

Thursday, 26 June 2025

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

## *Kaupapataka* **Agenda**

*Te Rā Hui:*  
Meeting date: **Thursday, 26 June 2025**

*Te Wā:*  
Time: **1.00pm**

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

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

*Te Āpiha Matua:*  
Responsible  
Officer: **Chief Executive - Nigel Bickle**



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Thursday, 26 June 2025

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

**Hastings District Council**

**Council Meeting**

*Kaupapataka*

# Agenda

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*Tiamana*

**Chair:** Mayor Sandra Hazlehurst

*Mematanga:*

**Membership:**

*Ngā KaiKaunihera*

**Councillors:** Ana Apatu, Marcus Buddo, Alwyn Corban, Malcolm Dixon, Michael Fowler, Damon Harvey, Henry Heke, Kellie Jessup, Tania Kerr (Deputy Mayor), Hana Montaperto-Hendry, Simon Nixon, Wendy Schollum, Heather Te Au-Skipworth and Kevin Watkins and one councillor vacancy

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*Tokamatua:*

**Quorum:**

8 members

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*Apiha Matua*

**Officer Responsible:**

Chief Executive – Nigel Bickle

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*Te Rōpū Manapori me te*

*Kāwanatanga*

**Democracy and**

**Governance Services:**

Louise Stettner (Extn 5543)



## *Te Rārangi Take*

# Order of Business

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### 1.0 Opening Prayer – *Karakia Whakatūwheratanga*

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

At the close of the agenda no apologies had been received.

Leave of Absence had previously been granted to Councillor Kerr

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### 3.0 Conflict of Interest – *He Ngākau Kōnatunatu*

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. This note is provided as a reminder to Members to scan the agenda and assess their own private interests and identify where they may have a pecuniary or other conflict of interest, or where there may be perceptions of conflict of interest.

If a Member feels they do have a conflict of interest, they should publicly declare that at the start of the relevant item of business and withdraw from participating in the meeting. If a Member thinks they may have a conflict of interest, they can seek advice from the General Counsel or the Manager: Democracy and Governance (preferably before the meeting).

It is noted that while Members can seek advice and discuss these matters, the final decision as to whether a conflict exists rests with the member.

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### 4.0 Confirmation of Minutes – *Te Whakamana i Ngā Minitī*

Minutes of the Council Meeting held Tuesday 10 June 2025.  
(Previously circulated)

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### 5.0 Mayor's Verbal Update

7

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### 6.0 Adoption of 2025/26 Annual Plan

9

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### 7.0 Resolution to Set the Rates for the 2025/26 Financial Year

11

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<b>8.0</b>	<b>Adoption of the Napier/Hastings Future Development Strategy</b>	<b>21</b>
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<b>9.0</b>	<b>Adoption of the Final Hastings District Local Alcohol Policy 2025</b>	<b>33</b>
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<b>10.0</b>	<b>Splash Planet - Options for Improvements and Operational Changes for 2025/26 Season</b>	<b>49</b>
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<b>11.0</b>	<b>Requests Received Under The Local Government Official Information and Meetings Act 1987 (LGOIMA) Update</b>	<b>63</b>
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<b>12.0</b>	<b>Minor Items – <i>Ngā Take Iti</i></b>	
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<b>13.0</b>	<b>Urgent Items – <i>Ngā Take Whakahihiri</i></b>	
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<b>14.0</b>	<b>Recommendation to Exclude the Public from Item 15</b>	<b>67</b>
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<b>15.0</b>	<b>Ōhiti Land Transfer to Hawkes's Bay Regional Council</b>	
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Thursday, 26 June 2025

Item 5

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

*Te Rārangi Take*

# Report to Council

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*Nā:*  
**From: Sandra Hazlehurst, Mayor**

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*Te Take:*  
**Subject: Mayor's Verbal Update**

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

- 1.1 The purpose of this report is to provide the opportunity for a regular verbal update from the Hastings District Council Mayor regarding current activities and events.

## **2.0 Recommendations - *Ngā Tūtohunga***

That Council receive the report titled Mayor's Verbal Update dated 26 June 2025.

### **Attachments:**

There are no attachments for this report.





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Thursday, 26 June 2025

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

**Item 6**

## *Te Rārangi Take*

# Report to Council

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**Nā:**  
**From:** **Lex Verhoeven, Strategy Manager**

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**Te Take:**  
**Subject:** **Adoption of 2025/26 Annual Plan**

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

- 1.1 The purpose of this report is to obtain a decision from Council on adoption of the 2025/26 Annual Plan, now that all Local Government Act 2002 compliance matters have been completed.
- 1.2 The Annual Plan has been prepared in accordance with the Council's Financial Strategy and meets all the financial benchmark measures within it.
- 1.3 The Council had previously at its meeting dated 18 February resolved to set the increase in rating requirement at 15% in accordance with Year Two of the Long-Term Plan, and not to consult on the plan. An Annual Plan update newsletter on the year ahead was distributed to residents across the district.
- 1.4 The Plan gives effect to the Council resolutions passed at its 10 June and 17 June meetings in relation to the adoption of the schedule of Fees and Charges (Resource Management Act 1991 and Food Act 2014), and the direction to defer a final decision on the Whakatu West Stormwater scheme.
- 1.5 This report also gives effect to Council direction having considered a petition from Grey Power Hastings in respect of free parking for over 65 residents and other parking accessibility issues in the Hastings Central Business District. The Council undertook to report back on findings for addressing the petitioner's concerns.
- 1.6 The matters raised in the petition along with subsequent work completed by officers on potential options and impacts were considered during Council's Annual Plan workshop. The Council provided direction that given the Council's fiscal position no financial provision could be made for free parking initiatives and that the Parking Account could not be put into deficit. For these reasons the 2025/26 Annual Plan for adoption does not contain any financial provision for free parking initiatives. The Council may revisit the issue or alternative options in the future.
- 1.7 The final step in the process is one of technical compliance with the provisions of the Local Government Act 2002 and therefore an administrative matter. No audit approval is required.

- 1.8 Before the Council can resolve to set the rates for the 2025/26 financial year, the Council must first adopt the Annual Plan (to be circulated separately), which confirms the budget for the year.

## **2.0 Recommendations - *Ngā Tūtohunga***

- A) That Council receive the report titled Adoption of 2025/26 Annual Plan dated 26 June 2025.
- B) That Council adopts the 2025/26 Annual Plan in accordance with section 95 (1) of the Local Government Act 2002.

### **Attachments:**

There are no attachments for this report.

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Thursday, 26 June 2025

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

**Item 7**

*Te Rārangi Take*

# Report to Council

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**Nā:** Richard Elgie, Management Accountant - Development  
**From:** Contributions

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**Te Take:**  
**Subject:** Resolution to Set the Rates for the 2025/26 Financial Year

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## **1.0 Executive Summary – Te Kaupapa Me Te Whakarāpopototanga**

- 1.1 The purpose of this report is to obtain a decision from the Council to adopt the Resolution to set Rates for the 2025/26 Financial Year commencing 1 July 2025.
- 1.2 Council will adopt its 2025/26 Annual Plan at its meeting on 26 June 2025. Council now needs to set and assess the Rates described in its Rating Policy and Funding Impact Statement in order to collect the revenue needed for the 2025/26 Financial Year commencing 1 July 2025.
- 1.3 This report concludes by recommending that the Council set the Rates as detailed, as well as the payment due and penalty dates set out in the recommendations. All Rates are shown as inclusive of Goods and Services Tax of 15%.

## **2.0 Recommendations - Ngā Tūtohunga**

- A) That Council receive the report titled Resolution to Set the Rates for the 2025/26 Financial Year dated 26 June 2025.
- B) That pursuant to Sections 23, 24 and 57 of the Local Government (Rating) Act 2002 the Hastings District Council sets the rates on rating units in the District for the financial year commencing on 01 July 2025 and ending on 30 June 2026 and sets the due dates and penalty dates for the 2025/26 financial year, as follows:

## **INTRODUCTION**

Hastings District Council has adopted its 2025/26 Annual Plan. This has identified the Council's budget requirement, and set out the rating policy and funding impact statement. The Council hereby sets the rates described below to collect its identified revenue needs for 2025/26 commencing 01 July 2025. All rates are inclusive of Goods and Services Tax.

## **GENERAL RATES**

A general rate set and assessed in accordance with Section 13 of the Local Government (Rating) Act 2002, on the land value of all rateable land within the district on a differential basis as set out below:

Differential Group Name	Factor	Cents per Dollar of \$ LV
<b>Differential Rating Area One</b>		
Residential	1	0.349336
Residential Clive	0.81	0.282962
Residential Non-Urban (Including Townships and Small Settlements)	0.76	0.265496
Horticulture / Farming	0.68	0.237549
CBD Commercial	3.00	1.048009
Other Commercial	2.75	0.960675
Commercial Non-Urban – Peripheral	2.35	0.820940
<b>Differential Rating Area Two</b>		
Residential	0.85	0.133595
Lifestyle / Horticulture / Farming	1	0.157170
Commercial	1.65	0.259331

## **UNIFORM ANNUAL GENERAL CHARGE**

A uniform annual general charge set and assessed in accordance with Section 15 of the Local Government (Rating) Act 2002, of \$246 on each separately used or inhabited part of a rating unit within the district.

## **TARGETED RATES**

All differential categories of targeted rates areas are as defined in the Funding Impact Statement for 2025/26. For the purposes of the Havelock North Promotion, Hastings City Marketing, Hastings CBD Targeted Rate, Havelock North Parking, Havelock North CBD Targeted Rate, and Security Patrols (Hastings and Havelock North), a commercial rating unit is one that fits the description as set out under DRA1 CBD Commercial and DRA1 Other Commercial in Part B of the Funding Impact Statement for 2025/26.

## **COMMUNITY SERVICES & RESOURCE MANAGEMENT RATE**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on a differential basis, on each separately used or inhabited part of a rating unit in the district as follows:

Differential Category	Factor	\$ per SUIP
<b>Differential rating area one</b>		
Residential	1	\$647
CBD Commercial	1	\$647
Other Commercial	1	\$647
Residential Clive	0.75	\$485
Residential Non-Urban (Including Townships & Small Settlements)	0.75	\$485
Horticulture / Farming	0.75	\$485
Commercial Non-Urban (Peripheral)	0.75	\$485
<b>Differential rating area two</b>		
Residential	1	\$387
Lifestyle / Horticulture / Farming	1	\$387
Commercial	1	\$387

#### **CYCLONE RECOVERY TARGETED RATES**

Two targeted rates set and assessed for the purposes of funding the costs of Cyclone Gabrielle recovery. The first as a rate in the dollar of land value and the second as a fixed amount.

All land in the Hastings District will be allocated to either Differential Rating Area One or Differential Rating Area Two. These areas are defined on Council map 'Differential Rating Areas' and are based on broad areas of benefit from the Council's services and facilities. The costs of cyclone recovery have been allocated into the two rating groups with 67% of costs assigned to Differential Rating Area One and 33% of costs allocated to Differential Rating Area Two.

A differential targeted rate set and assessed in accordance with Section 16, Schedule 2 Clause 6, and Schedule 3 Clause 3 of the Local Government (Rating) Act 2002, on the land value of all rateable land within the district. The rate is set on a differential basis, based on the location of the land within the district. This is applied to the same two differential rating areas as defined and used for the general rate:

Location	Cents per Dollar of \$ LV
Differential Rating Area One	0.039344
Differential Rating Area Two	0.039066

A differential targeted rate set and assessed in accordance with Section 16, Section 18 (2) and Schedule 2 Clause 6 of the Local Government (Rating) Act 2002, as a fixed amount per rating unit in the district. The rate is set on a differential basis, based on the location of the land within the district: This is applied to the same two differential rating areas as defined and used for the general rate:

Location	\$ per Rating Unit
Differential Rating Area One	\$247
Differential Rating Area Two	\$623

#### **HAVELOCK NORTH PROMOTION**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on the land value of any commercial rating unit located within Havelock North as defined on Council Map "Havelock North Promotion Rate", of 0.093330 cents per dollar of land value.

#### **SWIMMING POOL SAFETY**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, as a fixed amount on every rating unit where a swimming pool (within the meaning of the Fencing of Swimming Pools Act 1987) is located, of \$88 per rating unit.

**HAVELOCK NORTH PARKING**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on a differential basis, on each separately used or inhabited rating unit located within Havelock North as defined on Council Map "Havelock North Parking Rate Map", as follows:

Differential Category	Factor	\$ per SUIP
Residential	1	\$35
CBD Commercial/Other Comm	3	\$105
All others	1	\$35

**HASTINGS CITY MARKETING**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on the land value of any commercial rating units located within Hastings as defined on Council Map "Hastings City Marketing Rate Map", of 0.207631 cents per dollar of land value.

**HASTINGS CBD TARGETED RATE**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on the land value of any commercial rating unit located within Hastings as defined on the Council Map "Hastings CBD Targeted Rate Map", of 0.143205 cents per dollar of land value.

**HAVELOCK NORTH CBD TARGETED RATE**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on the land value of any commercial rating unit located within Havelock North as defined on Council Map "Havelock North CBD Upgrades Map", of 0.050205 cents per dollar of land value.

**SECURITY PATROLS**

Targeted rates set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on the land value of any commercial rating unit located within each respective Council Map defined "Hastings Area - Security Patrol Map" and "Havelock North Security Patrol Area Map", as follows:

Hastings Security Patrol Area - 0.088608 cents per dollar of land value.

Havelock North Security Patrol Area - 0.042539 cents per dollar of land value.

**SEWAGE DISPOSAL**

A differential targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, based on the provision or availability to the land of the service. The rate is set as an amount per separately used or inhabited part of a rating unit.

A differential targeted rate for all non-residential rating units classified as "connected", based on the use to which the land is put. The rate is an amount for each water closet or urinal after the first.

The rates apply to connected or serviceable rating units in all areas excluding those in the Waipatiki scheme area.

The rates for the 2025/26 year are:

Category	Factor	\$ per SUIP
(1) Connected	1	\$511
(2) Serviceable	0.5	\$255.50

Where connected, in the case of non-residential use, the differential charge for each water closet or urinal after the first is as follows:

Differential category	Factor	Charge Per Water Closet and Urinal After the First
Schools/Churches	0.13	\$66.43
Chartered Clubs / Rest Homes / Prisons / Commercial Accommodation providers / Hospitals / Child Care Centres	0.40	\$204.40
HB Racing Centre / A&P Showgrounds / Regional Sports Park	0.25	\$127.75
All other Non-Residential	0.80	\$408.80

#### **WAIPATIKI SEWAGE DISPOSAL**

A differential targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, based on the provision or availability to the land of the service. The rate is set as an amount per separately used or inhabited part of a rating unit.

A differential targeted rate for all non-residential rating units classified as “connected”, based on the use to which the land is put. The rate is an amount for each water closet or urinal after the first.

The rates apply only to connected or serviceable rating units in the Waipatiki scheme area.

