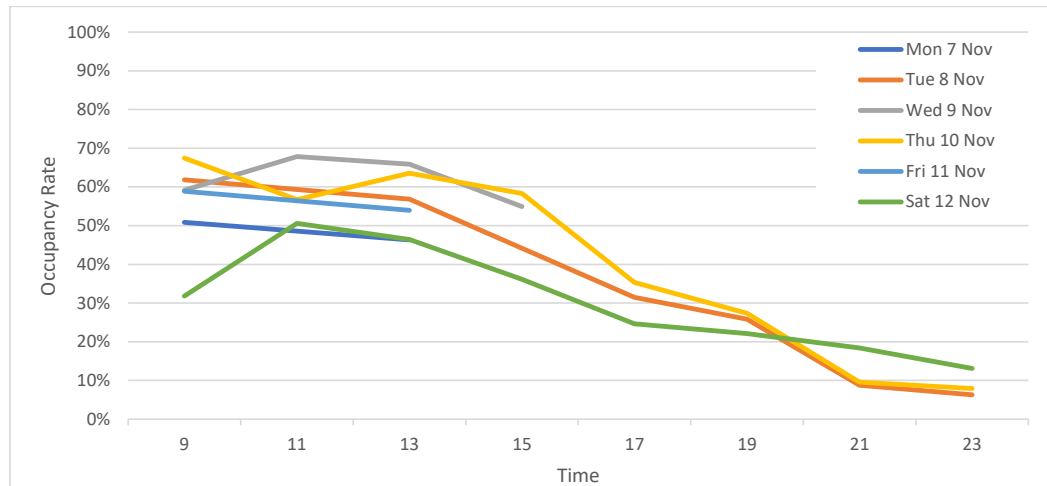


Figure 15: Daily profile of on parking occupancy – November 2022

Parking occupancy on the Saturday was significantly lower than on weekdays, with the exception in the late evening. This high demand is likely due to the women's world cup rugby grand final game, featuring New Zealand's black ferns, as well as the Autumn Nations Series rugby match between Samoa and Georgia. This high demand on Saturday evening was also reflected in the occupancy of the centrally located Northern carpark, which was 100% occupied on Saturday night between 9pm to 10pm (refer to Figure 16) and 73% occupied between 11pm to 12pm. The highest early evening occupancy was recorded on the Thursday night between 7pm – 8pm (refer to Figure 17) with high demands on Heretaunga Street and other streets on the 'eastside' of the CBD. This area is Hastings' entertainment precinct, and the Seasons Concert was playing at Toitoe that night.



Figure 16: Parking occupancy on Saturday 12th November between 9pm-10pm



Figure 17: Parking occupancy on Thursday 10th November between 7pm-8pm

Another observed trend from the daily profile of parking demand is the slightly lower parking occupancies recorded on Monday and Friday compared to other days of the week. These minor differences may potentially reflect anecdotal feedback and observations of less activity in the central city due to higher number of people working from home on these days, although economics transactions data show no significant changes to activity based on day of the week pre and post COVID-19 (refer to Appendix B).





### 7.5 Comparison of parking demand based on parking type – November 2022

A summary of the peak parking demands in November 2022 based on the type of parking is shown in Table 7. This table shows similar trends to the data captured in June 2022, with the highest parking occupancies recorded in the unrestricted parking areas on the city fringe and the demand for on-street parking is higher than off-street parking. In general, the occupancy data recorded in November shows lower parking demand than the data recorded in June. Note occupancies of over 100% can occur as a result of illegally parked vehicles, or where parking areas are not individually line marked, and vehicles are parked closed together.

Table 7: Summary of peak parking occupancy based on type of parking – November 2022

Type of parking	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Metered	37%	59%	67%	62%	60%	73%
Restricted	53%	62%	70%	75%	57%	50%
Unrestricted	82%	100%	105%	120%	89%	46%
On-street	58%	73%	75%	78%	67%	58%
Off-street	51%	61%	55%	57%	54%	33%
Total	53%	67%	68%	67%	63%	50%

This table also shows the variability of parking demand each day, highlighting lower peak parking demands occurring on Monday and Friday, potentially due to higher numbers of people working from home on these days.



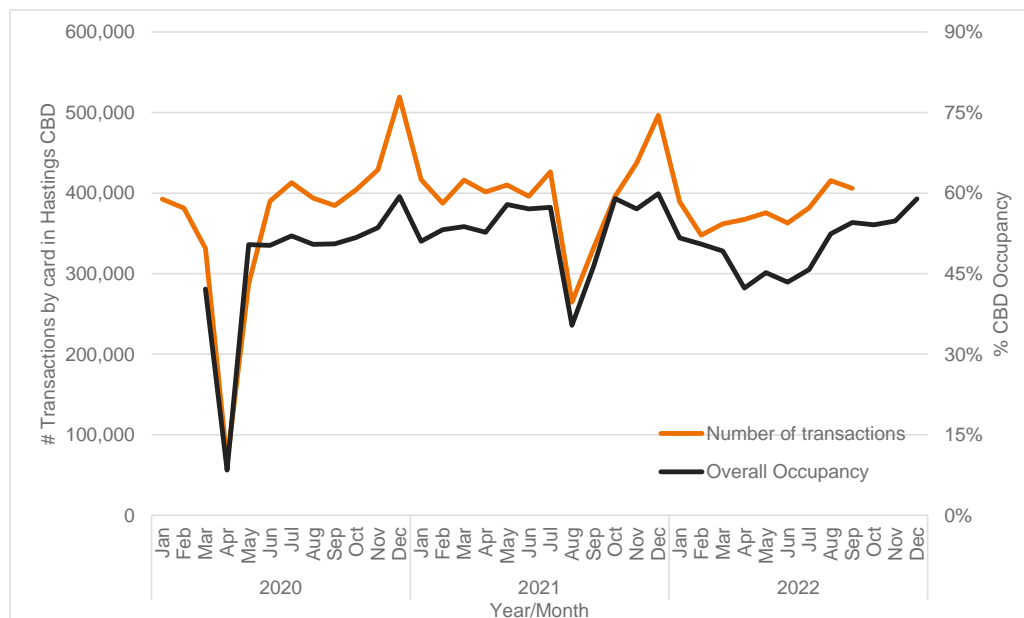
## 8 Other trends

### 8.1 Long term trends

HDC captures the parking occupancy of 288 on-street parking spaces located across the CBD through CCTV cameras. This represents 18% of HDC's parking supply and is captured three times a day. CCTV parking occupancy data has been captured since 2 March 2020, and shows long term trends, such as seasonal variation and impacts of changes such as COVID-19 lockdown periods and changes to parking management. In 2022, the average recorded occupancy to date is 50%, compared to 52% in 2021.

The long term parking occupancy data was also compared against the number of card transactions in Hastings CBD, supplied by Marketview (refer to Figure 18). It shows a very strong correlation between parking occupancy and the number of transactions. The data also highlights the two troughs in 2020 and 2021 as a result of the COVID-19 lockdown periods, and peak parking demands and spending each December as a result of Christmas and summer holidays.

The CCTV data also highlights there was no observable positive impact on transactions or increased parking occupancy as a result of the free parking trial during July 2022. Rather, transactions and occupancy were substantially higher in August 2022 when parking charges were reinstated. This aligns with the evaluation of Hastings' 2017 free parking trial (refer to Section 1.2.2), which was inconclusive about the effects on the retail activity or vibrancy in Hastings CBD but resulted in the loss of parking revenue. While the data shows a strong correlation between occupancy and the number of transactions in the CBD, both free parking trials have not resulted in economic benefits for the City.



**Figure 18: Comparison of CCTV parking occupancy data and the number of card transactions in Hastings CBD (Source: Marketview)**

The frequency of capture of the CCTV data means under normal circumstances it can also be used to identify a parking 'design week'. This reflects the parking demands for the fourth busiest week of the year and is industry practice for determine peak parking demands. In 2021, the fourth busiest weeks of the year (in terms of occupancy) occurred in the weeks commencing 25<sup>th</sup> October and 1<sup>st</sup> November. While this aligns with the November 2022 survey period, and historically the design week does generally occur during this time of year, trends over the past few years have been significantly influenced by the COVID-19 pandemic and do not represent typical trends.

### 8.2 Duration of stay

Duration of stay refers to how long a vehicle is parked in the same location. The duration of stay of on-street parking was captured in June 2022 using licence plate data each hour. It provides some insights into driver behaviour, although it is not fine grained enough to capture turnover and short-stay parking demand (e.g. P5 or P30 restrictions). Furthermore, parking restrictions will influence duration of stay, with most parking within Hastings limited to two hours.



Figure 19 shows most vehicles stay one hour (around 80% on both Friday and Saturday), while around 90% of drivers stay for two hours or less (this includes those that stay for ≤1 hour).

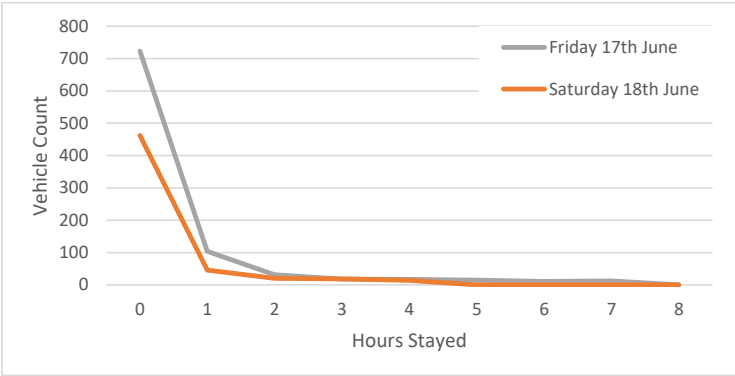


Figure 19: Parking duration of stay in Hastings CBD – June 2022

Analysis of the duration of stay for metered, restricted (unmetered) and unrestricted parking areas was also undertaken. As expected, the metered car parks that are located in the core of the CBD generate the greatest turnover, with nearly all vehicles staying ≤ 2 hours, as summarised in Table 8.

Spaces that are just managed using time restrictions have a lower turnover than the metered car parks, with around 90% of vehicles staying ≤ 2 hours. Conversely, unrestricted car parks are attractive to commuters and have the lowest turnover. Only about half of the vehicles in unrestricted areas stayed ≤ 2 hours, while 17% of vehicles were recorded staying more than six hours on the Friday.

Table 8: Parking duration of stay - by restriction

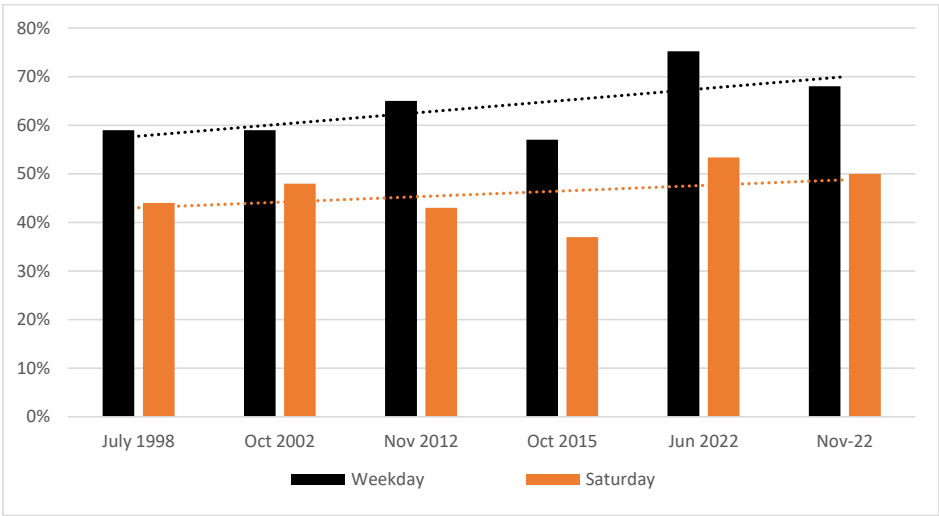
Heading	Duration	Metered	Restricted (unmetered)	Unrestricted
Friday 17 <sup>th</sup> June 2022	<1 hour	87%	77%	40%
	<2 hours	96%	88%	50%
	> 6 hours	0.3%	2%	17%
Saturday 18 <sup>th</sup> June 2022	<1 hour	88%	80%	51%
	<2 hours	98%	91%	68%
	> 6 hours	0%	0%	0%

### 8.3 Historic comparison of parking demand

A comparison of the peak parking demands from previous studies and the outputs from the parking surveys undertaken in 2022, are shown in Figure 20.

The graph shows an overall growth in parking demand as a percentage of parking supply over the past 24 years. As outlined previously, parking studies capture a snapshot of parking demand at a point in time and the level of activity is influenced by many factors. These historic studies were taken at different times of the year, and the study area in the first three studies was smaller than the subsequent three survey periods. Furthermore, the two survey periods captured within this study have been influenced by the COVID-19 pandemic. Parking demand is also dependent on the supply of parking as well as any applicable management tools such as pricing and restrictions, which change frequently.





**Figure 20: Historical changes in peak parking demand over time**

Overall, the peak occupancy remains well within the 85% occupancy target. Higher occupancy levels mean drivers will be circulating in city streets looking for parking and contributing to congestion; lower occupancy levels signify that there is too much parking available or public space is not being used efficiently.



## 9 Transport survey

HDC were keen to understand the travel behaviour and trends of local employees in the Hastings CBD to inform the parking study. In 2022, HDC staff surveyed 417 local businesses, capturing the travel habits of 3,240 staff, as well as 226 HDC staff. Questions included how staff travelled to work, where staff parked, the availability and number of parking spaces on site, and whether the business has secure bicycle storage and shower facilities (refer to Appendix A for survey questions).

Analysis of the staff working at local businesses found 90% travelled to work by private vehicle, 8% used active modes (walking, cycling, scooting), while only 2% of employees used public transport (refer to Figure 21). These values strongly correlate to the census data outputs of employees who work in Hastings SA2 census area (refer to Section 3.1.1).

Although the mode share for public transport and active modes were low among respondents, many businesses reported that they provide options that support mode shift away from private vehicles for its employees. Of the responses received for these questions, 45% provided bicycle storage and/or shower facilities, while 46% of employers stated they allowed workplace flexibility for employees to accommodate for bus timetabling. Analysis of employee parking habits found 50% of staff who travel by private vehicle park at their workplace, while 38% park on street (refer to Figure 22). The bulk of employees who drive to work do not pay for parking (78%).

Working from home (WFH) behaviour has become more acceptable as a result of the COVID-19 pandemic and this was also explored in the survey. Of the 73 surveyed Hastings CBD businesses that give the option to work from home, the majority of their employees spent at least 2 days a week in the office. This shows that although WFH has become a popular option where available, there is still high demand for commuter transport into the Hastings CBD.

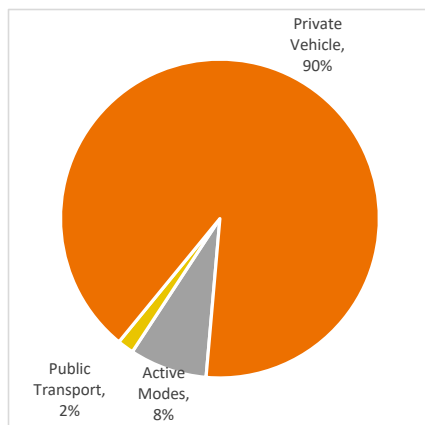


Figure 21: HDC 2022 transport survey - CBD employee journey to work mode share

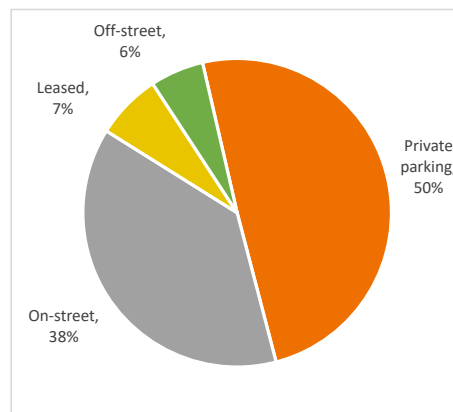


Figure 22: Hastings CBD Employee parking habits

### 9.1 Parking issues at Toitoti

The redevelopment of Toitoti (Hawke's Bay Arts and Event Centre/Opera House) was completed in 2020, providing a central city venue for theatre, shows and conferences, as well as community and school events. The venue does not have dedicated off-street parking, relying on parking in surrounding streets. Most events (approximately 70%) are held during the evening when parking demand across the CBD is low. However, for daytime events, visitors to Toitoti often face challenges finding parking as they are competing with shoppers, staff, and other visitors to Hastings. Visitors such as conference attendees find it especially difficult to find convenient long-term parking, given on-street parking is restricted to two hours and nearby off-street parking is limited, with the Opera carpark often full as it provides free parking (and is also time restricted to two hours). When parking demand is high, some Toitoti customers park in nearby private business carparks such as New World, which can be challenging for both businesses to manage and control. Toitoti sends out information to promoters on the carparking availability options, however there are limited long term options for daytime events.

In September 2021, Toitoti ran a customer feedback survey completed by 883 people. Nearly all respondents (98.7%) were satisfied or very satisfied with their overall experience at Toitoti, however around 30% were unsatisfied with parking.

More than 100 respondents (12.3%) said parking stops them from attending shows and events at Toitoti, with five pages of the report dedicated to feedback and comments just related to parking.



## 10 Parking Management in Hastings

### 10.1 Pricing and restrictions

Pricing is used often in conjunction with time restrictions to manage parking demand and encourage turnover in the CBD. The metered area, as well as unmetered area where time restricted parking applies, is shown in Figure 23 below. Within the metered areas, parking fees are \$2 per hour for on-street parking and \$1.50 per hour for off-street parking. Metered parking applies from Monday to Friday from 8am to 6pm, and on Saturday from 8am to 2pm.

Restrictions are widely used across the central city in the paid and unpaid parking areas. Within the CBD, on-street parking is generally restricted to two hours, while off-street parking restrictions are generally three hours. Parking on the fringe of the CBD is generally free, however time restrictions of one to two hours are used to manage demand and discourage long term commuter parking in some areas.



Figure 23: Metered, time restricted and unrestricted parking areas within parking study area

### 10.2 Enforcement

At the time of writing, HDC had five parking officers who are responsible for enforcement of parking restrictions (and expired warrant of fitness and vehicle registrations) Parking officers issue around 20,000 parking tickets per year, however there have been significantly fewer tickets issued over the past two years due to COVID lockdowns. Pay by plate parking machines were introduced in 2020 which allows parking officers to determine whether the meter has expired (\$12 offence) or whether there was no payment (\$40 offence).

Hastings are currently exploring opportunities to use licence plate recognition (LPR) technology as an enforcement tool. While it does have some limitations, LPR is being successfully used for enforcement by Auckland Council and Tauranga City Council.

### 10.3 Revenue

In 2020/21, Council received nearly \$620,000 in revenue from parking meters located across the city. Parking meter revenue makes up 35% of the total revenue from parking activities, with the remaining revenue generated from parking, registration and outstanding vehicle warrant of fitness and infringements. On-street carparks generate nearly twice as





much revenue as off-street carparks, which is expected given that there are substantially more metered on-street carparks, and the fees for on-street parking are higher.

Revenue from parking meters and infringements over the past five years has been variable, although Figure 24 shows a general overall increase, largely due to increasing revenue from infringements. In February 2020, HDC replaced its 'lollipop' parking meters for each bay with multi-bay pay-by-plate parking machines. This improved the efficiency of enforcement as well as allowing drivers to pay for parking using cash, credit cards as well as phone apps. In August 2021, HDC increased parking fees from \$1/hour to \$2/hour, and from \$0.50 to \$1.50 for off-street parking. However, impacts from the COVID-19 lockdowns in 2020 and 2021 resulted in reduced economic activity which is reflected in parking meter revenue.

HDC holds parking revenue in a parking reserve account. This income is cordoned to cover machine replacement costs, as well as economic development activities in the CBD such as the redevelopment of laneways.

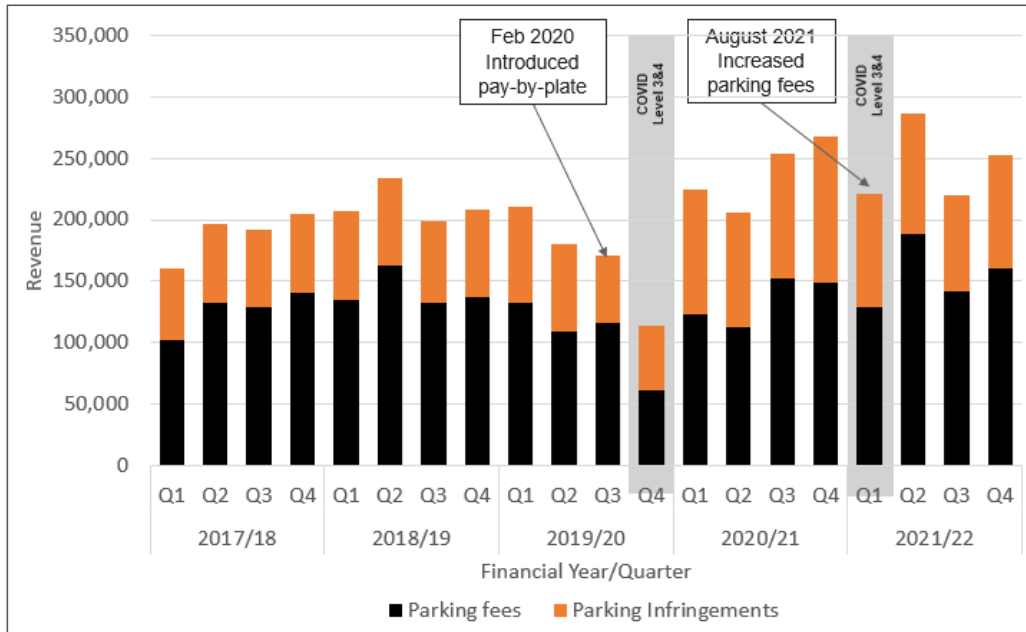


Figure 24: Hastings parking revenue (2017/18 - 2021/22)

## 10.4 Monitoring

Current monitoring of parking undertaken by HDC includes weekly parking occupancy of 288 spaces using CCTV cameras, and data obtained from enforcement and revenue reporting. HDC also maintains and updates a database of its public parking assets and relevant restrictions within the central city. However, widespread monitoring of parking occupancy is only undertaken every few years to inform changes in policy or consultation processes. Frequent monitoring of parking occupancy provides critical information to inform decisions about making changes to parking assets, pricing, and restrictions. LPR technology provides an opportunity to improve future data capture, monitoring and enforcement.

## 10.5 Parking management in other regional centres

Table 9 below provides a comparison of parking in other regional centres in New Zealand. It highlights that the \$2/hour fee in Hastings CBD is comparable to most centres, with the exception of Napier which is \$1/hour. However, unlike some other centres, both Hastings and Napier provide free parking on the fringe of the CBD. The table also shows that leased parking fees in Hastings are generally on par with the other centres.



Table 9: Comparison of parking fees in regional centres

Provincial Centre	On Street Charge		Off Street Charge	
	Central (\$/hr)	Fringe (\$/hr)	Pay and Display (\$/hr)	Leased
Hastings	\$2.00	\$2.00	\$1.50	\$100/ month
New Plymouth	\$2.00	Free (P120)	\$2.00	\$21 - \$43/week
Wanganui	\$2.00	\$1.00	\$0.50	\$20/ week
Palmerston North	\$1.70	\$1.70	\$1	\$65-\$130/ month
Whangarei	\$2.00	\$1.00	\$1.00 - \$2.00/hour	\$20.50 - \$43/month
Napier	\$1.00	\$0.60	\$0.60 - \$2.00/hour	\$25 - \$30/week

Item 6



## 11 Future Growth and Parking Demand

Hastings has experienced significant growth in recent years and there are concerns that continued future growth may negatively impact on parking availability. There are also other factors that will influence how people travel into central Hastings in the future, as well as key projects that will impact on the streetscape of central city streets. These will affect both the supply and demand of parking as outlined below.

### 11.1 Impacts on future parking demand

#### 11.1.1 Employment growth

An assessment of industry employment trends<sup>3</sup> forecasts show anticipated growth of approximately 1,100 jobs within the Central City area over the next 10 years. Key growth industries within this area include retailing, professional services, government administration, tourism/hospitality, and financial/insurance services. A more detailed assessment of employment growth trends<sup>4</sup> focused on where this growth was expected to occur, as illustrated in Figure 25, which found that 84% was expected to occur on the 'eastside' (quadrants 1 and 4), with 65% of all employment growth in the Central City expected to occur in quadrant 1.

While HDC provides a small quantity of long-term carparking options in the form of leased parking and casual all-day parks, commuter parking is not a desirable use for public parking and does not align with the City Centre Revitalisation Strategy. While businesses can choose to provide off-street parking for staff, providing public long-term parking does not benefit local businesses and the wider community, and erodes the vibrancy and place value of the Central City. However, employment growth will place increasing pressure on the unrestricted parking located on the fringe of the city, which can contribute to conflicting demands in residential areas.

While employee growth will **increase demand for long term parking** particularly on the fringe of the CBD, the forecast growth in key industries such as retail and hospitality will also **increase short to medium stay parking demands** for customers and visitors. This is due to the combined effect of increased activity and vibrancy in the central city, as well as future population growth (refer to Section 11.1.2).

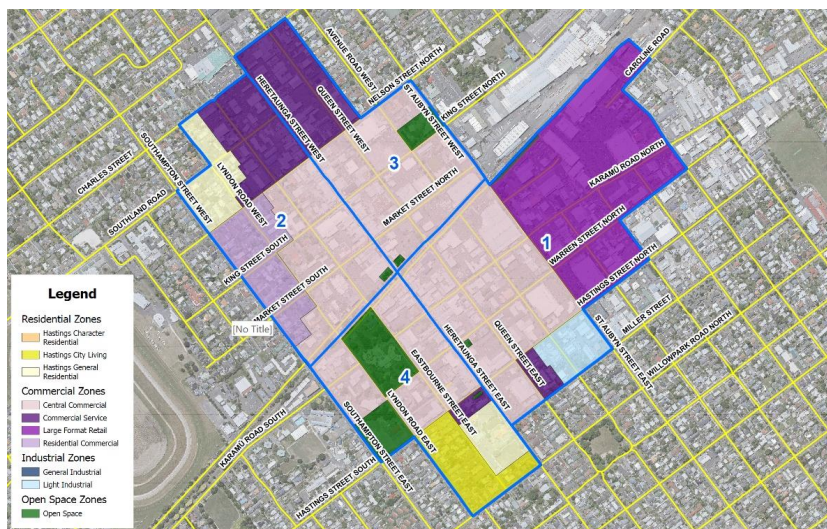


Figure 25: Hastings CBD development quadrants

#### 11.1.2 Population growth

Hastings has experienced substantial population growth in recent years, with 6,000 additional residents moving to the District between 2013 to 2018. Future projections suggest that growth is expected to continue, albeit at a slower rate, as

<sup>3</sup> Bevin, S (2022a). Hastings Parking Review 2022- Industry Employment Trends for the Review Study Area. Economic Solutions Ltd, Napier

<sup>4</sup> Bevin, S (2022b). Hastings Parking Study 2022- Industry Employment Trends within the Central Hastings Business Area. Economic Solutions Ltd, Napier



illustrated graphically in Figure 26. Medium growth projections<sup>5</sup> estimate that the population of Hastings will increase by 10% by 2033, to 96,700 people, equating to around 9,000 additional people living in the District. Increasing population will lead to increased housing demand, including infill development and medium density housing in and around the central city. Some of the projected employee growth referenced previously will be derived from this population growth, however the increasing population in the district will drive **increasing demand** for short term customer and visitor parking in the Central City.

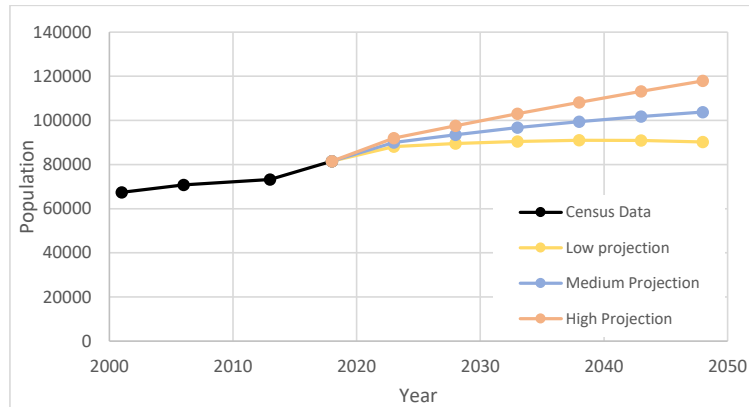


Figure 26: Hastings District Population Growth and Projections 2001 to 2048 (Stats NZ)

### 11.1.3 Removal of minimum parking requirements

As part of the mandated implementation of the NPS-UD (refer to Section 2.2.4), developers are no longer required to provide parking for new residential or commercial developments. The aim of this change is to improve housing affordability, create more flexible urban developments, and enable repurposing of existing sites and buildings (e.g. heritage buildings). However, without appropriate policies in place, there is a risk that reduced provision of on-site parking will **increase demand** for on-street parking. This is particularly relevant in central and inner-city areas where residents of medium and high-density developments will compete for parking with local businesses and shoppers.

### 11.1.4 Residential intensification

A growth in inner city living is forecast, with a 2018 study<sup>6</sup> assessing a potential capacity for 61 apartment buildings in the central city. Based on a number of assumptions, the study found there was likely to be a shortfall of 142 parking spaces generated from these developments. Given this report was prepared prior to the removal of minimum parking requirements, it is likely that this shortfall is potentially greater than the projected shortfall. While not all of these apartment developments will occur in the 10-year growth horizon to 2031 (and some may already have been developed), residential developments generate long term parking requirements that are generally not accommodated within a central city area. These developments may **increase pressure** on unrestricted parking areas on the fringe, or potentially **increase demand** for leased parking spaces.

