

Monday, 19 May 2025

*He hui e whakahaeretia nei e Te Kaunihera ā-Rohe o Heretaunga*

**Administered by Hastings District Council**

**Napier-Hastings Future Development Strategy Joint Committee Meeting**

*Kaupapataka*

# Agenda

*Te Rā Hui:*  
Meeting date: **Monday, 19 May 2025**

*Te Wā:*  
Time: **1:00 PM**

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

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

*Te Āpiha Matua:*  
Responsible  
Officer: **Craig Scott - Policy Planner**

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**HASTINGS DISTRICT COUNCIL**  
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**TE KAUNIHERA Ā-ROHE O HERETAUNGA**

## Napier-Hastings Future Development Strategy Joint Committee

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

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

The Terms of Reference can be viewed on the Hastings District Council's website as part of the document titled "Committee and Rural Community Board Register of Delegations 2022-2025" (adopted by the Council on 8 December 2022).

*Te Hui o Te Kaunihera ā-Rohe o Heretaunga*

**Hastings District Council**

**Napier-Hastings Future Development Strategy Joint Committee Meeting**

*Kaupapataka*

# Agenda

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**Mematanga:**

**Membership:**

*Koromatua*

**Chair:** Mayor Sandra Hazlehurst (HDC)

**Deputy Chair:** Tania Eden (Mana Ahuriri Trust)

**Members:**

**Hawke's Bay Regional Council**

Cr Jock Mackintosh (HBRC)

Cr Martin Williams (HBRC)

Cr Sophie Siers (HBRC Alternate)

**Napier City Council**

Mayor Kirsten Wise (NCC)

Cr Ronda Chrystal (NCC)

Cr Maxine Boag (NCC Alternate)

**Hastings District Council**

Cr Alwyn Corban (HDC)

Cr Marcus Buddo (HDC Alternate)

**Tamatea Pōkai Whenua**

Dr Darryn Russell (Tamatea Pōkai Whenua)

Second representative - to be appointed (Tamatea Pōkai Whenua)

Alternate – to be appointed (Tamatea Pōkai Whenua)

**Mana Ahuriri Trust**

Chad Tareha (Mana Ahuriri Trust)

Evelyn Ratima (Mana Ahuriri Trust Alternate)

**Maungaharuru Tangitū Trust**

Tania Hopmans (Maungaharuru Tangitū Trust)

Mara Andrews (Maungaharuru Tangitū Trust)

Kelly May (Maungaharuru Tangitū Trust Alternate)

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**Tokamatua:**

**Quorum:**

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

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*Apiha Matua*

Craig Scott – Policy Planner

**Officer Responsible:**

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*Te Rōpū Manapori me te  
Kāwanatanga*

Caitlyn Dine (Extn 5636)

**Democracy &  
Governance Services:**

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*Te Rārangi Take***Order of Business**

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

- 1.0** At the close of the agenda no apologies had been received.  
At the close of the agenda no requests for leave of absence had been received.
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**2.0 Conflict of Interest– Mahi Kai Huanga**

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

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**Confirmation of Minutes - Te Whakamana i Ngā Minitī**

- 3.0** Minutes of the Napier-Hastings Future Development Strategy Joint Committee commencing 22 July 2024.  
(Previously circulated)
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- 4.0 Independent Hearings Panel 'Recommendations Report' on the draft 'Napier Hastings Future Development Strategy'**
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**7**



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Monday, 19 May 2025

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Item 4

*Te Hui o Te Kaunihera ā-Rohe o Heretaunga***Hastings District Council: Napier-Hastings Future Development Strategy Joint Committee***Te Rārangi Take*

# Report to Napier-Hastings Future Development Strategy Joint Committee

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*Nā:*  
**From: Craig Scott, Team Leader Environmental Policy**

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*Te Take:*  
**Subject: Independent Hearings Panel 'Recommendations Report' on the draft 'Napier Hastings Future Development Strategy'**

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

- 1.1 This Report seeks a resolution from the Napier Hastings Future Development Strategy Joint Committee (FDSJC) regards the Independent Hearing Panel (IHP) Recommendations Report which was prepared after hearing submissions on the draft Napier Hastings Future Development Strategy (FDS).
- 1.2 The FDS is a strategic document that is intended to assist the Partner Councils (Hastings District Council, Napier City Council, Hawkes Bay Regional Council) with integrating planning decisions under the Resource Management Act 1991 (RMA) and reflect their decisions in their Council Long Term Plan.
- 1.3 The Partner Councils established The Napier-Hastings Future Development Strategy Joint Committee and delegated the FDSJC responsibility for;
- Considering engagement and consultation feedback gained through the FDS communication and engagement process and providing direction on the development of the draft FDS,
  - Considering feedback provided through elected member workshops,
  - Considering and recommending the draft FDS to each of the Partner Councils for public notification,
  - Providing governance oversight and direction as required to the FDS work programme,

- Hearing and considering submissions on the draft FDS and making appropriate recommendations to the Partner Council,
- Considering and recommending a final FDS to each of the Partner Councils for approval.