The rates for the 2025/26 year are:

Category	Factor	\$ per SUIP
(1) Connected	1	\$1022
(2) Serviceable	0.5	\$511

Where connected, in the case of non-residential use, the differential charge is set for each water closet or urinal after the first as follows:

Differential Category	Factor	Charge Per Water Closet and Urinal After the First
Schools/Churches	0.13	\$132.86
Chartered Clubs / Rest Homes / Prisons / Commercial Accommodation providers / Hospitals / Child Care Centres	0.40	\$408.80
All other Non-Residential	0.80	\$817.60

#### **WASTEWATER TREATMENT**

A differential targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, based on the provision or availability to the land of the service. The rate is set as an amount per separately used or inhabited part of a rating unit.

A differential targeted rate for non-residential rating units classified as “connected”, based on the use to which the land is put. The rate is an amount for each water closet or urinal after the first.

The rates apply to connected or serviceable rating units in all areas excluding those in the Waipatiki scheme area.

The rates for the 2025/26 year are:

Category	Factor	\$ Per SUIP
(1) Connected	1	\$111
(2) Serviceable	0.5	\$55.50

Where connected, in the case of non-residential use, the differential charge is set for each water closet or urinal after the first as follows:

Differential Category	Factor	Charge Per Water Closet and Urinal After the First
Schools/Churches	0.13	\$14.43
Chartered Clubs / Rest Homes / Prisons / Commercial Accommodation providers / Hospitals / Child Care Centres	0.40	\$44.40
HB Racing Centre / A&P Showgrounds / Regional Sports Park	0.25	\$27.75
All other Non-Residential	0.80	\$88.80

#### **WATER SUPPLY**

Targeted rates set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on each separately used or inhabited part of a rating unit and based on the provision or availability to the land of the service, for each water supply service, on a differential basis as follows.

The rates for the 2025/26 year are:

Water Supply Area	Connected (Factor 1 Per SUIP)	Serviceable (Factor 0.5 Per SUIP)
Water Rate	\$762	\$381

The Council has water supply services for Hastings, Havelock North, Flaxmere, Waipatu, Haumoana/Te Awanga, Clive, Whakatu, Omahu, Paki Paki, Waimarama, Waipatiki, Whirinaki, Te Pohue.

#### **WATER BY METER**

A targeted rate set and assessed in accordance with Section 19 of the Local Government (Rating) Act 2002, on the volume of water supplied as extraordinary water supply, as defined in Hastings District Council Water Services Policy Manual (this includes but is not limited to residential properties over 1,500m<sup>2</sup> containing a single dwelling, lifestyle lots, trade premises, industrial and horticultural properties) of \$1.20 per cubic metre of water supplied over and above the typical household consumption as defined in the Hastings District Council Water Services Policy Manual.

#### **RECYCLING**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on each separately used or inhabited part of a rating unit and based on the provision or availability to the land of the service provided in the serviced area. The service areas are set out in council maps "Recycling Map incl Clive Whakatu", "Recycling Map incl Hastings, Flaxmere, Havelock North", "Recycling Map incl Haumoana Te Awanga" and "Recycling incl Whirinaki".



Rating units which Council officers determine are unable to practically receive the Council service and have an approved alternative service will not be charged the rate.

The rate for 2025/26 is \$119 per separately used or inhabited part of the rating unit.

### **REFUSE**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on each separately used or inhabited part of a rating unit in the serviced areas, differentiated based on the use to which the land is put and location.

Rating units which Council officers determine are unable to practically receive the Council service and have an approved alternative service will not be charged the rate. The Council maps "Refuse Map Incl Clive Whakatu", "Refuse Map Incl Hastings", "Refuse Map Incl Haumoana Te Awanga" and "Refuse Map Incl Whirinaki" set out the serviced areas.

Residential rating units currently receive a weekly collection. Commercial rating units located within the Hastings area as defined on Council Map "Hastings CBD Targeted Rate Map", and located within the Havelock North area as defined on Council Map "Havelock North CBD Upgrades Map" currently receive a twice weekly collection.

The rates for the 2025/26 year are:

Differential Category	Factor	\$ Per SUIP
Residential	1	\$210
Commercial CBD	2	\$420

### **WAIMARAMA REFUSE**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002, on each separately used or inhabited part of a rating unit located within Waimarama as defined on Council Map "Waimarama Refuse Collection", and based on the provision or availability to the land of the service provided, of \$170 per separately used or inhabited part of the rating unit.

### **WAIMARAMA SEA WALL**

A targeted rate set and assessed in accordance with Section 16 of the Local Government (Rating) Act 2002 on a differential basis, on each separately used or inhabited part of a rating unit within each individual zone defined on Council Map "Waimarama Sea Wall Map Zones 1-3" of the following amounts per separately used or inhabited part of the rating unit:

Zone 1 shall pay 67% of the cost to be funded, whilst Zone 2 shall pay 23% of the cost and Zone 3 10% of the cost, based on the extent of the provision of service.

Zone 1	Zone 2	Zone 3
\$394	\$277	\$102

### **DUE DATES AND PENALTY DATES**

#### **Due Dates for Payment and Penalty Dates (for Rates other than Water by Meter Rates):**

The Council sets the following due dates for payment of rates (other than Water by Meter) and authorises the addition of penalties to rates not paid on or by the due date, as follows:

Rates will be assessed in quarterly instalments for an equal amount and are payable on the due dates below:

Instalment	Due Date	Penalty Date
1	22 August 2025	27 August 2025
2	21 November 2025	26 November 2025
3	20 February 2026	25 February 2026
4	22 May 2026	27 May 2026

A penalty of 10% will be added to any portion of rates (except for Water by Meter) assessed in the current year which remains unpaid after the relevant instalment due date, on the respective penalty date above.

#### **Arrears Penalties on Unpaid Rates from Previous Years**

Any portion of rates assessed in previous years (including previously applied penalties) which are unpaid on 03 July 2025 will have a further 10% added, to be added on 7 July 2025, and if still unpaid, again on 07 January 2026.

#### **Due Dates for Payment and Penalty Dates (for Water by Meter Rates):**

For those properties that have a metered water supply, invoices will be issued either three-monthly or six-monthly. The due dates for both options are set out in the following table:

Instalment	3 Monthly Invoicing Due Date	Penalty Date
1	23 October 2025	30 October 2025
2	23 January 2026	28 January 2026
3	24 April 2026	30 April 2026
4	24 July 2026	29 July 2026
Instalment	6 Monthly Invoicing Due Date	Penalty Date
1	23 January 2026	28 January 2026
2	24 July 2026	29 July 2026

A penalty of 10% will be added to any portion of rates for water supplied by meter, which remains unpaid after the relevant instalment due date, on the respective penalty date above.

**With the reasons for this decision being:**

**The Council is required to collect funds from rates on properties to undertake the functions outlined in the 2025/26 Annual Plan.**

### **3.0 Background – Te Horopaki**

- 3.1 At its meeting on 26 June 2025, Council will adopt its 2025/26 Annual Plan which identifies the Council's budgetary requirements for the forthcoming financial year.
- 3.2 It now needs to set and assess the Rates described in its Rating Policy and Funding Impact Statement in order to collect the revenue needed for the 2025/26 Financial Year commencing 1 July 2025.

### **4.0 Discussion – Te Matapakitanga**

- 4.1 To enable the Rates to be levied on properties for 2025/26, the Council needs to pass the resolution to set the Rates for the 2025/26 Financial Year in accordance with Sections 23 and 24 of the Local Government (Rating) Act 2002.

4.2 The Rates have been calculated to ensure that the correct revenue is collected to meet the budget.

## 5.0 Options – *Ngā Kōwhiringa*

5.1 The resolution enables the collection of Council's rate funding requirement based on the budget and policies adopted in the 2025/26 Annual Plan. This is the only option that allows Council to collect rates to fund the expenditure requirements.

### Attachments:

There are no attachments for this report.

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## Summary of Considerations - *He Whakarāpopoto Whakaarohanga*

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### Fit with purpose of Local Government - *E noho hāngai pū ai ki te Rangatōpū-ā-Rohe*

The Council is required to give effect to the purpose of local government as set out in section 10 of the Local Government Act 2002. That purpose is to enable democratic local decision-making and action by (and on behalf of) communities, and to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future.

### Link to the Council's Community Outcomes – *Ngā Hononga ki Ngā Putanga ā-Hapori*

This proposal promotes the social, economic, environmental, and cultural wellbeing's of communities in the present and for the future.

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### Māori Impact Statement - *Te Tauākī Kaupapa Māori*

N/A

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### Sustainability - *Te Toitūtanga*

N/A

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### Financial considerations - *Ngā Whakaarohanga Ahumoni*

The outcome of this report and recommendation will enable Council to generate the budgeted rates income.

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### Significance and Engagement - *Te Hiranga me te Tūhonotanga*

This decision/report has been assessed under the Council's Significance and Engagement Policy as being of high significance.

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### Consultation – internal and/or external - *Whakawhiti Whakaaro-ā-roto / ā-waho*

Whilst there was no formal consultation on the 2025/26 Annual Plan, the budgets used to set Rates for the 2025/26 financial year are in line with what was consulted upon through the 2024/34 Long Term Plan process.

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### Risks

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The rates resolution and Funding Impact Statement were reviewed by Lizzy Wiessing, Barrister in June 2024 to ensure compliance with the legislative requirements of the Local Government Act and Local Government (Rating) Act. No new rate types have added in 2025/26.

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**Rural Community Board – *Te Poari Tuawhenua-ā-Hapori***

Due to time constraints, officers have not been able to provide the Rural Community Board with information on the impacts for Rating Area 2.

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Thursday, 26 June 2025

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

**Item 8**

*Te Rārangi Take*

# Report to Council

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*Nā:*  
**From: Nigel Bickle, Chief Executive**

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*Te Take:*  
**Subject: Adoption of the Napier/Hastings Future Development Strategy**

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## **1.0 Executive Summary – *Te Kaupapa Me Te Whakarāpopototanga***

- 1.1 The purpose of this report is to inform the adoption of a final joint Future Development Strategy (FDS) for the Napier-Hastings urban environment, which satisfies section 3.12 of the National Policy Statement on Urban Development (NPSUD).
- 1.2 The background context to the development of the FDS is set out in this report, and other reports presented to the Future Development Strategy Joint Committee (FDSJC) established by the Partner Councils. Of note, the FDSJC approved the draft FDS for notification on 23 October 2024 and then appointed an Independent Hearings Panel (IHP) to hold hearings and consider submissions on the draft FDS. Following those hearings, the FDSJC met on 19 May 2025 to consider the recommendations made by the IHP.
- 1.3 The FDSJC adopted the IHP's recommendations for all but one site (Riverbend Road – NC4b), with the draft FDS recommended for approval by the IHP attached as **Attachment 1**. For clarity, note that an amended version of the draft FDS was not provided following the FDSJC recommendations.
- 1.4 Subject to the consideration of this recommendation report by the Partner Councils, Officers consider that the draft FDS will satisfy the statutory requirements for a Future Development Strategy under the NPSUD.
- 1.5 This Report fulfils the Requirement of Resolution D (Report for Partner Councils) of the FDSJC, which required that a recommendation report be prepared to inform decision-making by the Partner Councils. This Report sets out the background context, statutory requirements and considerations, and makes a recommendation on the final form of the FDS for the Napier-Hastings urban environment.

## 2.0 Recommendations - Ngā Tūhunga

- A) That Council receive the report titled Adoption of the Napier/Hastings Future Development Strategy 26 June 2025.
- B) That Council notes the resolution of the Napier Hastings Future Development Strategy Joint Committee (FDSJC) from its Committee Meeting on 19 May 2025 as shown in the meeting minutes (**Attachment 5**). In particular resolution B which recommended the endorsement of the IHP report with the exclusion of Riverbend Road NC4b
- C) That Council notes this Agenda Report fulfils the Requirement of Resolution D (Report for Partner Councils) of the FDSJC.
- D) That Council notes the draft final FDS (**Attachment 1**) does not include the FDSJC Resolution (refer Recommendation B) to exclude NC4b Riverbend Road.
- E) That the Partner Councils in accordance with Section 3.12 of the National Policy Statement on Urban Development 2020 which relates to requirements local authorities to prepare and publish a Future Development Strategy (FDS), accept in part the recommendations of the FDSJC, but with the inclusion of Riverbend Road NC4b, and
- F) That Council adopt a final FDS that includes Riverbend Road NC4b with additional wording below relating to that specific site. (to be added to page 59, following the wording describing Ahuriri Station).

### **Riverbend (NC4b)**

*Riverbend (NC4b) has long been identified as a potential location for future urban development, including through the Heretaunga Plains Urban Development Strategy 2010 and 2017 editions. Active planning work has been undertaken over recent years involving the landowner and Napier City Council.*

*HBRC has expressed concerns about the potential for development at Riverbend given the site's susceptibility to flooding risk and other natural hazards. There is well documented evidence of flooding affecting the site (for example, recent events in November 2020 and February 2023). The low-lying topography means the site is vulnerable to runoff and flooding, including from the existing neighbouring residential area.*

*Significant site-specific engineering works would be required to manage stormwater and flooding effects arising from development at Riverbend, including to maintain important environmental values to an acceptable level. Additional land will be required to manage these effects outside of the existing identified NC4b area if mitigation works cannot be achieved onsite. This is acknowledged in a footnote to Table 3 of the FDS.*

*The inclusion of Riverbend NC4b in the FDS does not predetermine the outcome of subsequent planning process, including structure planning, plan changes, and resource consent applications.*

*As part of any application for consent or rezoning proposal to develop the Riverbend NC4b site, further detailed work will need to be undertaken to ensure the site's suitability for development and necessary mitigation of stormwater and flooding impacts. This should include consideration of 'residual risks' (i.e. circumstances where events may exceed design and construction capacity of stormwater mitigation works) as has been recommended in the 2024 Hawke's Bay Independent Flood Review Panel's report.*

- G) That Council notes that if the adopted draft final FDS aligns with F, then consequential amendments will be required to be made to **Attachment 1** to include the additional wording.

### 3.0 Statutory Context for FDS

- 3.1 The NPSUD requires all tier 1 and tier 2 local authorities (Council is a tier 2 authority) to review every 3 years and to make publicly available an FDS for the urban environment every 6 years and in time to inform or at the same time as preparation of the next Long-Term Plan of each relevant local authority. Where an urban environment involves more than one local authority, the NPSUD requires that a FDS is prepared jointly.
- 3.2 The NPS-UD states that the purpose of an FDS is to promote long term strategic planning by setting out how the Partner Councils (Hastings District Council, Napier City Council, Hawke's Bay Regional Council) 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 Resource Management Act with infrastructure planning and funding decisions.
- 3.3 A 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).
- 3.4 Development of the FDS has been ongoing for several years and has included lengthy engagement with mana whenua, elected officials, the community, interested landowners and developers, to inform detailed technical analysis and evaluation.
- 3.5 The FDS has been jointly developed in partnership with Hastings District Council, Napier City Council, Hawke's Bay Regional Council, and has directly involved Maungaharuru Tangitū Trust, Mana Ahuriri Trust and Tamatea Pōkai Whenua, all of which had members on the FDSJC.
- 3.6 In addition, significant input has been received from council officers, consultants and interested individuals, groups and stakeholders. This included:
  - Barker & Associates, which is a specialist planning consultancy
  - staff from Maungaharuru Tangitū Trust
  - staff from Mana Ahuriri Trust and
  - staff from Tamatea Pōkai Whenua.
- 3.7 The draft FDS was adopted by the FDSJC for consultation and is intended (once adopted) to satisfy the statutory requirements for Future Development Strategies under the NPSUD.
- 3.8 Once adopted, the final FDS will replace the current Heretaunga Plains Urban Development Strategy 2017 (HPUDS).