### 11.1.5 Working from home

Working from home (WFH) has become more common practice as a result of the COVID-19 pandemic and this is expected to continue<sup>4</sup>. Prior to the pandemic, the 2018 Census found that 14% of employees across Hastings District worked from home. While this rate is expected to be significantly higher now, many industries based in the central city, such as hospitality and retail, do not have this flexibility. Based on these findings it is estimated that around 10% of staff working in the central city will continue to work from home on any one day. While WFH contributes to reducing parking demand, these changes will already be reflected in the parking occupancy data captured in 2022 as it is already an established practice. Hence WFH is **not likely to substantially change parking demand** in the central city in the future.

### 11.1.6 Emissions reduction

There is an increasing urgency to reduce carbon emissions to mitigate the impacts of climate change. Commitments at all levels of government will be required to meet emissions targets, and these outcomes are being reflected in changes to policies and regulations. Subsidies are already available to encourage uptake of electric vehicles, however the

<sup>5</sup> Stats NZ (2022). Sub-national growth projections <https://nzdotstat.stats.govt.nz/wbos/Index.aspx?DataSetCode=TABLECODE7980>

<sup>6</sup> TDG (2018). Hastings Inner City Residential Parking Review. Parking Review Report.



government is using funding levers to improve walking, cycling and public transport infrastructure, while also proposing initiatives to reduce private vehicle use such as road user charges (for all vehicle types) and congestion charging. These initiatives are expected to support mode shift and **decrease parking demand**, however **demand for EV and electric bicycle charging will increase**.

### 11.1.7 Parking management interventions

The tools and levers used to manage parking have one of the most significant impacts on parking demand and driver behaviour. Using pricing and/or restrictions to manage parking can influence how, where, and when people travel. These tools need to be managed appropriately to balance the needs of businesses and visitors to encourage turnover while minimising any negative impacts. Using a parking intervention hierarchy (refer to Figure 27) is commonly used to balance competing demands for parking.

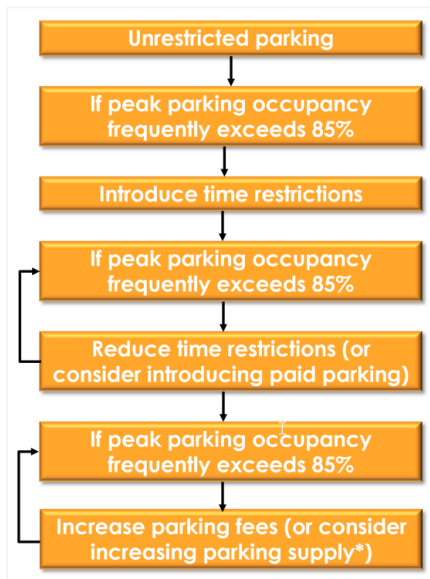


Figure 27: Parking intervention hierarchy

## 11.2 Impacts on future parking supply

The factors described above reflect the changing demand on parking, however changes to parking demand are also influenced by parking supply. There are currently 2,528 public parking spaces within the project scope area, with 2,194 on-street spaces and 334 off-street spaces. In addition, there are an estimated 5,650 private parking spaces (customer and staff parking). A number of recent changes as well as proposed changes will impact on parking supply in the future.

### 11.2.1 Revitalisation of the CBD

The Hastings City Centre Strategy and the Hastings City Centre Public Spaces Revitalisation Plan established the vision for the CBD, with the aim of creating a more vibrant and place focused CBD. Delivery of key projects including upgrades within the Opera House and Toitoti precinct, the Railway Road corridor and on sections of Heretaunga Street, Eastbourne Street and Karamu Road have been undertaken, while future upgrades are planned across the CBD. Planning of improvements to the Central Plaza and the development of pocket parks are also in progress. Street upgrades have resulted in significant changes to landscaping and amenity on key city streets, such as widening footpaths, enhancing pedestrian connections and reduced traffic speeds.

To date, the streetscape improvements have resulted in the reallocation of 207 carparking spaces. Opportunities to mitigate this reduction in parking have included implementation of angle parking in Queen Street as well as improved access to off-street carparks via a network of laneways. While these improvements have reduced the overall parking supply, the impacts of these changes are reflected in the parking occupancy data captured in 2022. However, further changes are also proposed, and this will result in **further reduction of on-street parking supply**.

### 11.2.2 Changes to the transport network

A number of transport changes are proposed for the City Centre and surrounds that will impact on parking supply and demand. These include:



- **Speed limit changes:** Implementation of a 30km/h speed limit is proposed for the central city making walking and cycling safer. To achieve the desired operational speed, changes to the street typology will be required (e.g. gateway treatments, traffic calming) that are likely to result in a **minor decrease of on-street parking**.
- **CBD Bypass:** to support the reduced Central City speed limit, an orbital of arterial routes on the fringe of the city (Southampton, Nelson, Willowpark and St Aubyn) is proposed to provide a bypass of the Central City area. To improve the arterial function and capacity of these corridors, **on-street parking may need to be removed**.
- **Parking precincts:** To mitigate potential parking losses elsewhere and reduce the travel lane width, angle parking is proposed for some key Central City streets such as Warren and Queen Streets. This will result in an **increase in on-street parking supply**.
- **Cycle facilities:** Hastings' is currently planning improvements and expansion of the district's cycle network. While reducing the speed limit across the Central City can provide a safe environment for cyclists to share the road with vehicles, dedicated facilities on a number of key streets can provide a safer facility that appeals to less confident riders. Implementing separated cycle facilities often results in the **reduction of on-street carparking spaces**, however expanding the district's cycle network can **contribute to mode shift and reduced parking demand**.

## 11.3 Reconciling future parking supply and demand

The changes described above highlight that some programmed initiatives are expected to result in increased or decreased parking demand, while others will result in increased or decreased parking supply. While trends over the last few years have been atypical due to the influence of the COVID-19 pandemics, the occupancy data captured in November 2022 is considered to reflect the parking design week and outputs will be used as without any adjustment factors.

Data from the November 2022 survey identified an overall peak parking demand of 68% across the central city, with high demands for commuter parking on the city fringe, on key streets within the central retail precinct, and in the Opera carpark. Parking demand is fluid and significantly influenced by pricing and restrictions. Based on the surveyed level of parking demand there is sufficient supply to manage current demands, with some room for future growth. Best practice considers a parking occupancy level of 85% occupancy as an accepted trigger to review parking management interventions, where one in seven spaces are available. Rapid population growth has occurred in recent years, along with the reduction of carparking spaces on key City streets to accommodate changes to the streetscape. However, at the same time the pandemic has seen increasing numbers of people working from home, whilst HDC also increased parking fees in 2021. These changes have not resulted in significant pressures on Hastings' parking supply and highlight how levers such as pricing, as well as changing travel behaviour can influence parking demand.

There are many future changes highlighted above that are expected to have contrasting impacts on parking demand and supply. The assessment of industry employment trends found that there was expected to be employment growth 1,100 over the next 10 years, with most of this growth expected on the 'eastside', especially quadrant 1 (refer to Figure 25). However, most of Hastings' current off-street parking supply located on the 'westside' of the Central City (refer to Figure 28), with only the Opera carpark located in quadrant 1.

Given the future uncertainty and change, it is recommended that HDC retain existing parking assets, at least in the short term. However, opportunities to repurpose one of the small carparks on the 'westside' is unlikely to significantly impact on overall parking demand.

HDC should continue to undertake frequent monitoring of parking demand, which is significantly easier than in the past due to LPR technology. To accommodate future growth and address existing constraints, HDC can implement a number of to improve the efficiency of existing parking resources and mitigate future changes in supply and demand. There is still significant scope within Hastings to expand the paid on-street parking area, which currently only applies to a third of the core Central City area. Implementing paid parking in the Opera carpark is also recommended once easements over these sites are removed. There are also areas within the core of the central city that are unrestricted; implementation of restrictions and/or pricing can be used to manage demand in these locations. Further increases in parking fees can also be considered in the future.





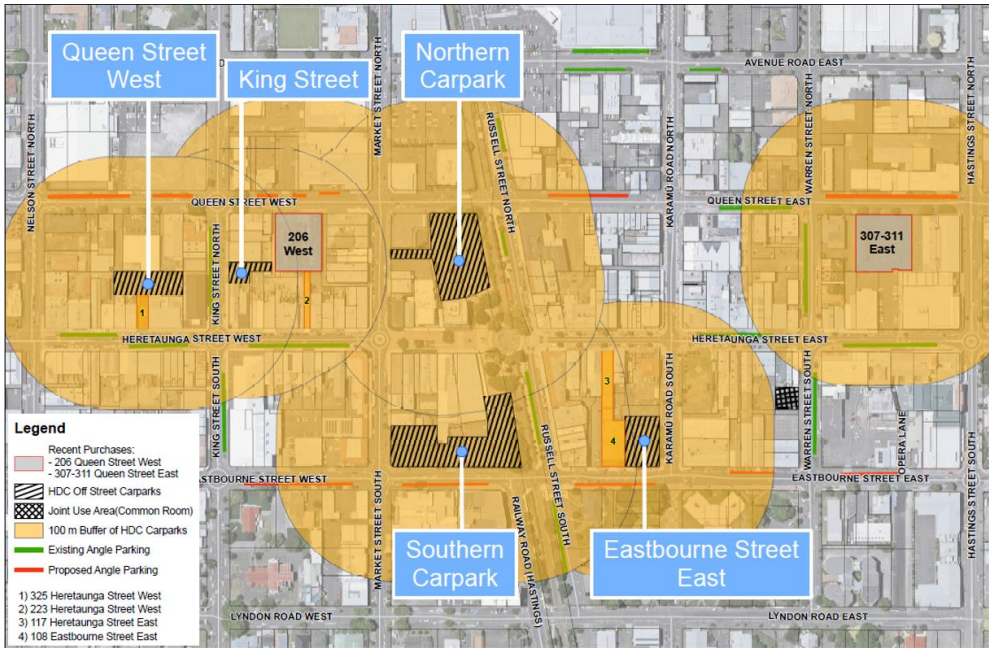


Figure 28:Off-street carparking locations in central Hastings

Using these levers, in conjunction with improvements to walking, cycling and public transport facilities supports emissions reduction outcomes and contributes to a more vibrant city. Increasing overall parking capacity should only be considered as a last resort. However, there may be merits in developing multi-storey carparks on existing at-grade sites to consolidate existing supply, achieve community buy-in to mitigate the reduction of parking spaces elsewhere, or as part of a mixed-use development (e.g. commercial and residential development with parking). It is therefore recommended to retain Council's existing off-street parking assets. These can potentially be repurposed in the future if demand declines, however purchasing of new assets to increase parking supply is not required.



## 12 Recommendations

As outlined throughout this study, there are many factors that influence parking supply and demand. HDC is able to influence some of these factors, and the actions listed in Table 10 below highlight some of the changes Council can implement to address current parking issues, as well as changes to respond future constraints.

The table also describes the potential benefit of each action, as well as the potential triggers (where relevant) to guide decision making. Suggested timeframes for implementation are included in the table, however timing may be dependent on achieving triggers or interdependent projects or activities.

**Table 10: Hasting Central City parking management action plan**

Recommendation	Benefit	Trigger
<b>Short term (1-2 years)</b>		
Develop parking strategy	Provides a consistent and agreed framework for managing parking across the district <sup>7</sup>	Stage 2
Expand paid parking area. Potentially consider tiered pricing zones, with higher fees in the core retail precinct area.	Manage parking demand and ensures spaces are valued and used efficiently	85% on-street peak parking occupancy
Install EV chargers in Lyndon and King and Opera car parks	Provides wider coverage of public EV charging infrastructure across the city and more efficient use of spaces in Lyndon Street carpark (currently low utilisation)	Green Funding (HDC)
Increase parking enforcement and consider implementing LPR technology to manage this	Encourages compliance with restrictions and turnover of parking spaces	Approval of LPR Business Case
Trial bike lock ups in Hastings CBD	Provides secure long term bicycle parking	Pending funding - Green Initiative
Continue to review provision of mobility parking, loading zones, motorcycle, bicycle, and EV parking	Provides safe and convenient parking for these users	Ongoing
Review fees of leased parking spaces and consider differential pricing (e.g. more expensive fees in central locations)	Ensures spaces are valued and used efficiently	Annually
Relocate some leased parking to outer CBD off-street car parks	Provides more convenient central spaces for short term users and improves efficiency of outer off-street car parks	85% off-street parking occupancy
Set a cap on daily parking fees in some off-street car parks (e.g. \$10/day)	Provides a convenient and affordable option for casual all day parking	Southern/Northern/Lyndon Road/Eastern (interim measure)
Introduce paid parking at Opera car park	Manage parking demand and ensures spaces are valued and used efficiently	
Review layout and access (e.g. install barrier arm) of Opera carpark to restrict access during major daytime Toitoto events	Provides dedicated parking for Toitoto during conferences and other daytime events	Removal of easements in Opera carpark, adoption of Parking report
Develop monitoring framework/undertake frequent monitoring of parking occupancy and duration of stay in the CBD	Provides longitudinal data on parking trends and identifies triggers for changing parking management	Ongoing, LPR to do surveys Stage 2
<b>Medium Term (3-5 years)</b>		

<sup>7</sup> Parking Strategy example – Nelson City Council: <https://www.nelson.govt.nz/council/plans-strategies-policies/strategies-plans-policies-reports-and-studies-a-z/parking-strategy/>



Remove time restrictions and manage parking using graduated pricing (with the exception of P5/P10 spaces and Heretaunga Street)	Provides flexibility for visitors to pay for as long as they need ('park once') while deterring long term/commuter parking	85% parking occupancy
Investigate opportunities to support emerging modes in the city e.g. micromobility (shared scooters, bicycles), car sharing	Provides convenient access to alternative modes and reduces parking demand	Market driven
Parking wayfinding (e.g. improved signage, real time information)	Reduces vehicle circulation and provides information for visitors	85% on-street parking occupancy, following expansion of paid parking area
Increase parking fees	Manage parking demand and ensures spaces are valued and used efficiently	85% on-street peak parking occupancy following expansion of paid parking area
<b>Long Term (6-10 years)</b>		
Review opportunities to redevelop existing off-street car parks	Opportunity to increase off-street parking capacity to mitigate the reduction of on-street parking losses or provide for mixed use development	Increased vibrancy drives demand in CBD

## 12.1 Next Steps

HDC needs to agree on a vision for parking in central Hastings in the future, and which tools it will use to achieve this vision. The recommendations provided in Table 10 align with parking best practice, as outlined in Waka Kotahi's National Parking Management Guidance (2022)<sup>8</sup>, and aim to deliver key objectives and outcomes established in relevant local, regional and national strategies as highlighted in the Strategic Context (refer to Section 2). In light of the challenges ahead and the competing demand for road space in the city, it is recommended that HDC consider developing a Parking Strategy for the whole District to provide a consistent framework for managing on-street and off-street parking, and prioritising road space.

<sup>8</sup> <https://www.nzta.govt.nz/roads-and-rail/national-parking-management-guidance/>







## Appendix A Transportation survey questions

### TRANSPORTATION SURVEY

We are undertaking a survey to determine Hastings parking and cycling needs, now and into the future.

Name of business: \_\_\_\_\_ Address: \_\_\_\_\_

Property ID: \_\_\_\_\_ Email: \_\_\_\_\_

How many people work here? \_\_\_\_\_ How many parking spaces on the property? \_\_\_\_\_

Tick and complete the appropriate boxes

	Cycle	E-Bike	Scooter	Walk	Bus	Drive	Work from home %	Where do you park? (If applicable)	On site	Leased park	On street	Off street	Free or paid?
Owner	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Employee	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	%		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Do you have secure bike/scooter storage? ☐ YES ☐ NO Comments: \_\_\_\_\_

Do you have shower facilities? ☐ YES ☐ NO Do you allow workplace flexibility to accommodate bus timetables? ☐ YES ☐ NO

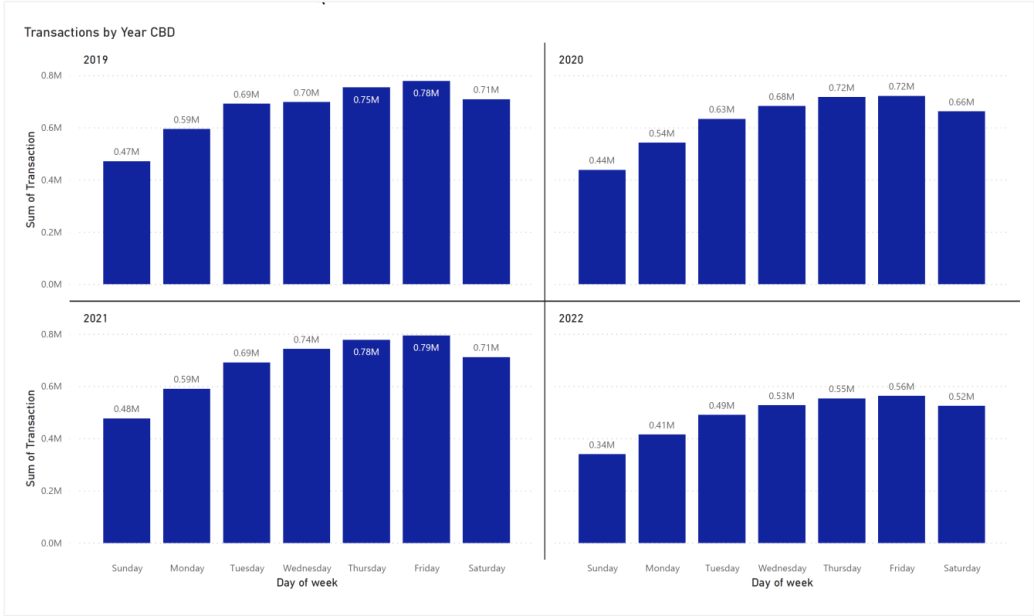
[www.hastingsdc.govt.nz](http://www.hastingsdc.govt.nz)





## Appendix B     Marketview transactions

Marketview transactions by day of the week from 2019 to 2022. Note 2022 data is an incomplete dataset.





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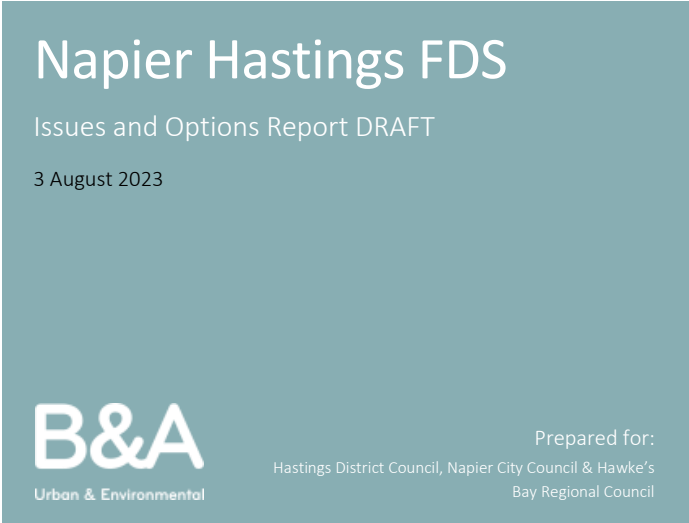
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Napier Hastings Future Development Strategy | Issues and Options Report

B&A Reference:

19684

Status:

Draft Revision 3

Date:

3 August 2023

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Napier Hastings Future Development Strategy | Issues and Options Report

## 1.0 Introduction

### 1.1 Purpose of Report

The purpose of this report is to provide an overview of the issues for the Napier Hastings Future Development Strategy 2023-2053 (“FDS”), and the strategic options available for addressing them.

The issues originate from an evaluation of the statutory framework that forms the basis for the FDS, as well as a review of background reporting, strategies and plans prepared by Hastings District Council (“HDC”), Napier City Council (“NCC”) and the Hawke’s Bay Regional Council (“the Councils”). The issues are grouped by broad topic and are supported by GIS analysis of spatial data provided by the Councils.

Following an outline of the issues, the report sets out strategic options available for addressing those issues in an integrated manner. The options are posed as questions, that can be used as a basis for initial consultation and engagement.

## 2.0 Scope of the Napier Hastings FDS

### 2.1 National Policy Statement: Urban Development

The National Policy Statement: Urban Development (“NPSUD”) sets out what an FDS must show and be informed by.

It states that the purpose of the FDS is to promote long term strategic planning by setting out how the Councils intend to:

- Achieve **well-functioning urban environments** in their existing and future urban areas.
- Provide **at least sufficient development capacity over the next 30 years** to meet expected demand.
- Assist with the **integration of planning decisions** under the RMA **with infrastructure planning and funding decisions**.

As an over-arching principle, the NPSUD requires the FDS to provide for a well-functioning urban environment, which includes:

- Providing a **variety of homes** that meet demand and enable Māori to express their cultural traditions and norms.
- Providing a **variety of sites suitable for different business sectors**.
- Ensuring **good accessibility for people between housing, jobs, community services, open spaces**, including by public and active transport.
- Supports the **competitive operation of land and development markets**.
- Supports **reductions in greenhouse gas emissions**.
- Is **resilient to the likely current and future effects of climate change**.

The FDS is required to spatially identify:



- the broad locations in which development capacity will be provided over the long term, in both existing and future urban areas, to meet the requirements of clauses 3.2 and 3.3; and
- the development infrastructure and additional infrastructure required to support or service that development capacity, along with the general location of the corridors and other sites required to provide it; and
- any constraints on development.

Together with other national direction, these factors will inform where and how the FDS provides for growth over the long term.

## 2.2 Future Regional Spatial Strategy

The upcoming Spatial Planning Act and the National and Built Environment Act will include requirements for the Hawke's Bay Region to prepare a Regional Spatial Strategy ("RSS"). The requirements for this are evolving as these two Bills progress through Parliament's legislation-making processes. The timeframes for preparing a spatial strategy covering the whole Hawke's Bay region is yet to be confirmed too. In the interim, the five Hawke's Bay Councils have commenced initial scoping for an RSS. An initial scoping report is being prepared that will address potential governance, RSS structure and partnership arrangements. The FDS for the Napier Hastings urban area will be a key building block of the RSS in relation to urban growth management issues.

In addition to the two new incoming Bills proposed to replace the RMA, the Government may also choose to create new national policies or amend existing national instruments that strongly influence urban growth choices for the Napier-Hastings area. Nonetheless this is a persistent and ongoing issue with any national government.

## 2.3 Study Area

The purpose of the study area is to clearly define a wider area within which urban development could be accommodated. The study area is aligned with a 15-minute drive time from Napier and Hastings city centre and is broad enough to enable a variety of growth options to be considered. It is shown as a solid yellow line in Figure 1 below. The study area does not necessarily align with the boundaries for urban development in the final FDS.

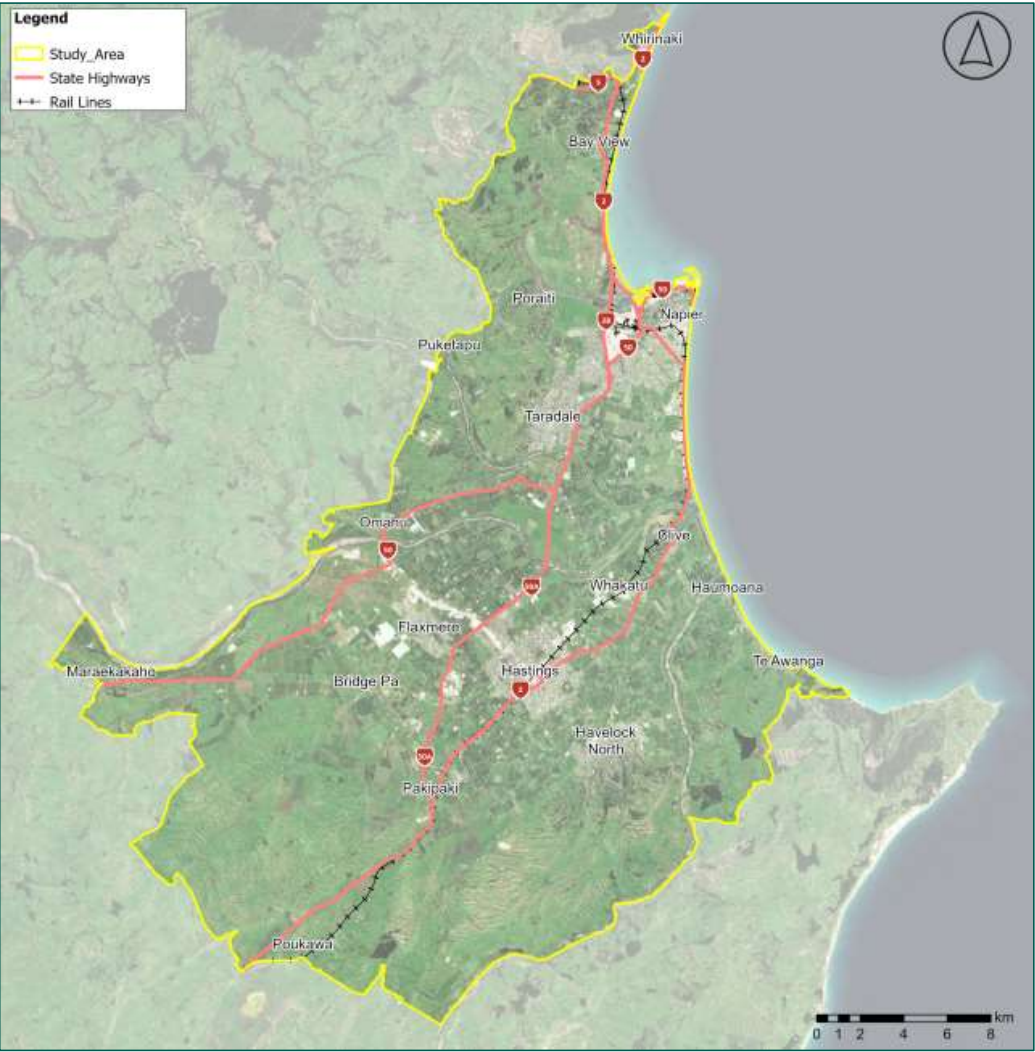


Figure 1: Extent of the FDS study area.

2.4     Climate Change

Responding to climate change will be a key driver of the FDS in terms of how growth is provided for. The Resource Management Act 1991 (“**RMA**”) and the NPSUD require the FDS to consider climate change mitigation and adaptation. The FDS can address this through:

- Supporting a reduction in greenhouse gas emissions through a compact urban form and transport infrastructure, with a focus on reducing carbon emissions from transport.
- Taking into account the effects of climate change (increased rainfall, drought and fire risk, and rising sea levels) when planning for growth.

In relation to this, the following legislation and national direction will be relevant to consider:

- Climate Change Response (Zero Carbon) Amendment Act 2019
- National Adaptation Plan
- Emissions Reduction Plan

These matters will significantly influence almost all of the issues below, in particular, those relating to accessibility, natural hazards, water allocation and infrastructure. It also informs the strategic options and the priorities that flow from that. This is addressed in the various sections of the report below.

### 3.0 Cyclone Gabrielle

Cyclone Gabrielle caused significant damage to Napier and Hastings when it landed in February 2023. While, the full impacts of the cyclone continue to be assessed, significant investment will be required to reconnect communities and to rebuild and future proof infrastructure.

**Figure 2** below shows some of the impact of the cyclone on the FDS study area including the preliminary cyclone flood extents, and red and yellow stickered buildings. This illustrates that the impact of the cyclone was primarily in rural communities including Esk Valley, Puketapu, Omahu, Twyford and Pakowhai. Urban areas were less impacted, with the exception of low-lying areas at the southern extent of Napier near Te Awa, Meeanee, Taradale, close to the Ahuriri Estuary, and in some parts of Havelock North including adjacent to the Mangarau Stream. It should be noted that this is preliminary information following the cyclone that may be subject to change.

Work is ongoing to understand the impacts of the cyclone, how infrastructure has been affected, and how best to build back for long term resilience. This work will be an important aspect for informing the development of the FDS.

The Hawke's Bay Recovery Agency has been established to provide a locally led, regionally co-ordinated, government supported recovery. This means the needs and priorities of local communities will be reflected in the region's recovery plan through locality plans developed in consultation with communities and adjusted over time to reflect progress made. Locality Plans will be co-developed by Councils and Māori, Hapu, and Iwi and will outline immediate needs and priorities, and how these should be funded and delivered over the next six months. The Regional Recovery Agency will then combine the locality plans into a Regional Recovery Plan for Matariki Governance to approve. Local councils and government agencies will be responsible for funding and delivery, and the Recovery Agency will provide coordination, direction and confidence that delivery is happening. **Figure 3** below sets out the organisational structure of the recovery Hawke's Bay Recovery framework.

Both Napier and Hastings have now prepared initial Locality Plans which outline the initial planning, priorities and actions to support recovery in the short term. This will be followed by a second plan with a longer view to focus on long-term resilience for lifelines.

A range of infrastructure was severely damaged or destroyed by Cyclone Gabrielle including the following:

- A number of bridges, culverts, and critical transport routes.
- Esk/Whirinaki WTP.
- NCC wastewater treatment plant at Awatoto.
- A number of stopbanks, drains and waterways.
- The Redclyffe substation.