1.4 The FDSJC resolved at its meeting held on 23 October 2024 to;

*‘Appoint an Independent Panel to assist the Joint Committee by hearing all persons / parties who wish to submit on the draft FDS. The Independent Panel will prepare a summation of all submissions and provide recommendations to the Joint Committee, for consideration by the Joint Committee. The Joint Committee can then recommend a final FDS to the Partner Councils’*

- 1.5 The Partner Councils approved the appointment of an IHP with members specialising in Mātauranga Māori, planning legislation, resource management and local government. All members are Ministry for the Environment accredited for “Making Good Decisions” with the recommended Chair having Chair Endorsement.
- 1.6 The IHP received 139 submissions, with a 3-day Hearings Process held over 24 – 26 March 2025 on the draft FDS. The IHP members undertook several site visits to get a full understanding of the key issues raised in submissions.
- 1.7 The IHP have prepared a Recommendations Report on the draft FDS for the FDSJC. The IHP has recommended a draft FDS that differs in several respects from the notified draft FDS. Those differences are outlined in the body of this Report. The Recommendations Report is attached as Attachment 1 ([Independent-Hearings-Panel-Recommendations-Report.pdf](#)). The IHP have also prepared a tracked changes version of their recommended FDS which is to be read in conjunction with the recommendations report, attached as Attachment 2 ([Independent-Hearings-Panel-Recommended-Future-Development-Strategy.pdf](#)).
- 1.8 In accordance with the FDSJC Terms of Reference (TOR), the FDSJC is required to consider the IHP Recommendation Report and provide further feedback and additional recommendations (if any) to the three Partner Councils for their consideration when adopting the final FDS.
- 1.9 This Report recommends the FDSJC receive and endorse the IHP Recommendation Report and refer it to the Partner Council’s for consideration and decision-making.
- 1.10 If the FDSJC chooses to amend or disregard the IHP recommendations the FDSJC is recommended to provide reasoning for alternative recommendations from the IHP and explain as part of the reasoning how the amendments better achieve the requirements of the National Policy Statement on Urban Development (NPSUD).

## 2.0 Recommendations - Ngā Tūtohunga

- A) That the Napier-Hastings Future Development Strategy Joint Committee (FDSJC) receive the Report titled ‘Independent Hearings Panel recommendations on the Future Development Strategy’ dated 19 May 2025.
- B) That the FDSJC receive and endorse the Independent Hearings Panel (IHP) Recommendation’s report attached as Attachment One and the IHP Recommended Draft Future Development Strategy attached as Attachment Two.
- C) That the FDSJC recommend to the Partner Councils (Napier City Council, Hastings District Council, Hawke’s Bay Regional Council), that the IHP Recommended Future Development Strategy for the draft Napier Hastings Future Development Strategy (FDS) be adopted.
- D) That the FDSJC notes that subject to resolution of Recommendation B & C, the Chief Executive will prepare a ‘Report for the Partner Councils’, which reports on the recommendations of the FDSJC.



- E) That after adoption of the final FDS by the Partner Councils, the FDSJC meet to consider any future implementation requirements of the FDS.