### 4.0 Consultation and Engagement

- 4.1 Section 3.15 of the NPSUD requires local authorities when preparing or updating an FDS to use the special consultative procedure in Section 83 of the Local Government Act 2002.
- 4.2 On October 23, the FDSJC recommended to the partner councils, (Hastings District Council, Napier City Council and Hawke's Bay Regional Council,) that the Draft Napier Hastings Future Development Strategy (FDS) be adopted for public notification and submission. One variation to the draft was put forward by the FDSJC

#### ***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.

- 4.3 An additional amendment to the draft was recommended by Hawke's Bay Regional Council being the removal of Riverbend Road NC4b. The Hastings District Council and Napier City Council voted to retain this area. To address this, the partner councils agreed that the strategy be notified for public input, with this divergence noted via this covering note, and that the divergence will be considered by the independent panel to be appointed to hear submissions.

#### **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 FDSJC also 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'*

- 4.5 The draft FDS was adopted by the Partner Councils for consultation on the 19<sup>th</sup> November 2024.

- 4.6 The Independent Hearings Panel (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.*
- Juliane 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*

- 4.7 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 much of January when many workplaces are closed and staff are away for significant periods of time and therefore may not have had sufficient opportunity to prepare a submission.
- 4.8 A total of 139 submissions were received on the draft FDS. These included a combination of online survey submissions and general submissions. The submissions were evaluated by officers from partner Councils and PSGEs. A Recommendations Report was prepared 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](#)).
- 4.9 At the invitation of the IHP, all submitters were also able to provide additional evidence to help accompany presentations at subsequent Public Hearings.
- 4.10 The process adopted by the IHP provided submitters with the opportunity to critique, assess, support or otherwise any aspects of the draft FDS.
- 4.11 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. The officers' Reply Report is attached as **Attachment 4** ([Napier-Hastings-FDS-Reply-2025-04-04.pdf](#)).
- 4.12 The IHP was not required to accept the recommendations in the reply report.
- 4.13 In executing their role, the IHP was required to consider all information received from submitters (and their representatives), all supplementary information, officers' reports and verbal hearing information. This information informed the IHP Recommendations Report.

## 5.0 IHP Findings and Recommendations

- 5.1 The IHP provided their Recommendation Report on 9<sup>th</sup> May 2025. The IHP Recommendation Report attached as **Attachment 2** 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 other persons involved in the process.
- 5.2 The Executive Summary from the IHP Recommendation Report is noted below:
  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.

5.3 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. (Long Term Priority 11 – 30+ years)
- Inclusion of H5b (Wall Rd) area. (Long Term Priority 11 – 30+ years)
- Inclusion of FM9 (Portsmouth Rd) area. (Long Term Priority 11 – 30+ years)
- Inclusion of additional land at NC6 (Mission Hills). (Medium to Long Term Priority (5 – 30 years)

#### **Industrial**

- Inclusion of IR4 (Irongate North) area (Long Term Priority 11 – 30+ years).
- 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 IHP Commentary regarding Riverbend Road**

6.1 As part of their recommendation’s report, the IHP specifically addressed a number of the more contentious areas. Following the FDSJC recommendations with regard to Riverbend Road NC4b, it is relevant to include extracts of the IHP’s reasoning for their recommendations. The Riverbend Road

discussion can be found from paragraphs 54 to 66 of the IHP Recommendations Report (Attachment 2).

- 6.2 The IHP recognised that there are significant constraints on the Riverbend site, acknowledging that it currently acts as a basin for stormwater detention area for surrounding land for the surrounding area

*Riverbend is a residential growth area in the Heretaunga Plains Urban Development Strategy (HPUDS) and meets the definition of being “identified for urban development.”<sup>10</sup> The draft FDS identifies the area as a suitable specific growth area, acknowledging that the area is subject to complex and overlapping natural hazards constraints. While there are engineering solutions available to address these constraints, they may impact the feasibility and timing of development*

- 6.3 The IHP also recognised that the existing condition of the land in question, and the relevant concerns of HBRC given the flooding of the site during significant rain events in 2020 and 2023, with the site providing significant storage adjacent to existing residential areas.

*Stormwater engineering evidence was presented on behalf of the Joint Venture by Ms Landon of Development Nous Limited. Ms Landon acknowledged that the site currently functions as an “unofficial” stormwater detention area for the surrounding urban areas. She described the likely approach to flood mitigation for development of the site, which included flood storage and pumping, and conservatism in her assumptions. This is subject to ongoing analysis and design and will require detailed interrogation through a resource consent process.*

- 6.4 The IHP ultimately acknowledged that the suitability of development should be assessed through a more detailed plan change or resource consent process where the specific constraints of the site and feasibility of development can be properly understood. The IHP ultimately recommend the inclusion of the site as a long term priority:

*For the reasons outlined above, we accept and adopt the recommendation of the FDS Advisors’ Hearing Report to include Riverbend site NC4b in the FDS, at the timing recommended by the FDS Advisors. Ultimately, its suitability for development will be managed through the more granular plan change and resource consent processes. Its planning history and the consequential investment in development planning weighs in favour of its inclusion.*

- 6.5 It is noted that to address these qualifications, a footnote was added to Table 3 of the recommended FDS (pg 65) noting ‘Additional land will be required to manage stormwater and flooding effects arising from development of Riverbend Road (NC4b), with the exact location to be determined through future planning processes.’

- 6.6 The IHP recommendations report also specifically addresses submitters concerns with regards to natural hazards, with specific mention of flooding. This is addressed from paragraphs 48 to 53 of the report. Ultimately the IHP concluded (noting the exceptions discussed relate to Riverbend Road and Ahuriri Station):

*We accept there are site-specific opportunities to mitigate some risks but, consistent with the FDS Advisors’ Hearing Report, we limit inclusion of sites with identified significant (before mitigation) natural hazard risk to the sites discussed below that are subject to other relevant factors that support their inclusion. We agree with the FDS Advisors’ Hearing Report in its response to the Natural Hazards Commission and the Hawke’s Bay District Health Board submissions, that site specific risk assessments for those future growth areas are most appropriately undertaken “at the structure planning and plan change [and resource consent] stage, where a detailed stormwater and flood modelling can be undertaken in the context of a specific proposal”.*

- 6.7 The submitter information and evidence can be viewed on the FDS website <https://www.hastingsdc.govt.nz/hastingsnapierfuturedevelopment/> under the submissions documents tab, evidence and supplementary evidence tabs. The primary submissions related to

Riverbend Road were (Sub 105 – Te Orokohanga Hou Joint Venture, Sub 74 – Natural Hazards Commission, Sub 90 – HBRC, Sub 16 – John Reid, Sub 26 – Myriam Parker, Sub 34 – Gary Curtis, Sub 47 – Andrew Lessels, Sub 52 – Simon Nash, Sub 8 – Samantha McPherson, Sub 9 – Susan Gardner & Sub 12 Forest and Bird, Sub 94 MTT), however noting that there are also a number of submissions that related to natural hazards and flooding in general.

## 7.0 FDSJC Resolutions

7.1 The 'FDSJC Meeting Minutes' from their Meeting on 19 May 2025 are attached as **Attachment 5** ([Minutes of Napier-Hastings Future Development Strategy Joint Committee - Monday, 19 May 2025](#)).

7.2 Two motions were put forward for amendments by FDSJC members.

### **Exclude Middle Road (HN3a and HN3b) and Wall Road (H5b)**

7.3 With the reasons for these exclusions being the sites in i) and ii) are on highly productive land and are not required to meet demand capacity under the Future Development Strategy.

7.4 This amendment was lost (3 votes for/5 votes against/3 abstained).

7.5 The Middle Road areas (HN3a and HN3b) added 640 dwellings and the Wall Road area (H5b) added 110 dwellings to overall development capacity.

### **Exclude Riverbend Road (NC4b)**

7.6 With the reasons for this exclusion being the site presents as a significant flooding risk and is not conducive to a well-functioning urban environment and is not required to meet demand capacity under the Future Development Strategy.

7.7 This amendment was carried (8 votes for/3 votes against).

7.8 The Riverbend Road NC4b land provided an estimated 660 dwellings to the overall development capacity.

7.9 The FDSJC recommendations will be put to all Partner Councils to consider when determining the final FDS with the risks associated with each option discussed in section 8 below. Dates for the respective Partner Councils' meetings are:

- Hawke's Bay Regional Council – Wednesday 25<sup>th</sup> June 2025
- Hastings District Council - Thursday 26<sup>th</sup> June 2025
- Napier City Council – Thursday 26<sup>th</sup> June 2025.

## 8.0 Options – Ngā Kōwhiringa

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

8.1 Adopt the Future Development Strategy as recommend by the FDSJC, except for in relation to the exclusion of Riverbend Road NC4b, by adopting a final FDS that includes Riverbend Road with associated additional wording included in the FDS relating to that land. The recommended additional wording is included in **Attachment 6** to this report.

#### **Advantages**

- Allows Partner Councils to consider specific viewpoints of FDSJC when making decisions on the final FDS.
- Ensures that a FDS that is consistent with IHP recommendations is adopted, with appropriate qualifying statements where development concerns remain (as expressed by the FDSJC minutes and in IHP's commentary within its own report).
- Qualifying statements can reflect many of the IHP's observations without undermining or being a substantive departure from the IHP's overall findings and recommendations.
- Satisfies NPS-UD requirements.

- Ensures that future plan change or resource consent processes are fully informed of the constraints that will need to be addressed around hazard mitigations.

#### Disadvantages

- May lead to future contention in relation to proposals for the development of the land for residential growth.
- Amendments to the recommendations that differ from the IHP's reporting could give rise to judicial review proceedings.
- Amendments to the recommendations that differ from the FDSJC's resolutions could give rise to judicial review proceedings, albeit for different grounds than a departure from the IHP's reporting above.
- If heavily qualified statements are included and/or statements that are beyond factual ones, it may mean that Riverbend Road NC4b is out of step with other sites subject to constraints, noting that the recommended FDS includes qualifying language in regard to future growth areas requirements under future RMA processes.

#### Option Two

#### 8.2 Adopt the Future Development Strategy as recommended by the IHP.

##### Advantages

- Would be consistent 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 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

- Does not align with FDSJC recommendations regarding Riverbend Road.

#### Option Three

#### 8.3 Adopt the Future Development Strategy as recommended by the FDSJC.

##### Advantages

- Would be consistent with the evidence-based assessment undertaken by independent qualified experts who directly heard from submitters during the hearing process, with the exception of Riverbend Road.
- 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 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

- May lead to risk of legal challenge, as decision would be based on recommendation from FDSJC which did not directly hear submissions.
- Potential that decision with regard to Riverbend Road is not as well informed as the recommendation of the Independent Hearings Panel.
- Removal of estimated 660 dwelling supply from FDS at Riverbend NC4b from overall capacity, meaning significant more pressure on the ability to meet demand requirements, including reliance on other development options in the Napier area.

## 9.0 Next steps – Te Anga Whakamua

- 9.1 Once the Partner Councils have made their decision, the final FDS will become the adopted final strategy and replace the HPUDS.
- 9.2 Following the adoption of the final FDS it is recommended that the FDSJC meet to consider the future implementation requirements of the FDS. Opportunities to do this will be time-limited given local body elections in October 2025.
- 9.3 The FDS is required to be reviewed at regular intervals so that it informs each long-term plan cycle (ie. every 3 years). If a review determines that changes are required, a public consultation process will be involved for the review of the FDS itself.

### Attachments:

<a href="#">1</a>	Attachment 1 – Independent Hearings Panel Recommended Future Development Strategy	CG-17-27-00217	Vol 2
<a href="#">2</a>	Attachment 2 – Independent Hearings Panel Recommendations Report	CG-17-27-00218	Vol 2
<a href="#">3</a>	Attachment 3 – Officers Report to hearings panel on Submissions	CG-17-27-00216	Vol 3
<a href="#">4</a>	Attachment 4 – Officers reply – Report for hearings panel	CG-17-27-00219	Vol 3
<a href="#">5</a>	Attachment 5 - FDSJC Minutes 19 May 2025	CG-17-1-01625	Vol 3
<a href="#">6</a>	Attachment 6 - Riverbend additions to be considered for FDS - June 2025	CG-17-1-01637	Vol 3

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## Summary of Considerations - He Whakarāpopoto Whakaarohanga

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### Fit with purpose of Local Government - E noho hāngai pū ai ki te Rangatōpū-ā-Rohe

The Council is required to give effect to the purpose of local government as set out in section 10 of the Local Government Act 2002. That purpose is to enable democratic local decision-making and action by (and on behalf of) communities, and to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future.

[Link to the Council's Community Outcomes – Ngā Hononga ki Ngā Putanga ā-Hapori](#)

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This FDS seeks to control future growth in the region one of the core objectives is to provide a range of housing which meets people's needs in neighbourhoods that are safe and healthy. The FDS is considered to promote wellbeing of communities in the present and for the future.

### **Māori Impact Statement - *Te Tauākī Kaupapa Māori***

Maori communities have been consulted with as part of the FDS process. Papakainga and treaty settlement land forms a key part of the strategy. Post Treaty Settlement Group (PSGE) input has been central to the development of the FDS. PSGE members have been part of the joint committee and officers have inputted into the recommended FDS.

### **Sustainability - *Te Toitūtanga***

Intensification of existing urban areas and protection of fertile land are key objectives of the FDS

### **Financial considerations - *Ngā Whakaarohanga Ahumoni***

Financial Considerations have been previously considered for the FDS, the development of the strategy is now at the end of its process. Failure to agree to a consistent strategy however would result in additional costs.

### **Significance and Engagement - *Te Hiranga me te Tūhonotanga***

This decision/report has been assessed under the Council's Significance and Engagement Policy as being of high significance.

### **Consultation – internal and/or external - *Whakawhiti Whakaaro-ā-roto / ā-waho***

Significant informal consultation has occurred through a 'call for opportunities' and formal consultation was undertaken through the Special Consultative procedure which included submissions and hearings opportunities.

## **Risks**

Opportunity: To provide a finalised FDS that guides the next 30 years growth across the sub-region

<b>REWARD – <i>Te Utu</i></b>	<b>RISK – <i>Te Tūraru</i></b>
30 year growth strategy which informs development, long term spending and infrastructure strategies.	An inconsistent FDS, or one with significant departure from Independent Hearings Panel Recommendations may lead to higher risk of judicial proceedings.