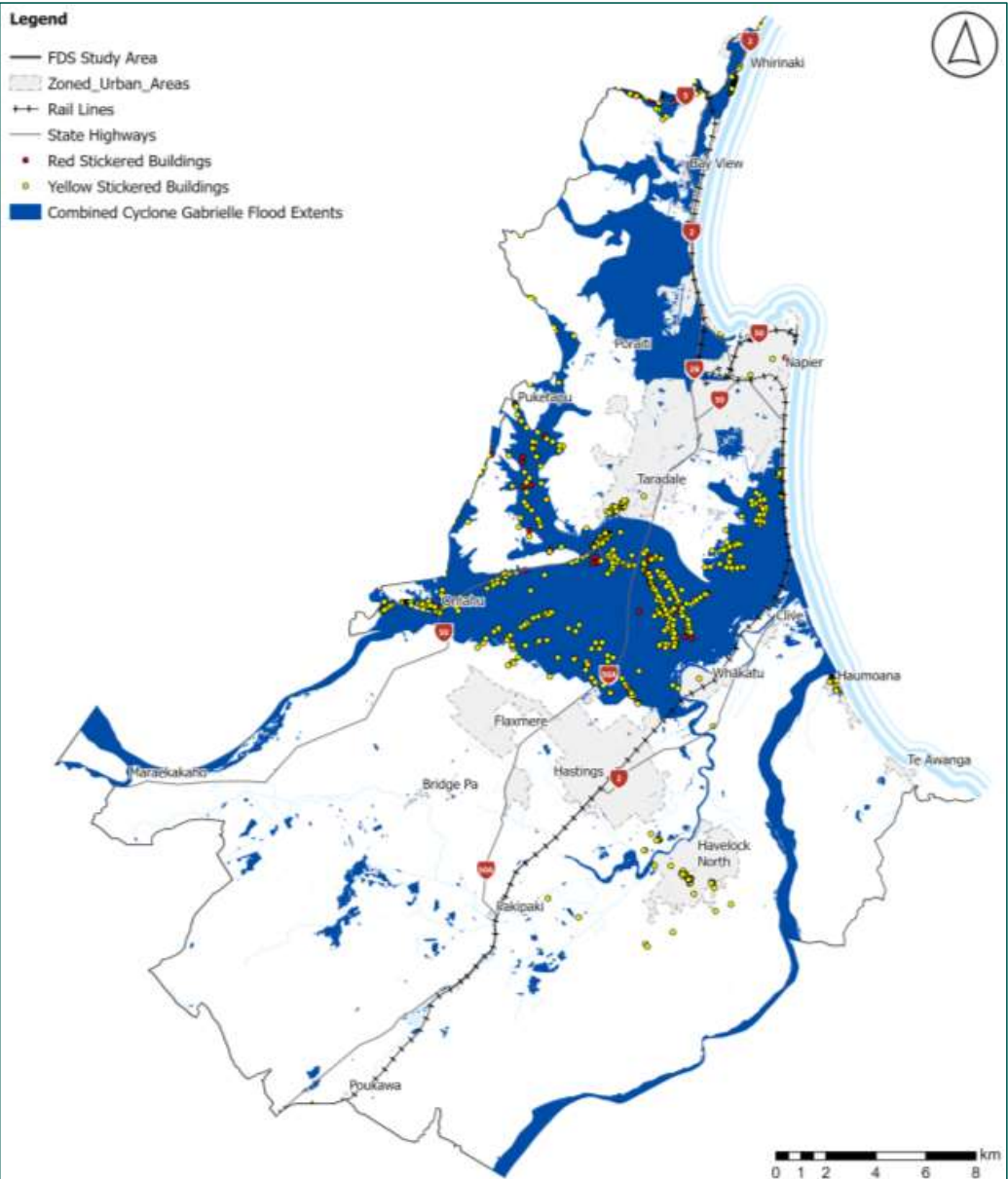


Figure 2: Cyclone Gabrielle: Extent of Impact in the FDS study area (Note: Preliminary Cycle Gabrielle Data subject to further refinement).



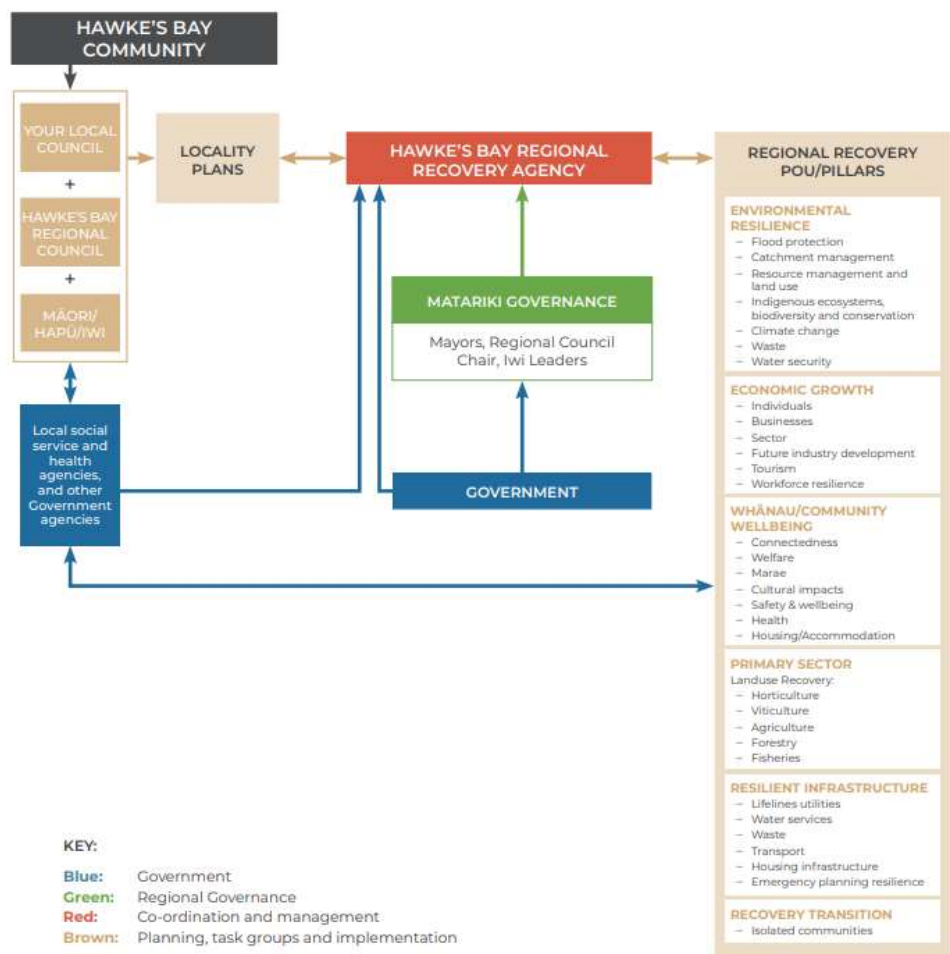


Figure 3 - Hawke's Bay Recovery Agency Framework

4.0     Heretaunga Plains Urban Development Strategy

The Heretaunga Plains Urban Development Strategy (HPUDS) is a joint strategy developed by Hastings District Council, Napier City Council and Hawke's Bay Regional Council to manage urban growth on the Heretaunga plains over a 30-year timeframe. The first version of HPUDS was adopted in 2010, and brought together separate urban development strategies that the relevant councils had in place. A reviewed version of HPUDS was re-adopted by the three councils in early 2017 (HPUDS 2017).

The Napier Hastings Future Development Strategy once adopted will replace HPUDS.

HPUDS was originally intended to be reviewed and updated every five years to remain relevant. However, as a result of the 2020 NPSUD, the FDS will replace HPUDS as the long-term growth strategy for the three councils. The FDS will build on the work already done for HPUDS.

The HPUDS strategy was based on a preferred settlement pattern for the Heretaunga Plains sub-region<sup>1</sup>. This recognised the community's preference to maintain the versatile land of the Heretaunga Plains for production purposes. The strategy defined growth areas and urban limits, with a need to balance increased intensification and higher densities close to the commercial nodes and higher amenity areas in the districts, against the provision of lifestyle choice.

Under HPUDS, development was expected to transition to 60% intensification, 34% greenfield, and 5% in rural areas by 2045. The strategy identified a number of residential and industrial growth areas, as set out in figure 4 below. The FDS will build on the work of HPUDS and will bring forward these HPUDS growth areas, albeit with a re-assessment under criteria specific to the FDS.

Despite being adopted in 2010, HPUDS had a five year lead in period, with an effective planning period from 2015-2045. This recognised the need to implement the necessary policy implementation components through the Regional Policy Statement, District Plans and the like before the new growth could be effectively managed in line with the new direction. The 2020 NPSUD effectively introduces the requirement for a new Future Development Strategy over the next scheduled 5 year review of HPUDS, but some elements of HPUDS will need to transition into the FDS in a similar way.

Looking back at the HPUDS period, it is noted that a scheduled five yearly review was not completed until 2017. That review took into account emerging issues over that period, including improving growth prospects following the Global Financial Crisis downturn that preceded HPUDS and characterised the 2008 -2015 period. However, changing migration policy settings from around 2015-2019 and the 2020 Covid repatriation of New Zealanders from abroad have seen the HPUDS growth projections from 2015-2020 and expectations to 2045, exceeded by a considerable margin. The resulting national housing crisis has been exhibited in the housing market locally. While the HPUDS growth expectations were met and even exceed by new dwelling construction, that was not sufficient to meet the unprecedented demand and a sizable housing backlog of demand now exists.

During the period 2015-2022 period HPUDS has been and continues to be effective in guiding and directing greenfield growth to the intended areas and discouraging expansion onto versatile soils through ad hoc development. It has also been effective in facilitating greater levels of intensification in absolute terms consistent with the elevated growth being experienced across the housing market. The greater than anticipated demand and lack of capacity in the market to respond, has however meant that the transition away from greenfields and rural development to proportionately higher levels of intensification, while evident, has been much slower than desired.

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<sup>1</sup> The Heretaunga Plains sub-region covers a wider area than the FDS study area.

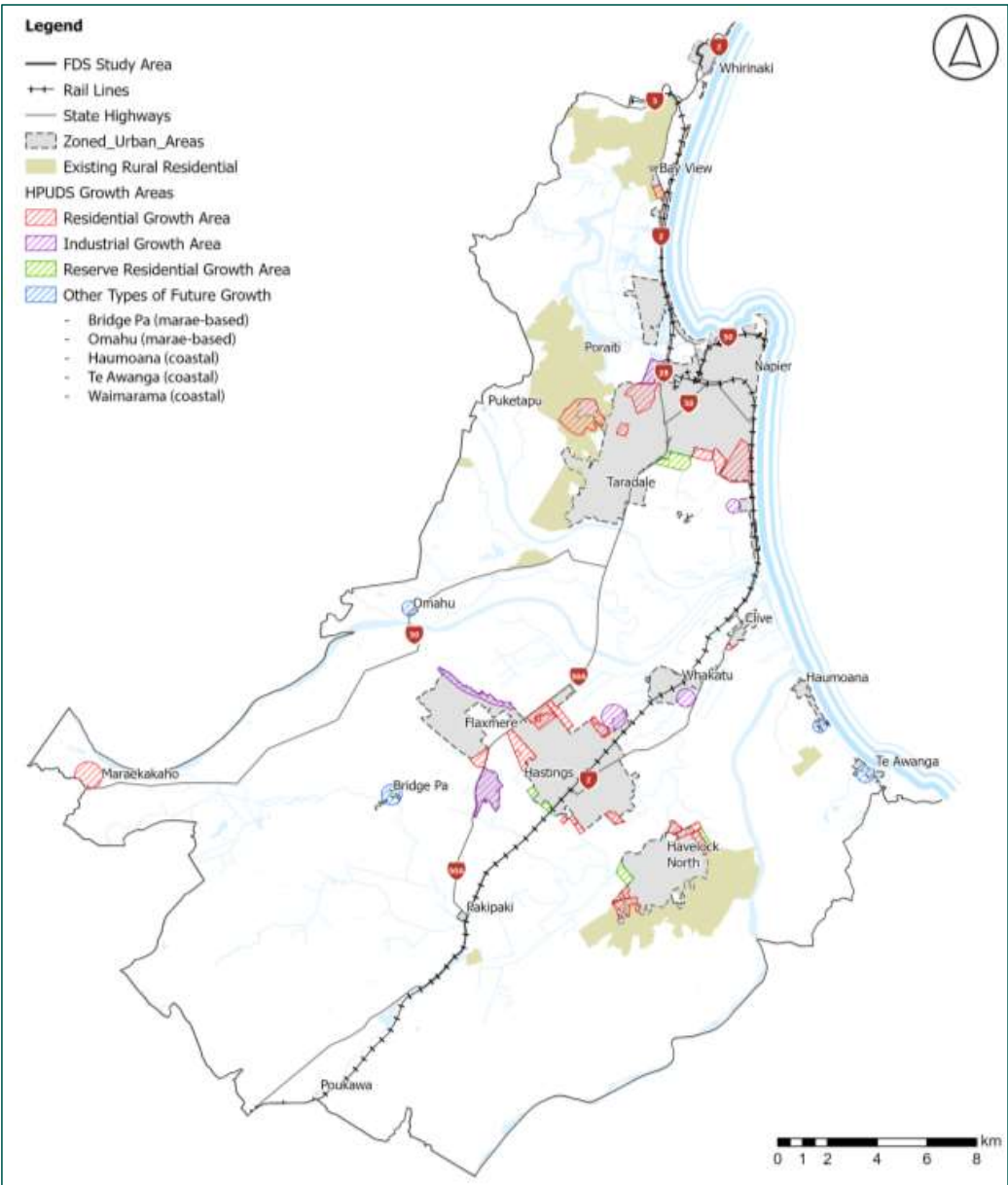


Figure 4 HPUDS – Heretaunga Plains Settlement Pattern 2017.

## 5.0 Demand and Capacity

### 5.1 Residential

#### 5.1.1 Demand and Capacity

A Housing Capacity assessment ('HCA') for Napier and Hastings was completed in September 2021 by Market Economics based on the medium-high population projects by StatsNZ. Key factors that are expected to change the nature and demand for dwellings (i.e. attached typologies) include an ageing population and ongoing population growth.

Modelling done under the 2021 HCA finds that there is projected to be demand for **7,190 additional dwellings in Napier** and **12,830 additional dwellings in the Hastings District** over the next 30 years (2020 – 2050), including an ongoing shift towards attached dwellings.

The 2021 HCA concludes that there is sufficient capacity in Napier to meet that projected demand over the short, medium, and long term<sup>2</sup>, and sufficient capacity in the short and medium term in Hastings, however, the surplus over the medium term is relatively small and sensitive to the assumptions associated with it. A shortfall of 4,250 dwellings is anticipated in Hastings over the long term, which can be partly attributed to infrastructure capacity constraints.

Market Economics have recently reviewed the 2021 HCA, and provided updated population and projected household demand figures to inform the FDS. This is based on Stats NZ 2022 population projections, updated to reflect the impact of Covid and more recent information about birth and mortality rates, and shows the following:

- These updated figures show a slight increase in projected population for Napier and Hastings compared to the 2021 figures, and show higher growth in younger age cohorts.
- This change in population structure means that the total, and type of dwelling demand, differ from the work for the HCA. Over the 30-year timeframe there is now projected to be demand for an **additional 9,620 households in the Hastings District** and **additional 6,700 households in Napier** under a medium-high scenario. The reduced projected demand for dwellings in comparison to the 2021 HCA is due to an increase in people per household, the different time period to which the projection applies (i.e 2020-2050 v 2022-2052) and the exclusion of the rural component for Hastings.
- The impact of Cyclone Gabrielle on population numbers is not reflected in the projections. While there could be uncertain impacts over the short term, Market Economics do not expect substantial long term shifts due to the cyclone.

Figure 5 below compares the 2021 projections (dotted lines), with the December 2022 projections (solid lines) for Napier and Hastings.

<sup>2</sup> Under the NPSUD *short term* is defined as within the next 3 years, *medium term* is between 3 and 10 years, and *long term* is between 10 and 30 years.

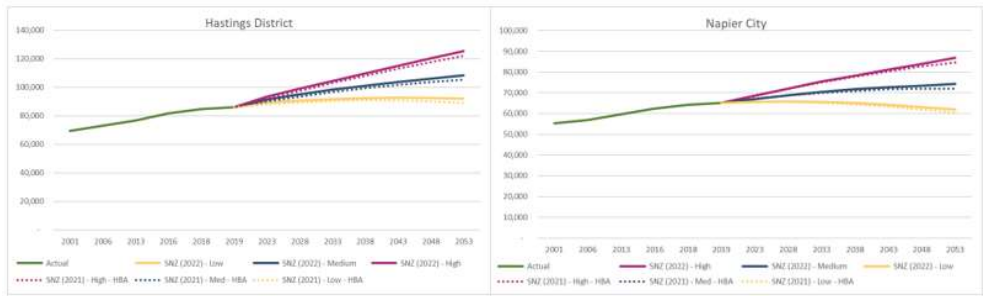


Figure 5 - Hastings District and Napier City Projected Population 2001 - 2053

5.1.2 Rural versus Urban Demand

An analysis of the historic share of urban versus rural consents has been undertaken by Market Economics, in order to form a base line position for estimating the proportion of projected housing demand that is likely to be met outside of the urban area in Hastings and therefore not subject to scenario or policy development under the FDS. This analysis reveals that the urban<sup>3</sup> share of development has been relatively stable historically accounting for between 75 and 85% of new dwellings. Market Economics recommend using an assumption of an 80% share of demand being met within the urban areas for the FDS.

5.1.3 Retirement Villages

A recent report on the retirement village sector demand (the Birman Report) projects over the next 30 years, 2,450 more retirement village-based independent-living units (villas and apartments) would be needed in Napier and Hastings. That will translate into a demand for about 80 units per annum going forward. Historically (1990-2022) the average number of retirement units consented in Napier and Hastings was 49/year in total – 29 and 20, for the two areas respectively. Over the past 10 years, there has been a significant uptick in this sector, with 772 units consented since 2013, an annual average of 39 units in Napier and 38 in Hastings. This suggests activity in this sector would need to increase even further to keep up with the expected demand.

The demand outlined in the Birman report can be compared against the population change in the higher age cohorts. While the recent population estimates show structural shifts, and a general move towards a younger profile (relative to the earlier projections released in 2021), growth is still expected in the higher age cohorts. For Napier, the higher age cohorts are expected to increase by 6,815 individuals and in Hastings, the equivalent is 9,355. While the HCA did not specifically account for the demand (in terms of dwelling typology, like retirement villages) associated with retirement sector activity, the population estimates support the view that providing for retirement village development would be in line with demand levels. The specific quantum of retirement villages, and the associated land is subject to several assumptions, like household size, design guidelines (unit-to-land relationships), and other on-site services. Another important aspect is affordability. This point is mentioned in the Birman report, and its effects on private sector delivered retirement activities are described.

<sup>3</sup> “Urban” in this context includes peri-urban lifestyle uses.

#### 5.1.4 Influence of District Plan Changes on Capacity

Napier City Council is in the process of carrying out a full review of their operative District Plan and is aiming to notify a proposed District Plan in mid-2023. Hastings District Council has notified Plan Change 5 ('PC5') to the Hastings District Plan to enable greater intensification in urban areas. The hearings are scheduled for PC5 in early 2024.

The analysis that has informed the zoning framework for the proposed Napier District Plan and PC5 will form the starting point for the intensification strategy to test for the FDS.

Both the Napier District Plan review and PC5 respond to the intensification directives of the NPSUD to enable increased development potential in urban areas. The proposed provisions, including new and updated district plan maps will be relevant to the development of the FDS, and a number of spatial features from these proposed maps have been considered below.

Market Economics are currently working to provide updated figures for the plan enabled, feasible and Reasonably Expected to be Realised (RER) development capacity of the Napier PDP and the Hastings District Plan updated by PC5.

### 5.2 Business

A Business Capacity Assessment ('BCA') for Napier and Hastings was completed in September 2022 by Market Economics.

The economic centres of Napier and Hastings have linkages and form the main economic centres of the Hawke's Bay region. Significant regional economic assets are located within Napier, including Napier Port and the Hawke's Bay Airport. The Hastings economy includes a large rural and industrial component.

Strong growth has been seen in the past five years however, the Covid-19 pandemic has created a number of uncertainties that will need to be carefully monitored.

The BCA considered the demand and sufficiency for commercial, retail, and industrial land and floorspace over the short, medium, and long term<sup>4</sup>. These categories of business land and floorspace are discussed below.

#### 5.2.1 Commercial and Retail

The BCA finds that there will be demand for 21.4 additional hectares of commercial and retail floorspace in Napier and 13 hectares in Hastings in the long term. Stakeholder engagement indicates that there is generally sufficient retail space in Hastings, but a lack of commercial land available e.g., for office space.

In terms of commercial and retail capacity in Napier, there is a shortfall of vacant land available for development, however, there is redevelopment capacity available over the long term to address this shortfall, i.e., vertical development through increased buildings heights. Approximately 7 per cent of redevelopment capacity would need to be realised to ensure sufficient capacity.

<sup>4</sup> Short term is defined as within the next three years, medium term as between 3 and 10 years, and long term as 10 to 30 years.



In Hastings, there is sufficient commercial and retail capacity over the short term, but a shortfall over the medium and long term. Over 20 per cent of redevelopment capacity would need to be realised to address this shortfall.

### 5.2.2 Industrial

The HCA finds that there will be additional demand for approximately 55 hectares of industrial land in Napier and 141 hectares in Hastings over the long term.<sup>5</sup>

Overall, there is sufficient industrial land in Napier to accommodate growth, however a relocation of demand from zones without capacity to other zones with capacity may be needed. The HCA also assumes that the Deferred Airport Zone will be available for industrial development and this area is proposed to be zoned for development in the proposed Napier District Plan. However, the area is subject to natural hazards and access is constrained by the location of the runway. Further discussions with the Napier Airport are required to understand their aspirations for this area, and we understand that the Airport may be updating its Masterplan in the future. A shortfall results if this land is excluded from future development as it accounts for **42ha of plan enabled capacity**.

In Hastings, there is sufficient industrial capacity however, any above trend growth over the short term may place pressure on land supply over the medium and long term, and growth patterns would need to be carefully monitored. Growth and capacity in Hastings is likely to be constrained by infrastructure readiness, including water supply and availability, which will also need to be carefully monitored.

### 5.2.3 Napier Hastings Sub-Regional Industrial Land Supply Strategy

In May 2020, Napier City Council and Hastings District Council released the draft Sub-Regional Industrial Land Strategy (RILS). The objective of RILS was to recommend a strategy for accommodating industrial development over the next 30 years, with land demand projections focused on the next 10 year period for the Hastings District and Napier City local authority areas.

The key observations of RILS include:

- Population growth and economic activity in the Napier – Hastings area has been strong (relatively) in recent years and further growth in both appears likely.
- Land supply does not necessarily match the specific requirements of the market.
- Existing industrial nodes have developed from and about legacy industry rather than in locations selected for amenity, function and long-term growth.
- Many nodes are surrounded by land developed for residential or commercial activity and/or land of high productive value, limiting opportunity for the expansion of the node.
- Infrastructure servicing to numerous industrial nodes is expensive (capital & maintenance) and requires volume and scale to be viable.
- Whilst appropriate for the study period, incremental expansion of existing industrial areas to keep up with land demand is not a strategic solution for the future.

<sup>5</sup> Including a competitiveness margin as required by 3.22 of the NPSUD.

According to RILS, growth until 2030 should be able to be accommodated within existing zoned areas, and with additional rezoning at Tomoana (as is consistent with the HPUDS recommendations), but development constraints could emerge around the year 2045.

RILS therefore recommends the development of a long-term industrial growth strategy, and the investigation of the development of one to three industrial hubs to serve the wider region.

#### 5.2.4 Development Opportunities

In June 2023, the Councils have put out a “call for opportunities” to better understand where players in the development market, including landowners, consultants and developers, see growth happening. This early engagement with the development sector is part of meeting our requirements under clause 3.15(2)(f) of the NPSUD and will ensure that the growth options that we assess fairly reflect the range of development opportunities present in the market.

#### 5.2.5 Summary

Updated population projections show additional housing demand for **9,620** households in the Hastings District and **6,700** households in Napier is required in the long term under a medium-high scenario. Residential demand and capacity over the medium term will need to be carefully monitored, as the estimated surplus is low and the FDS will need to provide more of a buffer over the next 10 years to cater for growth, particularly in the event that actual growth is higher than we are forecasting now.

Sufficient development capacity of commercial and retail land in Napier and Hastings is reliant on the uptake of redevelopment of existing land to accommodate greater building heights and intensities. There is sufficient industrial land capacity, however, efficiencies between zones may need to be considered to enable a transfer or relocation of demand from zones without capacity to other zones with capacity in Napier. Any above growth trends in Hastings may place pressure on land supply over the medium and long term. Consideration must also be given to the type of industrial land demand (e.g. heavy vs light / wet vs dry industrial) and the suitability of any locations to accommodate that demand.

Infrastructure availability will need to be monitored on an ongoing basis for both residential and business land, particularly water supply, as further detailed in Section 1010.1 below.

The 2021 Napier Hastings HCA did not include the residential development capacity enabled under PCS and the Napier Proposed District Plan. An assessment of the plan-enabled, feasible, and reasonably expected to be realised residential capacity under the Napier proposed District Plan provisions is currently being carried out and will be a key piece of information in developing the FDS.

## 6.0 Cultural Values

The FDS is to be developed in accordance with the requirements of the NPSUD and RMA. Part 2 of the RMA and the NPSUD include a variety of provisions relevant to Māori values and engagement. In particular, engagement with iwi and hapū is required to identify iwi and hapū values and aspirations for urban development, which will inform the development of the FDS.

The most directly relevant provisions under the RMA include:

### *Section 6 Matter of National Importance*

*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:*

*(e) The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.*

### *Section 7 Other Matters*

*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to :*

*(a) Kaitiakitanga.*

### *Section 8 Treaty of Waitangi*

*In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).*

And under the NPSUD the following provisions are relevant:

### *Objective 5*

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

### *Policy 9:*

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

*a) involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and*

*b) when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and*

*c) provide opportunities in appropriate circumstances for Māori involvement in decisionmaking on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori and issues of cultural significance; and*

*d) operate in a way that is consistent with iwi participation legislation.*

*Clause 3.13 Purpose and content of FDS*

*(3) Every FDS must include a clear statement of hapū and iwi values and aspirations for urban development.*

*Clause 3.14 What FDSs are informed by*

*(1) Every FDS must be informed by the following:*

*(d) Māori, and in particular tangata whenua, values and aspirations for urban development.*

There are a number of iwi and hapū-based entities throughout the Hawke's Bay region, and a number of whom have expressed interest in Napier and Hastings. These are:

- Heretaunga Tamatea
- Mana Ahuriri
- Maungaharuru-Tangitū
- Ngāti Hineuru
- Ngāti Kahungunu
- Ngāti Pāhauwera
- Ngāi Te Ohuake
- Ngāti Whitikaupeka

Figure 6 below identifies Treaty claimant groups' Areas of Interest within the FDS Study Area.

Figure 7 identifies a number of potential Māori cultural opportunities and constraints including identified Māori Land, Areas of Cultural Significance, Marae, and Archaeological Sites. Note that this is an indicative map and we are partnering with iwi groups to prepare the FDS and fully identify iwi and hapū values and aspirations for urban development and areas that may require protection. A number of other topics discussed in this report address topics of particular relevance for iwi and hapū values including freshwater, indigenous biodiversity, and special landscapes and features.