### 3.0 Statutory Context for FDS

- 3.1 The draft FDS has been developed in partnership with Hastings District Council, Napier City Council, Hawke's Bay Regional Council, Maungaharuru Tangitū Trust, Mana Ahuriri Trust and Tamatea Pōkai Whenua, with input from officers, consultants and others from various interested groups and stakeholders.
- 3.2 The FDS is a strategic document that is intended to assist the Partner Councils with integrating planning decisions under the Resource Management Act 1991 (RMA) with Council Long Term Plans, Infrastructure Strategies and funding decisions under the Local Government Act 2002 (LGA).
- 3.3 The FDS has been prepared to identify:
- Where growth will occur in Napier and Hastings, in both existing and new urban areas over the next 30 years;
  - The infrastructure needed to support and service that growth; and
  - Development constraints.
- 3.4 The Partner Councils have partnered for the purpose of the draft FDS as Napier and Hastings territories are considered to form one Tier 2 Urban Environment under the NPSUD which requires all local authorities to prepare the FDS.
- 3.5 The NPS-UD states that the purpose of an FDS is to promote long term strategic planning by setting out how the Partner Councils intend to:
- Achieve well-functioning urban environments in existing and future urban areas;
  - Provide at least sufficient development capacity over the next 30 years to meet expected demand; and
  - Assist with the integration of planning decisions under the RMA with infrastructure planning and funding decisions.
- 3.6 Development of the FDS has been ongoing for several years and has included engagement with mana whenua, elected officials, the community, interested landowners and developers, to inform detailed technical analysis and evaluation.
- 3.7 The draft FDS is intended to satisfy the statutory requirements for Future Development Strategies under the NPSUD.

### 4.0 Consultation and Engagement

- 4.1 The NPSUD requires the Special Consultative Procedure under the LGA is used for consultation on a draft FDS.
- 4.2 The draft FDS was adopted by the Partner Councils for consultation on the 19<sup>th</sup> November 2024.
- 4.3 At the time of adopting the draft FDS for consultation, the Partner Councils made two variations to the draft FDS, which differed from what had been recommended by officers. These variations are summarised below:

#### ***Middle Rd***

*The recommendation of the committee included one amendment to the strategy proposed by the consultants and technical advisory group. This was the exclusion of Middle Road sites Hn3a and Hn3b from the strategy. For the following reasons:*

- *These areas are not required to provide sufficient development capacity to meet demand (including the 20 per cent competitiveness margin)*
- *Hn3a and Hn3b are Highly Productive land areas (including 'Land Use Capability' level 1 and 2)*
- *These areas are not included in the Heretaunga Plains Urban Development Strategy (except as a reserve area in the case of Hn3a)*
- *It would be contrary to the objectives of the FDS to include these areas.*

*The draft recommendations were then considered by all Partner Councils in November. All Councils agreed to accept the Joint Committee's amendment to remove the Middle Rd sites Hn3a and Hn3b from the draft strategy. Those two sites have subsequently been removed from the draft.*

### **Riverbend Rd**

*The Hawke's Bay Regional Council additionally recommended that the Riverbend Road site Nc4b also be excluded from the strategy, for the following reason:*

- *Area Nc4b is subject to severe flooding risk*

4.4 The notification period for the draft FDS ran from 23<sup>rd</sup> November 2024 to the 23<sup>rd</sup> December 2024. This period was chosen to avoid the summer break and January when many workplaces are away for significant periods and therefore may not have had sufficient opportunity to prepare a submission.

4.5 Submitters were also able to provide additional evidence to help inform their submission and to present at the Hearings. This was documented as part of minute 2 by the IHP:

*'It will be noted that the date for submitters' evidence was a 'request', not a requirement. For the avoidance of doubt, the IHP will not refuse to accept evidence provided after that date, although late provision may compromise members' ability to have fully reviewed all information ahead of the Hearing. To that end, should submitters choose to file all of their evidence on 19 March 2025 as suggested by Mr Winchester, rather than providing their primary evidence on 17 March, and any response to Council's report later, they are welcome to do so. Submitters are free to make their own decisions as to how they wish to present their cases.'*

4.6 The process adopted by the IHP allowed submitters the opportunity to critique, assess and/or agree to all aspects of the draft FDS.

4.7 On 23<sup>rd</sup> October the FDSJC resolved to appoint an Independent Hearing Panel to hear submissions on the draft FDS. The membership of the IHP was given careful consideration to ensure a broad range of specialised competencies to consider the wide array of complex and interrelated FDS matters, informed the makeup of IHP.