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Thursday, 26 June 2025

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Item 9

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

*Te Rārangi Take*

# Report to Council

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*Nā:*  
**From: Janine Green, Licensing Inspector**

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*Te Take:*  
**Subject: Adoption of the Final Hastings District Local Alcohol Policy 2025**

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## **1.0 Executive Summary – *Te Kaupapa Me Te Whakarāpopototanga***

1.1 The purpose of this report is twofold:

- To formally receive submissions made through the Special Consultative Procedure, along with the accompanying Preferred Position Paper.
- To seek a Council decision on the adoption and enforcement date of the Final Hastings District Local Alcohol Policy 2025 (LAP).

1.2 The development of the LAP has complied with all statutory obligations under the *Sale and Supply of Alcohol Act 2012 (SSAA 2012)*. A legally sound and evidence-informed process has been followed to ensure the policy is robust and positioned to effectively contribute to the reduction of alcohol-related harm.

1.3 The final LAP (Attachment 1) has undergone legal review and has been amended as necessary to ensure statutory compliance and clarity of intent.

1.4 The Preferred Position Paper (Attachment 2) summarises the analysis of submissions and hearings and provides the formal evidential basis for the final LAP.

1.5 There is clear and compelling evidence that alcohol-related harm is present in the Hastings District, including elevated rates of alcohol-related emergency department presentations and police incidents. The Hawke's Bay region records hazardous drinking rates higher than the national average, with disproportionate impacts on Māori, youth, and individuals living in areas of high socio-economic deprivation. National and international research consistently demonstrates that policies targeting alcohol availability can substantially reduce alcohol-related harm. Both NZ Police and The Medical Officer of Health have provided strong evidence and anecdotal evidence to support a reduction in hours for all licences and the addition of stronger discretionary conditions and support the LAP position.

1.6 Research shows that the most effective way to reduce alcohol-related harm is through a coordinated, integrated suite of policy measures. The draft LAP strengthens the existing framework by building on

the current policy and enhancing its overall effectiveness. It is underpinned by robust evidence and shaped by feedback from the community and key stakeholders.

- 1.7 The LAP also acknowledges that well-managed on-licence premises provide a safer environment for alcohol consumption and recognises the alcohol industry as a legitimate and regulated sector.
- 1.8 Submissions received during the Special Consultative Procedure (14 March – 14 April 2025), alongside hearings held on 16 April, offered strong support for many of the proposed provisions. Submitters provided valuable feedback, reinforcing alignment with expert recommendations and community expectations, and contributing practical suggestions for policy refinement.
- 1.9 Continued support from statutory agencies and sector experts underscores the value of the LAP in promoting the safe, responsible sale and consumption of alcohol across the Hastings District, while minimising harm associated with excessive or inappropriate use.
- 1.10 It is noted that there remains a potential risk of policy divergence with Napier City Council's LAP. Council officers have assessed this risk and taken steps to mitigate it, as discussed in detail in Section 4.15-4.21 of this report.
- 1.11 The report provides Council with three options, with option one being the recommended option; to adopt the Final Local Alcohol Policy (LAP) as attached, with an impact assessment report to be presented to the full Council after one year (or at a timeframe to be determined) to evaluate the potential effects of differing on-licence trading hours between Hastings District and Napier City Council, particularly for taverns, bars, and nightclubs.

## 2.0 Recommendations - Ngā Tūtohunga

- A) That Council receive the report titled Adoption of the Final Hastings District Local Alcohol Policy 2025 dated 26 June 2025.
- B) That Council formally receive;
  - i. The 62 submissions (**Attachment 3**) received through the Special Consultative Procedure and the Preferred Position Paper 2025 (**Attachment 2**).
- C) That Council approve;
  - i. The Final Hastings District Local Alcohol Policy 2025, supported by evidence gathered throughout the LAP review process. (**Attachment 1**)
  - ii. Public notification of the Final Local Alcohol Policy on the 30 June 2025, as per the Section 90 (1) of the Sale and Supply of Alcohol Act 2012.
  - iii. An enforcement date of:
    - 30 September 2025 for provisions relating to maximum trading hours
    - 30 July 2025 for the remainder of the policy
- D) That Council note a follow up report will be presented in mid-2026 to assess the initial impacts of the reduced trading hours for on-licences (Taverns, Bars, Nightclubs) to determine whether a full impact assessment or formal review of the LAP is required.
- E) That a research working party of the key agencies is developed to start gathering evidence to support the review of the policy required within 6 years by the Sale and Supply of Alcohol Act 2012.

## 3.0 Background – Te Horopaki

### LAP Provisions under the Sale and Supply of Alcohol Act 2012

- 3.1 Section 75 of the Sale and Supply of Alcohol Act 2012 (SSAA 2012) specifies that a Territorial Authority (TA) may have a Local Alcohol Policy (LAP) relating to the sale, supply, or consumption of alcohol within its district.
- 3.2 Under Section 77 of the Act, a LAP may include policies on any or all of the following matters relating to licensing (and no others):
- Location of licensed premises by reference to broad areas;
  - Location of licensed premises by reference to proximity to premises or facilities of particular kinds;
  - Whether further licences (or licences of a particular kind or kinds) should be issued for premises in the district concerned, or any stated part of the district;
  - Restriction or extension of the default maximum licenced hours
  - The issue of licences, or licences of a particular kind or kinds, subject to discretionary conditions;
  - One-way door restrictions.
- 3.3 Section 78 (2) of the Act requires that if a Territorial Authority decides to develop a LAP it must have regard to:
- The objectives and policies of its district plan;
  - The number of licences of each kind held for premises in its district, and the location and opening hours of each of the premises;
  - The number of licences of each kind held for premises in its district, and the location and opening hours of each of the premises;
  - Any areas in which bylaws prohibit alcohol in public places are in force;
  - The demography of the district's residents;
  - The demography of people who visit the district as tourists or holiday makers;
  - The overall health indicators of the district's residents;
- 3.4 The LAP cannot include policies on matters unrelated to licensing such as the price of alcohol, age limits for drinking or alcohol advertising and sponsorship.

#### **Approval of current LAP**

- 3.5 At a Council Meeting on 16 July 2019, Council approved the final LAP with an enforcement date of 21 August 2019, and 21 November 2019, for the hours provisions as required under the Act.

#### **Review of Current LAP**

- 3.6 On the 24<sup>th</sup> of October 2024 Council resolved to review the LAP with the goal of contributing to the reduction of alcohol related harm in our community.
- 3.7 On the 18<sup>th</sup> of February 2025 Council adopted the first draft LAP, Statement of Proposal and Summary of Information (and associated documents) for public consultation in accordance with the Special Consultative Procedure (SCP) required by the Local Government Act 2002 and Sale and Supply of Alcohol Act 2012. The Council also delegated up to five Councillors to hear public submissions on the First Draft of the Hastings District Local Alcohol Policy.
- 3.8 The SCP ran from the 14<sup>th</sup> of March to the 14<sup>th</sup> of April 2025, with hearings subsequently held at council on the 16 April 2025.
- 3.9 On 29 May 2025, the Council held a full Council workshop to deliberate on the analysis of submissions and hearings, review the details of the Preferred Position Paper, and receive insights from the Hearings Committee that oversaw the hearings process.

## 4.0 Discussion – *Te Matapakitanga*

### Evidence of alcohol related harm

- 4.1 There is clear evidence that alcohol-related harm is present in the Hastings District, with high rates of both Alcohol related ED presentations and alcohol related police incidence. Māori, youth, and those living in areas of high socio-economic deprivation are disproportionately affected. There is a wealth of academic literature and national and international studies showing that policy measures targeting alcohol availability can significantly reduce harm.

### LAP Review

- 4.2 In response, the Council proposed a range of policy changes through the draft Local Alcohol Policy (LAP), which was open for public consultation between 14 March and 14 April 2025, with hearings held on 16 April 2025. A series of meetings with stakeholders and community representatives were held during this period. A total of 62 submissions were received, the majority from licensees (32 submissions received, out of approximately 259 licensees across the district), followed by members of the public (18 submissions), stakeholder organisations (10 submissions), and non-licensee businesses (2 submissions).
- 4.3 Overall, there was support for many aspects of the proposed LAP. The LAP is seen as an effective tool to reduce alcohol-related harm while balancing the need for a vibrant night-time economy and recognising the alcohol industry as a legitimate, regulated sector.
- 4.4 The Preferred Position Paper has been completed (**Attachment 2**) and has informed the final changes to the Local Alcohol Policy (LAP). It provides a detailed analysis of submissions and hearing feedback, and, alongside the Research Report, Issues and Options Paper, and related Council memos and documents, forms the evidential basis for the final LAP. This comprehensive approach ensures the policy is legally robust, evidence-based, and aligned with the object and purpose of the SSAA 2012 with a clear focus on our local context and reducing alcohol-related harm.
- 4.5 Officers have met all legislative requirements under the Sale and Supply of Alcohol Act 2012 for the review of a Local Alcohol Policy.

### Submission and hearings overview

#### **On-Licence Trading Hours**

- 4.6 There was support for reducing on-licence trading hours. Nearly half of all submitters—and around 65% of those who answered—supported earlier closing times for nightclubs, bars, taverns, and pubs. Similar support was shown for a reduction in hours for cafes, restaurants, wineries, and entertainment venues.
- 4.7 The proposed one-way door policy was also widely supported, with 79% in favour. Many submitters linked late-night trading with increased alcohol-related harm, citing health and emergency service data. Most viewed earlier closing times as a practical harm-reduction measure. While some raised concerns about economic impacts and personal freedom, the overall response supported a balanced and evidence-based approach.

#### **Off-Licence Trading Hours**

- 4.8 A reduction in off-licence hours was also supported. About 69% of submitters who answered the question supported shorter trading hours overall. For opening hours, 86% favoured a later start (9am or 10am) for bottle stores and similar retailers, with 59% supporting the same for supermarkets. 67% of submitters supported consistent trading hours across all off-licence types.
- 4.9 Most preferred a 9pm closing time, with over half supporting an earlier closing (8pm or 9pm) for both supermarkets and other off-licences. Many highlighted evidence and case law supporting reduced off-licence hours as a harm-reduction tool. Bottle stores and supermarkets were commonly identified as key sources of cheap alcohol and pre-loading.

- 4.10 Some raised concerns about impacts on shoppers or convenience to shoppers.

### **Club and Special Licences**

- 4.11 Most submitters (73%) supported reducing licensed hours for clubs from 1am to midnight, noting many of these venues rarely stayed open late except for special occasions. Concerns were similar to those raised for other on-licence premises. Opinions on special licences were more divided. Just over half (54%) supported including standardised hours in the LAP, while others preferred to retain flexibility for the District Licensing Committee to assess each event individually. Officers note within the hours provision for special licences, there is discretion from the DLC which allows for that flexibility.

### **Discretionary Conditions and Location Rules**

- 4.12 Submitters broadly supported the discretionary conditions if they were tailored to the risk profile of each licence application. This became more apparent through the hearings process.
- 4.13 Discretionary conditions are seen as a valuable mechanism for addressing context-specific risks, provided they are applied judiciously rather than in a blanket or in a heavy-handed manner. Submitters emphasized that such conditions should not be routinely imposed, but rather used where clearly warranted. Based on feedback received, the wording of certain discretionary conditions has been revised and subject to legal review.
- 4.14 There was also strong support for location-based rules, particularly those restricting new licences in areas with high levels of alcohol-related harm. These provisions were viewed as essential for proactive risk management and for safeguarding community wellbeing.

### **Consistency with Napier City Council**

- 4.15 Throughout this LAP review, officers have been cognisant of the potential for policy divergence with Napier City Council (NCC) and any unintended consequences that could arise. To support alignment, a joint LAP working reference group was established, comprising four councillors and one officer from each council. This group convened once, prior to the Special Consultative Procedure, to assist with policy consistency where required. A second meeting was requested following Napier's submissions and hearings process, when divergence was apparent; however, this request was declined.
- 4.16 As with the development of the 2019 LAP, some divergence between the two councils is once again occurring at a similar stage in the process. Officers from both councils have worked closely and remained consistent in their policy direction throughout. At the time of writing, Napier officers—acting under the direction of their elected members—have indicated a preference to revert to the more permissive policy settings of the 2019 LAP.
- 4.17 It is important to note that this divergence would likely have occurred regardless of whether the policy was developed jointly or individually, as the same situation that arose during the 2019 process has reoccurred. On that occasion, Hastings ultimately adopted Napier's more permissive policy provisions.
- 4.18 Differences in policy, particularly in relation to trading hours for taverns, bars, and nightclubs, carry some potential risks. These include the potential for patron migration between areas with the possibility of increased harm, and the creation of an uneven commercial playing field. However, several factors could mitigate these risks: the number of licensed premises affected is small (2-4 premises), meaning a limited population is likely to be impacted; and migration may already be occurring, driven by personal preference rather than policy differences (please see the preferred position paper for more details).
- 4.19 While these risks are important to consider, the overall impact remains uncertain. A range of factors, issues, and mitigation options have been considered and explored.
- 4.20 Officers still believe the current provisions are suitable and recommend a 2am closing time for bars, taverns and nightclubs accompanied by a built-in review and impact assessment mechanism. This would involve monitoring relevant indicators (e.g. traffic offences) at 6, 12, 18 month intervals and

engaging with licensees to assess emerging issues or commercial impacts. Should adverse effects be identified, a full impact assessment or a review of the LAP can be initiated based on new evidence. (Note: HDC is not legislatively bound to the six-year review cycle; a review can occur at any time.)

- 4.21 While other differences between the two policies may arise (e.g., in relation to special licences, club licences, off-licences, or café/restaurant hours), officers do not anticipate these discrepancies will present significant risks.

#### **Alcohol related harm and effective policy mechanisms**

- 4.22 Officers maintain that there are high levels of alcohol-related harm within Hastings and the wider Hawke's Bay region, as demonstrated by the evidence provided throughout this process—namely, emergency department (ED) presentations and alcohol-related incidents recorded by New Zealand Police. The region also exhibits significantly higher levels of hazardous drinking compared to other areas in New Zealand. Recent secondary analysis of regional data from the New Zealand Health Survey—only made available in the latter stages of this process—confirms that Hawke's Bay continues to have the highest rate of hazardous drinking in the country.
- 4.23 The evidence indicates that reducing alcohol-related harm is most effectively achieved through a suite of coordinated policy provisions. The Policy acknowledges that a well-managed on-licence premises provides a safer environment for alcohol consumption and recognises the alcohol industry as a legitimate and regulated sector. This final LAP presents a robust and integrated set of measures that strengthen the existing policy framework, incorporating both strong evidential support and community input.
- 4.24 Ongoing endorsement from statutory stakeholders and subject matter experts reinforces the importance of the LAP as a key mechanism for ensuring alcohol is sold, supplied, and consumed in a safe and responsible manner across the Hastings District. The LAP also plays a critical role in minimising harm from excessive or inappropriate alcohol consumption.
- 4.25 A summary of the evidential basis underpinning the Final LAP is provided in Section 4 of the Preferred Position Paper (**Attachment 2**).

#### **Final LAP detail**

The following tables details the current LAP provisions, and the final Officer proposed LAP provisions for adoption, based on evidence, research, the SCP and Council direction to date. There is brief commentary for each provision, however the Research Report, Issues and Options Paper and Preferred Position Paper should be referred to for detailed evidence and analysis.