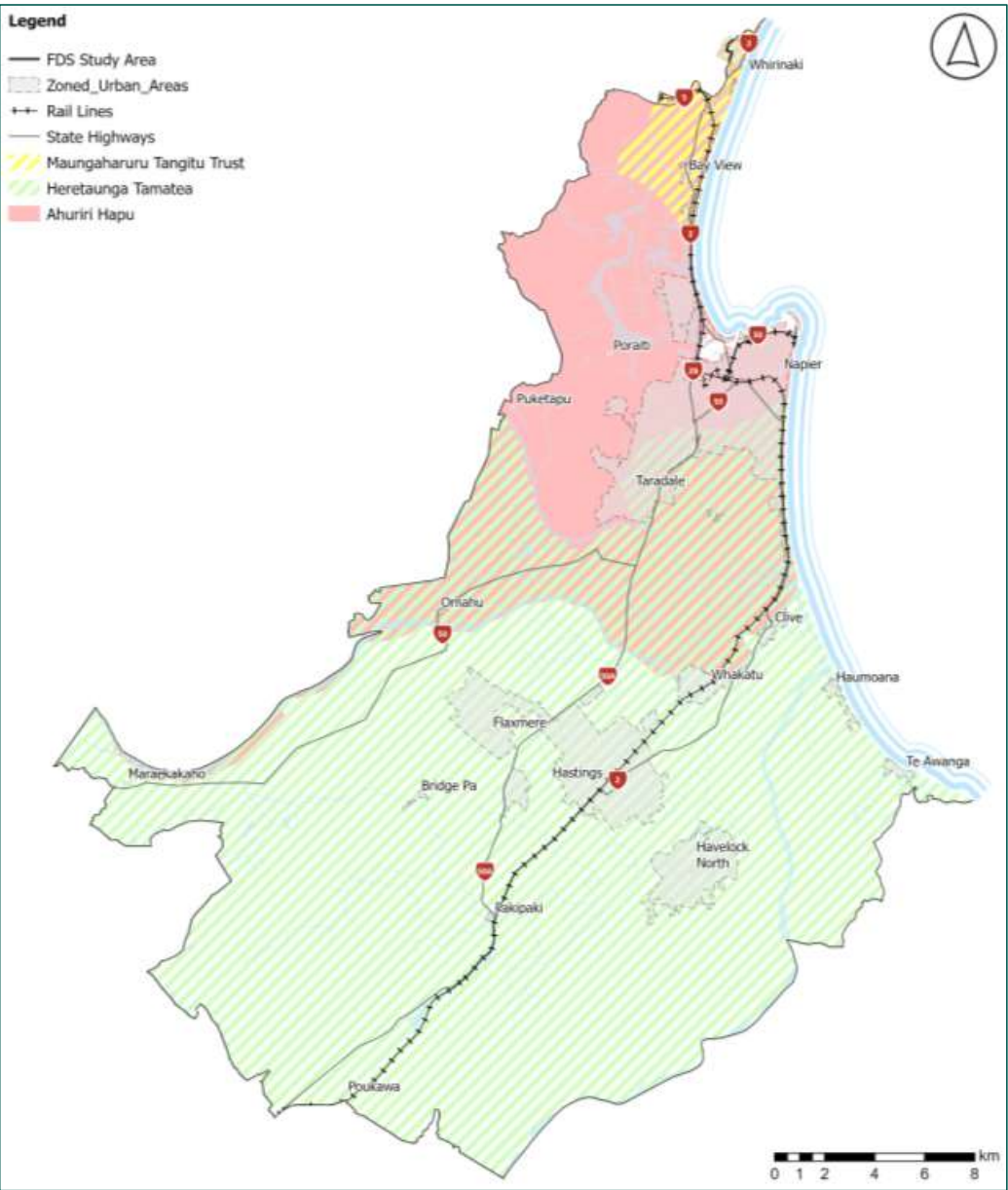


Figure 6 - Claimant groups' Areas of Interest within the Study Area

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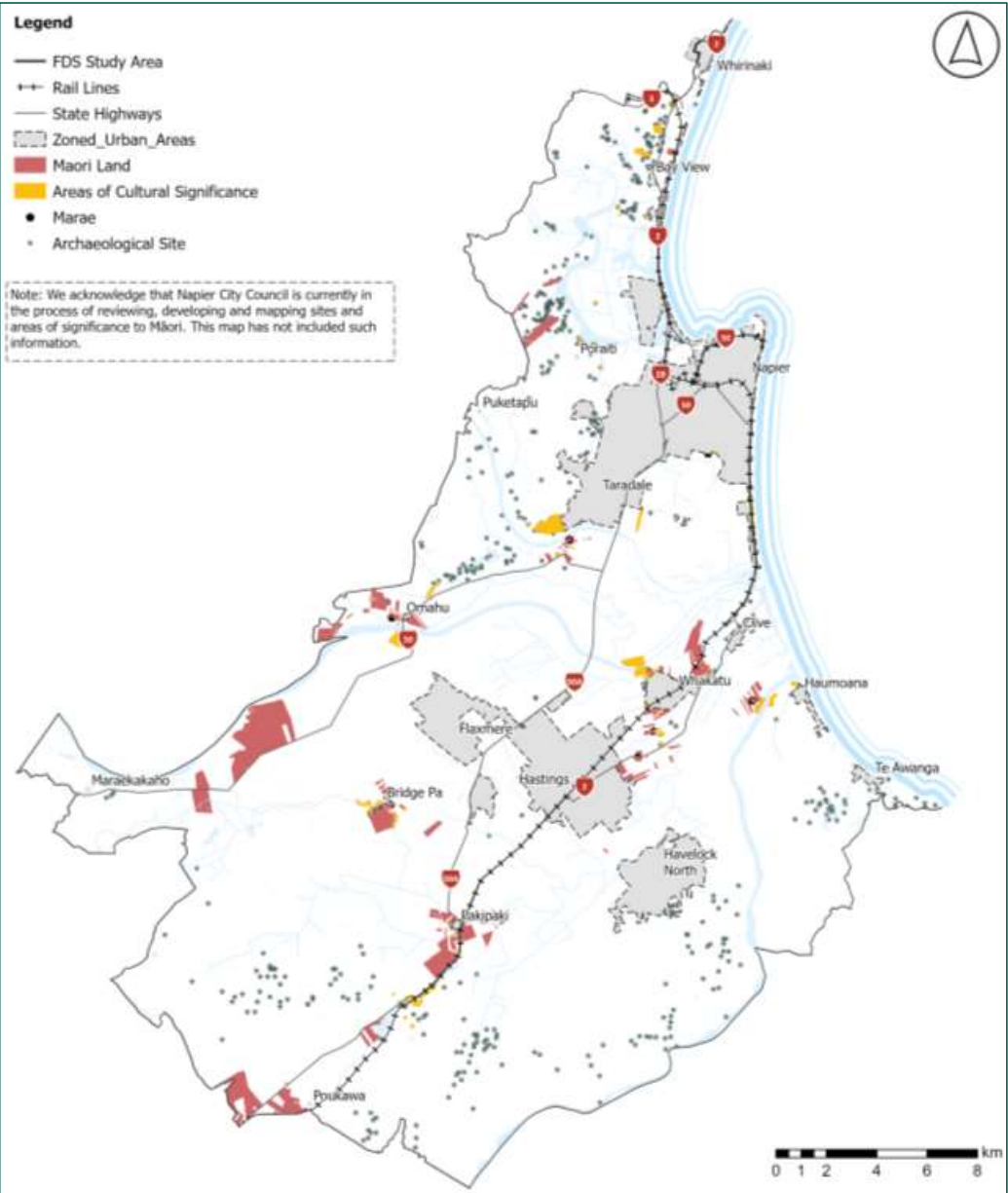


Figure 7 - Potential Māori cultural opportunities and constraints for future development



## 7.0 Natural Environment, Landscape, and Freshwater

The Resource Management Act requires Councils to recognise and provide for the protection of areas of significant indigenous vegetation and habitats of indigenous fauna, and to have regard to the intrinsic values of ecosystems, and the maintenance and enhancement of the environment.

The Resource Management Act 1991 also requires Councils to protect Outstanding Natural Features and Landscapes from inappropriate subdivision, use, and development (RMA 6(b)).

Napier and Hastings include sites that have been identified for their high ecological, biodiversity, or landscape values. Different terms are used to describe these areas, as shown on figure 8 below.

### 7.1 Natural Features and Landscapes

The Napier-Hastings area contains a number of distinctive and highly valued landscapes and natural features. The “protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development” is provided as a matter of national importance under s6(b) of the RMA. The New Zealand Coastal Policy Statement also requires preservation of the natural character of the coastal environment and protection of natural features and landscape values.

The Draft Napier District Plan spatially identifies the following landscape areas and features<sup>6</sup>:

- Outstanding Natural Features;
- Special Character Landscapes; and
- Special Character Features.

The Hastings District Plan identifies the following landscape areas and features:

- Coastal Landscape Character Area;
- Outstanding Natural Features;
- Outstanding Natural Landscape Area; and
- Significant Amenity Landscape Area.

The above-mentioned landscape areas and features for Napier and Hastings respectively are identified in figures 8 below.

The Outstanding Natural Features in Napier and Hastings, and the Outstanding Natural Landscape areas in Hastings are required to be protected from inappropriate subdivision, use, and development under s6(b) of the RMA. There is therefore no potential to develop in these areas. The Special Character Landscapes, Special Character Features, Significant Amenity Landscape Areas and Coastal Landscape Character Areas may be able to accommodate some development with appropriate mitigation to ensure landscape values are maintained, particularly when considered in the context of the limited range of options Napier and Hastings have for accommodating future growth.

<sup>6</sup> This is a *draft* District Plan that has not yet been through a statutory public participation process. Therefore, these may be subject to change.

## 7.2 Indigenous Biodiversity

Indigenous biodiversity refers to native species, their genetic diversity, and the habitats and ecosystems that support them. Hawke's Bay's natural environment has been heavily modified by historic clearance for pastoral farming, however areas of significant biodiversity remain, and their scarcity increases the importance of protection.

The "protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna" is provided as a matter of national importance under s6(c) of the RMA. The Government has released the National Policy Statement for Indigenous Biodiversity that changes the requirements around what local authorities must do to maintain indigenous biodiversity. This comes into effect on 4<sup>th</sup> August 2023 and the Councils are currently working through the implications for the FDS. The New Zealand Coastal Policy Statement also requires safeguarding the integrity, form, functioning and resilience of the coastal environment, and sustaining its ecosystems.

The Napier Draft District Plan identifies Significant Natural Areas. These are mostly in and around the nationally significant Ahuriri Estuary but also include some parts of the hills surrounding Napier, such as stands of Kanuka at Bay View.

Many areas of significant indigenous vegetation within the Hastings District are in the ownership of the Department of Conservation and therefore legally or physically protected by them by way of covenants, reserves or forest parks. However, of the remaining areas of remnant native forest and wetlands outside of the Conservation Estate, the majority do not have any legal or physical protection and there is therefore little certainty of protection for these relatively few remaining significant natural areas. However, it will be important for the FDS to consider how development can avoid potential impacts on these areas.

Figure 8 below shows identified SNAs, QEII Covenant areas, conservation land, and DOC Recommended Areas for Protection in the FDS study area.

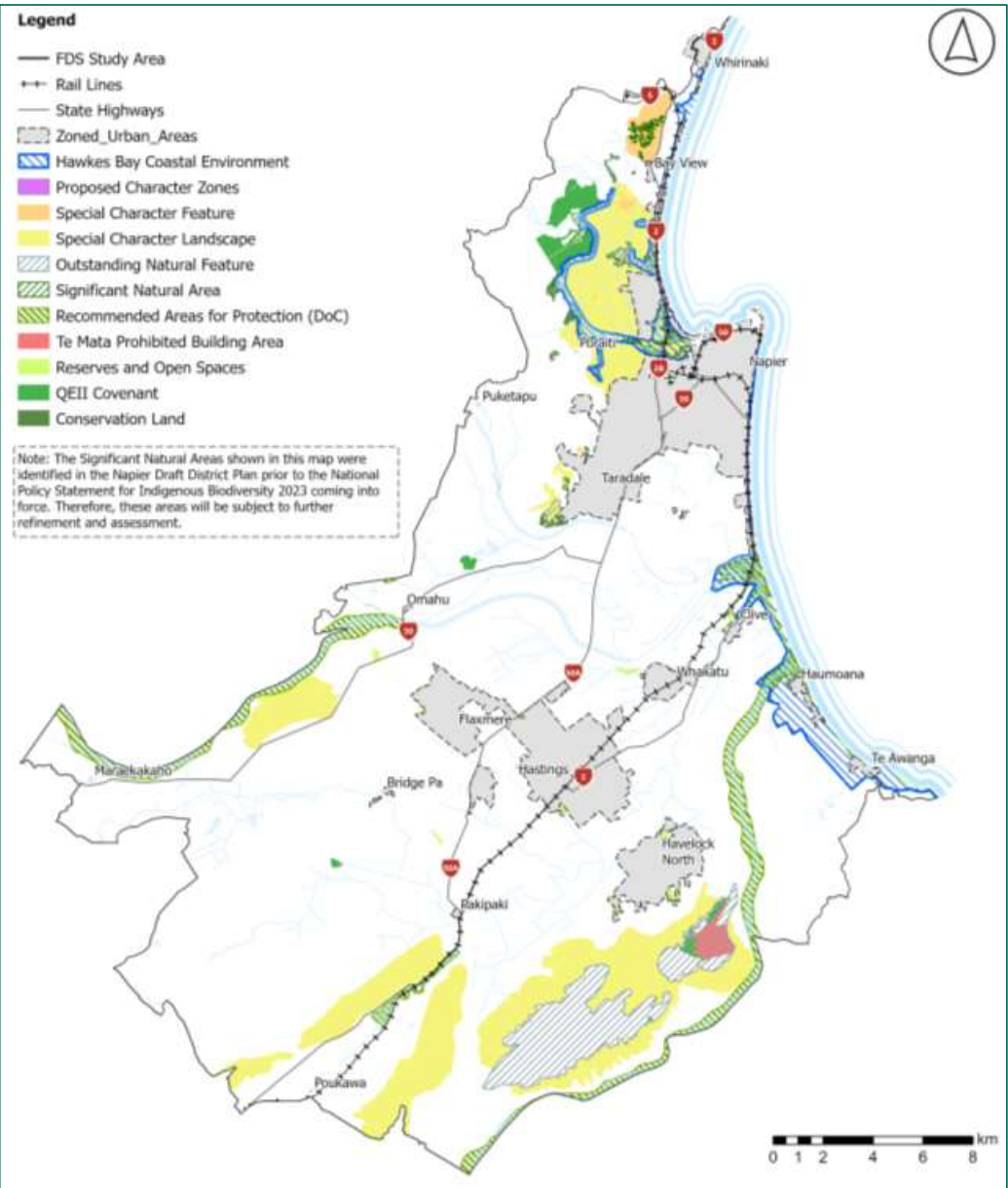


Figure 8- Landscape and ecological development constraints (Note: Placeholder figure. Further data on Outstanding Water Bodies to be included)

### 7.3 Freshwater

The National Policy Statement for Freshwater Management 2020 (NPS-FM) sets out the objectives and policies for freshwater management under the Resource Management Act 1991.

Freshwater management is a significant issue for Napier and Hastings to provide for human health, the protection of indigenous biodiversity, and the protection of cultural values.

By 2030, all regional councils are required to identify and map natural wetlands in accordance with the NPSFM and National Environmental Standards for Freshwater Regulations 2020 (NES-FW). The NES-FW contains a number of provisions which heavily restrict or prohibit development in and around natural wetlands.

‘Wetland’ is the collective term for the wet margins of streams, rivers, ponds, lakes, estuaries, bogs, swamps and lagoons. Wetlands aren’t always ‘wet’. They provide a habitat for wildlife and support an indigenous ecosystem of plants and animals that have adapted to living in wet conditions.

The main wetlands in the FDS study area are:

- Coastal (lagoons & estuaries): Ahuriri Estuary, Tukituki Estuary, Waitangi Estuary.
- Freshwater (swamps, lake margins): Pekapeka/Lake Poukawa, Lake Runanga, Lake Oingo.

There are many other smaller natural wetlands on public and private land. Some of these wetlands can be dry at certain times of year which can make identification difficult. The process to identify a natural wetland relies on vegetation, soil and hydrology assessments and may require specialist help.

THE NPSFM also recognises that a number of New Zealand’s lakes, rivers and coastal areas are iconic and well known globally for their natural beauty and unique values, and allows for exceptional water bodies to have special protection. Plan Change 7 proposes to change the Hawke’s Bay Regional Resource Management Plan to include a list of the region’s outstanding water bodies, together with a framework which prescribes a high level of protection for these water bodies in consenting and future plan making. The outstanding water bodies identified within the FDS study area include the Ahuriri and Tukituki estuaries, and parts of the Tutaekuri and Tukituki rivers.

The Heretaunga Plains aquifer system is the main groundwater resource for people living on and adjacent to Heretaunga Plains and provides these communities with a significant portion of their water requirements. The Heretaunga Plains aquifer system is a complex mix of layers of sub-surface gravels and other materials. There are some parts of the aquifer system that are more vulnerable to activities on the surface of land and land disturbance. These locations are often referred to as the ‘unconfined’ aquifer system. Under the NPSFM, district plans must include provisions to promote positive effects, and avoid, remedy, or mitigate adverse effects of urban development on the health and well-being of water bodies, and freshwater ecosystems, and receiving environments. Therefore, particular care needs to be taken around developing above the unconfined aquifer.

Figure 9 below identifies a number of freshwater constraints in the FDS study area including Wetlands, the Unconfined Aquifer, Source Protection Zones for community water supplies, and the Tukituki Surface Water Allocation Zones.

Under the current and past versions of the NPSFWM a number of changes to the policy and regulatory frameworks applying to the management of freshwater have been initiated by the Hawke's Bay Regional Council. In particular the concept of Te Mana o Te Wai and environmental limits under a changing climate as a foundation principle means that water scarcity will be a potentially significant constraint on both land use intensification and urban development, including industry.

The NPSFWM requires councils to adopt an integrated approach, ki uta ki tai (from the mountains to the sea), as required by Te Mana o te Wai, including managing land use and development in a sustainable way and encouraging the co-ordination and sequencing of regional or urban growth. HBRC is planning to fully implement the NPSFWM as part of a combined plan review known as the 'Kotahi Plan.' Prior to Cyclone Gabrielle, work has already commenced on preliminary phases of preparing the Kotahi Plan which has included iwi and community engagement.

For now, of particular relevance to the FDS is the TANK Plan Change (PC9) relating to the Heretaunga and Ahuriri Catchments. PC9 is currently subject to a number of Environment Court appeals. An application for a Water Conservation Order for the Ngaruroro River is also currently subject to court appeal proceedings.

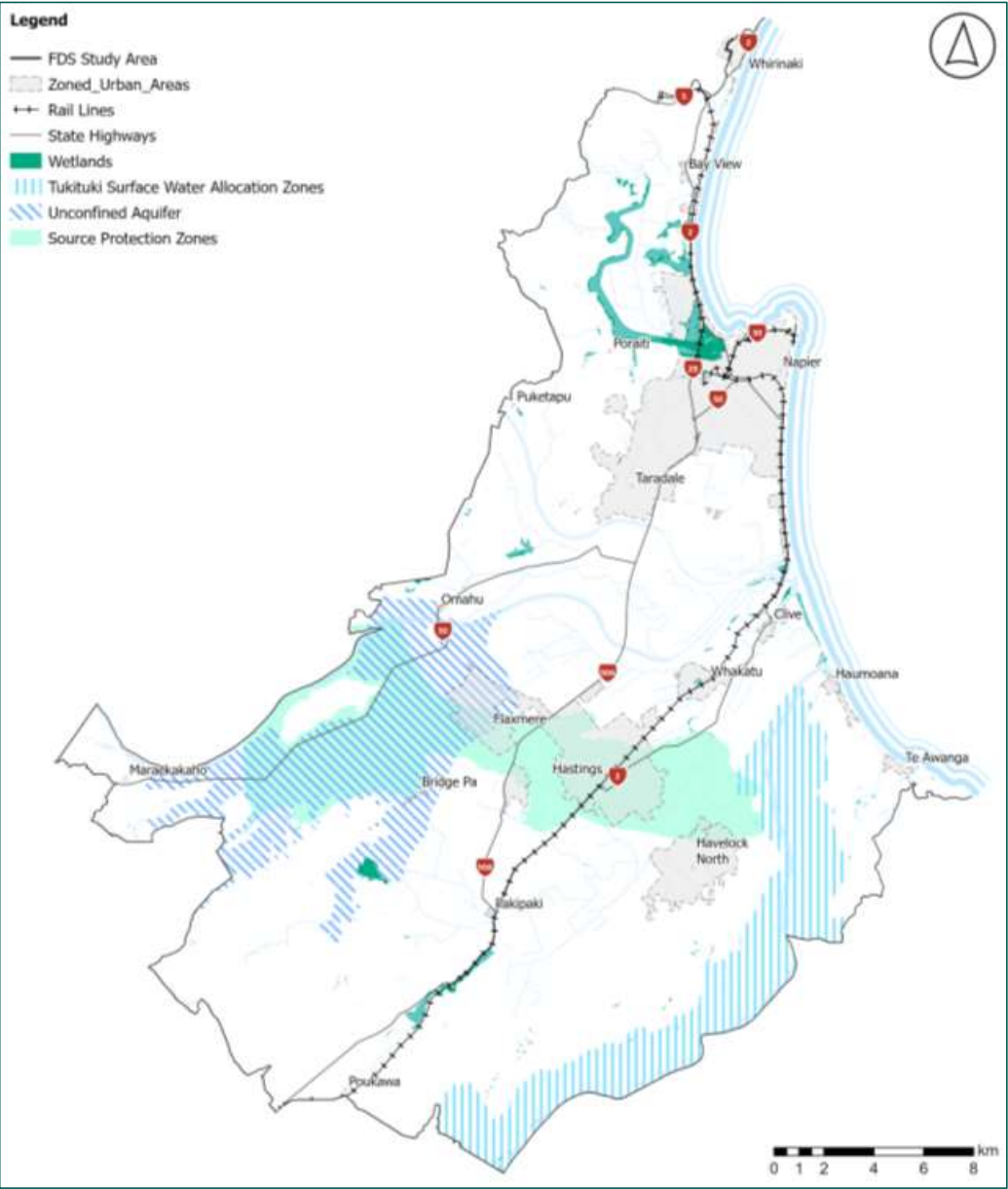


Figure 9 - Potential freshwater related development constraints (Note: Placeholder figure – further TANK PC9 data to be included)

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## 7.4 Key Issues

Key issues for the FDS in relation to natural environment will include:

- How to ensure urban growth occurs while protecting, and potentially enhancing, water quality, indigenous biodiversity, and outstanding landscapes.
- How to ensure urban development promotes positive effects and avoids adverse effects on water bodies, and freshwater ecosystems, and receiving environments.
- To what extent can development be accommodated in Significant Amenity Landscape Areas, Special Character Landscapes, and Coastal Landscape Character Areas while still protecting the identified landscape values.

## 8.0 Rural Production

### 8.1 Overview

The versatile and productive soils of the Heretaunga Plains are a significant productive resource for the Hawke's Bay community. The Hawke's Bay is one of the two largest fruit producing regions in the country, and the rural environment has become increasingly popular for vineyards and wineries. The importance of the productive values associated with the Heretaunga Plains is one of the primary locational constraints for growth options, and there has been a clear message from the community that the soils should be protected from on-going development.

The National Policy Statement for Highly Productive Land ("NPS-HPL") provides policy direction to manage the use of highly productive land. It requires highly productive land to be protected for use in land-based primary production. The NPS-HPL requires the identification and mapping of highly productive land and sets out how subdivision, use, and development of highly productive land is to be managed.

Policy 5 of the NPSHPL seeks to **avoid** the urban rezoning of highly productive land, unless the requirements of clause 3.6 are met:

- That urban rezoning is required to provide sufficient development capacity to give effect to the NPSUD.
- There are no other reasonably practicable and feasible options for providing at least sufficient development capacity within the same locality and market while achieving a well-functioning urban environment, including greater intensification in existing urban areas and the rezoning of land that is not highly productive or has a relatively lower productive capacity.
- The environmental, social cultural and economic benefits of rezoning outweigh the long-term costs associated with the loss of highly productive land for primary production.

Until the regional council includes maps of highly productive land in the regional policy statement, highly productive land includes land that is zoned general rural or rural production and has a land use capability class ('LUC') of 1-3 (inclusive). However, land that is identified for future urban development must not be mapped as highly productive land. This includes the preferred growth areas previously identified under HPUDS.

**Figure 10** Figure 10 below shows LUC 1-3 land in and around Napier and Hastings, based on the identification by the New Zealand Land Resource Inventory ('NZLRI').

As shown in **Figure 10** below, the land outside of the Hastings urban area is predominantly underlain by highly productive soils, as is the flat land to the North and South of Napier being LUC 1 and 2 and the directive requirements of the NPS:HPL will therefore be highly relevant to the FDS.

The NZLRI provides high level mapping at a coarse scale of 1:50,000 based on physical limitations and qualities of the land, soil, and environment. There may also be land that is highly productive that is not identified as LUC 1, 2, or 3, and conversely some of the land identified as LUC 1, 2, or 3 may have significant limitations for productive use.

## 8.2 Key Issues

Key issues for the FDS in relation to rural production will include:

- How can urban growth be provided for while protecting the highly productive land of the Heretaunga Plains for rural production?
- if there are insufficient alternative options to provide sufficient development capacity to give effect to the NPSUD are there areas of LUC 1, 2, or 3 land that could be considered for development?
- If yes to the above, then how can this be done in a way that minimises loss of rural productive capacity, and provides environmental, social cultural and economic benefits that outweigh the long-term costs associated with the loss of highly productive land for primary production?
- How should the FDS address productive land which is not identified as LUC 1,2 or 3 such as the Gimblett gravel soils?
- How can conflicts and reverse sensitivity between rural production and greenfield growth be managed?

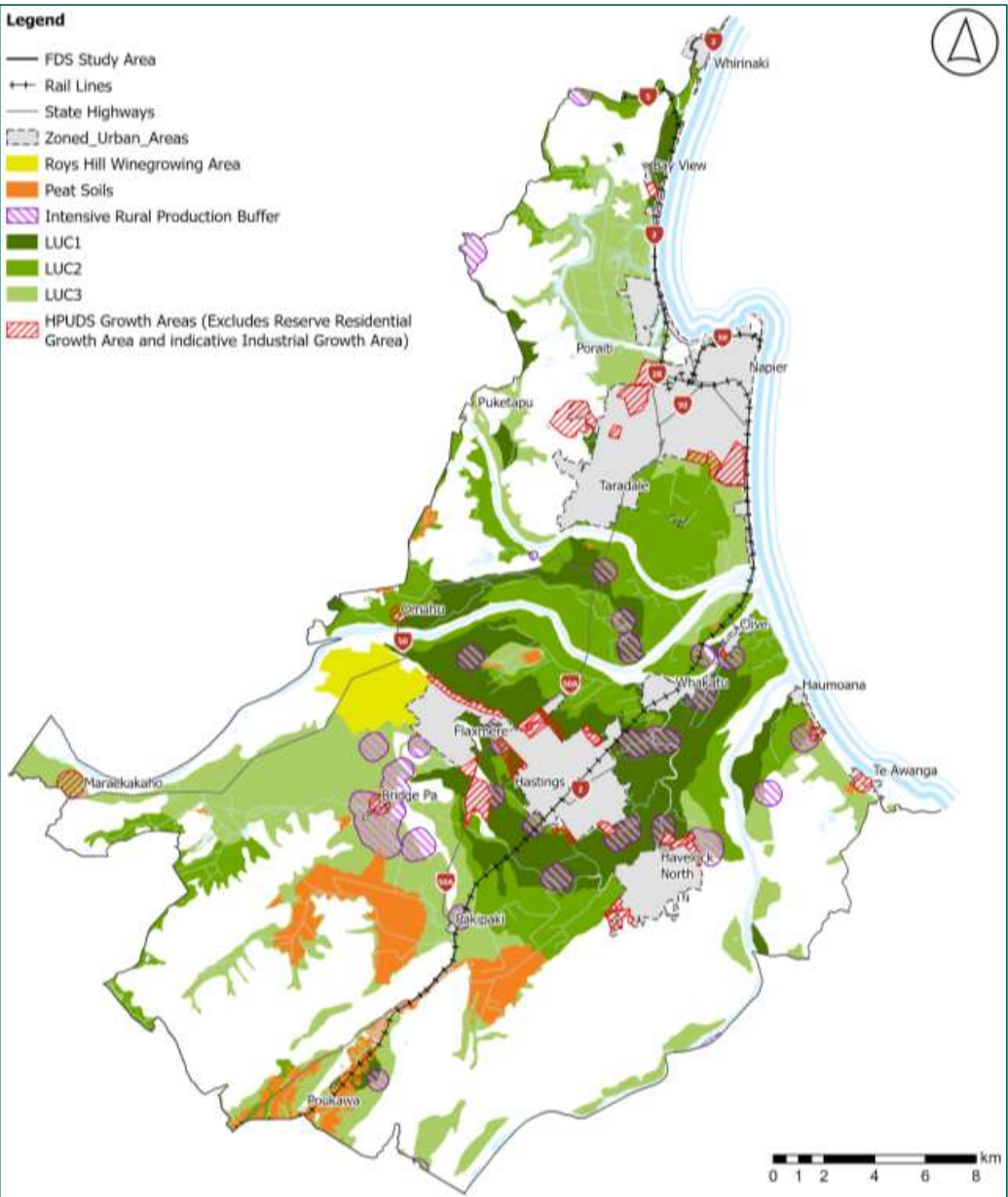


Figure 10: Land Use Capability Mapping. Source: New Zealand Land Resource Inventory.

## 9.0 Natural Hazards

The Napier-Hastings area is at risk from a number of natural hazards including flooding, droughts, coastal erosion and inundation, tsunami, landslide and seismic hazards.

The Hawke's Bay Regional Council Hazard Portal displays spatial information on fault lines, liquefaction, coastal hazards, flood risk areas, tsunami inundation, and landslide risk. Figure 11 below shows where these natural hazards have been identified within the FDS study area.

Each of those hazards will have varying impacts on different types of urban activities. Low probability events with high impacts need attention and management in a different way to frequently occurring hazards with lesser impacts each time it occurs. Different types of urban activities will present differing degrees of risk (for example, an urban water supply pumping station outage will have different consequences to damage suffered by a retail outlet in the same event; or consequences of flooding impacting a residential block will differ from impacts of flooding of elderly care residences).

Therefore, it is important that the FDS not only consider the type of natural hazards, but also the varying degrees of impact (consequences) of different types of urban activities occurring in at-risk locations.

### 9.1 Flood Hazards

Floods and storms are the most frequent hazard in Hawke's Bay. With climate change, they will increase in frequency and intensity. Historically there have been numerous major storms resulting in severe flooding which has resulted in stopbanks, pumping stations and other protection measures being put in place.

Figure 11 shows flood risk areas within the FDS study area based on information from the Hawke's Bay Hazard Portal. That flood modelling has been based on 100-year return period events (1% annual exceedance probability) for river flood risk areas, and 50-year return period events (2% annual exceedance probability) for floodplain flood risk areas. The flood extents shown in the maps are based on localised catchment modelling and is not meant to show specific flooding details on each property.

A limitation of these maps are the areas excluded including most of the Hastings urban area. The effects of climate change have also not been included in this modelling.

The councils are currently undertaking various workstreams to update the flood hazard information and more information will be available throughout the course of the project. This updated information will progressively inform the FDS and the emerging spatial scenarios.

### 9.2 Coastal Hazards

Coastal hazards for the Hawke's Bay area include tsunami, storm erosion and coastal inundation. The present-day extent and likelihood of these coastal hazard risks are expected to increase as a result of climate change projections of increased storm intensities, sea level rise, and coastal subsidence.

Figure 11 below includes areas identified as at risk of coastal erosion and coastal flooding based on information from The HBRC.

Figure 12 below shows 2500-year Annual Return Interval for a tsunami event with 1m of sea level rise based on assessment provided by GNS in 2022.

### 9.3    Other Hazards

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Other hazards that the Napier-Hastings area is subject to include liquefaction, faultlines, and slope stability. Figure 11 shows areas of high liquefaction risk, high landslide risk, and areas of highly steep land, and fault avoidance zones.

Hazards such as liquefaction, and to some extent slope stability, are generally able to be mitigated through engineering works. However, the costs of this mitigation may present challenges for the economic feasibility of development.

### 9.4    Key Issues

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Natural hazard issues for the Napier-Hastings FDS include the following:

- How can we ensure that urban communities of Napier and Hastings and infrastructure are resilient to risks from natural hazards?
- Where are the areas where additional new development and re-development needs to be avoided entirely?
- Where are the areas where new development and re-development may be accommodated with appropriate mitigation?
- To what extent should growth be accommodated in existing urban areas that are known to be subject to natural hazard risk? What level of risk tolerance and mitigation should we be considering?
- How can tsunami evacuation routes be provided for?