4.8 The IHP consisted of the following members:

- Gina Sweetman (Chair),  
*Field of Expertise - Resource management, local and regional planning, policy and plan development. Resource consents. Te Ao Maori, Freshwater and Chair of Hearing Panels.*
- Shadrach Rolleston,  
*Field of Expertise - Planning and Resource Management, Spatial and Growth Management Planning, Community and Māori Engagement, Te Ao Māori, Iwi Management Planning, Tikanga Māori, Treaty Settlements, Local Government Policy Planning.*
- Julianne Chetham,

*Field of Expertise - Planning, environmental science, geography, coastal and marine ecology and management, Cultural Impact Assessment, Tikanga Māori, Mātauranga Māori.*

- Michael Parsonson,

*Field of Expertise - District and regional consenting, plan changes, policy development. Resource use, construction, infrastructure, general land use activities, and associated effects. Council hearings, fast-track panels, boards of inquiry.*

- Steven (Tipene) Wilson

*Field of Expertise – Māori, Iwi*

- 4.9 A total of 139 submissions were received on the draft FDS. These included a mixture of online survey submissions and general submissions. The submissions were evaluated by officers from both Councils and PSGE's, who prepared a Recommendations Report for the IHP in advance of the hearings commencing. The officers Recommendations Report is attached as Attachment 3 ([FDS-Hearings-Report-2025-03-17-1.pdf](#)).
- 4.10 Submissions were heard by the IHP during 24 – 26 March 2025. 86 of the lodged submissions were spoken to at the hearings. Following the hearings the IHP requested that officers provide a Reply Report to consider additional evidence presented to the IHP during the hearings process. The officers Reply Report is attached as Attachment 4 ([Napier-Hastings-FDS-Reply-2025-04-04.pdf](#)).
- 4.11 The officers' reports in 4.9 and 4.10 were to assist the IHP. The IHP is not required to any accept officer's recommendations.
- 4.12 In executing their role, the IHP was required to consider all information received from submitters (and their representatives), all supplementary information, officer's reports and verbal hearing information. This information has informed the IHP Recommendations Report.

## 5.0 IHP Findings and Recommendations

- 5.1 The IHP consisting of five independent members was selected due to their extensive expertise in considering resource management and future development matters. The submissions and recommendations have been carefully considered.
- 5.2 The IHP provided their Recommendation Report on 9<sup>th</sup> May 2025. The IHP Recommendation Report was prepared by the IHP and is independent from either officer or submitter input, albeit that the IHP was informed by information provided by officers, submitters and the various experts and persons involved in the process.
- 5.3 The Executive Summary from the IHP Recommendation Report is as follows:
1. *Having considered the submissions received, the Independent Hearings Panel (IHP or Hearings Panel) has recommended several changes to the draft FDS. Most of those changes were recommended to us by the professional experts and advisors representing Napier City Council, Hastings District Council and the Hawke's Bay Regional Council and Tamatea Pōkai Whenua (TPW), Mana Ahuriri Trust (MAT) and Maungaharuru-Tangitū Trust (MTT) (FDS Advisors).*
  2. *Our more substantive recommended changes to the draft FDS include:*
    - a. *A new section 4.3 on cross-boundary relationships*
    - b. *References to the Hawke's Bay Independent Flood Review Report recommendations in respect to natural hazard data collection and Regional Policy Statement and district plan reviews*
    - c. *Amendments to Section 6 to address redress land and papakāinga*
    - d. *Amendment to the strategic objectives to amend objective 10 and include a new objective relating to nationally and regionally significant infrastructure*

- e. *Reference to latent demand and that there may be a shortfall in wet industry in the long term in section 8*
  - f. *Amend the constraints identified in Figure 13 to include areas for the safe operation and functional needs of nationally and regionally significant infrastructure*
  - g. *Amend section 10 to address that growth area boundaries shown in the FDS are indicative only and why small sites have not been included*
  - h. *Amend table 2 in section 10 to include the additional capacity identified for the Hastings District*
  - i. *Inclusion of Middle Road (HN3a and HN3b), Wall Road (HN3b) and FM9 Portsmouth Road, Flaxmere as new Residential Greenfield Development Areas in Table 3, and include the additional land at the Mission Estate*
  - j. *Include Irongate North as a new industrial area in section 10*
  - k. *Include reference in section 10 about a potential shortfall in development capacity for wet industry and the approach to be taken if this eventuates*
  - l. *Amend 10.6 to reference a carry-over of the strategic direction for coastal and rural settlements from HPUDS in an appendix, including maps, until such time as a Rural Residential Strategy is promulgated*
  - m. *New paragraph in section 10.11 to reference the importance of the operational and functional needs of nationally and regionally significant infrastructure,*
  - n. *Amend section 10.11 to say that stormwater solutions may occur out of identified growth areas and reference specific Māori education demands*
  - o. *Include new sections in 10.11 on solid waste and nationally and regionally significant infrastructure*
  - p. *Amend table 6 to reference additional greenfield capacity and remove reference to an “overs/unders” approach.*
3. *Other than for the matters listed above, no substantial changes to any ‘spatial’ components of the FDS are recommended.*
  4. *Our recommendations are to be considered and decided on by the Future Development Strategy Joint Committee.*