<b>HOURS PROVISIONS</b>		
<b>Current LAP</b>	<b>Proposed Final LAP Hours</b>	<b>Commentary</b>
<b>ON-LICENCE;</b> Taverns / Bars Pubs/ Night-clubs 8.00 am to 3.00 am the following day Monday to Sunday  One way door restriction: mandatory at 2.00 am	<b>ON-LICENCE</b> Taverns/bars/ pubs/night-clubs / breweries / cideries/ distilleries/ Endorsed Caterer.  <b>Monday to Sunday 8.00 am to 2.00 am the following day</b>  <b>One way door restriction: mandatory at 1.00 am</b>	<b>Evidence</b> <ul style="list-style-type: none"> <li>There is strong local evidence to support the move to closing hours of 8.00am to 2.00 am (1.00am one-way door).</li> <li>Hawke's Bay has high levels of hazardous drinking, higher than other regions within NZ.</li> <li>Recent literature, including a 2023 report by the World Health Organization, states that there is no safe level of alcohol consumption — “the risks of harm start from the first drop.” This marks a shift from previous guidance that suggested moderate consumption could be acceptable. As a result, stronger or more restrictive policy provisions are increasingly justified, and any reduction in trading hours can contribute meaningfully to reducing alcohol-related harm.</li> <li>Policy considerations should include chronic, long-term health outcomes in addition to immediate or acute harms.</li> <li>Hastings Emergency Department (ED) data shows the highest alcohol related harm occurs after 7pm, particularly on weekends.</li> <li>Hastings alcohol harm police incident data highlights increases in harm from 7pm and large spikes in alcohol related incidents between 12am – 3am (accounting for approximately 20% of the total incidents).</li> <li>The relationship between alcohol availability, trading hours, and alcohol-related harm is well-established.</li> </ul>

		<p><b>Stakeholder and community Support</b></p> <ul style="list-style-type: none"> <li>• There is statutory stakeholder support for the reduction in on-licence hours.</li> <li>• Through the submission process 65.2% of those who answered the question, wanted reduced hours for this type of licence.</li> <li>• 79% of submitters who answered the question on whether they agreed with the one-way door provision, supported it.</li> </ul> <p><b>Impacts on Hospitality Industry</b></p> <ul style="list-style-type: none"> <li>• An on-licence offers a regulated, safer environment for alcohol consumption. For this specific type of licence, hours until 2:00 am may strike an appropriate balance between harm reduction and supporting the nighttime economy.</li> <li>• The alcohol industry plays a significant role in the Hawke's Bay region, contributing to the local economy through employment and business activity.</li> <li>• At the time of writing this report, a change to 2am closing would affect 4 of 120 premises, or 4 of 24 premises within this category of licences (taverns, bars, pubs, night-clubs) (noting that this is licensed hours and not all premises utilise their full licence hours.) Based on Licensing Inspector knowledge, currently only 2 venues regularly stay open to their maximum trading hours of 3am.</li> </ul> <p><b>Regional Consistency and Patron Migration</b></p> <ul style="list-style-type: none"> <li>• Extended trading hours are linked to higher levels of alcohol consumption and equate to an increased risk of harm, including violence, injury, and impaired driving. However, this needs to be balanced with the prospect of potentially having different closing hours with Napier and the unknown consequences of such a difference.</li> <li>• Napier's proposed one-way door at 2am may deter very late- night migration from one area to another but will not affect those that may want to travel earlier.</li> <li>• If Hastings adopts significantly earlier closing hours, patrons seeking a later night experience may choose to go directly to Napier instead. This could result in Hastings losing not only late-night trade but also early-evening patronage, as people may decide to dine and spend the entire evening in Napier on occasion.</li> <li>• Feedback from some licensees and stakeholders during the stakeholder and licensee workshops indicated that such patron migration already occurs, with individuals choosing venues based on their preferences and specific situations.</li> <li>• Stakeholder feedback through the SCP showed strong support for reduced hours across the region (regional consistency.)</li> <li>• Licensees, through engagement, expressed strong support for consistency and alignment between local policies to avoid creating competitive advantages.</li> <li>• The difference in trading hours may replicate situations seen in areas like Auckland, whereby one area has later trading hours than another, with similar distances and time travel as those between Napier and Hastings. Similarly, other council areas such as Tauranga and Western Bay of Plenty have differing on-licence hours (initially a joint policy, then separated), also similar in distance and time between some areas. Therefore, this scenario is occurring elsewhere.</li> <li>• The overall impact of different hours to neighbouring Napier is uncertain, and it is difficult to determine whether the effects will be significant or minimal, or the extent to which this is already occurring.</li> <li>• Officers recommend an impact assessment is completed at 1 year to assess the impacts on both alcohol related harm statistics and commercial impacts on effected businesses.</li> </ul> <p>Please see section 4 of the Preferred position paper for more detail.</p>
<p><b>ON-LICENCE</b> Café/ restaurant / winery / winery restaurant 8.00 am to 2.00 am the following day Monday to Sunday</p>	<p><b>ON-LICENCE</b> Cafes/ restaurants / wineries/ winery restaurants / Hotels (accommodation – excluding mini bars)  <b>Monday to Sunday 8.00 am to 1.00 am</b></p>	<p><b>Evidence</b></p> <ul style="list-style-type: none"> <li>• The same evidential basis as above also applies to on-licence hours provision for Cafes/restaurants/wineries/winery restaurants / Hotels (accommodation).</li> <li>• For this specific type of licence, where food is often the main purpose, hours until 1:00 am strikes an appropriate balance between harm reduction and supporting the nighttime economy.</li> </ul> <p><b>Stakeholder and community feedback</b></p> <ul style="list-style-type: none"> <li>• All statutory stakeholders, including NZ Police, the Medical Officer of Health, and Alcohol Licensing Inspectors, are in favour of reducing the hours, in line with the availability theory and local evidence.</li> <li>• Through the submission process 32 of the 61 submitters wanted further reduced hours for this licence type - 52.5% of submitters wanted reduced trading hours for restaurants, wineries and winery restaurants. Of those who answered the question, 69.6% wanted reduced hours for this type of licence.</li> </ul> <p><b>Economic and Operational considerations</b></p> <ul style="list-style-type: none"> <li>• This would affect 2 premises of 120 premises or 2 of 70 premises within this category.</li> </ul>

		<p>(noting that this is licensed hours and not all premises utilise their full license hours).</p> <p><b>Regional Consistency and Patron Migration</b></p> <ul style="list-style-type: none"> <li>If a 1am closure was adopted, this could be a one-hour difference in trading hours with NCC. (NCC 2am - as per deliberations / direction provided to NCC Officers at NCC Hearings on 29.4.25)</li> <li>There is strong evidence to support the move to closing hours of 8.00am to 1.00 am. However, this needs to be balanced with the prospect of potentially having different closing hours with Napier. In this case the risk of people migrating from one area another is not considered as great due to the nature of the operations and that generally people will just go to one restaurant in a night out.</li> </ul> <p>Please see section 4 of the Preferred position paper for more detail.</p>
<p><b>ON-LICENCE</b> Entertainment facilities / Add category: Function centres / all other non-specified on-licences Licensing hours are to be consistent with the nature and activities of the premises and in general shall range from: 8.00 am to 2.00 am the following day Monday to Sunday</p>	<p><b>ON-LICENCE</b> Entertainment Venues /Function centres and 'otherwise not specified' (as per the Sale and Supply of Alcohol (Fees) Regulations 2013.  Licensing hours are to be consistent with the nature and activities of the premises and in general shall range from:  <b>Monday to Sunday 8.00 am to 1.00 am</b></p>	<p><b>Evidence</b></p> <ul style="list-style-type: none"> <li>The same evidential basis as above also applies to on-licence hours provision for Entertainment facilities / function centres / all other non- specified on licenses.</li> <li>For this specific type of licence, where entertainment is the main purpose, hours until 1:00 am strikes an appropriate balance between harm reduction and supporting the nighttime economy.</li> <li>All statutory stakeholders, including NZ Police, the Medical Officer of Health, and Alcohol Licensing Inspectors, are in favour of reducing the hours, in line with the availability theory and local evidence.</li> <li>This change would affect 2 of 120 premises or 2 of 26 premises in this category. (noting that this is licensed hours and not all premises utilise their full license hours).</li> <li>30 submitters (49.2%, or 68.2% of those who answered the question) wanted reduced trading hours for this category of on-licence.</li> </ul> <p><b>Regional Consistency and Patron Migration</b></p> <ul style="list-style-type: none"> <li>If a 1am closure was adopted, this could be a one-hour difference in trading hours with NCC. (NCC 2am - as per deliberations / officers' direction at NCC Hearings on the 29.4.25)</li> <li>There is strong evidence to support the move to closing hours of 8.00am to 1.00 am. However, this needs to be balanced with the prospect of potentially having different closing hours with Napier. In this case the risk of people migrating from one area another is not considered as great due to the nature of the operations.</li> </ul> <p>Please see section 4 of the Preferred position paper for more detail.</p>
<p><b>OFF-LICENCE –</b> Grocery Stores and Supermarkets 7.00 am to 10.00 pm Monday to Sunday</p> <p><b>OFF-LICENCE –</b> All other off-licences 9.00 am to 10.00 pm Monday to Sunday</p> <p><b>Off-licence – remote sales</b> Any day at Any time</p>	<p><b>ALL OFF-LICENCES (EXCLUDING REMOTE SALES)</b> All Off-licences <b>9.00 am to 9.00 pm Monday to Sunday</b></p> <p><b>Off-licence – remote sales</b> As per SSAA2012 (Section 49 &amp; 59) Any day at Any time.</p>	<p><b>Harm Evidence</b></p> <ul style="list-style-type: none"> <li>Recent literature, including a 2023 report by the World Health Organization, states that there is no safe level of alcohol consumption — “the risks of harm start from the first drop.” This marks a shift from previous guidance that suggested moderate consumption could be acceptable. As a result, stronger or more restrictive policy provisions are increasingly justified, and any reduction in trading hours can contribute meaningfully to reducing alcohol-related harm.</li> <li>Policy considerations should include chronic, long-term health outcomes in addition to immediate or acute harms.</li> <li>Alcohol related ED presentations show there is still acute harm occurring at 7am-9am in the morning, albeit at low levels.</li> <li>Hastings ED data shows the highest alcohol related harm occurs after 7pm, particularly on weekends.</li> <li>Hastings Police data shows there is still alcohol related harm occurring between 7am-9am, however at low levels.</li> <li>Police data shows that for Flaxmere, over 60% of alcohol related incidents are residential incidents (incidents occurring in the home – therefore alcohol often purchased at an off-licence).</li> <li>Secondary analysis of regional data from the New Zealand Health Survey showed that Hawke's Bay had the highest rates of hazardous drinking of any district in the country, highlighting the urgent need to address excessive and hazardous alcohol consumption in Hastings.</li> <li>A reduction in trading hours may help to support the one in four people who drink hazarously in Hawke's Bay.</li> <li>Reducing trading hours for off-licences is an effective strategy for mitigating alcohol-related harm, as shorter hours limit opportunities for "pre-loading," "post-loading," and "side-loading" behaviours where individuals drink before, after, or between visits to licensed venues.</li> </ul>



- Evidence from New Zealand and international studies suggests that restricting off-licence trading hours, particularly following the 2012 end to 24-hour trading, resulted in a reduction in alcohol-related incidents.
- There is substantial research and literature to support a reduction in off-licence hours based on the availability theory.
- A recent study has also estimated that implementing stricter limits on off-licence trading hours and density could decrease overall alcohol consumption in NZ by 17.9% resulting in a gain of 450,000 health adjusted life years over the lifetime of the 2018 population.
- Although difficult to prove causality, Hastings alcohol related ED admissions have reduced since the adoption of the 2019 LAP.

#### **Sales, Availability, and Outlet Types**

- Peer reviewed NZ analysis of the relationship between alcohol outlets and harm shows no evidence of a substantive difference in alcohol related harm between alcohol sales from supermarkets when compared to other off-licence premises.
- Off-licences, including supermarkets and grocery stores, sell over 80% of all alcohol in New Zealand. With supermarket and grocery store market share approximately 60% and 30% of all off-licence wine and beer sales, respectively. These outlets are easily accessible and often operate with long trading hours, which increases the potential for alcohol-related harm, as alcohol is consumed in unregulated environments where supervision is minimal.
- Supermarkets and grocery stores are only 11.7% of the off licenses in Hastings, yet supermarket and grocery store market share in NZ are approximately 60% and 30% of all off-licence wine and beer sales respectively.

#### **Community and Stakeholder feedback**

- A large proportion of submitters (68.9% of those who responded) supported reducing off-licence trading hours generally.
- For supermarket opening hours, 58.7% of respondents preferred a later start time (9am or 10am) instead of the current 7am. Similarly, 86% supported a later opening for bottle stores and other off-licences.
- For closing hours, 9pm was the most preferred option across both supermarkets and other off-licences, closely followed by 10pm.
- 54.3% favoured earlier supermarket closings (8pm or 9pm), and 52.3% wanted earlier closings for other off-licences.
- There was also strong support (67.4%) for having consistent trading hours across all off-licence types, including supermarkets, with support having more than double the opposition.

#### **Statutory Positions and Legal context**

- All statutory stakeholders strongly support a general reduction in hours. (NZ Police, Medical Officer of Health & Alcohol Licensing Inspectors).
- There is statutory stakeholder support for consistent hours for all license types, including supermarkets and grocery stores.
- The precautionary approach is appropriate when developing and implementing LAP's, allowing for restrictions based on a reasonable likelihood of reducing alcohol-related harm. Stakeholders also noted that the court had highlighted the importance of considering community preferences and the broader legislative context when assessing the reasonableness of LAP's.
- LAPs reflect policy choices of a Council partly based on, or at least influenced by, community preference.
- An assessment of two factors will be required: (a) the reduction in alcohol-related harm likely to result if the element is in place; and (b) the likely disruption to safe and responsible drinking that it will cause.

#### **Operational Impacts**

- The reduction to 9pm closing would affect 43 of 111 premises. (noting that this is licensed hours and not all premises utilise their full license hours), this would include one supermarket.
- The reduction to a 9am opening would affect 13 grocery stores and supermarkets. (noting this is licensing hours and not overall opening / trading hours).
- Feedback from Supermarket companies noted the need for longer hours than proposed for supermarkets for convenience to shoppers and practicality reasons. Also stating they thought there was insufficient evidence to justify the reduction in hours, particularly the change to morning hours.