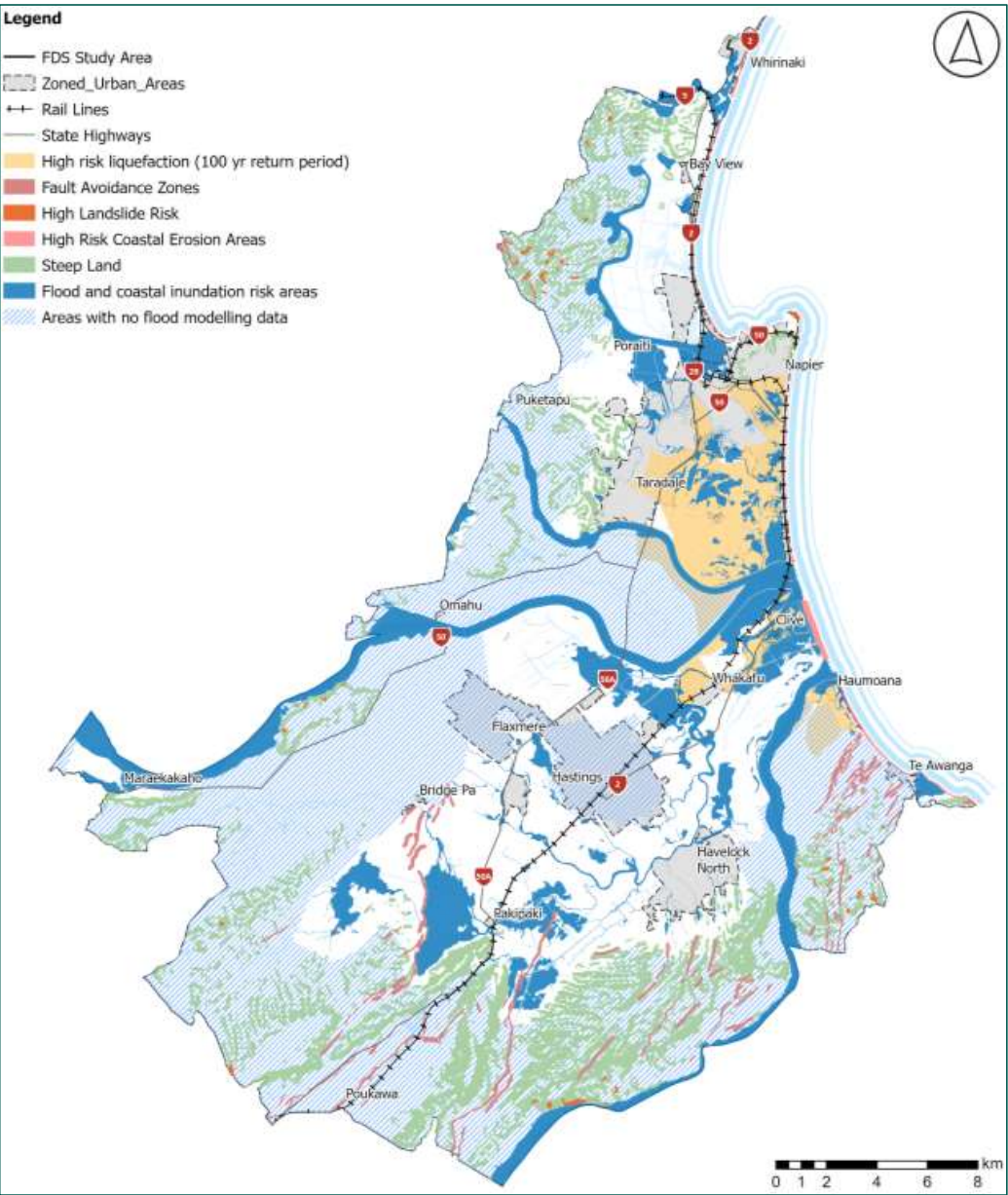


Figure 11 - Potential Natural Hazard constraints (excluding Tsunami Risk)

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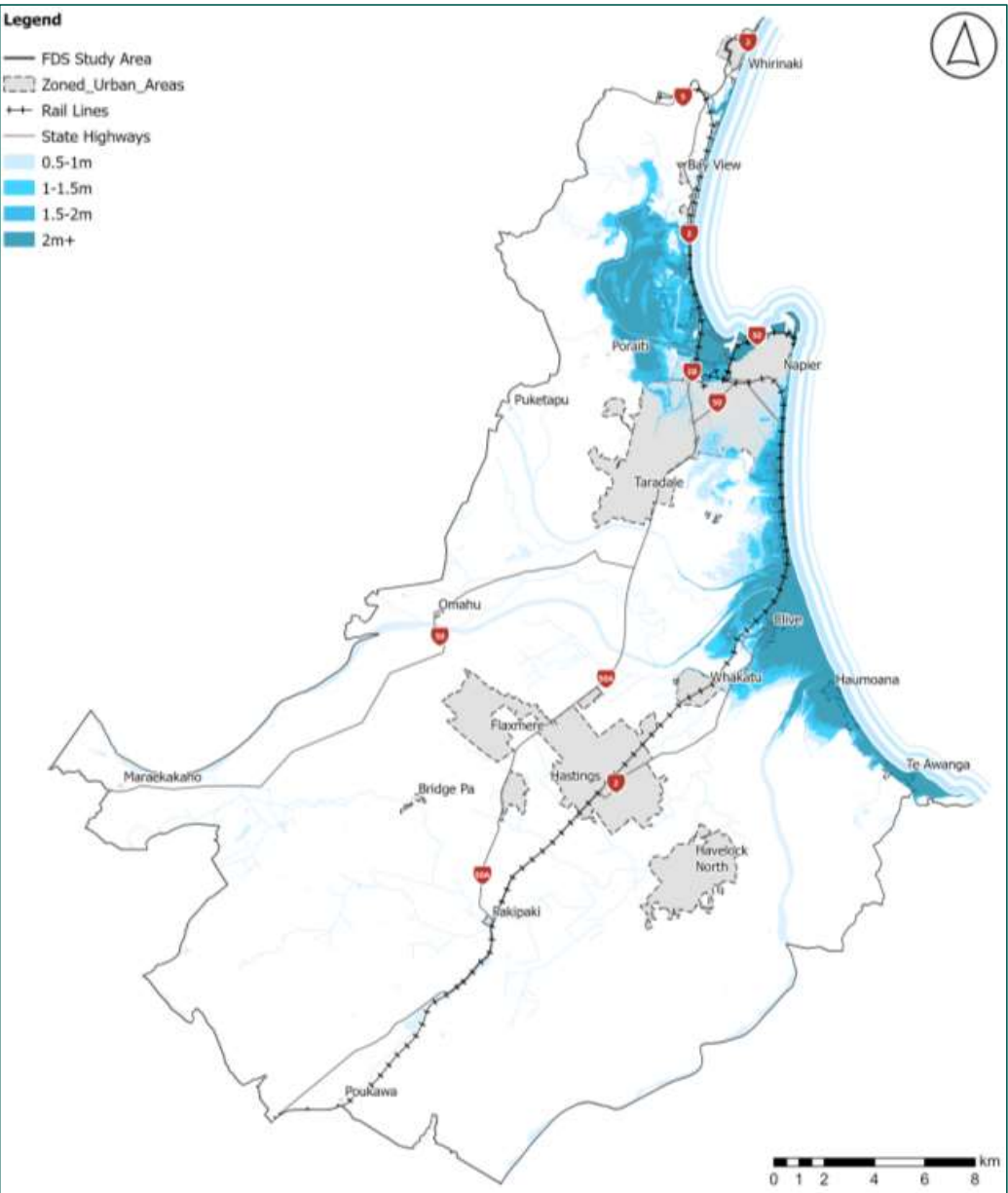


Figure 12 - 2500 year Annual Return Interval Tsunami Event (flood depth) with 1m of Sea Level Rise (data source: GNS/ HBRC)

## 10.0 Infrastructure

As the Napier and Hastings areas are experiencing significant growth there is a need to invest significantly in infrastructure to provide for the required development capacity. Infrastructure includes 3 Waters (drinking water, wastewater and stormwater), telecommunications, energy, transportation, parks and open spaces, and community facilities. The role of infrastructure is to improve our social, economic, environmental and cultural well-being and support more sustainable and resilient outcomes. Ongoing growth in Hawke's Bay means that planning for future development capacity to be identified and serviced is a high priority.

Further information is provided below on three waters, transport, network utilities, and social infrastructure for both Napier and Hastings.

### 10.1 Three Waters Reform

Central Government is currently carrying out a reform of the system for delivery of drinking water, wastewater and stormwater.

The Government has worked with local government, iwi and water industry leaders to create a detailed, affordable plan to make sure our water services system is in good condition to meet challenges like population growth, climate change and natural disasters.

Under this plan ten new publicly-owned Water Services Entities will run New Zealand's drinking water, wastewater and stormwater services – currently operated by councils on behalf of communities.

The Government's plan will build these new Water Services Entities (WSEs) on the foundations of existing council infrastructure, people, and expertise. The plan is designed to give the new water organisations the financial flexibility to make the necessary upgrades more affordable for everyone. The transition to the new system will take place over a number of years.

The current proposal combines the Tairāwhiti and Hawke's Bay areas into a single entity with responsibility for 3 Waters delivery separate from the five Councils (Gisborne, Wairoa, Napier, Hastings and Central Hawke's Bay). It is expected that the entity will work closely with the Councils to plan and deliver infrastructure services including a capital works programme that supports regional growth strategies and future development proposals within its jurisdictional area.

For Napier and Hastings, this requires the Councils to have a well-developed investment programme in place to ensure that growth infrastructure can continue to be implemented in established growth areas.

### 10.2 Water Supply and Allocation

Water supply in Napier and Hastings is drawn from aquifers including the Heretaunga Plains, through water permits administered by Hawke's Bay Regional Council.

Increased water supply capacity is required to provide for population growth over the next 30 years, including servicing growth areas with new infrastructure and upgrading the existing network to ensure aging infrastructure remains fit for purpose. This includes providing for residential

growth (through municipal supply), and also horticulture and other business activities that require security of water supply (through individual water permits).

However, natural aquifer systems are not endless. There are limits to the freshwater resource to protect the health of aquatic ecosystems and meet the health needs of people. In the Heretaunga Plains, recent scientific evidence from the Hawke's Bay Regional Council has identified that there is no additional volume of groundwater available to allocate to new activities and development.

Therefore, current growth projections for Hastings mean that there will be increasing demand for water that may not be able to be met by the current Hastings urban water supply consent in the future despite achieving greater efficiencies and improved water demand management.

Napier City Council commissioned GHD Limited to produce a Three Waters Servicing Structure Plan to identify additional upgrades needed to accommodate population growth. The Three Waters Servicing Structure Plan identified water supply upgrades as shown in Figure 13.

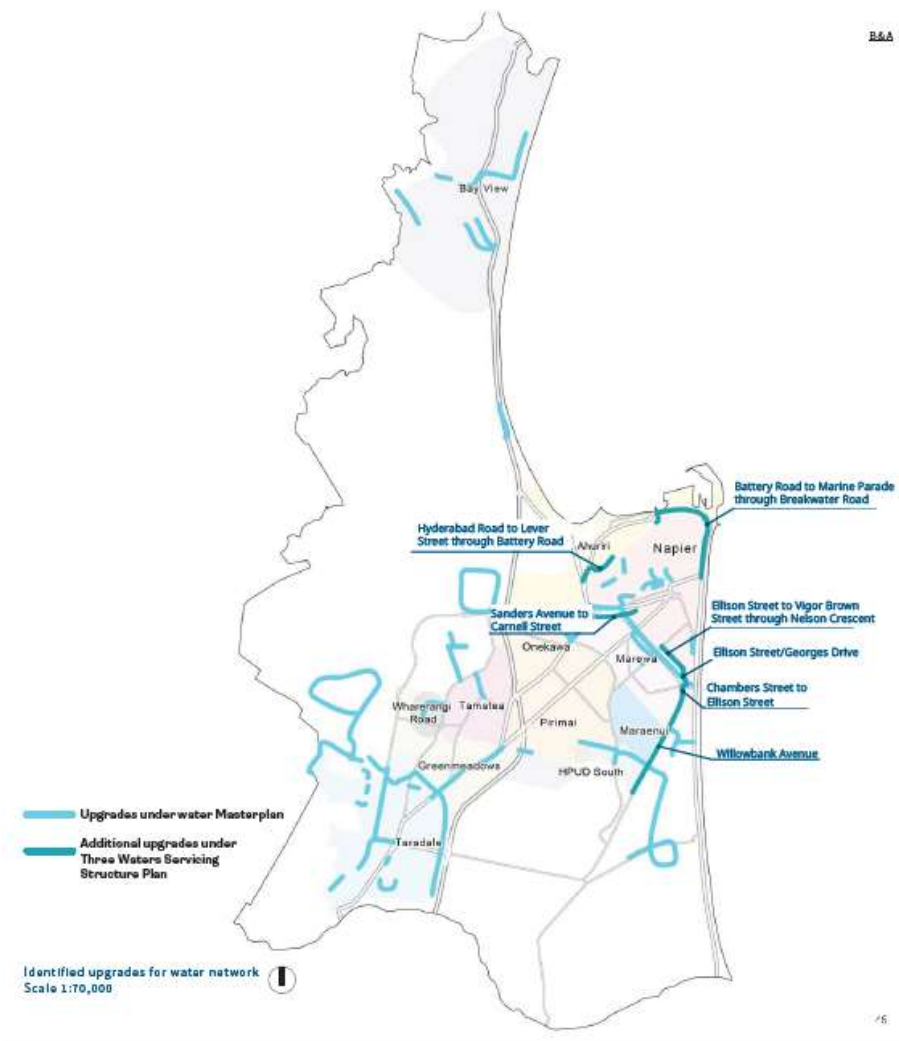


Figure 13 – Identified Water Supply Upgrades required for Napier.

10.2.1 Hastings DC Drinking Water Strategy

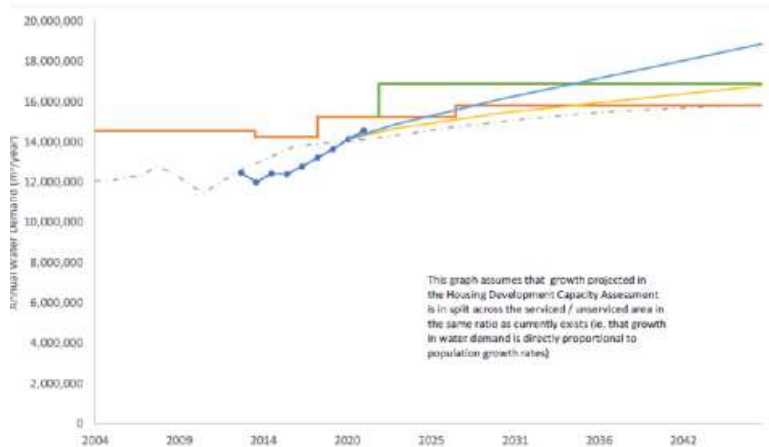
The Drinking Water Strategy 2018 (WAT-20-20-18-525) sets out the approach to drinking water that has water quality and safety as the prime objectives. The strategy includes a combination of new and redefined initiatives based on investigations, modelling and science to guide the establishment of new treatment and reservoir storage at Frimley Park and Eastbourne St, new and upgraded pipes, and a booster pump station in Havelock North.

The strategy also highlights the need to ensure that Hastings has access to sufficient quantities of water to meet current and future needs, whilst ensuring water is used efficiently. New information relating to sustainable groundwater abstraction rates and stream depletion effects from groundwater abstraction across the Heretaunga Plains means that Council must use water

efficiently while also ensuring that its abstractions are within sustainable allocation limits and are not having an adverse environmental effect.

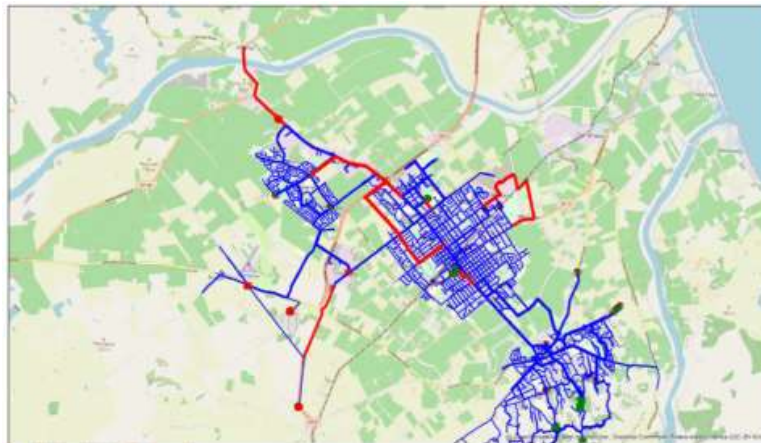
The impact of residential growth is apparent in our consumption data which shows a continuing upward trend and it is expected that this trend will continue in the foreseeable future.

Demand Projections (Fig. 2.1.2 - Infrastructure Constraints Report)



The predictions shown above in Figure 2.1.2 are based on our historic and current consumption rates and estimates of future water demand using a medium and high growth scenario. These projections do not account for potential reductions from demand management programmes that are underway to reduce network wide leakage (leak detection and accelerated asset replacements), pressure reduction and the potential for domestic water metering to be progressed over a similar timeframe.

The infrastructure programme over the next 10 years will improve the delivery of water to customers and enhance fire-fighting capability. Upgrades include 19.25km of new and upgraded water mains, 4 new reservoirs and 4 new booster pump stations.



#### 10.2.2 Hawke's Bay Regional Water Assessment

The Hawke's Bay Regional Water Assessment provides an account of the volumes of water supply and water use in Hawke's Bay and, using the 2019/20 year as a base, assesses the likely additional pressures on demand in the future. It is intended to assist in incorporating regional freshwater security into regional plans and strategies.

According to the Regional Water Assessment the region could experience a shortfall between demand and supply of freshwater of nearly 25 million cubic metres, increasing to 33 million cubic metres by 2060 under a medium growth projection.<sup>7</sup> Addressing this projected shortfall will require both a reduction in demand, through technology, behaviour and allocation, and an increase in supply. This will require investigating all practical options for increasing freshwater supplies in Hawke's Bay.

#### 10.2.3 TANK Plan Change

The Hawke's Bay Regional Council is currently progressing Plan Change 9 to the Regional Resource Management Plan ('**TANK Plan Change**') to include new rules to manage water quality and quantity for the Tūtaekurī, Ahuriri, Ngaruroro and Karamū ('**TANK**') catchments. Decisions for the TANK Plan Change were notified September 2022, and Environment Court appeals are currently underway. The TANK Plan change is one of several initiatives that the Hawke's Bay Regional Council has underway to implement the National Policy Statement for Freshwater Management.

The decision version of the TANK Plan Change includes a number of provisions that will limit water take consents and the ability to increase water supply capacity to accommodate growth to cater for residents and businesses.

Historically, the amount of water taken for urban uses from the underground aquifer has been limited by consents which may no longer be sufficient for future demand even with more efficient use.

New rules on surface and groundwater takes under the TANK plan change will limit access to additional water such that industrial expansion or new industrial activities will be constrained and they may then rely more heavily on the Hastings supply to meet their essential water needs.

### 10.3 Stormwater

The Hastings and Napier urban stormwater systems are vulnerable to increasing rainfall intensities and volumes due to climate change. A reduction in pervious surfaces caused by development, infill and extensions increases run-off. This means there is reduced ability to control stormwater in pipes and overland flow systems (detention ponds). Pipes fill up faster with more stormwater present in roads and properties, and increased overland flow increases the risk of flooding and inundation. Increased rainfall runoff and water quality issues will increasingly need to be addressed through natural system solutions such as swales and rain gardens.

<sup>7</sup> Note that this medium growth projection is based on a 2020 baseline. This differs from the medium-high growth projection based on a 2022 baseline being used to project demand for dwellings in the FDS.



In the aftermath of the November 2020 flooding in Napier, plus devastating impacts of Cyclone Gabrielle in February 2023, there is increased anxiety in the community about the risk of flooding and expectations of Council to minimise flooding are heightened.

To respond to these stormwater constraints Hastings District Council has rules in place to ensure that new development alleviates stormwater within the property. Napier is also introducing stormwater neutrality requirements in the Proposed District Plan. Councils are also developing adaptation strategies to ensure that there are plans in place to minimise the impacts of climate change. Council and the community will need to agree a range of approaches for addressing limitations and areas that are becoming increasingly vulnerable.

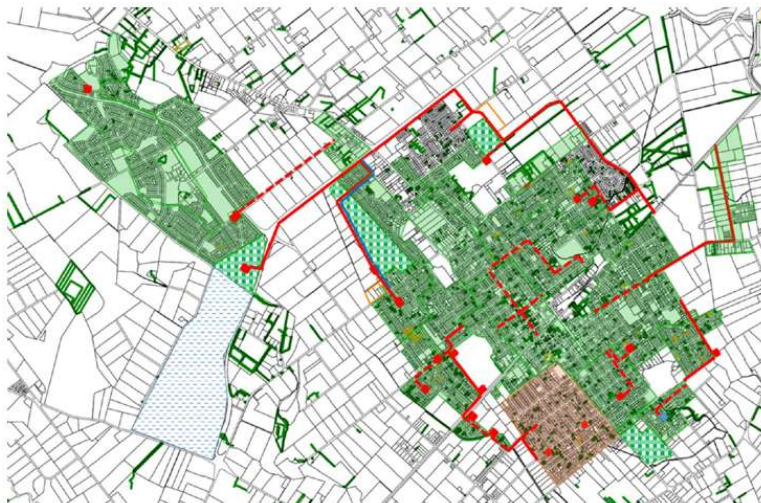
#### 10.4 Wastewater

The current Hastings urban wastewater network is reaching full capacity. Predicted growth and intensification requires additional capacity beyond the capabilities of the existing system.

As a consequence of this additional wastewater demand can cause surcharging of pipes and increases the risk of overflows in wet weather events.

To respond to these events Hastings District Council is planning to build new infrastructure to provide growth capacity and improve existing network issues. The 10-year wastewater programme will see an investment of \$85M in the next 3 years as part of a “growth ready” initiative with a further \$129M to be spent across the urban network to ensure that long term growth and levels of service can be maintained. Council is also progressing with investigations, strategies and upgrades to minimise stormwater impacts to the wastewater system.

The figure below shows where new and upgraded infrastructure is to occur. With the exception of the Akina area (shown as orange) the wider Hastings urban area will no longer be constrained.



Napier City Council has identified a number of upgrades required to wastewater infrastructure to accommodate growth over the next ten years. These wastewater network upgrades are location dependant and are linked to specific geographic development triggers. These upgrades are identified on figure 14 below:

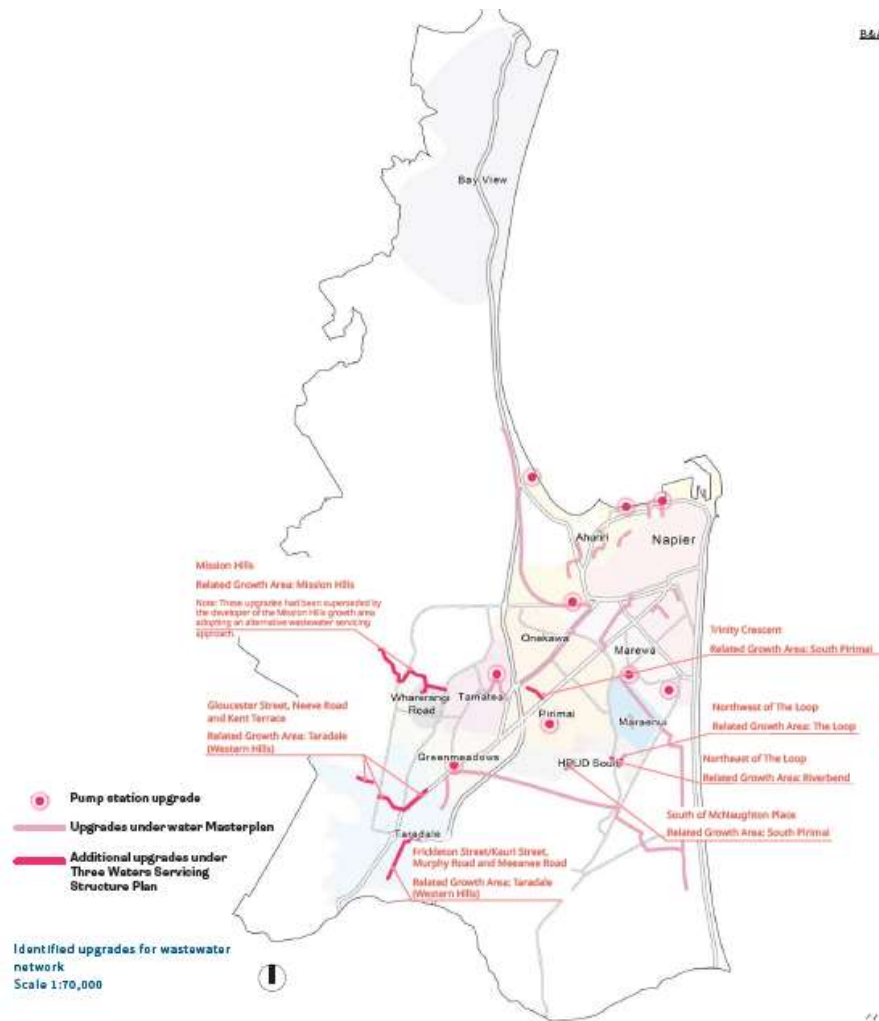


Figure 14 - Identified wastewater upgrades required for Napier.

## 10.5 Transport

The Hawke's Bay Regional Land Transport Plan 2021–2031 (RLTP) sets out a picture of the Hawke's Bay community and the current state of the transport network, the context for developing the Plan, the key issues it addresses, and the priorities for future investment.

The State Highway network provides connections within the Hawke's Bay and to the rest of the North Island. The region is serviced by State Highways 2, 5, 50 and 51, as shown on figure 15 below.

Local bus passenger services operate in and between Napier, Hastings and their dormitory towns; Flaxmere, Taradale, Havelock North and Bay View, with approximately 650,000 passengers carried annually, for a distance of approximately 6.9 million kilometres. The mode share of journeys to work by public transport is currently small, with only 0.5% of the working population travelling by

bus according to the 2018 Census. However, 14.5% of children travel to school by either school or public bus.

Increasing accessibility to jobs, homes, services and facilities through active and public transport will be a key issue for the FDS, as well as ensuring resilience in connectivity particularly between Napier and Hastings.

#### 10.6 Utilities and Energy

Further work is required to understand the utilities and energy requirements to accommodate long term growth. This is a significant issue following Cyclone Gabrielle and the widespread power and telecommunications outages that resulted.

The National Policy Statement on Electricity Transmission requires recognition of the national significance of the electricity transmission network by facilitating the operation, maintenance and upgrade of the existing transmission network and the establishment of new transmission resources to meet the needs of present and future generations.

Ensuring long term resilience of power and communications infrastructure for Napier and Hastings is a key issue for the FDS especially given how vulnerable Napier and other areas were after the cyclone with no power and telecommunications outages.

#### 10.7 Other Infrastructure

The Napier Port and the Hawke's Bay Airport are key strategic infrastructure for Hawke's Bay.

The Napier Port is currently reviewing its master plan, which guides investment in infrastructure, equipment and capability. The key objectives of the master plan are to:

- Drive supply chain and port efficiency
- Facilitate growing cargo volumes
- Help our region thrive
- Identify and secure important supply channels – road, rail and sea
- Enhance and protect our environment through sustainable practices
- Engage all our stakeholders in Napier Port's future vision.

The Napier Port is also investigating an inland port to provide the capacity and capability to meet the future regional growth that is expected within Hawke's Bay and across the wider North Island. Whakatū is the preferred site for the inland port.

The Hawke's Bay Airport Masterplan sets out a long-term vision for the airport to 2040, and projects significant growth in passenger services and aircraft movements. As the both the airport and Napier City grow it be important to address potential conflicts between the airport and other land uses. As noted above, the Napier Airport may be reviewing their Masterplan in the future.

Figure 15 sets out the regionally significant infrastructure within the study area including the state highways, rail lines, transmission lines and substations, and the airport and port noise boundaries.

Parks, open space, and schools are vital for the wellbeing of the community and to support urban development. Identifying how long-term growth can occur with sufficient access to this social infrastructure will be an issue for the FDS to address. Hastings District Council has

identified that the availability of parks and open spaces in existing urban areas is below the current level of service, with many local reserves and playgrounds outside of walking distance for residents. To address this Council has prepared a District Wide Reserve Management Plan with objectives and policies to provide consistency, transparency and community awareness of Council's intentions for managing reserves and open spaces. Identifying how long-term growth can occur with sufficient access to this social infrastructure will be an issue for the FDS to address.

Napier generally has a good existing level of access to parks and reserves across the city. The Regional Park in Napier will become a key asset for improving resilience, improving water quality by filtering wetlands, and providing recreational opportunities amongst other objectives.

Identifying how long-term growth can occur with sufficient access to social infrastructure will be an issue for the FDS to address.

#### 10.8 Key Issues

Key infrastructure issues for the FDS include:

- Significant investment is needed in three waters infrastructure to accommodate long term growth in both Napier and Hastings. How can growth be provided for in a way that ensures efficient provision of three waters infrastructure while operating within constraints of sustainable environmental limits?
- How can the long-term growth of the airport and port be managed in a way that avoids conflict and reverse sensitivity effects from urban growth?
- How can urban growth and transport provision be integrated to ensure high levels of accessibility by active and public transport, and to reduce vehicle kilometres travelled (VKT) and carbon emissions?
- Is access to and availability of social infrastructure suitable to accommodate for additional growth particularly intensification?
- Resilience via suitable access should be a key consideration for the growth options.