5.4 In terms of spatial components the key decisions and changes recommended to the draft FDS that was formally consulted on for submissions are as follows:

#### **Residential**

- Inclusion of HN3a and HN3b (Middle Road) area.
- Inclusion of H5b (Wall Rd) area.
- Inclusion of FM9 (Portsmouth Rd) area.
- Inclusion of additional land at NC6 (Mission Hills)

#### **Industrial**

- Inclusion of IR4 (Irongate North) area.
- Recognition that wet industry capacity will be needed over the long term. Recommending short-term action to investigate policy changes aimed at protecting the remaining capacity within the existing urban area for wet industry use at Whakatu.

#### **Rural Residential**

- Recommendation for councils to prioritise the development of a Rural Residential Strategy

## 6.0 Options – Ngā Kōwhiringa

### Option One - Recommended Option - Te Kōwhiringa Tuatahi – Te Kōwhiringa Tūtohunga

6.1 Recommend to the Partner Councils that the draft Future Development Strategy be accepted as per the IHP Recommendations Report

#### Advantages

- Aligns with the evidence-based assessment undertaken by independent qualified experts who directly heard from submitters during the hearing process.
- Meets the obligations of the Partner Councils under the National Policy Statement – Urban Development 2020 which requires that a Future Development Strategy is prepared for the Napier/Hastings urban environment.
- If adopted by the Partner Councils, the draft Future Development Strategy will provide increased certainty for the future planned growth of the Napier/Hastings urban environment and assist to identify other opportunities for future growth in the longer-term.

#### Disadvantages

- No disadvantages are noted.

### Option Two

6.2 Reject the recommendations of the Independent Hearings Panel in full

#### Advantages

- No advantages are noted.

#### Disadvantages

- The recommendation will, if accepted by the Partner Councils, require that a new FDS is prepared for the Napier/Hastings urban environment. This will involve a new consultation and hearing process and involve significant additional costs and resource burden.
- The recommendation by the FDSJC will call into question the independent IHP process, which largely aligns with the draft FDS adopted by the FDSJC for consultation.
- Amendments to the recommendations that differ from the IHP could give rise to legal challenges.
- The ongoing lack of a FDS for the Napier/Hastings urban environment will result in continued uncertainty for the future growth and the integration of key planning and infrastructure decisions of the respective councils. This is considered undesirable given that some Councils have opted for 3-year plans, and will be looking to the FDS for guidance on future long-term plan decision-making.

### Option Three

6.3 Recommend to the Partner Councils that the draft Future Development Strategy, as per the IHP Recommendation report, be accepted with amendments.

#### Advantages

- Allows Partner Councils to consider specific viewpoints of FDSJC when making decisions on the final FDS.

#### Disadvantages

- The FDSJC will be required to provide reasoning for alternative recommendations from the IHP, and explain as part of the reasoning how the amendments better achieve the requirements of the NPS-UD.

- Depending on the amendments recommended it may add to conflict and confusion for Partner Councils when making final decisions on specific aspects of the FDS.
- Amendments to the recommendations that differ from the IHP could give rise to legal challenges.

## 7.0 Next Steps

- 7.1 After the FDSJC has made its recommendations, the Chief Executive from the administering authority, Mr. Nigel Bickle will prepare a report for the Partner Councils on the FDSJC recommendations/resolutions.
- 7.2 The Partner Councils will then consider the FDSJC's recommendations, with the IHP Recommendation Report, when deciding on the final Future Development Strategy.
- 7.3 The meetings with the Partner Councils to decide on the final Future Development Strategy are proposed for late June.
  - Napier City Council and Hastings District Council – 26<sup>th</sup> June
  - Hawke's Bay Regional Council – 25<sup>th</sup> June
- 7.4 Following the adoption of the final FDS it is recommended that the FDSJC meet to consider the future implementation requirements of the FDS.

## Attachments:

1⇒	Attachment 1 – Independent Hearings Panel Recommendations Report	CG-17-27-00218	Vol 1
2⇒	Attachment 2 – Independent Hearings Panel Recommended Future Development Strategy	CG-17-27-00217	Vol 1
3⇒	Attachment 3 – Officers Report to hearings panel on Submissions	CG-17-27-00216	Vol 2
4⇒	Attachment 4 – Officers reply – Report for hearings panel	CG-17-27-00219	Vol 2