		<ul style="list-style-type: none"> <li>Supermarkets stated they also have very high compliance and host responsibility standards, checks and balances.</li> <li>Supermarkets cite the provisions still must be reasonable and proportionate in light of the object of the Act.</li> </ul> <p><b>Access and Equity</b></p> <ul style="list-style-type: none"> <li>Restricting alcohol sales to shorter hours than general supermarket trading times provides an opportunity for people to shop for groceries without being exposed to alcohol.</li> <li>This approach can support individuals trying to reduce their consumption, as well as those in recovery from alcohol dependence, by reducing temptation and reinforcing a safer retail environment. It also would cater to those who chose not to drink, or those who do not want to be exposed to alcohol during their weekly shop.</li> <li>Similar initiatives already exist in supermarkets through the implementation of "quiet hours" in late 2019, designed to support neurodivergent individuals such as those with autism. According to RNZ, Autism New Zealand estimates that 80,000 people are affected by autism. This has led major retailers like Countdown to introduce 'quiet hours' across most stores nationwide.</li> </ul> <p><b>Regional Consistency and Patron Migration</b></p> <ul style="list-style-type: none"> <li>If different hours were adopted to NCC, (NCC- 7am – 10pm – supermarkets and grocery stores &amp; 9am to 10 pm all others - as per deliberations / officers' direction at NCC Hearings on 29.4.25) this would have less risk than that of on licences, as people are less likely to travel distance to get to a later opening off-licence.</li> <li>Other councils including Wairoa have reduced morning hours (10am – 9pm)</li> </ul> <p>Please see section 4 of the Preferred position paper for more detail.</p>
<p><b>CLUB LICENCE</b> Licensing hours are to be consistent with the nature and activities of the club and in general shall range from: 8.00 am to 1.00 am the following day Monday to Sunday</p>	<p><b>CLUB LICENCES</b> <b>Class One Clubs</b> (as per The Sale and Supply of Alcohol (Fees) Regulations 2013). Monday to Sunday 8.00 am to 1.00 am <b>Class Two and Three Clubs</b> (as per The Sale and Supply of Alcohol (Fees) Regulations 2013) <b>Monday to Sunday 8.00am to 12.00 am midnight</b></p>	<p><b>Evidence</b></p> <ul style="list-style-type: none"> <li>Similar evidential basis as for on-licences</li> <li>Only 6 of the 28 clubs close after midnight, and few extend to 1am. This proposal splits the club license category by club size, in line with fee regulation definitions of clubs, to regulate closing hours based on size of the club and better align with current actual trading hours.</li> <li>From the submission process, of those who answered the question, 67.5% agreed with the reduction of hours for small clubs from 1am to 12am midnight.</li> </ul> <p><b>Regional Consistency and Patron Migration</b></p> <ul style="list-style-type: none"> <li>If a 12am closure was adopted, this would be a one-hour difference in trading hours with NCC. (NCC 1am - as per deliberations / officers' direction at NCC Hearings on 29.4.25)</li> <li>There is less risk with clubs than with differing hours with taverns and late- night bars due to the need to be a member of a club to enter or visit with a member of the club to attend.</li> </ul> <p>Please see section 4 of the Preferred Position Paper for more detail</p>
<p><b>SPECIAL LICENCE</b> Any day at any time</p>	<p><b>SPECIAL LICENCE</b> <b>Monday to Sunday 8:00 am to 2:00 am the following day</b> Unless the event is deemed suitable to extend beyond these hours, and the applicant can provide justification for the need for the extended hours. All applications must comply with the District Plan and any applicable Resource Consent.</p>	<p><b>Evidence</b></p> <ul style="list-style-type: none"> <li>Events can significantly contribute to alcohol-related harm if not properly regulated and managed.</li> <li>Similar evidential basis as for on licenses, the effects of hours and alcohol related harm applies to special licenses too.</li> <li>Alcohol Licensing Alcohol Licensing Inspectors note that alcohol is commonly consumed at events, and patrons often continue drinking at on-licence premises afterwards. This pattern contributes to increased overall alcohol consumption and associated harm, both acute and chronic.</li> <li>This provision ensures that events align more closely with other late-night trading.</li> <li>Through the submission process, of those who answered the question, 53.8% (21 Submitters) agreed with an opening or closing time for special licenses. Noting a large proportion did not answer this question (22 out of 61).</li> </ul> <p><b>Operational Impacts</b></p> <ul style="list-style-type: none"> <li>Most special licenses in the district align with the proposed hours, with only a few exceptions.</li> <li>This provision also allows the DLC and ARLA to grant extended hours based on the type of event. It is important to note it is expected the policy position is to ensure the hours are appropriate and reasonable for each individual event. The proposed hours are not intended to set an expectation that the DLC and ARLA will always issue licenses for the full duration.</li> <li>As this provision is flexible and most events already fit within these hours, it should not</li> </ul>

		<p>prevent events coming to Hastings.</p> <p><b>Regional Consistency</b></p> <ul style="list-style-type: none"> <li>NCC has not proposed a special licence trading hour provision, however this will not have any significant effect in relation to migration of patrons.</li> </ul> <p>Please see section 4 of the Preferred position paper for more detail</p>
LOCATION & DENSITY PROVISIONS		
Current LAP	Proposed Final LAP Hours	Commentary
No further off licences being a bottle store on land located in – Flaxmere Commercial Service or Suburban Commercial zone or Flaxmere Village Centre Zone or residential area. Camberley – Suburban commercial zone identified in Map 2.	No further off licences being a bottle store on land located in – Flaxmere Commercial Service or Suburban Commercial zone or Flaxmere Village Centre Zone or residential area. Camberley – suburban commercial zone identified in Map 2.	<p><b>Support for Existing Provisions</b></p> <ul style="list-style-type: none"> <li>There is strong support that the current provisions are protecting the most vulnerable populations in Hastings.</li> <li>Through the SCP, submitters were asked if they agreed with the location and density provisions, of those who answered the question, 82% agreed with the current location and density provisions.</li> </ul> <p><b>Assessment and Planning Considerations</b></p> <ul style="list-style-type: none"> <li>An analysis was conducted to assess potential new areas for inclusion. The District Plan excluded large areas where new licenses could establish, leaving only a small number of dispersed pockets of suburban commercial land where premises can establish.</li> <li>Restricting further licenses in additional areas may cause clustering of licenses just outside these areas or force additional licenses to cluster inside of the town center area increasing density. This option may cause unintended consequences.</li> </ul> <p><b>Consistency with Napier</b></p> <ul style="list-style-type: none"> <li>Napier have density provisions. No issues noted.</li> </ul> <p>Please see section 4 of the Preferred position paper for more detail</p>

DISCRETIONARY CONDITIONS		
Current LAP	Proposed Final LAP Hours	Commentary
<b>ON-LICENCES / CLUB LICENCES</b>	<b>ON-LICENCES / CLUB LICENCES</b>	<b>Evidence</b>
<ul style="list-style-type: none"> <li>Management of patrons queuing to enter the licensed premise</li> <li>Limit on the number of drinks per customer at specified times</li> <li>No shots or types of drinks to be served after specified times</li> <li>Limit on drink sizes after specified times</li> <li>Conditions relating to management: such as certificated staff required if the maximum occupancy exceeds a prescribed number or if recommended by Police or the Alcohol Licensing Inspector, requirement for multiple managers etc.</li> <li>One way door restrictions</li> <li>Provision of transport for patrons</li> <li>Restriction on the use of outdoor areas after a specified time</li> <li>Club specific - Conditions relating to management: such as certificated staff required at all clubs unless the bar is staffed voluntarily and membership is below a prescribed number.</li> </ul>	<ul style="list-style-type: none"> <li>CCTV cameras (location and number and keep recording for a minimum of 28 days)</li> <li>Provision of effective exterior lighting</li> <li>No serving in glass containers at specified times</li> <li>Number of door-staff and provision of additional security staff after specified times</li> <li>Management of patrons queuing to enter the licensed premise</li> <li>Limit on the number of drinks per customer at specified times</li> <li>No shots or types of drinks to be served after specified times</li> <li>Limit on drink sizes after specified times</li> <li>Conditions relating to management: such as certificated staff required if the maximum occupancy exceeds a prescribed number or if recommended by Police or the Inspector, requirement for multiple managers.</li> <li>One way door restrictions</li> <li>Provision of transport for patrons</li> <li>Restriction on the use of outdoor areas after a specified time</li> <li>Club specific - Conditions relating to management: such as certificated staff required at all clubs unless the bar is staffed voluntarily and membership is below a prescribed number.</li> <li>Utilise the principals of Crime Prevention</li> </ul>	<ul style="list-style-type: none"> <li>Additional elements will further provide DLC's with options for the licensing process to help alleviate issues with amenity and good order and assist in the reduction of alcohol related harm.</li> <li>Statutory Stakeholder support for proposed discretionary conditions.</li> <li>Through the SCP, submitters were asked if they agreed generally with the discretionary conditions, of those who answered the question 64% agreed.</li> </ul> <p><b>Other comments and legal position</b></p> <ul style="list-style-type: none"> <li>Feedback from multiple submitters suggests a misunderstanding of the nature of discretionary conditions, with comments indicating they are being interpreted as mandatory when they are not.</li> <li>The guidance preceding the discretionary conditions has been amended to clarify that these conditions are not to be applied by default. They must be used selectively, and only where they are proportionate, fair, balanced, and respond to a clearly identified risk or issue.</li> <li>Legal has also revised the wording of several discretionary conditions to ensure the wording is legal, clear and robust.</li> <li>Additional discretionary conditions will be included in a practice note for the District Licensing Committee (DLC).</li> <li>Officers acknowledge that including additional discretionary conditions at this stage may be</li> </ul>

	<ul style="list-style-type: none"> <li>through Environmental Design. (CPTED)</li> <li>Maintain, and provide upon request, an incident register of alcohol related incidents.</li> <li>Mandatory reporting of violent incidents to NZ Police.</li> <li>Maintain and provide upon request a duty manager register.</li> </ul>	<p>subject to legal challenges or the need for a further Special Consultative Procedure. However, a guidance document or practice note can still be developed separately from the LAP process to support implementation.</p> <p>Please see section 4 of the Preferred Position Paper for more detail</p>
<b>OFF-LICENCE</b> <ul style="list-style-type: none"> <li>Display of safe drinking messages/material</li> </ul>	<ul style="list-style-type: none"> <li>OFF-LICENCE</li> <li>Display of safe drinking messages/material</li> <li>CCTV cameras (location and number and holding or recordings for at least 28 days.)</li> <li>Provision of effective exterior lighting</li> <li>Limit on alcohol related exterior signage or advertising to 30% of the building or glass exterior.</li> <li>Utilise the principals of Crime Prevention through Environmental Design. (CPTED)</li> <li>Maintain, and provide and upon request, an incident register of alcohol related incidents</li> <li>Mandatory reporting of violent incidents to NZ Police.</li> <li>Maintain and provide upon request a duty manager register.</li> <li>Low alcoholic drinks and 0% alcohol beer to be available for sale.</li> <li>There shall be no single sales of high strength beer or cider that is 500ml and under and stronger than 5.5% ABV for under \$x.xx, (price to be imposed by the DLC following an application.)</li> </ul>	<p>Same evidence as discretionary conditions for on-licences.</p> <p>Please see section 4 of the Preferred Position Paper.</p>
<b>SPECIAL LICENCE</b> <ul style="list-style-type: none"> <li>Restriction on the type of drinks sold, the alcohol percentage of the drinks and the type of containers the drinks are served in</li> <li>One way door restrictions</li> </ul>	<p><b>SPECIAL LICENCE</b></p> <ul style="list-style-type: none"> <li>Restriction on the type of drinks sold, the alcohol percentage of the drinks and the type of containers the drinks are served in</li> <li>One way door restrictions</li> <li>Requirement of a separate line or service area for non-alcoholic beverages where the special licence is likely to have patrons that are under the legal drinking age.</li> </ul> <p>For Class 1 events:</p> <ul style="list-style-type: none"> <li>Security Staff, porta loos and rubbish bins provided in the surrounding areas to assist with issues with amenity and good order.</li> <li>No full bottle wine sales for onsite consumption</li> <li>Serve reduction systems in place to manage intoxication levels</li> <li>Prescribed ratio of security staff to patrons</li> <li>High visibility clothing to be worn by security staff and be visible to others.</li> <li>Means of ingress/ egress for emergency services</li> </ul>	<p>Same evidence as discretionary conditions for on-licences.</p> <p>Please see section 4 of the Preferred Position Paper.</p> <p><b>Other comments</b></p> <p>Some annual large event organisers expressed concern that certain discretionary conditions were overly prescriptive or prohibitive. However, officers note that discretionary conditions are, by definition, not automatically applied. They will only be imposed where they are appropriate, reasonable, and proportionate to the specific issues associated with a event.</p>

## 5.0 Options – Ngā Kōwhiringa

5.1 The officers have evaluated three potential options.

5.2 **Recommended Option - Option One: Te Kōwhiringa Tuatahi – Te Kōwhiringa Tūtohunga**

- 5.3 **Adopt the Final Local Alcohol Policy (LAP) as attached, with an impact assessment report to be presented to the full Council after one year** (or at a timeframe to be determined) to evaluate the effects of differing on-licence trading hours between Hastings District and Napier City Councils, particularly for taverns, bars, and nightclubs.
- 5.4 Selecting Option One would initiate public notification and bring all provisions of the attached Final Local Alcohol Policy 2025 into effect. This would ensure the Council maintains an active LAP and meets the review deadline of August 2025. An impact assessment will provide an opportunity to monitor and, if necessary, respond to any potential effects of differing on-licence hours between Hastings District and Napier City Councils.
- 5.5 **Option Two: Option Two: Te Kōwhiringa Tuarua – Te Āhuetanga o nāiane**  
**Approve the final LAP with noted changes made within the meeting.**
- 5.6 If Option Two is selected, a final LAP will be approved and any changes noted within the decision. This would also initiate public notification and bring all provisions of a Final Local Alcohol Policy 2025 into effect. This would ensure the Council maintains an active LAP and meets the review deadline of August 2025. This can be with or without an impact assessment option to monitor and, if necessary, respond to any potential effects of differing on-licence hours between Hastings District and Napier City Councils if appropriate.
- 5.7 **Option Three: The Council does not approve the LAP providing alternative provisions or requests further work to finalize a different set of provisions for the Final LAP.**
- 5.8 Should Option Three be chosen, the Council would either propose alternative provisions or request further analysis to be completed and defer the decision to a later date, with a view to finalizing provisions different from those in the proposed Draft LAP. The provisions in the current LAP would be rescinded in August 2025, and the regulations would default to the more permissive provisions of the SSAA 2012. A new LAP would come into force on a later date.
- 5.9 **Advantages and Disadvantages of each option**
- 5.10 **Option One: Adopt the Final Local Alcohol Policy (LAP) as attached, with an impact assessment report to be presented to full Council after one year (or at a timeframe to be determined)**  
 Advantages:
- The proposed policy changes will continue to contribute to the reduction in alcohol related harm in our community.
  - The changes support the views of the key stakeholders (NZ Police, MoH, Alcohol Licensing Inspectors) and community.
  - The proposed changes align with the evidence of harm provided in the research report, issues and options paper, preferred position paper and associated documents.
  - The proposed changes still allow for a vibrant nighttime economy while contributing to the reduction in harm.
  - The LAP project will meet the LAP review deadline of August 2025 as required by the SSAA 2012.
  - An impact assessment is a good tool to assess potential impacts of having possible inconsistencies with Napier City Council.
  - The policy package comprises a set of complementary provisions intended to deliver the greatest possible harm reduction benefits.
- Disadvantages
- Certain licensees may oppose a reduction in operating hours.
  - There may be resistance from the public.
  - Possible inconsistencies with Napier City Council LAP and associated risks identified within this report.
- 5.11 **Option Two: Approve the final LAP with noted changes made within the meeting.**

#### 5.12 Advantages:

- Policy provisions more consistent with political positions

#### 5.13 Disadvantages:

- Significant changes to the policy package could reduce its effectiveness and diminish the overall harm reduction benefits.
- If the policy provisions are too far from the proposed LAP that was consulted on, it could increase risk of challenge or trigger an additional Special Consultative Procedure.