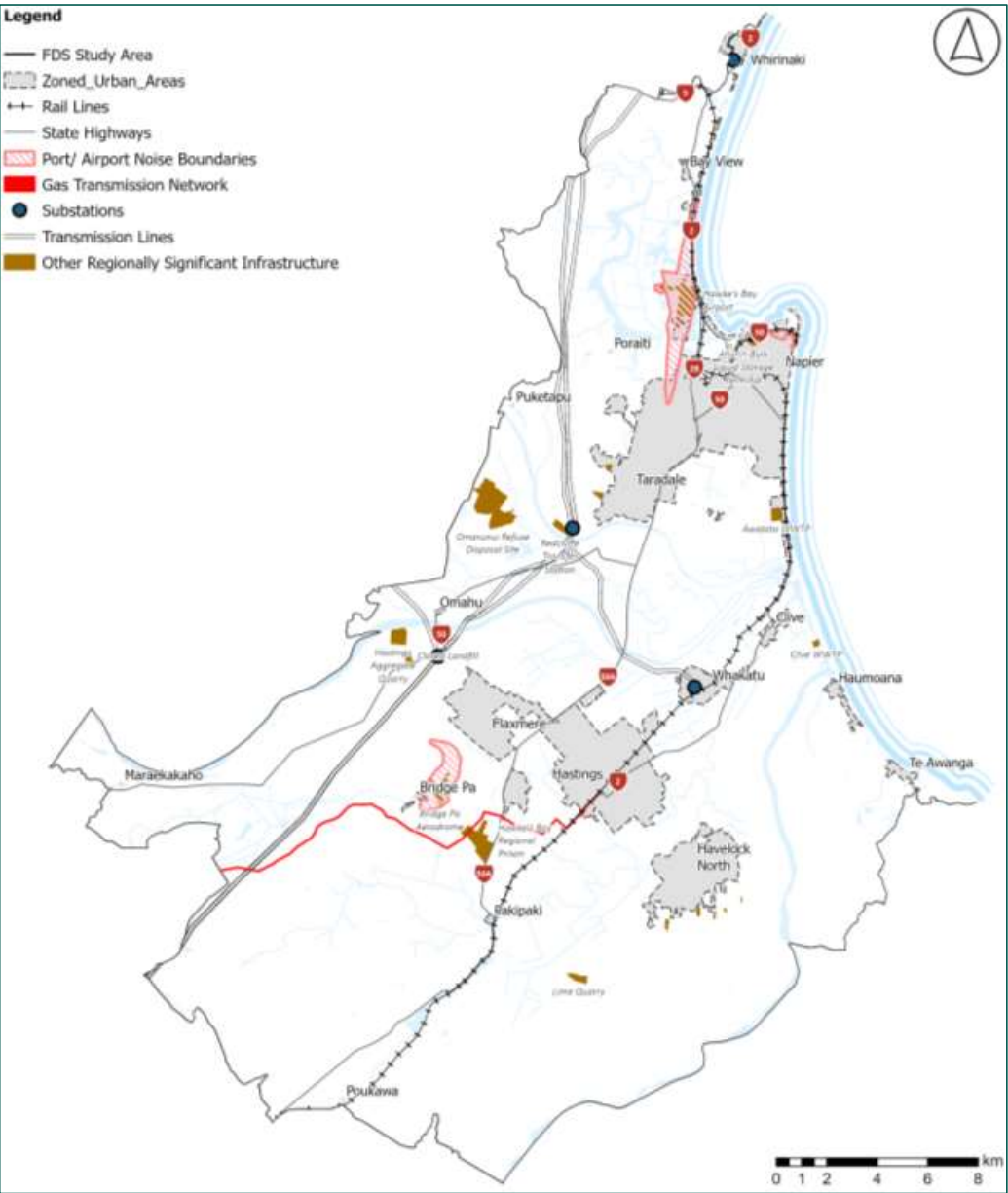


Figure 15 - Regionally Significant Strategic Infrastructure within the Study Area

## 11.0 Accessibility and Demand

### 11.1 Overview

The FDS must spatially show how Napier and Hastings achieves a “well-functioning urban environment”. Part of this includes showing how communities have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport.

An accessibility analysis has been undertaken to help inform assessment of potential growth areas and ensure the FDS is consistent with the NPSUD’s policy framework of establishing well-functioning urban environments.

Accessibility can most easily be defined as your ability to go places so that you can do things. The assessment of this is strongly driven by data (e.g. census, GIS) and is based on two key components:

- (1) the transport network serving any urban area (the how we travel); and
- (2) the spatial distribution and location of destinations or ‘points of interest’ (the why we travel).

Based on this, determination of the ‘level of accessibility’ within any given area of the Napier Hastings urban environment relative to another area needs to be informed by how many points of interest can be accessed within a given time frame. Once points of interest had been identified, values were attributed to each of these based on their importance in supporting day-to-day needs of residents with a greater weighting given to access via walking. The output of these calculations were then spatially displayed to demonstrate overall accessibility on a 5-point scale between most accessible (red), moderately accessible (yellow) and least accessible (dark green). This is shown in Figure 16 below.

### 11.2 Key Issues

Key issues for the FDS in relation to accessibility include:

- What potential is there to provide for additional growth through intensification in existing urban areas with high existing levels of accessibility?
- What other interventions are needed to improve accessibility, including by active and public transport, in existing urban areas with low accessibility?
- How and where can potential greenfield growth be provided in a way that provides high levels of accessibility?



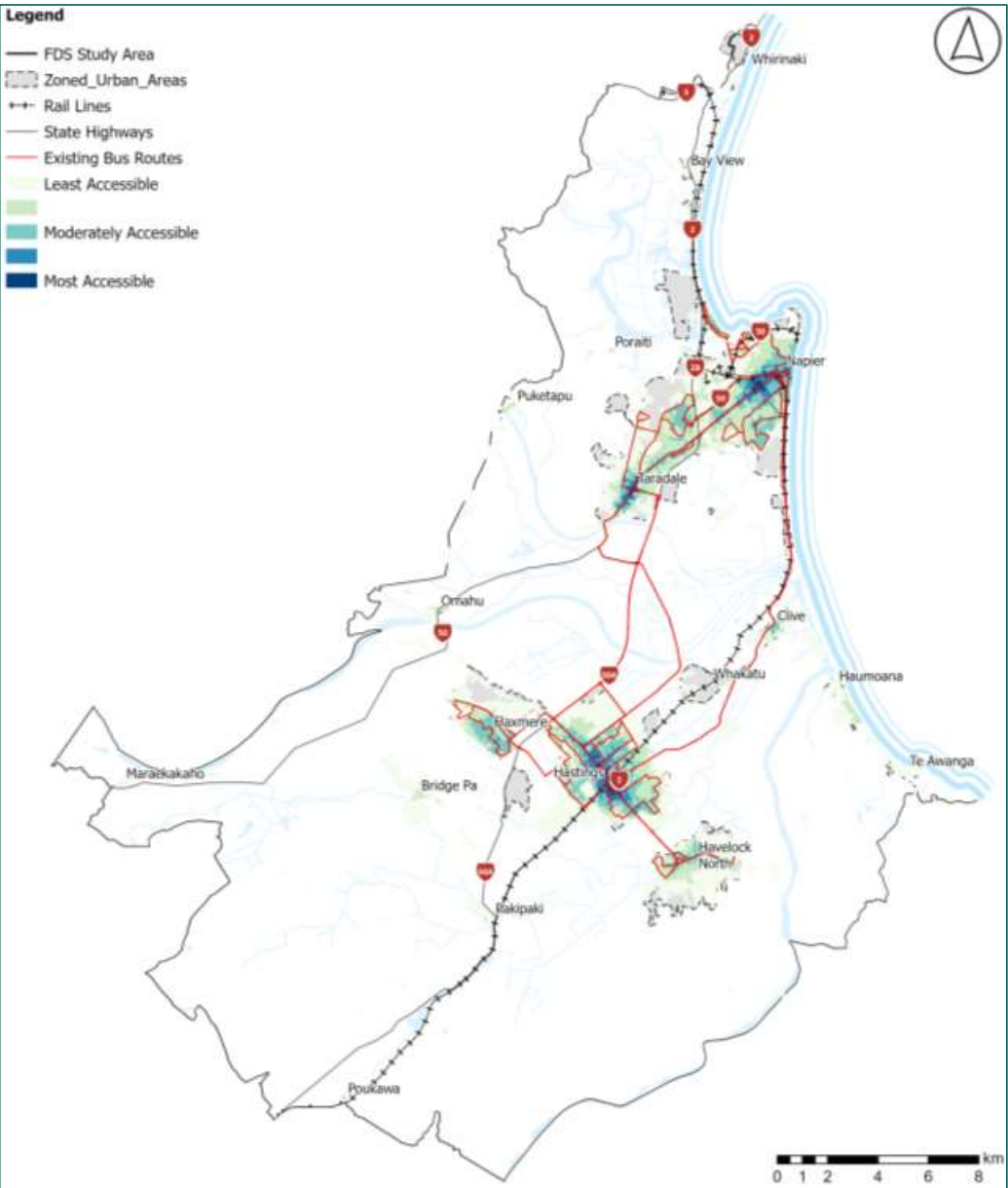


Figure 16 - Existing Accessibility Levels

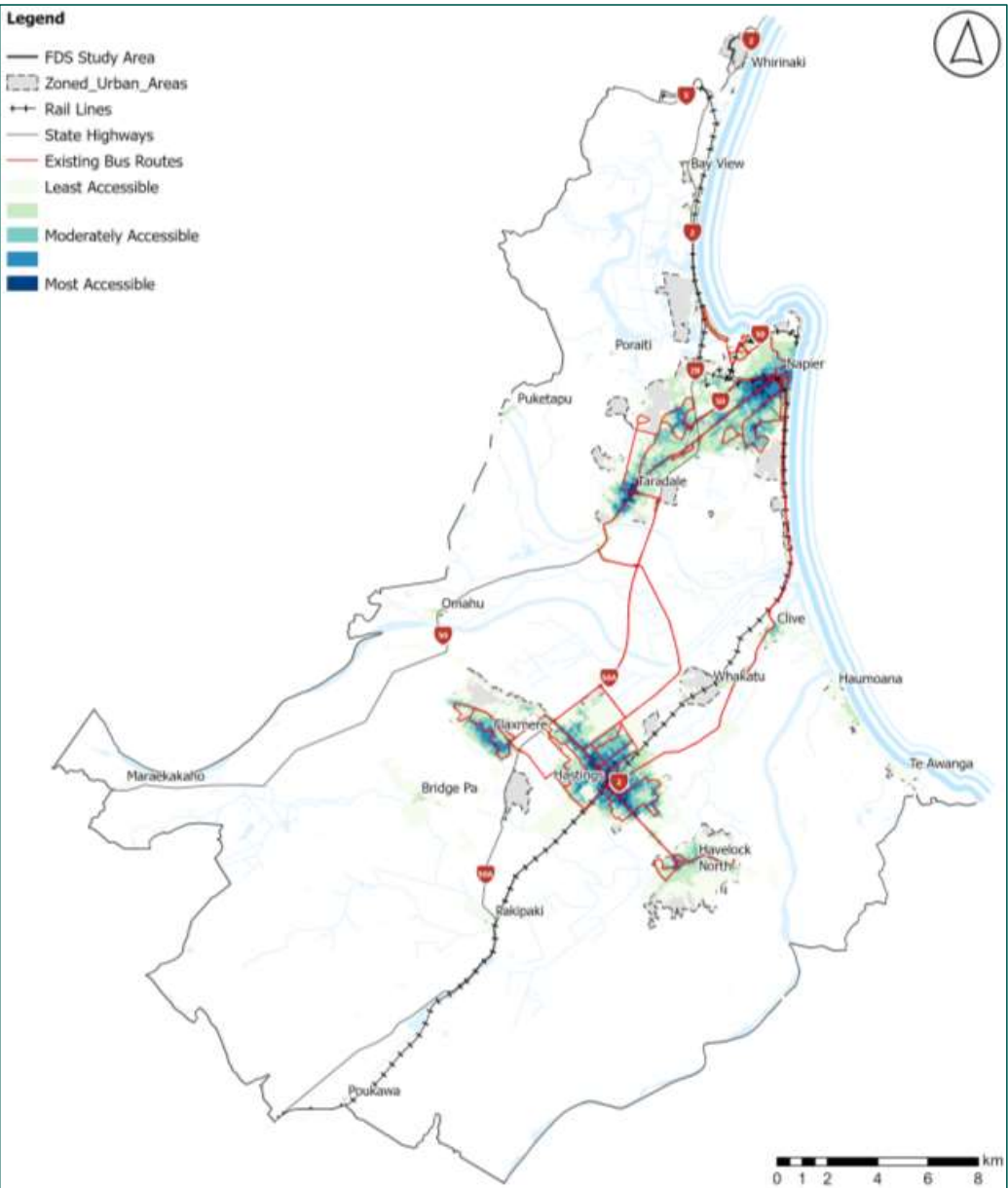


Figure 17 - Future Accessibility Levels

Napier Hastings Future Development Strategy | Issues and Options Report



Figure 18 - Future Accessibility Levels (Urban Areas)

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## 12.0 Social Facilities and Equity

The Napier Hastings FDS Joint Committee<sup>8</sup> have identified health and social equity outcomes as a priority area for the FDS to address. Further work is underway on this issue in relation to the FDS including potentially producing an assessment of health outcomes of the spatial scenarios at a strategic level.

Figure 19 below shows social deprivation levels based on information from the 2018 Census. This is based on the New Zealand Index of Deprivation which is an area-based measure of socioeconomic deprivation based on nine census variables including:

- People with no access to the Internet at home,
- People aged 18-64 receiving a means tested benefit,
- People living in equivalised\* households with income below an income threshold,
- People aged 18-64 who are unemployed,
- People aged 18-64 without any qualifications,
- People not living in their own home,
- People aged under 65 living in a single parent family,
- People living in equivalised\* households below a bedroom occupancy threshold,
- People living in dwellings that are always damp and/or always have mould greater than A4 size.

This illustrates that there are concentrated areas of deprivation in Napier and Hastings, particularly in and around Maraenui, Flaxmere and outer areas of Hastings.

The FDS is focussed on identifying optimal areas of future growth and detailing supporting infrastructure, so is reasonably limited in its ability to address social issues in a holistic way. However, at a strategic level, providing sufficient land supply to meet demand in locations in or close to the community people associate with, can support improved housing affordability and access to greater employment opportunities. This in turn may help to lift incomes, and reduce household costs, both of which benefit lowest income households the most. At a more specific level, the information shown on Figure 19, will assist with implementation of the FDS, in terms of determining priorities for infrastructure investment.

<sup>8</sup> The FDS Joint Committee provides governance of the FDS and is made up of representatives from Hawke's Bay Regional Council, Napier City Council and Hastings District Council, Heretaunga Tamatea Settlement Trust, Mana Ahuriri Trust, and Maungaharuru Tangitū Trust.

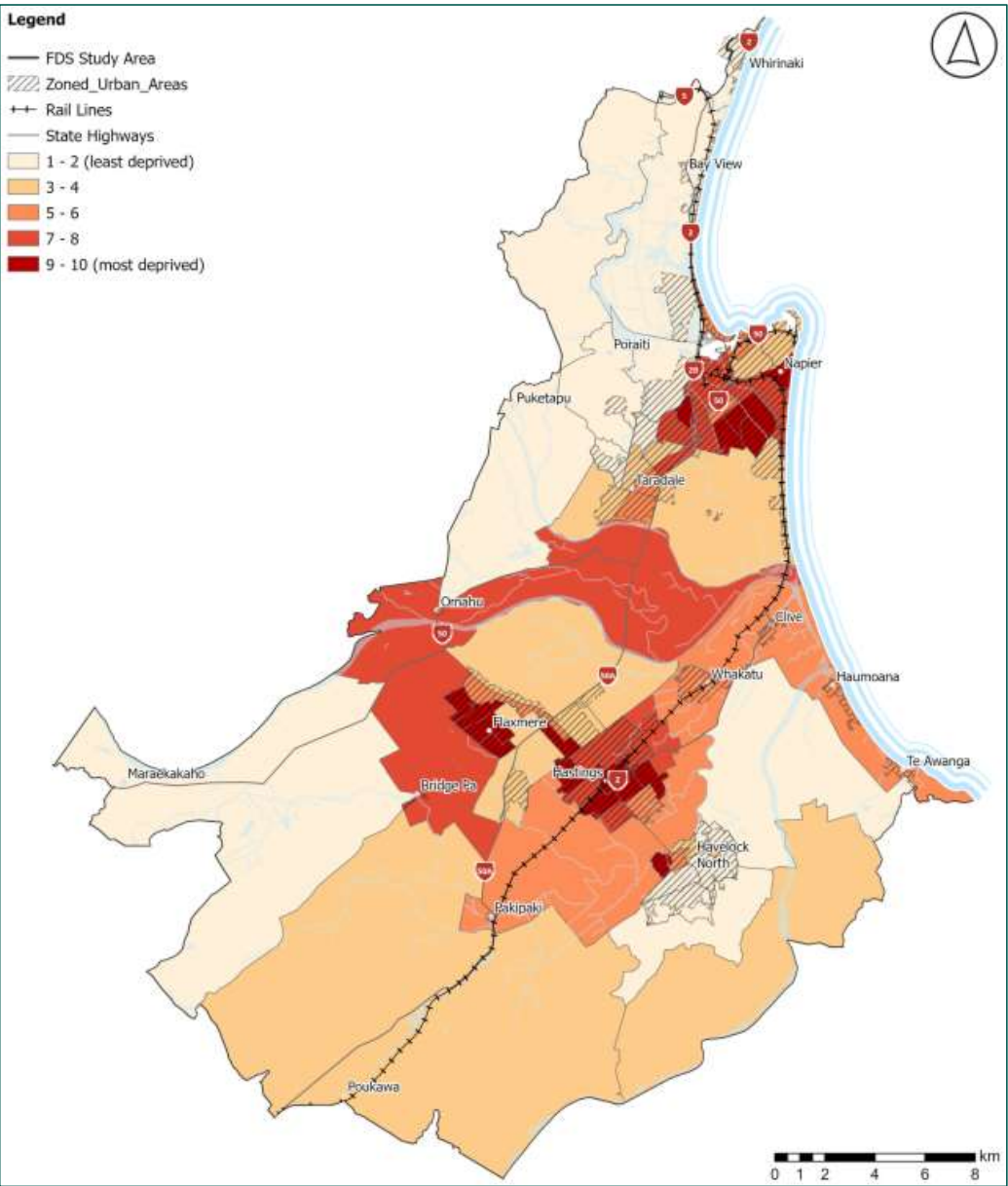


Figure 19 - Social Deprivation Levels (2018 Census)

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## 13.0 What Does this Mean for Growth?

Over the 30-year timeframe there is now projected to be demand for an **additional 9,620 households in the Hastings District** and **additional 6,700 households in Napier** under a medium-high scenario including a “competitiveness margin” as required by the NPS-UD. Further information is to come on the development capacity provided by The Napier PDP and Hastings PC5. This will be key to informing the quantity of development required to be provided over the next 30 years.

Both Napier and Hastings have significant infrastructure constraints that will need to be addressed to accommodate long term growth.

The analysis of constraints that will need to be managed or avoided when identifying spatial scenarios, provides a picture of where development is least to most constrained. The combination of natural hazard, cultural, environmental, and highly productive land constraints provides an emerging picture of possible areas for growth in the places least constrained.

The analysis of constraints shows that almost all parts of Napier and Hastings in the study area are constrained in some way. This highlights that trade-offs will be required to evaluate the spatial scenarios and determine a preferred growth strategy. Below are some of these key spatial issues that are emerging from the information reviewed so far:

- Given the constraints and the need to safeguard natural resources that underpin our communities’ social cultural and economic wellbeing, how far can the FDS push intensification in our existing urban areas to provide for growth, while making sure housing is affordable and there are choices for people and businesses?
- Napier’s urban area is highly affected by a number of natural hazards, which interact together. What level of risk is the community willing to tolerate and can those risks be mitigated (and at what cost), or do we need to prioritise growth elsewhere?
- Given the natural hazards present in Napier and other low-lying areas such as Te Awanga, is it feasible and desirable to develop in the hills?
- How can the FDS support iwi and hapū aspirations for urban development? Where are the opportunities and are there any challenges that need to be overcome?
- The majority of demand for business land is in Hastings and that demand needs to be met locally, but some demand also exists in Napier where there is constrained supply currently. Industrial activities take up a lot of land. Where and how are these uses best located in Hastings to avoid or minimise impacts on the Heretaunga Plains? How can this be located to meet businesses locational needs, maximise accessibility for people, and ensure infrastructure can be provided efficiently?
- There are a wide variety of potential or actual development constraints which are present within the study area. Some of these constraints may impact on the feasibility or intensity of development that could be supported (e.g. ground conditions and topography). Further, other constraints may present significant risks to existing or future areas of development (e.g. coastal inundation) and/ or represent areas that need to be protected from future development (e.g. Outstanding Natural Feature). These later constraints are summarised and shown in Figure 21. Note that while Figure 21 does not take



topographical constraints into consideration, these will be considered as part of more detailed assessments.

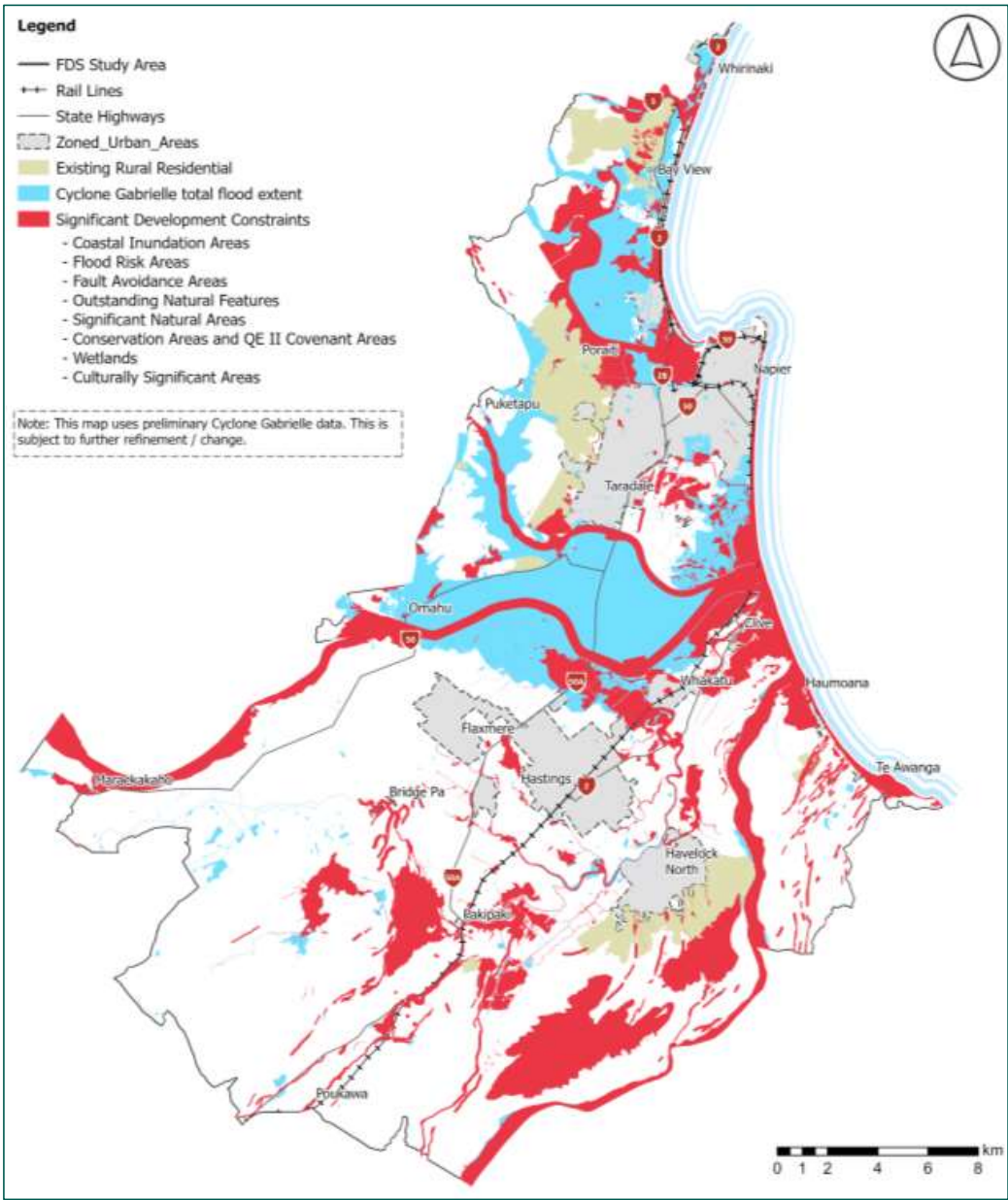




Figure 21 – Significant Development Constraints (Note: this Figure uses preliminary Cyclone Gabrielle data - subject to further refinement/ change)

## 14.0 Initial Thinking on Spatial Scenarios

- Figures 22, 23, and 24 below identify some potential opportunity areas for further investigation for growth at the FDS study area level, and for Napier and Hastings respectively. These potential opportunity areas for growth are grouped into spatial themes including intensification areas, greenfield growth on higher ground or in potential satellite towns and expansion of existing urban areas like those described in HPUDS.
- All of these areas will be subject to varying constraints and are presented as high-level potential options for accommodating growth. Some of these areas will have constraints that may make them unsuitable for growth. The point of identifying them at this stage is to provide a broad range of options for consideration, not to necessarily signal their suitability for development. Further detailed assessment of these areas as well as consideration of the trade-offs involved between different constraints and opportunities will form the basis of a preferred scenario for accommodating growth.

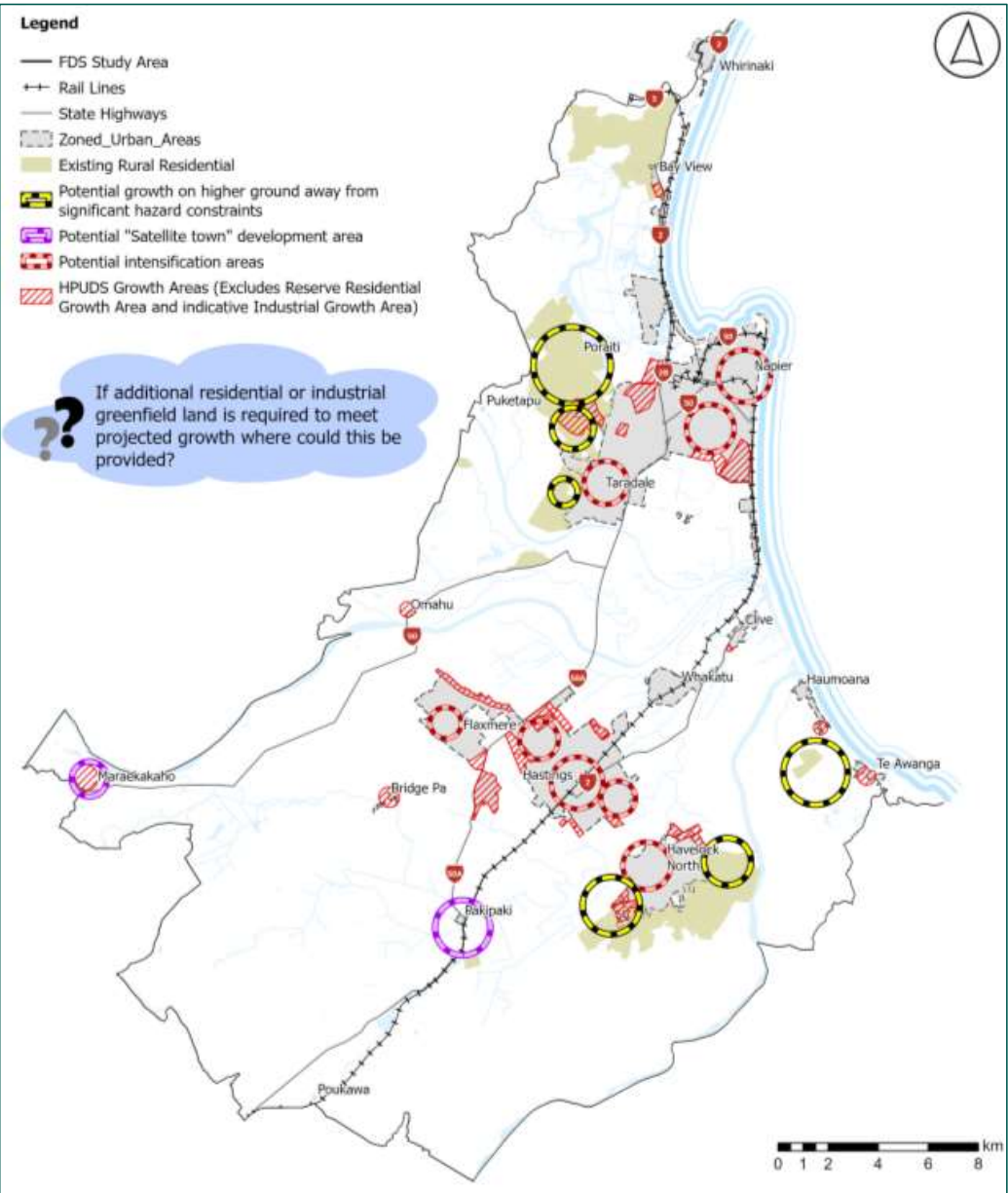


Figure 22 – Potential Opportunity Areas

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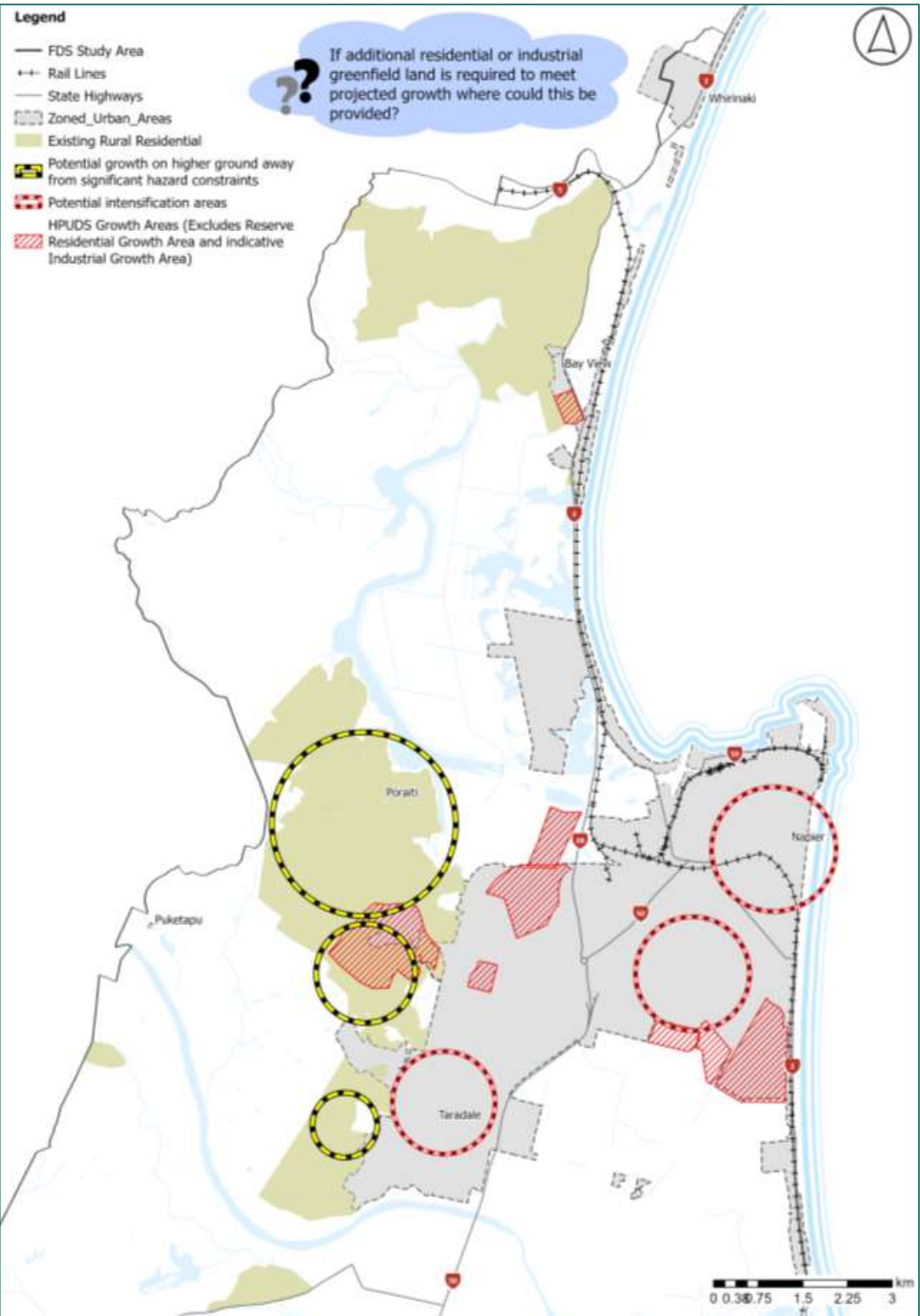


Figure 23 – Potential opportunity areas Napier.

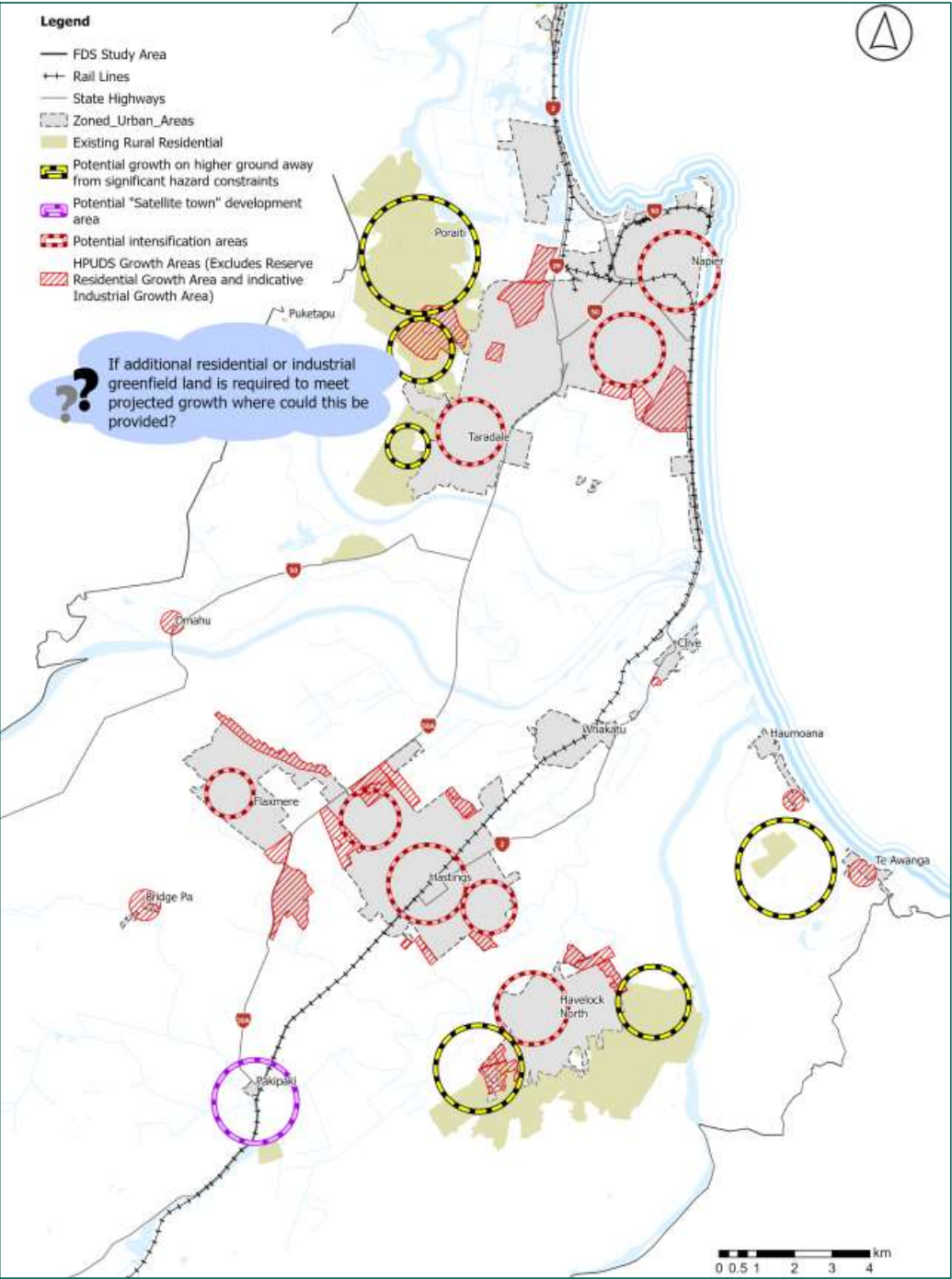


Figure 24 Potential opportunity areas Hastings.

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## 15.0    Next Steps

The next step will be to refine this initial thinking and develop the spatial scenarios based on the opportunities and constraints analysis undertaken so far. The purpose of this is to set out a range of options that cover the full spectrum of growth management approaches in Napier and Hastings. They are not intended to be site specific, rather they are intended to form the basis of the potential growth areas identified in the step below that will be assessed in more detail.

HAWKE'S BAY REGIONAL COUNCIL

31 May 2023

**Subject: REPORT AND RECOMMENDATIONS FROM THE CLIFTON TO  
TANGOIO COASTAL HAZARDS STRATEGY JOINT COMMITTEE**

**Reason for Report**

1. The following matters were considered by the Clifton to Tangoio Coastal Hazards Strategy Joint Committee (Joint Committee) on 12 May 2022 and are now presented for the Council's consideration alongside any additional commentary the Joint Committee Chair wishes to offer.

**Agenda items**

2. The administrative items considered by the Joint Committee included acceptance of the Terms of Reference as amended with changes recommended by the Technical Advisory Group, and the Joint Committee resolved:
  - 2.1. The Clifton to Tangoio Coastal Hazards Strategy Joint Committee confirms this Terms of Reference (attached) for adoption to the three Partner Councils.
3. The Joint Committee also confirmed its members for the new triennium, and the elected deputy chairs Cr Hayley Browne from Napier City Council and Cr Alwyn Corban from Hastings District Council.
4. The **Timing for Strategy notification** item discussed the timeframe for notifying the proposed Clifton to Tangoio Coastal Hazards Strategy in August 2023. This timeframe was designed to enable HBRC to incorporate the outcomes of the strategy notification process into its 2024 Long Term Plan.
5. Following Cyclone Gabrielle, the February and April 2023 Joint Committee meetings were cancelled and capacity within Partner Councils has been severely constrained. As a result, an August 2023 notification for the Strategy cannot be achieved.
6. Taking into account a range of factors discussed in the paper, three new process/timing options for Strategy notification were presented and assessed:
  - 6.1. Option 1: Long Term Plan Alignment (April 2024)
  - 6.2. Option 2: Standalone Consultation (August 2024)
  - 6.3. Option 3: Annual Plan Alignment (March 2025)
7. The paper recommended Option 2, and this was endorsed by the Joint Committee.
8. Further discussion resulted in a recommendation that HBRC consider incorporating a funding provision for the Clifton to Tangoio Coastal Hazards Strategy into its upcoming Long Term Plan.
9. The primary reason for this recommendation was a concern that the delayed Strategy notification process would mean that outcomes could not be incorporated directly into HBRC's LTP, further delaying Strategy implementation.
10. The full report is provided as **Attachment 2** for reference.
11. The following additional items were considered in the same Joint Committee meeting:
  - 11.1. **Overview of the Clifton to Tangoio Coastal Hazards Strategy** which provided context background to the Strategy development process, and discussion on current workstreams.
  - 11.2. **Project Manager's update** which provided a status update on the Strategy from a project management perspective, noting critical risks around timeframes in particular given that



the August 2023 target for notification would no longer be met.

- 11.3. **Communication and engagement update** which summarised engagement activity since late 2022 and that a new communications and engagement plan was in development
- 11.4. **Current coastal projects update** which provided status updates on key coastal projects that Joint Committee are tracking.

#### **Decision Making Process**

12. Council and its committees are required to make every decision in accordance with the requirements of the Local Government Act 2002 (the Act). Staff have assessed the requirements in relation to this item and have concluded:
  - 12.1. The decision does not significantly alter the service provision or affect a strategic asset, nor is it inconsistent with an existing policy or plan.
  - 12.2. The use of the special consultative procedure is not prescribed by legislation.
  - 12.3. The decision is not significant under the criteria contained in Council's adopted Significance and Engagement Policy.
  - 12.4. The items were specifically considered by the Clifton to Tangoio Coastal Hazards Strategy Joint Committee on 12 May 2023.
  - 12.5. Given the provisions above, the Council can exercise its discretion and make these decisions without consulting with the community or others having an interest in the decision.

#### **Recommendations**

That Hawke's Bay Regional Council:

1. Receives and notes the *Report and recommendations from the Clifton to Tangoio Coastal Hazards Strategy Joint Committee* staff report.
2. Adopts the amended Terms of Reference (attached) for the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
3. Accepts the recommendations of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee that Hawke's Bay Regional Council:
  - 3.1. Delays notification of the Clifton to Tangoio Coastal Hazards Strategy for consultation to August/ September 2024.
  - 3.2. Considers incorporating a funding provision for the Clifton to Tangoio Coastal Hazards Strategy into its 2024-2034 Long Term Plan.

#### **Authored by:**

**Simon Bendall**  
**COASTAL HAZARDS STRATEGY**  
**PROJECT MANAGER**

**Monique Thomsen**  
**EXECUTIVE ASSISTANT**

#### **Approved by:**

**Chris Dolley**  
**GROUP MANAGER ASSET**  
**MANAGEMENT**

#### **Attachment/s**

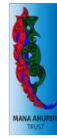
- 1

2023 Clifton to Tangoio Coastal Hazards Strategy Joint Committee ToR for adoption
- 2

Timing for strategy notification 12 May 2023 agenda item

Item 10





## Unconfirmed

### Minutes of a meeting of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee

<b>Date:</b>	12 May 2023
<b>Time:</b>	10.08am
<b>Venue:</b>	Council Chamber Hawke's Bay Regional Council 159 Dalton Street NAPIER
<b>Present:</b>	Cr J van Beek (HBRC) Chair Cr H Browne (NCC) Cr A Corban (HDC) Cr M Dixon (HDC) Cr X Harding (HBRC) T Hopmans (Maungaharuru Tangitū Trust) <i>online from 10.34am</i> Cr K Price (NCC) Cr A Redstone (HDC) Cr N Simpson (NCC)
<b>In Attendance:</b>	C Dolley – Group Manager Asset Management S Bendall – Traverse Environmental H Bosselmann – NCC D Cull – Strategy and Governance Manager M Thomsen – HBRC M Clews – HDC P Martin –Senior Governance Advisor A Doak –Governance Advisor

**1. Welcome/Karakia /Apologies**

The Chair welcomed everyone; Mark Clews opened the meeting with a karakia.

**Resolution**

- CLI35/23 That the apologies for absence from Councillor Charles Lambert and Evelyn Ratima (Mana Ahuriri Trust) be accepted.

**Van Beek /Simpson  
CARRIED**

**2. Conflict of interest declarations**

There were no conflicts of interest declared.

**3. Clifton to Tangoio Coastal Strategy Joint Committee Terms of Reference**

Simon Bendall introduced the item, which was taken as read.

It was noted that the document included changes that had already been adopted by the Councils (in red text), and additional changes recommended by TAG (in blue text) to bring the terms of reference up to date.

**CLI36/23 Resolutions**

That the Clifton to Tangoio Coastal Strategy Joint Committee:

1. Receives and considers the *Clifton to Tangoio Coastal Strategy Joint Committee Terms of Reference* staff report.
2. Agrees that the decisions to be made are not significant under the criteria contained in Hawke's Bay Regional Council's adopted Significance and Engagement Policy, and that the Joint Committee can exercise its discretion and make decisions on this issue without conferring with the community, in the form of recommendations to the partner councils for confirmation.
3. Accepts the Terms of Reference (following) inclusive of all amendments.
4. Recommends that each of the Partner Councils adopts the updated Terms of Reference by resolution.

**Redstone/Browne  
CARRIED**

**Terms of Reference for the Clifton to Tangoio Coastal Hazards Strategy Joint Committee**

*As adopted by resolution of:*

Hastings District Council, --- 2023  
Napier City Council, --- 2023  
Hawke's Bay Regional Council, --- 2023

1. Definitions  
For the purpose of these Terms of Reference:
  - 1.1 **Act** means the Local Government Act 2002
  - 1.2 **Administering Authority** means Hawke's Bay Regional Council
  - 1.3 **Coastal Hazards Strategy** means the Coastal Hazards Strategy for the Hawke Bay coast between Clifton and Tangoio
  - 1.4 **Council member** means an elected representative appointed by a Partner Council
  - 1.5 **Hazards** means natural hazards with the potential to affect the coast, coastal communities and infrastructure over the next 100 years, including, but not limited to, coastal erosion, storm surge, flooding or inundation of land from the sea, and tsunami; and includes any change in these hazards as a result of sea level rise
  - 1.6 **Joint Committee** means the group known as the Clifton to Tangoio Coastal Hazards Strategy Joint Committee set up to recommend both draft and final strategies to each Partner Council.

- 1.7 **Member** in relation to the Joint Committee means each Council Member and each Tangata Whenua Member.
- 1.8 **Partner Council** means one of the following local authorities: Hastings District Council, Napier City Council and Hawke's Bay Regional Council
- 1.9 **Tangata Whenua Appointer** means:
  - 1.9.1 The trustees of the Maungaharuru-Tangitū Trust, on behalf of the Maungaharuru-Tangitū Hapū
  - 1.9.2 Mana Ahuriri Incorporated, on behalf of Mana Ahuriri Hapū
  - 1.9.3 Heretaunga Tamatea Settlement Trust, on behalf of the hapū of Heretaunga and Tamatea
- 1.10 **Tangata Whenua member** means a member of the Joint Committee appointed by a Tangata Whenua Appointer.
2. Name and status of Joint Committee
  - 2.1 The Joint Committee shall be known as the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
  - 2.2 The Joint Committee is a joint committee under clause 30(1)(b) of Schedule 7 of the Act.
3. Partner Council Members
  - 3.1 Each Partner Council shall appoint three Council members and one alternate to the Joint Committee.
  - 3.2 If not appointed directly as Council members, the Mayors of Hastings District Council and Napier City Council and the Chairperson of Hawke's Bay Regional Council are ex officio Council members.
  - 3.3 Under clause 30(9) Schedule 7 of the Act, the power to discharge any Council member on the Joint Committee and appoint his or her replacement shall be exercisable only by the Partner Council that appointed the member.
4. Tangata Whenua members
  - 4.1 Each Tangata Whenua Appointer may appoint one member to sit on the Joint Committee.
  - 4.2 Each Tangata Whenua Appointer must make any appointment and notify all Tangata Whenua Appointers and Partner Councils in writing of the appointment.
  - 4.3 The Tangata Whenua members so appointed shall be entitled to vote.
  - 4.4 Under clause 30(9) Schedule 7 of the Act, the power to discharge any Tangata Whenua member on the Joint Committee and appoint his or her replacement shall be exercisable only by the Tangata Whenua Appointer that appointed the member.
5. Purpose of Terms of Reference
  - 5.1 The purpose of these Terms of Reference is to:
    - 5.1.1 Define the responsibilities of the Joint Committee as delegated by the Partner Councils under the Act.
    - 5.1.2 Provide for the administrative arrangements of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee as detailed in Appendix 2.
6. Delegated authority
  - 6.1 The Joint Committee has the responsibility delegated by the Partner Councils for: Guiding and providing oversight for the key components of the coastal hazards strategy including:
    - 6.1.1 The identification of coastal hazards extents and risks as informed by technical assessments
    - 6.1.2 A framework for making decisions about how to respond to those risks
    - 6.1.3 A model for determining how those responses shall be funded; and on a plan for implementing those responses when confirmed
  - 6.2 Considering and recommending a draft strategy to the [Hawke's Bay Regional Council](#) for public notification and consultation
  - 6.3 Advocating for and/or advancing the objectives of the Strategy by submitting on and participating in processes, including but not limited to:
    - 6.3.1 Council long term plans
    - 6.3.2 Council annual plans
    - 6.3.3 District and regional plan and policy changes
    - 6.3.4 Reserve management plans
    - 6.3.5 Asset management plans
    - 6.3.6 Notified resource consent applications
    - 6.3.7 Central Government policy and legislation

- 6.4 Investigating and securing additional sources of funding to support strategy implementation.
7. Powers not delegated  
The following powers are not delegated to the Joint Committee:
- 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 undertaking investigations, studies and/or projects to assess options for implementing the Clifton to Tangoio Coastal Hazards Strategy.
8. Remuneration
- 8.1 Each Partner Council shall be responsible for remunerating its representatives on the Joint Committee and for the costs of those persons' participation in the Joint Committee.
- 8.2 The Administering Authority shall be responsible for remunerating the Tangata Whenua members.
9. Meetings
- 9.1 The Hawke's Bay Regional Council standing orders will be used to conduct Joint Committee meetings as if the Joint Committee were a local authority and the principal administrative officer ([Chief Executive](#)) of the Hawke's Bay Regional Council or his or her nominated representative were its principal administrative officer.
- 9.2 The Joint Committee shall hold all meetings at such frequency, times and place(s) as agreed for the performance of the functions, duties and powers delegated under this Terms of Reference.
- 9.3 Notice of meetings will be given as far in advance a possible to all Joint Committee members, and in accordance with the provisions of the Local Government Official Information and Meetings Act.
- 9.4 Members, or their confirmed alternates, will attend all Joint Committee meetings.
- 9.5 The quorum shall be 6 Members, provided that at least one Partner Council member is present from each Partner Council.
10. Voting
- 10.1 In accordance with clause 32(4) Schedule 7 of Act, at meetings of the Joint Committee each Council member has full authority to vote and make decisions within the delegations of the Terms of Reference on behalf of the Partner Council without further recourse to the Partner Council.
- 10.2 Where voting is required, each member has one vote.
- 10.3 Best endeavours will be made to achieve decisions on a consensus basis.
- 10.4 The Chairperson at any meeting has a deliberative vote and, in the case of equality of votes, [may use](#) a casting vote.
11. Chairperson and Deputy Chairperson
- 11.1 [The Chairperson of the Joint Committee will be one of the Hawke's Bay Regional Council members as elected and appointed by Hawke's Bay Regional Council.](#)
- 11.2 [At the first meeting](#) of the Joint Committee the members shall elect up to two Deputy Chairpersons.
- 11.3 The mandate of the Chairperson [and](#) Deputy Chairperson ends if that person, through resignation or otherwise, ceases to be a member of the Joint Committee.
12. Reporting
- 12.1 All reports to the Committee shall be presented via the Technical Advisory Group.
- 12.2 Following each meeting of the Joint Committee, the Project Manager shall prepare a brief summary report of the business of the meeting and circulate that report, for information, to each member. Such reports will be in addition to any formal minutes prepared by the Administering Authority, which will be circulated to Joint Committee representatives.
- 12.3 The Technical Advisory Group shall ensure that the summary report required by 13.2 is also provided to each Partner Council for inclusion in the Agenda for the next available Council meeting. A Technical Advisory Group Member shall attend the relevant Council meeting to speak to the summary report if requested and respond to any questions.
13. Good faith
- 13.1 In the event of any circumstances arising that were unforeseen by the Partner Councils, the Tangata Whenua Appointers, or their respective representatives at the time of adopting this Terms of Reference, the Partner Councils and the Tangata Whenua Appointers and their respective representatives hereby record their intention that they



- will negotiate in good faith to add to or vary this Terms of Reference so to resolve the impact of those circumstances in the best interests of the Partner Councils and the Tangata Whenua Appointers collectively.
14. Variations to the Terms of Reference
    - 14.1 Any member 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 Amendments to the Terms of Reference may only be made with the approval of all Members.
  15. Recommended for Adoption
    - 15.1 The Clifton to Tangoio Coastal Hazards Strategy Joint Committee, made up of the following members, **confirms** this Terms of Reference for adoption to the three Partner Councils.
- Maungaharuru-Tangitū Trust (MTT)** represented by Ms Tania Hopmans  
**Hastings District Council** represented by councillors Alwyn Corban, Ann Redstone and Malcolm Dixon, and councillor Tania Kerr as alternate
- Mana Ahuriri Trust** represented by Evelyn Ratima
- Napier City Council** represented by councillors Nigel Simpson, Hayley Browne and Keith Price and councillor Annette Brosnan as alternate
- Heretaunga Tamatea Settlement Trust** represented by Gilvrey Mohi  
**Hawke's Bay Regional Council** represented by councillors Jerf van Beek, Xan Harding and Charles Lambert, and Sophie Siers as alternate

#### Appendix 1 – Project Background

1. Project Goal
  - 1.1 A Clifton to Tangoio Coastal Hazards Strategy is being developed in cooperation with the Hastings District Council (HDC), the Hawke's Bay Regional Council (HBRC), the Napier City Council (NCC), and Maungaharuru-Tangitū Trust (MTT), Mana Ahuriri Trust and Heretaunga Tamatea Settlement Trust representing Mana Whenua. This strategy is being developed to provide a framework for assessing coastal hazards risks and options for the management of those risks for the 105 years from 2015 to 2120.
  - 1.2 The long term vision for the strategy is that coastal communities, businesses and critical infrastructure from Tangoio to Clifton are resilient to the effects of coastal hazards.
2. Project Assumptions

The Coastal Hazards Strategy will be based on and influenced by:

  - 2.1 The long term needs of the Hawke's Bay community
  - 2.2 Existing policies and plans for the management of the coast embedded in regional and district council plans and strategies
  - 2.3 Predictions for the impact of climate change
  - 2.4 The National Coastal Policy Statement.
3. Project Scope

The Coastal Hazards Strategy is primarily a framework for determining options for the long term management of the coast between Clifton and Tangoio. This includes:

  - 3.1 Taking into account sea level rise and the increased storminess predicted to occur as a result of climate change, an assessment of the risks posed by the natural hazards of coastal erosion, coastal inundation and tsunamis.
  - 3.2 The development of a framework to guide decision making processes that will result in a range of planned responses to these risks.
  - 3.3 The development of a funding model to guide the share of costs, and mechanisms to cover those costs, of the identified responses.
  - 3.4 The development of an implementation plan to direct the implementation of the identified responses.
  - 3.5 Stakeholder involvement and participation.
  - 3.6 Protocols for expert advice and peer review.
  - 3.7 An action plan of ongoing activity assigned to various Members.
4. The Strategy will:
  - 4.1 Describe a broad vision for the coast in 2120

- 4.2 Describe the possible effects of coastal hazards and sea level rise and propose responses to those risks under a Dynamic Adaptive Policy Pathways (DAPP) framework.
- 4.3 Set out proposed funding principles based on the requirements of the Local Government Act 2002 and a proposed funding model for Strategy implementation that gives effect to those principles.
- 4.4 Propose policies to guide any intervention to mitigate the impact of coastal processes and hazards through the following regulatory and non-regulatory instruments:
  - 4.4.1 Regional Policy Statement
  - 4.4.2 District Plans
  - 4.4.3 Council long-term plans
  - 4.4.4 Infrastructure Development Planning (including both policy and social infrastructure networks).
- 4.5 Describe how the Strategy will be implemented and a monitoring and review process.

#### Appendix 2 - Administering Authority and Servicing

- 1 The administering authority for the Clifton to Tangoio Coastal Hazards Strategy Joint Committee is Hawke's Bay Regional Council.
- 2 The administrative and related services referred to in clause 16.1 of the conduct of the Joint Committee under clause 30 Schedule 7 of the Local Government Act 2002 apply.
- 3 Until otherwise agreed, Hawke's Bay Regional Council will cover the full administrative costs of servicing the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
- 4 A technical advisory group (TAG) will service the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
- 5 The TAG will provide for the management of the project mainly through a Project Manager. TAG will be chaired by the Project Manager, and will comprise senior staff representatives from each of the participating councils and other parties as TAG deems appropriate from time to time. TAG will rely significantly on input from coastal consultants and experts.
- 6 The Project Manager and appropriate members of the TAG shall work with stakeholders. Stakeholders may also present to or discuss issues directly with the Joint Committee.
- 7 Functions of the TAG include:
  - 7.1 Providing technical oversight for the [Strategy](#).
  - 7.2 Coordinating agency inputs particularly in the context of the forward work programmes of the respective councils.
  - 7.3 Ensuring Council inputs are integrated.

#### 4. Appointment of Clifton to Tangoio Coastal Hazards Strategy Joint Committee members

Chris Dolley introduced the item, which was taken as read.

CLI37/23

#### Resolutions

The Clifton to Tangoio Coastal Hazards Strategy Joint Committee:

1. Receives and considers the *Appointment of Clifton to Tangoio Coastal Hazards Strategy Joint Committee members* staff report.
2. Agrees that the decisions to be made are not significant under the criteria contained in Hawke's Bay Regional Council's adopted Significance and Engagement Policy, and that the Joint Committee can exercise its discretion and make decisions on this issue without conferring with the community or persons likely to have an interest in the decision.
3. Confirms the appointment of the following as members of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
  - 3.1. Tania Hopmans representing Maungaharuru-Tangitū Trust
  - 3.2. Councillors Alwyn Corban, Ann Redstone, and Malcolm Dixon, with Councillor Tania Kerr as alternate representing Hastings District Council

- 3.3. Evelyn Ratima representing Mana Ahuriri Trust
- 3.4. Councillors Nigel Simpson, Hayley Browne, and Keith Price, with Councillor Annette Brosnan as alternate representing Napier City Council
- 3.5. Gilvrey Mohi representing Heretaunga Tamatea Settlement Trust
- 3.6. Councillors Jerf van Beek (Chair), Charles Lambert and Xan Harding, with Councillor Sophie Siers as alternate representing Hawke's Bay Regional Council.

**Price/Corban  
CARRIED**

**5. Election of Deputy Chair**

Chris Dolley introduced this item and set out the voting process.

CLI38/23

**Resolutions**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee:

1. Receives and considers the *Election of Deputy Chair* staff report.
2. Agrees that the decisions to be made are not significant under the criteria contained in Hawke's Bay Regional Council's adopted Significance and Engagement Policy, and that the Joint Committee can exercise its discretion and make decisions on this issue without conferring with the community or persons likely to have an interest in the decision.
3. Ann Redstone nominated Alwyn Corban, seconded by Keith Price.
4. Keith Price nominated Hayley Browne, seconded by Ann Redstone.
5. There being no further nominations, Alwyn Corban and Hayley Browne are declared elected Deputy Chairs of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.

**Harding/Dixon  
CARRIED**

**6. Timing for Strategy notification**

Chris Dolley introduced this item with discussions covering:

- Consultation on the strategy was planned for August 2023; aiming to have it included in the HBRC LTP for funding to come into effect in July 2024; August 2023 is now unrealistic given cyclone recovery priorities.
- The option to delay Strategy consultation to occur at the same time as the March 2024 LTP consultation is possible, but not ideal
- An MoU between the three Councils sets out how any coastal work is managed in the meantime.
- Staff's preferred option is to have separate consultation delayed 12 months to August /September 2024.

*Tania Hopmans joined the meeting online at 10.34am*

- Project work will continue as planned in the meantime, including funding model development.
- Joint Committee members discussed the risk of delayed inclusion of funding for Strategy implementation in LTPs. It was noted that there is a risk that cyclone recovery could take priority over everything else, such that there may be no headroom for funding the Strategy when funding is sought through an LTP amendment. It was suggested that it would be

prudent for HBRC to include a funding provision for the strategy in 2024-2034 LTP budgets so that this is signalled early.