#### 5.14 **Option Three: The Council does not approve the LAP providing alternative provisions or requests further work to finalize a different set of provisions for the Final LAP.**

#### 5.15 Advantages

- Politically there may be more support for alternative provisions.

#### 5.16 Disadvantages

- Council would not meet its review deadline of August 2025 and therefore HDC would relinquish the current provisions in the existing LAP, reverting to the more permissive SSAA 2012 provisions, which could result in an increase in alcohol-related harm, until a new LAP was completed.
- Potential negative feedback from stakeholders and the public.

5.17 Option one is the preferred choice, as it incorporates community, licensee and stakeholder input and the best available research on alcohol-related harm. This option aims to further reduce alcohol-related harm while supporting a vibrant night-time economy, recognizing Hastings as a wine district, and acknowledging the importance of the hospitality industry.

## 6.0 Next steps – *Te Anga Whakamua*

6.1 If The Council approves the final LAP, The Council will give notice of the LAP adoption (on the 30 June 2025) and bring it into force on a day stated by resolution, being the 30 July 2025 apart from those policies related to the amending of maximum trading hours, which come into force on the 30 September 2025 (as per the SSAA2012 Section 90 (1) and (6) respectively).

6.2 The LAP will be sent to ARLA and the District Licensing Committee and posted on the council website. All Licensees will be emailed a letter detail the changes and the enforcement date.

6.3 New Licences will be sent out to all licensees that have affected licences by the changes to the current LAP.

6.4 An impact assessment will be completed by council officers at 6 months and 12months and reported to full council at 12 months (or a date stated) to detail the possible effects of the potential differing hours for on-licences (Taverns, bars, pubs, nightclubs).

6.5 This LAP will be in force for up to 6 years, at which point a review is required, unless The Council wish to do so earlier.

## Attachments:

1⇒	Regulatory Operations - Liquor Licensing - Policy - FINAL LAP 2025 - Legally checked 3.6.25	REG-14-3-25-350	Vol 1
2⇒	Regulatory Operations - Liquor Licensing - Policy - Preferred position Paper Final PDF 13.6.25 FINAL	REG-14-3-25-352	Vol 1
3⇒	Regulatory Operations - Liquor Licensing - Policy - LAP - Binder of Submissions 20.5.25	REG-14-3-25-347	Vol 1

## Summary of Considerations - *He Whakarāpopoto Whakaarohanga*

### **Fit with purpose of Local Government** - *E noho hāngai pū ai ki te Rangatōpū-ā-Rohe*

The Council is required to give effect to the purpose of local government as set out in section 10 of the Local Government Act 2002. That purpose is to enable democratic local decision-making and action by (and on behalf of) communities, and to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future.

### Link to the Council's Community Outcomes – *Ngā Hononga ki Ngā Putanga ā-Hapori*

This proposal promotes the performance of regulatory functions for the purpose of preventing harm and creating safe and healthy environments for people. The proposal also contributes towards reducing public nuisance and threats to public health and safety through appropriate policy controls for the wellbeing of communities in the present and for the future.

### **Māori Impact Statement** - *Te Tauākī Kaupapa Māori*

Māori and Pacific people are overrepresented in alcohol related harm statistics, however no known impacts for mana whenua / iwi / tangata whenua above and or beyond the general community population specifically in relation to this policy review. We have met with the Heretaunga Takoto Māori Standing Committee and distributed documents to several key Māori stakeholders and Mana Whenua.

### **Sustainability** - *Te Toitūtanga*

The policy is required under the Act to be reviewed every six years.

### **Financial considerations** - *Ngā Whakaarohanga Ahumoni*

The policy process has incurred fees associated with a legal review and costs for Special Consultative Procedure and administration / officer time. These have been covered from existing Planning and Regulatory budgets in the 2024-2025 years.

### **Significance and Engagement** - *Te Hiranga me te Tūhonotanga*

Section 79 of the Act requires the use of the SCP under The LGA 2002, for the LAP Review. All required engagement under the Act has been completed.

### **Consultation – internal and/or external** - *Whakawhiti Whakaaro-ā-roto / ā-waho*

The LAP Review has utilized the SCP under the LGA 2002. Specific consultation has been completed with Māori, stakeholders, Licensees and members of the public.

### **Risks**

Opportunity:<Enter text> :

REWARD – <i>Te Utu</i>	RISK – <i>Te Tūraruru</i>
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<p><i>Public health benefits of having a LAP – reducing alcohol related harm.</i></p> <p><i>Providing tools for the District Licensing Committee to regulate where and when alcohol is sold and supplied in the region.</i></p> <p><i>Supporting stakeholder groups wish for the continuation of the LAP to protect and promote public health and safety.</i></p>	<p><i>Provisions contained within the LAP may be too restrictive or not restrictive enough.</i></p> <p><i>Possible policy divergence with NCC.</i></p>
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### Rural Community Board – Te Poari Tuawhenua-ā-Hapori

NA



Thursday, 26 June 2025

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

*Te Rārangi Take*

# Report to Council

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**Nā:**  
**From:** **Tom Page, Manager - Aquatics, Sports & Recreation**

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**Te Take:** **Splash Planet - Options for Improvements and Operational**  
**Subject:** **Changes for 2025/26 Season**

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## **1.0 Executive Summary – *Te Kaupapa Me Te Whakarāpopototanga***

- 1.0 Through the review of Splash Planet's last seasonal performance officers have been looking at opportunities for operational improvements. There are two areas in which efficiencies could be achieved. These are amending opening dates and times and opening some of the park attractions outside of the normal summer operating season. This report discusses and recommends potential changes in these areas.
- 1.1 Splash Planet's current operating plan involves opening mid-November 7 days/week and then reducing to weekends only following the Sunday after the Waitangi public holiday until the end of March. This equates to 12 full weeks, followed by 7 weekends. This is 97 days of operating in total.
- 1.2 The net financial impact of a reduction in opening days was assessed based on expenditure savings versus loss of projected revenues. It was established that financial performance could be improved by circa \$75,000 by reducing to a weekend only operation for the first 4 weeks of the season, followed by 8 weeks of 7 day/week opening (closed Christmas Day), followed by a period of 4 weekends. This equates to a 4, 8, 4 season with 71 days of operating in total.
- 1.3 The 4, 8, 4 option is considered as optimal as further reduction presented too high a risk in lost revenue.
- 1.4 An 8 week, 7 day/week operating season was also modelled which showed an unfavorable financial impact as the weekends can provide good levels of income early and late in the season.
- 1.5 Performance in March has been sporadic over recent seasons. There could be merit in remaining open after the 4 weeks of weekend only operations at the end of the season. It would be best practice to assess in early February if further weeks of full opening into March would be beneficial based on seasonal performance to date, staffing constraints and the weather forecast.

- 1.6 Splash Planet's current opening times are 9:30am to 5:30pm. Through multiple feedback channels there is record of a desire for later opening of the park. There are significant operational challenges to running days longer than 8 hours due to staffing costs and the required associated headcounts. Sales data suggests that a longer day will not yield high additional ticket sales with 70% of entry transactions being made within the first 3 hours of opening, when reviewing the most recent season's data.
- 1.7 With low operational confidence regarding the feasibility of a longer operating day public feedback was sought to see if varied opening times, keeping to the 8 hours of operation, to cater for a later finish, would be preferred. A 10am to 6pm day was clearly the preferred option versus the current 9:30am to 5:30pm or even a later time of 11am to 7pm. It should be acknowledged that within the survey comments there was still a strong sentiment towards longer opening times over the 8 hours per day.
- 1.8 Due to a high level of feedback from the community through social media channels and customer surveys officers have been asked to look at options for opening parts of the park outside of the season to enable utilisation year-round.
- 1.9 Demand in the cooler months, the operating costs, and required staffing levels were considered to inform what facilities could be made available outside of the summer season. The outdoor pools, slides, indoor pools, and bumper boats were considered not to be viable for these reasons. The go-karts would be viable but are not well situated in the park, therefore access through private bookings would be the best way to make this attraction available.
- Suitable attractions to make available during the cooler months are Wonderland Mini-golf, The Fantasy Land Express, The Jungle Jeeps, Tiny Town, Tree House Playground as well as the Coffee Bean Café. A detailed proposal for the 'Destination Playground' is discussed in 4.9.
- 1.10 Consideration was also given to the operating days in cooler months. Staffing a 7 day/week operation would incur high personnel costs and alongside expected low visitation levels Monday - Friday was not deemed to be viable.
- 1.11 Any operation outside of the summer season will not be a profitable exercise, however, the reduction of summer opening through the 4, 8, 4 model would provide the savings required to open an off-season, weekend only, partial service including the majority of 'dry attractions'.
- 1.12 The reduction of summer operating days plus the introduction of the 'Destination Playground' service would result in an increase in days that the public can access Splash Planet, from the current 97 days to 160 days. This equates to 71 days of full operations during summer and 88 days of partial operations for the destination playground during cooler months.

## 2.0 Recommendations - Ngā Tūtohunga

- A) That Council receive the report titled Splash Planet - Options for Improvements and Operational Changes for 2025/26 Season dated 26 June 2025.
- B) That Council endorses:
- i. The proposed changes to the opening days of Splash Planet full summer operations.
    - a. That the opening period be changed to weekends only for the first four weeks of the summer season (15<sup>th</sup> November 2025 to 7<sup>th</sup> December 2025).
    - b. That 7 day/week operations run for an 8 week period (8<sup>th</sup> December 2025 to 1<sup>st</sup> February 2026).

- c. That the closing period of weekends only be reduced to four weeks (7<sup>th</sup> February 2026 to 1<sup>st</sup> March 2026).
- d. That delegation is given to the CE to extend full operation to the end of March if conditions are favourable for a positive financial impact.
- ii. The proposed change to opening times of 10am -6pm, except for the first Monday to Friday of operations (8<sup>th</sup> December to 12<sup>th</sup> December) where a 9.30 am – 5.30pm day will continue to facilitate school bookings.
- iii. That Splash Planet operational services be made available in full or part for bookings or events where there is no additional budgetary requirement.
- iv. That a reduced weekend only service 'Destination Playground' (4.9) continues at Splash Planet following the end of the summer season if budgetary savings have been made as modelling forecasts.

### 3.0 Background – *Te Horopaki*

- 3.1 Hastings District Council (HDC) owns and operates Splash Planet, a water themed amusement park with several pools (indoor and outdoor), waterslides, lazy river, and a number of dry play activities. Splash Planet was formerly known as Fantasyland, a dry ride theme park run by a trust until the 1990's when it had fallen into decline. Fantasyland was rebranded as Splash Planet and opened in 1998 after significant investment to convert it to its present theme. Splash Planet came to Council from trust governance in 2004. Since 2004, Splash Planet has been managed, funded and governed by Council.
- 3.2 Splash Planet provides a dual purpose for the Hastings community. It serves as a location for people to connect and recreate during the summer months as well as a tourism destination attracting people from outside of the region playing a part in supporting the local economy.
- 3.3 A study using data obtained through Eftpos transactions at Splash Planet was carried out to review the previous two operating seasons (2023/24 and 2024/25). The dataset contained 3,322,896 transactions, \$133M spend and 45,651 unique cardholders. Key findings were:
  - 3.3.1 70% of the unique cardholders are visitors from outside of Hawke's Bay. With almost 8% being international. This is a higher proportion than previously understood, at 50-60% and less than 1% respectively.
  - 3.3.2 Visitors from outside of Hawke's Bay accounted for \$11.4M (of the \$133M) of the spend in Hawke's Bay.
  - 3.3.3 Visitors from outside of Hawke's Bay spend as much in the rest of Hawke's Bay as they do in Hastings (49% Hastings vs 51% Rest of Hawke's Bay).
  - 3.3.4 Splash Planet visitors made up approximately 2.1% of all spend by tourists in Hawke's Bay for the period of this dataset.

*\*\*This analysis only reflects visitors who have transacted via a Worldpay EFTPOS terminal. It does not capture those who have purchased online (for Splash Planet online is estimated to be circa 42%).*
- 3.4 A previous economic impact study (2020/21) calculated the total direct spending impact within the Hawke's Bay region of Splash Planet customers visiting the region was \$17.41 million. This study used modelling to look at flow on through employment and income and expenditure analysis that could be gained through a review of Splash Planet's accounts.
- 3.5 Hawke's Bay is still an active visitor destination in the shoulder seasons (Autumn, March-May and Spring, September-November) with significant events such as Horse of the Year and the Hawke's Bay Marathon attracting people to the region.

- 3.5.1 Shoulder season domestic visitor spending ranges between \$30–40M/month, compared to approximately \$50M/month in summer.
- 3.5.2 From a visitor nights perspective, the summer months range from \$95k-135k (quite a big range, as January performs much higher) and \$60k-85k for the shoulder seasons.
- \*\*These figures are only from commercial accommodation providers who voluntarily participate in the survey so this excludes non- commercial providers and those staying with friends and family/air BNB.**
- 3.6 Following a system upgrade prior to the 2023/24 season further insight into the visitation trends could be identified and reported on. Daily visitation to Splash Plant has been recorded alongside temperature highs for the previous 2 seasons in order to provide insight into factors driving visitation such as weather, time of year and day of the week.
- 3.7 Across the two seasons this analysis showed that there are segments to the season with regards to the visitation trend during the current Splash Planet operating season.
- 3.7.1 From opening in mid-November until mid-to-late December, during a 7 day/week operation the spikes in visitation are centered around the weekends or if there is a large group booking for the day. Weekdays during this period yield comparatively low individual customer sales even on good weather days.
- 3.7.2 The early season trend starts to shift in the week prior to Christmas day when schools break up but is most prevalent in the week following Christmas day through to the end of the second week in January where schools are closed and many are taking time off work. This is Splash Planet's peak period. During this period the visitor numbers do not trend towards days of the week with the main driver for visitation being weather, particularly when there are consecutive days of good or bad weather where impacts are positive or negative, respectively.
- 3.7.3 Following the middle of January into the late season period the visitation trend starts to shift back towards weekends for higher volume days, however fair-weather weekdays can still deliver higher volumes than that of the early season as schools are still closed. Come the first week in February when schools are returning weekday visitation follows a similar trend to the early season where the volume in visitation is mainly at the weekends.
- 3.7.4 The historic weekend only period that runs February to March provides days with good levels of visitation when the weather is good.
- 3.8 A survey was made available to the public to explore if the changes proposed in this paper were supported. Over 1000 people completed the survey.
- 3.8.1 Participants were asked; "To help save operational costs, I would support the park being open only on weekends - instead of every day - from mid-November until the summer school holidays start. (School holidays are mid-December to early Feb and the park is open 7 days during this time.)"
- This question scored 55% on a Likert scale which sits the result between "somewhat disagree" (40%) to "somewhat agree" (60%). Themes in the comments centered around support due to understanding that these periods are not that busy, although some say they preferred to come at the quieter times. Comments were made about making sure there was provision for schools to visit. Participants, also, proposed a compromise of 3 or 4 day weeks (Thursday/Friday to Sunday).
- 3.8.2 The second question asked "Through this saving, from the previous question, we could open the Splash Planet dry rides (Fantasyland Express, Merry go-round, Wonderland Mini-Golf, Jungle Jeeps, Tiny Town) at weekends all year round via a pay per ride system. I would support this." This question gained a 64% score placing it between "somewhat agree" (60%) and "agree" (80%).
- Therefore, the sentiment was increased in favour of a reduced season, if this was done as a 'give and take' with the out of season opening proposal. The pricing structures were not detailed in the question which led to a theme in the comments regarding the pricing needing to be heavily reduced from that of the summer, there was a preference for an all-inclusive pass versus a pay per ride fee. A desire for the indoor pools to be part of the proposition also featured frequently in the comments.