CLI39/23

**Resolutions**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee:

1. Receives and considers the *Timing for Strategy Notification* staff report.
2. Agrees that the decisions to be made are not significant under the criteria contained in Hawke's Bay Regional Council's adopted Significance and Engagement Policy, and that the Joint Committee can exercise its discretion and make decisions on this issue without conferring directly with the community or persons likely to have an interest in the decision.
3. Recommends that Hawke's Bay Regional Council delays notification of the Clifton to Tangoio Coastal Hazards Strategy for consultation until August/September 2024.
4. Recommends that Hawke's Bay Regional Council considers incorporating a funding provision for the Clifton to Tangoio Coastal Hazards Strategy into its upcoming Long Term Plan.

**Redstone/Harding  
CARRIED**

7..

**Overview of the Clifton to Tangoio Coastal Hazards Strategy**

Simon Bendall introduced the item, which was taken as read. He noted that it provided background on the Strategy's purpose and development process for reference and context. He noted that a workshop had been held before today's meeting to provide a more detailed overview of the Strategy for new and returning Joint Committee members. All councillors from the three Councils had been extended an invitation to attend the workshop.

CLI40/23

**Resolution**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives and notes the *Overview of the Clifton to Tangoio Coastal Hazards Strategy* staff report.

**Dixon/Hopmans  
CARRIED**

8.

**Project Manager's update**

Simon Bendall introduced the item which was taken as read. It was noted that the most significant risks were related to the effects of Cyclone Gabrielle and the Councils ability to meet the August 2023 notification target as a result. With the Joint Committee now agreeing to recommend that notification of the Strategy is delayed to August 2024, these risks have been mitigated.

CLI41/23

**Resolution**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives and notes the *Project Manager's update*.

**Browne/Redstone  
CARRIED**

9.

**Communication and engagement update**

Simon Bendall introduced the item. Discussions covered:

- Community events at Westshore (December 2022) and Haumoana (7 February 2023) were well attended
- A fresh communication and engagement plan is being developed and will be presented to the next meeting.
- Joint Committee members requested that the Regional Planning Committee and Māori Committee should be kept up to date with the Strategy and its related projects.

CLI42/23

**Resolution**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives and notes the *Communication and engagement update*.

**Harding/Corban  
CARRIED**

**10. Current coastal projects update**

Chris Dolley introduced the item, which was taken as read. Discussions covered:

- The Maraetotara river mouth at Haumoana is eroding the beachfront which is affecting the carpark there. This will be included in future project reporting.
- Westshore beach renourishment consenting process is underway
- Haumoana shingle crest height is currently at an historically low level – HDC holds the consent for raising the crest.

CLI43/23

**Resolution**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives the *Current coastal projects update*.

**Redstone/Harding  
CARRIED**

**11. Follow-up actions status**

Chris Dolley introduced the item, which was taken as read.

CLI44/23

**Resolution**

That the Clifton to Tangoio Coastal Hazards Strategy Joint Committee receives and notes the *Follow-up actions status* staff report.

**Dixon/Browne  
CARRIED**

**Closure:**

There being no further business the Chair declared the meeting closed at 11.29am on Friday, 12 May 2023.

Signed as a true and correct record.

**Date:** .....

**Chair:** .....



## Terms of Reference for the Clifton to Tangoio Coastal Hazards Strategy Joint Committee

*As adopted by resolution of:*

Hastings District Council, --- 2023

Napier City Council, --- 2023

Hawke's Bay Regional Council, --- 2023

### 1. Definitions

For the purpose of these Terms of Reference:

- 1.1 **Act** means the Local Government Act 2002
- 1.2 **Administering Authority** means Hawke's Bay Regional Council
- 1.3 **Coastal Hazards Strategy** means the Coastal Hazards Strategy for the Hawke Bay coast between Clifton and Tangoio<sup>1</sup>
- 1.4 **Council member** means an elected representative appointed by a Partner Council
- 1.5 **Hazards** means natural hazards with the potential to affect the coast, coastal communities and infrastructure over the next 100 years, including, but not limited to, coastal erosion, storm surge, flooding or inundation of land from the sea, and tsunamis; and includes any change in these hazards as a result of sea level rise
- 1.6 **Joint Committee** means the group known as the Clifton to Tangoio Coastal Hazards Strategy Joint Committee set up to recommend both draft and final strategies to each Partner Council.
- 1.7 **Member** in relation to the Joint Committee means each Council Member and each Tangata Whenua Member.
- 1.8 **Partner Council** means one of the following local authorities: Hastings District Council, Napier City Council and Hawke's Bay Regional Council
- 1.9 **Tangata Whenua Appointer** means:
  - 1.9.1 The trustees of the Maungaharuru-Tangitū Trust, on behalf of the Maungaharuru-Tangitū Hapū
  - 1.9.2 Mana Ahuriri Incorporated, on behalf of Mana Ahuriri Hapū
  - 1.9.3 Heretaunga Tamatea Settlement Trust, on behalf of the hapū of Heretaunga and Tamatea
- 1.10 **Tangata Whenua member** means a member of the Joint Committee appointed by a Tangata Whenua Appointer.

### 2. Name and status of Joint Committee

- 2.1 The Joint Committee shall be known as the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
- 2.2 The Joint Committee is a joint committee under clause 30(1)(b) of Schedule 7 of the Act.

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<sup>1</sup> The Coastal Hazards Strategy is further defined in Appendix 1 to these Terms of Reference.



3. Partner Council Members

- 3.1 Each Partner Council shall appoint three Council members and one alternate to the Joint Committee.
- 3.2 If not appointed directly as Council members, the Mayors of Hastings District Council and Napier City Council and the Chairperson of Hawke's Bay Regional Council are ex officio Council members.
- 3.3 Under clause 30(9) Schedule 7 of the Act, the power to discharge any Council member on the Joint Committee and appoint his or her replacement shall be exercisable only by the Partner Council that appointed the member.

4. Tangata Whenua members

- 4.1 Each Tangata Whenua Appointer may appoint one member to sit on the Joint Committee.
- 4.2 Each Tangata Whenua Appointer must make any appointment and notify all Tangata Whenua Appointers and Partner Councils in writing of the appointment.
- 4.3 The Tangata Whenua members so appointed shall be entitled to vote.
- 4.4 Under clause 30(9) Schedule 7 of the Act, the power to discharge any Tangata Whenua member on the Joint Committee and appoint his or her replacement shall be exercisable only by the Tangata Whenua Appointer that appointed the member.

5. Purpose of Terms of Reference

- 5.1 The purpose of these Terms of Reference is to:
  - 5.1.1 Define the responsibilities of the Joint Committee as delegated by the Partner Councils under the Act.
  - 5.1.2 Provide for the administrative arrangements of the Clifton to Tangoio Coastal Hazards Strategy Joint Committee as detailed in Appendix 2.

6. Delegated authority

The Joint Committee has the responsibility delegated by the Partner Councils for:

- 7.1 Guiding and providing oversight for the key components of the coastal hazards strategy including:
  - 7.1.1 The identification of coastal hazards extents and risks as informed by technical assessments
  - 7.1.2 A framework for making decisions about how to respond to those risks
  - 7.1.3 A model for determining how those responses shall be funded; and on a plan for implementing those responses when confirmed
- 7.2 Considering and recommending a draft strategy to ~~each of the Partner Councils~~ Hawke's Bay Regional Council for public notification and consultation
- ~~7.3 Considering comments and submissions on the draft strategy and making appropriate recommendations to the Partner Councils~~
- ~~7.4 Considering and recommending a final Clifton to Tangoio Coastal Hazards Strategy to each of the Partner Councils for approval~~
- ~~7.5~~ 7.3 Advocating for and/or advancing the objectives of the Strategy by submitting on and participating in processes, including but not limited to:
  - 7.5.1 Council long term plans

- 7.5.2 Council annual plans
  - 7.5.3 District and regional plan and policy changes
  - 7.5.4 Reserve management plans
  - 7.5.5 Asset management plans
  - 7.5.6 Notified resource consent applications
  - 7.5.7 Central Government policy and legislation
- 7.6 Investigating and securing additional sources of funding to support strategy implementation.
- 7. Powers not delegated
  - The following powers are not delegated to the Joint Committee:
  - 8.1 Any power that cannot be delegated in accordance with clause 32 Schedule 7 of the Local Government Act 2002
  - 8.2 The determination of funding for undertaking investigations, studies and/or projects to assess options for implementing the Clifton to Tangoio Coastal Hazards Strategy.
- 8. Remuneration
  - 9.1 Each Partner Council shall be responsible for remunerating its representatives on the Joint Committee and for the costs of those persons' participation in the Joint Committee.
  - 9.2 The Administering Authority shall be responsible for remunerating the Tangata Whenua members.
- 10. Meetings
  - 10.1 The Hawke's Bay Regional Council standing orders will be used to conduct Joint Committee meetings as if the Joint Committee were a local authority and the principal administrative officer ([Chief Executive](#)) of the Hawke's Bay Regional Council or his or her nominated representative were its principal administrative officer.
  - 10.2 The Joint Committee shall hold all meetings at such frequency, times and place(s) as agreed for the performance of the functions, duties and powers delegated under this Terms of Reference.
  - 10.3 Notice of meetings will be given as far in advance as possible to all Joint Committee members, and in accordance with the provisions of the Local Government Official Information and Meetings Act.
  - 10.4 Members, or their confirmed alternates, will attend all Joint Committee meetings.
  - 10.4 The quorum shall be 6 Members, provided that at least one Partner Council member is present from each Partner Council.
- 11. Voting
  - 11.1 In accordance with clause 32(4) Schedule 7 of Act, at meetings of the Joint Committee each Council member has full authority to vote and make decisions within the delegations of the Terms of Reference on behalf of the Partner Council without further recourse to the Partner Council.
  - 11.2 Where voting is required, each member has one vote.
  - 11.4 Best endeavours will be made to achieve decisions on a consensus basis.
  - 11.5 The Chairperson at any meeting has a deliberative vote and, in the case of equality of votes, ~~has~~ [may use](#) a casting vote.

12. ~~Election of~~ Chairperson and Deputy Chairperson

12.1 ~~The Chairperson of the Joint Committee will be one of the Hawke's Bay Regional Council members as elected and appointed by Hawke's Bay Regional Council.~~

12.2 ~~On the formation~~At the first meeting of the Joint Committee the members shall elect ~~a Joint Committee Chairperson and may elect~~ up to two Deputy Chairpersons. ~~The Chairperson is to be elected from among the group of Council members.~~

12.2 The mandate of the Chairperson ~~or~~and Deputy Chairperson ends if that person, through resignation or otherwise, ceases to be a member of the Joint Committee.

13. Reporting

13.1 All reports to the Committee shall be presented via the Technical Advisory Group<sup>2</sup>.

13.2 Following each meeting of the Joint Committee, the Project Manager shall prepare a brief summary report of the business of the meeting and circulate that report, for information, to each member. Such reports will be in addition to any formal minutes prepared by the Administering Authority, which will be circulated to Joint Committee representatives.

13.3 The Technical Advisory Group shall ensure that the summary report required by 13.2 is also provided to each Partner Council for inclusion in the Agenda for the next available Council meeting. A Technical Advisory Group Member shall attend the relevant Council meeting to speak to the summary report if requested and respond to any questions.

14. Good faith

14.1 In the event of any circumstances arising that were unforeseen by the Partner Councils, the Tangata Whenua Appointers, or their respective representatives at the time of adopting this Terms of Reference, the Partner Councils and the Tangata Whenua Appointers and their respective representatives hereby record their intention that they will negotiate in good faith to add to or vary this Terms of Reference so to resolve the impact of those circumstances in the best interests of the Partner Councils and the Tangata Whenua Appointers collectively.

15. Variations to the Terms of Reference

15.1 Any member 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.

15.2 Amendments to the Terms of Reference may only be made with the approval of all Members.

16. Recommended for Adoption

16.1 The Clifton to Tangoio Coastal Hazards Strategy Joint Committee, made up of the following members, ~~recommends~~ confirms this Terms of Reference for adoption to the three Partner Councils.

---

<sup>2</sup> A description of the Technical Advisory Group and its role is included as Appendix 2 to these Terms of Reference.

[Maungaharuru-Tangitū Trust \(MTT\)](#) represented by Ms Tania Hopmans

[Hastings District Council](#) represented by councillors Alwyn Corban, Ann Redstone and Malcolm Dixon,  
and councillor Tania Kerr as alternate

[Mana Ahuriri Trust](#) represented by Evelyn Ratima

[Napier City Council](#) represented by councillors Nigel Simpson, Hayley Browne and Keith Price and  
councillor Annette Brosnan as alternate

[Heretaunga Tamatea Settlement Trust](#) represented by Gilvrey Mohi

[Hawke's Bay Regional Council](#) represented by councillors Jerf van Beek, Xan Harding and Charles  
Lambert, and Sophie Siers as alternate

## Appendix 1 – Project Background

### 1. Project Goal

- 1.1 A Clifton to Tangoio Coastal Hazards Strategy is being developed in cooperation with the Hastings District Council (HDC), the Hawke's Bay Regional Council (HBRC), the Napier City Council (NCC), and Maungaharuru-Tangitū Trust (MTT), Mana Ahuriri Trust and Heretaunga Tamatea Settlement Trust representing Mana Whenua. This strategy is being developed to provide a framework for assessing coastal hazards risks and options for the management of those risks for the 105 years from 2015 to 2120.
- 1.2 The long term vision for the strategy is that coastal communities, businesses and critical infrastructure from Tangoio to Clifton are resilient to the effects of coastal hazards.

### 2. Project Assumptions

The Coastal Hazards Strategy will be based on and influenced by:

- 2.1 The long term needs of the Hawke's Bay community
- 2.2 Existing policies and plans for the management of the coast embedded in regional and district council plans and strategies
- 2.3 Predictions for the impact of climate change
- 2.4 The National Coastal Policy Statement.

### 3. Project Scope

The Coastal Hazards Strategy is primarily a framework for determining options for the long term management of the coast between Clifton and Tangoio. This includes:

- 3.1 Taking into account sea level rise and the increased storminess predicted to occur as a result of climate change, an assessment of the risks posed by the natural hazards of coastal erosion, coastal inundation and tsunamis.
- 3.2 The development of a framework to guide decision making processes that will result in a range of planned responses to these risks.
- 3.3 The development of a funding model to guide the share of costs, and mechanisms to cover those costs, of the identified responses.
- 3.4 The development of an implementation plan to direct the implementation of the identified responses.
- 3.5 Stakeholder involvement and participation.
- 3.6 Protocols for expert advice and peer review.
- 3.7 An action plan of ongoing activity assigned to various Members.

### 4. The Strategy will:

- 4.1 Describe a broad vision for the coast in 2120, ~~and how the Hawke's Bay community could respond to a range of possible scenarios which have the potential to impact the coast by 2120.~~
- 4.2 Describe the possible effects of coastal hazards and sea level rise, and propose responses to those risks under a Dynamic Adaptive Policy Pathways (DAPP) framework.
- 4.3 Set out proposed funding principles based on the requirements of the Local Government Act 2002 and a proposed funding model for Strategy implementation that gives effect to those principles.
- 4.2.4.4 Propose policies to guide any intervention to mitigate the impact of coastal processes and hazards through the following regulatory and non-regulatory instruments:

4.1.1 Regional Policy Statement

4.1.2 District Plans

4.1.3 Council long-term plans

[4.1.4](#) Infrastructure Development Planning (including both policy and social infrastructure networks).

~~4.34.5~~ [Describe how the Strategy will be implemented and a monitoring and review process.](#)

**Appendix 2 - Administering Authority and Servicing**

- 1 The administering authority for the Clifton to Tangoio Coastal Hazards Strategy Joint Committee is Hawke's Bay Regional Council.
- 2 The administrative and related services referred to in clause 16.1 of the conduct of the Joint Committee under clause 30 Schedule 7 of the Local Government Act 2002 apply.
- 3 Until otherwise agreed, Hawke's Bay Regional Council will cover the full administrative costs of servicing the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
- 4 A technical advisory group (TAG) will service the Clifton to Tangoio Coastal Hazards Strategy Joint Committee.
- 5 The TAG will provide for the management of the project mainly through a Project Manager. TAG will be chaired by the Project Manager, and will comprise senior staff representatives from each of the participating councils and other parties as TAG deems appropriate from time to time. TAG will rely significantly on input from coastal consultants and experts.
- 6 The Project Manager and appropriate members of the TAG shall work with stakeholders. Stakeholders may also present to or discuss issues directly with the Joint Committee.
- 7 Functions of the TAG include:
  - 7.1 Providing technical oversight for the ~~study~~Strategy.
  - 7.2 Coordinating agency inputs particularly in the context of the forward work programmes of the respective councils.
  - 7.3 Ensuring Council inputs are integrated.



CG-17-1-00347 REG-14-4-9-1-18-15

## HASTINGS DISTRICT COUNCIL POLICY ON APPOINTMENT OF MEMBERS OF THE DISTRICT LICENSING COMMITTEE

### 1. Introduction

- 1.1. ~~Following a change in legislation, the newly enacted~~ Sale and Supply of Liquor Act 2012 ("the Act") requires that the Council appoint 1 or more District Licensing Committees (DLC) as required to deal with licensing matters for its District. ~~The Committee must be ready to take on this role from 19 December 2013.~~
- 1.2. The District Licensing Committee must consist of 3 members appointed by the Council. The Council must appoint 1 member as the Chairperson, and that person must either be a member of the Council or a Commissioner appointed to the Licensing Committee by the Chief Executive Officer of the Council on the recommendation of the Council.
- 1.3. The other two members of the Licensing Committee must be appointed from the Councils list of persons approved to be members of the Licensing Committee.
- 1.4. This list consists of persons who have experience relevant to Liquor Licensing matters, but are not involved with, nor have the appearance of being involved with, the alcohol industry; nor can they be a Police Constable, a Medical Officer of Health, an Inspector or an employee of the Territorial Authority.
- 1.5. Appointments made to the list of approved persons can be for a period of up to 5 years, and they can then be approved for 1 or more periods of up to 5 years. In order to ensure continuity of experience especially over the election periods, the term of office will vary between 2-5 years, dependant on the requirements of the service.
- 1.6. The Licensing Committee is responsible for considering and determining all applications for Licenses and Managers Certificates, and all renewals of Licenses and Managers Certificates. The Committee is also responsible for the consideration and determination of Temporary Authorities and Special Licences made under the Act.
- 1.7. A Quorum of the Committee may consist of the Chairperson sitting alone to determine uncontested applications. Where objections are received to an application, then the quorum must consist of the full 3 member committee.
- 1.8. The Council may also appoint a member of the Council to act as a Deputy Chairperson, to act in place of the Chairperson. This is to allow for times when the Chairperson is unable to act due to illness, absence or other sufficient reason.
- 1.9. The Purpose of this Policy Document is to guide the Council on the process for the appointment of the members of this committee.

### Part one – Appointment of Members of the Committee

#### Required Skills and Experience.

#### A. Statutory Requirements

- i) Section 192 of the Act details the statutory requirements of persons appointed to the Committee.

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- ii) A Territorial Authority must establish, maintain and publish its own list of persons approved to be members of the TAs licensing Committee. This may be carried out jointly with another Territorial Authority.
- iii) A Territorial Authority must not approve a person to be included on that list unless that person has experience relevant to alcohol licensing matters.
- iv) A person must not be included on the list if the Territorial Authority believes that the person has, directly or by virtue of his or her relationship with another person, such that involvement or appearance of involvement with the alcohol industry that he or she could not perform his or her duties without actual bias or the appearance of bias; or that person is a constable, a Medical Officer of Health, an inspector or an employee of the Territorial Authority.

#### **B. Territorial Authority Requirements**

- i) The Council considers that, in addition to the statutory requirements, any person that it appoints to the Committee should also possess;
  - Intellectual ability
  - An understanding of Regulatory issues
  - Either regulatory experience, or other experience that is relevant to the activities of the committee
  - Sound judgement
  - A high standard of personal integrity
  - The ability to work as part of a team.

#### **C. Appointment Process**

- i) Appointment of the Chairperson and the Deputy Chairperson shall be by Resolution of the Council. (Assume this will be the same process followed by all other appointments to committee chairs.
- ii) Appointments to the Committee of the other members shall be made through an Appointments Committee, the members of this committee will be the Group Manager: Planning and Regulatory Services, the Manager, Democracy and Governance Services and the Chair or Deputy Chair of the Hastings District Licensing Committee.- The District Licensing Appointment Committee will be responsible for determining the manner in which the appointments process will be undertaken and the terms and conditions of the selected candidate.
- iii) The Appointments Committee will identify a shortlist of candidates whom it considers meets the above criteria and will forward those to the Council together with a report explaining why those candidates meet the criteria. The committee may make a recommendation.

#### **1. Appointment Period (Section 192)**

Any appointment to the DLC shall be for a between 2 to 5 years. (Initial appointments will be for two years). The length of tenure will be staggered to ensure a continuity of experienced members at all times.

#### **2. Resignation or Removal (Section 194)**

A member of the DLC may resign from the committee at any time by providing a written resignation to the Territorial Authority.

In the case of the Chairperson, or the Deputy Chairperson, they shall cease to be the Chairperson if he or she ceases to be a member of the Territorial Authority unless he or she is a Commissioner.-

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The Territorial Authority may at any time remove a member of the DLC for inability to perform the functions of office, bankruptcy, neglect of duty, or misconduct, proved to the TAs satisfaction. This may include a refusal to undertake training, insufficient preparation for meetings failure to attend hearings without giving notice of apology or not responding to Council communication.

### 3. Appointment By Advertisement

Where the Territorial Authority decides to advertise a vacancy, the appointments committee will consider applications and make a recommendation to the HDC.

A shortlist of candidates will be made and interviewed by the appointments relevant committee and the committee will report to the HDC on each of the candidates. The committee may make a recommendation.

### 4. Appointment Without Advertisement

Where the Council decides not to advertise a particular vacancy, it will refer the matter to the Appointments Committee. The committee will identify a shortlist of candidates whom it considers meet the above criteria and will forward those to the Council together with a report explaining why these candidates meet the criteria. The committee may make a recommendation.

### 5. Final Appointment

The Council will make a decision in a public-excluded session (thus protecting the privacy of natural persons). Public announcement of the appointment will be made as soon as practicable after the Council has made its decision.

An elected member who is under consideration to fill a particular vacancy may not take part in the discussion or vote on that appointment.

### 6. Conflicts of Interest

Members of the Committee will avoid situations where their actions could give rise to a conflict of interest.

### 7. Remuneration

Remuneration of members of the committee is a matter that is determined by the Ministry of Justice. Currently the Ministry has set this at the mid-point of the range for level 3 statutory authorities under the Cabinet fees framework.

Additionally, a member of the committee is entitled to be reimbursed for the actual and reasonable travelling and other expenses incurred in carrying out his or her office as a member.

Approved by Council on \_\_\_\_\_.

### 8. Review

This policy will be reviewed on or before 30 June \_\_\_\_\_.

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**Examples of those who could be included on the DLC List providing they meet the criteria of the Sale & Supply of Alcohol Act:**

- Former licensing inspector
- Former Medical Officer of Health
- Former council employees
- Former licensee
- Justice of the Peace
- Retired District Court judge
- Former politicians
- Former constable in the role of Alcohol Harm Reduction Officer
- Former consultants in the alcohol industry
- Trainer for licensing industry
- Previous member of staff of Liquor Licensing Authority

**Examples of those should be excluded:**

- Involvement or appearance of involvement with the alcohol industry s192(5)(a) (consider pecuniary interests) – e.g.
  - Owner/licensee/building owner of a restaurant, bar or café holding a licence
  - Shareholder or director in the above
  - Trustee on a charitable trust, e.g. Lions Foundation, Licensing Trust (can be a member of a charitable trust but not maintain a governance position by sitting on the board), due to funds obtained through gambling machines located in licensed premises.
- Alcohol industry representatives (s192(5)(a))
- Lobbyist representatives (s192(5)(a))
- Holder of a managers certificate (s192(5)(a))
- Constable, Medical Officer of Health, an inspector or an employee of that territorial authority (s192(5)(b))

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**NB: Training for Hastings District Licensing Committee members will be provided in early December 2013.**

### **Guidelines for Competencies for District Licensing Committee List Members**

<b>DLC LIST MEMBERS</b>		
<b>Competency descriptor</b>	<b>Essential for the role</b>	<b>Desirable for the role</b>
<b>1: Experience relevant to alcohol licensing matters</b> —Demonstrates knowledge of alcohol licensing matters and demonstrates active interest and ability to build new knowledge in this area		
Knowledge of alcohol licensing	✓	
Demonstrate experience of legal and regulatory alcohol environment		✓
Knowledge of the Sale and Supply of Alcohol Act 2012		✓
<b>2: Understanding of harm caused by the consumption of alcohol</b> —Demonstrates knowledge of the Act and alcohol related harm		
Knowledge of alcohol related harm and its impact on communities	✓	
<b>3: Community knowledge</b> —Demonstrates knowledge of the community for which DLC operates		
Awareness and understanding of the local alcohol policy (if relevant)	✓	
Understanding of community expectations around licensing	✓	
<b>4: Quality decision making</b> —Utilises analysis, wisdom, experience, and logical methods to make good decisions and solve difficult problems with effective solutions. Probes beyond stated situation to identify underlying issues.		
Considers information from a variety of sources in an objective, unbiased way to reach a conclusion	✓	
Ability to sort fact from fiction	✓	
Operates independently with little direction		✓
Applies pragmatic decision making	✓	
Chairperson experience		✓
Balanced assertiveness		✓
<b>5: Hearing experience</b> —Demonstrates knowledge of the purposes of the hearing process and demonstrates knowledge of applying the legislation		
Understanding and application of the legislation	✓	
Understanding written decisions	✓	
Interpreting case law		✓
Knowledge and understanding of hearings procedure		✓
<b>6: Strong communication</b> —Demonstrates effective written and oral communication skills. Can write clearly and succinctly. Listens to others and asks questions to gain understanding. Facilitates good working relationships with other DLC members and offers constructive input.		
Strong verbal and written communication skills	✓	
Knowledge of and ability to operate under rules of confidentiality	✓	
Skills in questioning—ability to drill down to the issue	✓	
Writes clear and well thought out decisions		✓
<b>7: Professional integrity</b> —Upholds professional integrity at all times.		
Demonstrates behaviours that are consistent with standards for professional and ethical conduct	✓	
Refrains from behaviour that fosters the appearance of conflict of interest	✓	

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<del>Applies rules and regulations in a consistent, non-biased manner</del>	<del>✓</del>	
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~~HASTINGS DISTRICT LICENSING AGENCY~~

~~Over the last five years, an average of 503 licence applications have been received annually.~~

~~Over the last 12 months, 17 applications were referred to the Liquor Licensing Authority (LLA) or the new Alcohol Regulatory and Licensing Authority (ARLA) for a hearing. Of those, 4 would have met the criteria to be determined by a District Licensing Committee (had the new Act been in force at that time); the remainder, being enforcement actions, would still need to be referred to ARLA.~~

<del>Hastings District Licensing Agency</del>	<del>No. of Applications Received</del>
<del>Category</del>	<del>In the year ending 30 June 2012</del>
<del>On-Licence — new/renew/variation</del>	<del>43</del>
<del>Off-Licence — new/renew/variation</del>	<del>32</del>
<del>Club Licence — new/renew/variation</del>	<del>7</del>
<del>Manager's Certificate — new/renew</del>	<del>280</del>
<del>Special Licence</del>	<del>133</del>

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## **~~Extracts from the Sale and Supply of Alcohol Act 2012~~**

### **~~187 Functions of licensing committees~~**

~~A licensing committee's functions are—~~

- ~~(a) to consider and determine applications for licences and manager's certificates; and~~
- ~~(b) to consider and determine applications for renewal of licences and manager's certificates; and~~
- ~~(c) to consider and determine applications for temporary authority to carry on the sale and supply of alcohol in accordance with section 136; and~~
- ~~(d) to consider and determine applications for the variation, suspension, or cancellation of special licences; and~~
- ~~(e) to consider and determine applications for the variation of licences (other than special licences) unless the application is brought under section 280; and~~
- ~~(f) with the leave of the chairperson for the licensing authority, to refer applications to the licensing authority; and~~
- ~~(g) to conduct inquiries and to make reports as may be required of it by the licensing authority under section 175; and~~
- ~~(h) any other functions conferred on licensing committees by or under this Act or any other enactment.~~

### **~~189 Composition of licensing committees~~**

- ~~• (1) Each licensing committee consists of 3 members appointed by the territorial authority for that territorial authority's district.~~
- ~~(2) A territorial authority must appoint 1 member as the chairperson and that person must be a member of that territorial authority or a commissioner appointed to the licensing committee.~~
- ~~(3) A territorial authority may appoint a member of that territorial authority to be deputy chairperson, and act in place of the chairperson if the chairperson is unable to act because of illness or absence from New Zealand, or for other sufficient reason.~~
- ~~(4) While acting in place of the chairperson, the deputy chairperson is a member of the committee and has all the powers and duties of the chairperson.~~
- ~~(5) No act done by the deputy chairperson serving as acting chairperson in the chairperson's absence, and no acts done by the committee while the deputy chairperson is so serving, can in any proceedings be questioned on the ground that the occasion for his or her so serving had not arisen or had ceased.~~
- ~~(6) The other 2 members of each licensing committee must be appointed from the territorial authority's list maintained under section 192.~~
- ~~(7) For the purposes of subsection (2), a member of a territorial authority means an elected member of a territorial authority and, in relation to the Auckland Council, includes a member of the governing body (as defined in section 4 of the Local Government (Auckland Council) Act 2009) or a member of a local board established under section 10 of that Act.~~



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~~Further information: Visit [www.moj.govt.nz](http://www.moj.govt.nz)~~