3.8.3 65% of the respondents said they would be interest in a party offering featuring the dry rides at Splash Planet (18% very interested, 18% interested, 28% somewhat interested and the remaining 36% not interested). Within the comments reasons for not being interested mainly themed around the individual completing the survey not being local or not having children of an appropriate age for the offering.

3.8.4 Altered opening times were also surveyed, participants were asked, “Due to budget constraints, Splash Planet operates on an eight-hour day (one staff shift), but which opening hours would suit you best? Please rank ... your most preferred to least preferred”. Options were 9:30am - 5:30pm, 10am - 6pm, 10:30am - 6:30pm and 11am - 7pm.

The strongest preference came back for a 10am - 6pm day only 30 minutes later than current opening times. It was thought that there may be appetite for a later start and finish however this does not seem to be the case. Even with the framing in the question regarding budget constraints to an 8 hour day, the overwhelming theme within the comments still centered around a desire for longer day.

3.9 Prior to the 2023/2024 Splash Planet season, several improvements were made to the Tiny Town area and café at Splash Planet. These improvements included the relocation of the flying fox and jungle jeeps and installation of new children’s playground (including slide tower and swing set). Together with mini golf, Tiny Town and café, this area is now of a size and play value greater than a Premier Playground in Hastings District Council’s (HDC) playground hierarchy.

3.10 Being located within the boundary of Splash Planet, this play value lies dormant for 8 months of the year. Opening this playground to the community throughout Splash Planet’s off-season would optimise use of the asset and provide HDC’s first Destination Playground.

3.11 There is an existing (and projected) playground deficit within the Parkvale/Akina area, which will be further exacerbated with the projected population increase from the new medium density residential developments in this area. It is acknowledged that this deficit will be difficult to address given the limitations in acquiring new land of sufficient park size within existing residential areas, together with the high cost of acquisition and development. Providing the community with access to this playground for 8 months of the year is considered a cost-effective option to address this deficit. Furthermore, given there is no budget allocation for the provision of new playgrounds within years 1-3 of the current LTP, this could be considered a low-cost way of providing new play experiences for the community.

3.12 Splash Planet currently opens annually 7 days/week (closed on Christmas Day only) from mid-November through to early-to-mid-February, after which a weekend only operation continues through to the end of March. For the rest of the year, the asset remains closed to the community. There is regular comment, through various channels, that the park should be available for use year-round. While it is appropriate to retain the water features for summer months, the playground has the potential to be utilised at any time of the year.

3.13 Winter opening of Splash Planet was last trialed in 2005/6. This trial of partial opening offered visitors access to use the Mini Golf course, Fantasyland Express, Tiny Town and a café offering every day 10am - 3pm. The trial was not continued and while documentation is limited as to the reason why, anecdotally it appears it was due to poor visitation and associated lack of revenue.

3.14 Since the trial 20 years ago significant investment has been made, attractions have changed and there is an increased demand from the community for low-cost recreation opportunities, particularly for families with small children. The Splash Planet playground would provide an attractive recreation offering to families for several reasons, including that it is fully fenced, there is good parking, a flying fox, and features not available in other HDC parks, such as a café, mini golf, and Tiny Town.

## 4.0 Discussion – *Te Matapakitanga*

4.1 In attempting to identify where efficiencies could be found the main opportunity presented is in periods where income is at its lowest against the operating costs. Staffing costs have the ability to

vary with the levels of visitation, however, this ability does not entirely mitigate the reduction in income on the lower visitation days.

- 4.2 It has been identified that, on weekdays during the first 4 weeks of operating, costs usually run higher than revenue. Moving to a weekend only operation during this period is expected to improve financial performance by circa \$75,000. This modelling is based on 70% of custom being retained through attendance on alternative days when the park is open.
- 4.3 Within the proposed amended opening (4, 8, 4) there is provision in the first full week for school bookings 'school's week'. This will involve running an earlier day (9:30am to 5:30pm) to cater for the school day. Historically, this week has the highest volume of school bookings. However, capacity remains to compress bookings from the prior weeks (that are proposed to move to weekend only opening), into the one week to provide improved financial performance.
- 4.4 If demand exists for a mid-week date earlier than the proposed 'school's week' officers could attempt to coordinate bookings towards a single day to make opening the park viable. This will be reliant on staffing availability and the booking requestor's flexibility.
- 4.5 Performance in March has been sporadic over the last few seasons. There could be merit in remaining open after the 4 weeks of weekend only operations at the end of the season. It is considered best practice to assess in early February if further weeks of full opening at weekends into March would be beneficial based on seasonal performance to date, staffing constraints and the weather forecast.
- 4.6 Splash Planet's current opening times are 9:30am to 5:30pm. Through multiple feedback channels there is record of a desire for later opening of the park. There are significant operational challenges to running longer than 8 hour days due to staffing costs and required headcounts, not to mention to associated increased costs.
- 4.7 Sales data suggests that a longer day will not yield high additional ticket sales with 70% of transaction being made within the first 3 hours of opening, currently. This indicates that most visitors plan to come to the park for a full day. It could be that a longer and later day may increase the period in which visitors arrive at the park, the only evidence to suggest this would be the case would be anecdotal through customer feedback forums.
- 4.8 With low operational confidence regarding the feasibility of a longer operating day customer feedback was sought to see if varied opening times, sticking to the 8 hours of operation, to cater for a later finish would be preferred through a public survey. A 10am to 6pm day was clearly the preferred option versus the current 9:30am to 5:30pm or even a later time of 11am to 7pm. It should be acknowledged that within the survey comments there was still a strong sentiment towards longer opening times.
- 4.9 The target market for the 'Destination Playground' is young families, which aligns with demographic data obtained through the Eftpos transaction data study referenced (3.3). It is believed the following opening structure would meet this target market, have the greatest chance of success and requires minimal investment.

#### Opening hours

Weekends only, 9am – 4pm

During Splash Planet off-season

#### Available Attractions

- Tiny Town, Jungle Adventures Playground, Scented Garden (\$2 per head [refunded if also playing mini golf]), 5 years and under - free entry.
- Fantasy Land Express, Merry-Go-Round, and Jungle Jeeps (Token system, 3 tokens for \$10).
- Wonderland Mini Golf (\$10 adults, \$5 children, under 5s free, unlimited play).
- All inclusive ride passes could also be made available at \$20 (including 1 game of mini golf).

- Application of the Hawke's Bay Resident's membership that enable discounted tickets for locals in the summer (\$30 per annum) to extend to this offering – No fee for entry to Tiny Town, Jungle Adventures Playground, Scented Garden and the all-inclusive ride pass reduced to \$15.
- Coffee Bean Café ('tuck-shop' style limited service).
- Bookable room
- Toilets

#### Excluded Attractions \*\*

- Indoor Pool
- Outdoor pools and slides
- Formula Fun Go Karts and Bumper Boats

\*\*The outdoor pools and slide are not heated and are not an attractive proposition in the colder months. Operation of these and other excluded attractions increase the operational logistics and costs and would require an entry fee. However, could be made available for exclusive bookings outside of public opening times during the summer full operation. Formula Fun Go Karts will be available for private booking years round should the recommendation be adopted.

4.10 Retaining the uniquely Splash Planet water-based attractions as a tourist offering during the summer months ensures that the Splash Planet season remains a unique experience that is not diluted throughout the year. In-season, this allows for:

- A higher price point to be charged.
- A variety in activities that widens the type of visitor that may consider visiting.
- A stronger, more appealing, marketing campaign.

4.11 The bookable room provides a larger space than the Tea Rooms and Mackersey Pavilion, and access to the outdoor play area and mini golf would be appealing. The room is currently used for training courses and is expected to be booked by community groups and for birthday parties.

4.12 During the Splash Planet 7-day a week operation, the playground would exclusively be used by Splash Planet and closed to the general public. This will retain the value of the Splash Planet offering and ensure visitor numbers can be managed within the site's capacity.

4.13 With a majority of outdoor attractions Splash Planet is highly impacted by the weather. Bad weather mitigation in both summer and winter will be a necessary part of managing operations. Partial or entire closure of facilities may be needed to maintain safety, protect equipment, as well as limit negative financial impacts.

4.14 If such impacts are resulting in a significant operational deficit a decision will be brought to council to consider costs of continued operations versus cessation of services as has been done in previous years.

## **5.0 Financials – Te Matapakitanga**

5.1 4, 8, 4 Operation - Financial impact

5.1.1 When moving to a 4, 8, 4 season the key consideration is retaining group bookings that have historically frequented in the period that is proposed to change to a weekend only operation by moving them into the first full week of opening. This does carry some risk which has been considered in the modelling.

5.1.2 The modelling incorporates a 30% loss of bookings from the period and has taken a middle ground from the last 2 seasons.

(Fig.1 – Impacts of a 4 ,8, 4 model versus 2023/24 Season)

	Pessimistic	Realistic	Optimistic
Visitors FY 2023/24	11,000	11,000	11,000
Visitor loss	35%	30%	25%
Lost Visitors	3,850	3,300	2,750
Lost Revenue	(134,750)	(115,500)	(96,250)
Labour Cost Savings	194,000	194,000	194,000
Net Position - Favourable	59,250	78,500	97,750

(Fig.2 – Impacts of a 4 ,8, 4 model versus 2024/25 Season)

	Pessimistic	Realistic	Optimistic
Visitors FY 2024/5	12,000	12,000	12,000
Visitor loss	35%	30%	25%
Lost Visitors	4,200	3,600	3,000
Lost Revenue	(147,000)	(126,000)	(105,000)
Labour Cost Savings	194,000	194,000	194,000
Net Position - Favourable	47,000	68,000	89,000

## 5.2 Playground opening weekends only

5.2.1 The destination playground opening weekends only was evaluated based on a low, medium and high visitation for the weekend opening with our recommendation based around the medium visitation.

5.2.2 Activities revenue is based on 35 visitors per day. This is an estimated average where numbers are expected to be highly variable due to weather impacts.

(Fig. 3 Destination playground financials)

	Low (25 visitors per day)	Medium (35 visitors per day)	High (45 visitors per day)
<b>Financial Impact</b>			
Revenue	29,260	45,680	62,150
Activities Revenue	15,130	25,880	36,680
F&B/ retail Sales	14,130	19,800	25,470
Expenses	(67,233)	(75,228)	(83,222)
Employee Cost	(36,608)	(36,608)	(36,608)
Cost of goods sold	(9,420)	(13,200)	(16,980)
Other	(21,205)	(25,420)	(29,634)
Operational Surplus/(Shortfall)	(37,973)	(29,548)	(21,072)
Depreciation	(500)	(500)	(500)
Interest	(206)	(206)	(206)
<b>Surplus / (Deficit)</b>	<b>(38,680)</b>	<b>(30,254)</b>	<b>(21,778)</b>



\*\*The introduction of an all-inclusive pass to this proposal is reactive to feedback provided through the survey (3.7). These financial workings do not include this option. However, this alternative method of purchase is not considered to have a significant altering impact on the modelling.

## 6.0 Options – Ngā Kōwhiringa

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

### 6.1 Reduce the summer seasonal operating days and introduce the weekend only 'destination playground' offering outside of the summer months.

#### Advantages

- Maximises the use of a community asset that is normally dormant/inaccessible for up to 8 months of the year.
- This option increases the days the park is available to the public to 143 days from the current 97 days (71 days of full operations during summer and 72 days of partial opening for the destination playground during winter).
- Modelling suggests a reduction in funding requirement of approximately \$40,000 through this alternative model.
- Is reactive to common feedback from community and Splash Planet visitors.
- Adds value to the family tourism offering in Hastings and wider Hawke's Bay all year round.
- Complements events such as sports camps and competitions that attract visitors to the region throughout the year.
- Provides an affordable, family-friendly recreation opportunity for ratepayers and visitors.
- The recent improvements made to the park can be appreciated and enjoyed by a wider range of ratepayers and their visitors.
- Contributes to the increasing awareness of the value of 'play' for all ages.
- Promotes physical activity opportunities that contribute to human and social capital.
- Provides a year-round disability and inclusion-friendly play option.
- Responds to the third highest activity behaviour for the Hastings District community, "Playing Games", as well as "Playing" and "Playing on Playground" which both feature in the top 10 activities.
- Contributes to Ka hao te Rangatahi, Hastings Youth Strategy by providing an additional "safe youth friendly space that can be accessed and used by young people" year-round.
- Contributes to the Hastings District Multicultural Strategy by providing a Council facility and "activities that are easily accessible by all".
- Ability to retain a larger team year-round, providing a more experienced team going into peak season.
- Some kitchen and plant machinery would benefit from running continuously, or more regularly, creating less repairs and lower workloads when gearing up for peak season.
- It could be argued that a focus on efficiencies during closure periods has led to a decline in park presentation in areas such as grounds maintenance. Continuous opening of the park has potential to improve standards through the need to maintain appearance throughout the year.

#### Disadvantages

- Reduces opening days during the summer season
- Will need extensive marketing and communication to ensure awareness and drive visitation.

- Potential reduction in the appeal of Splash Planet summer employment opportunity due to less days in this period.
- The reduction at the start of the season will limit options for the larger school bookings that frequent Splash Planet late November and early December.
- Operations outside of the summer months will likely have a higher variability due to bad weather impacts.
- Not all facilities can be made available due the operational costs or viability to run them during the colder months.
- Will likely be a funded activity rather than a profitable opportunity in isolation.
- Additional work to maintain equipment and appearance of the park.
- Some small developments required to facilitate the proposal (gates and fencing). This has been factored into the modelling.
- Although, there is common feedback requesting that the park be made more available year-round, some community members may see this as an unnecessary cost.

#### Option Two – Status Quo - Te Kōwhiringa Tuarua – Te Āhuetanga o nāiane

##### 6.2 Maintain the current operating season.

###### Advantages

- Provides operational continuity for staff.
- Will not require any communication to educate changes to customer behaviour.
- Provides a higher volume of 'full access days'.
- Provides more options for the group bookings who attend late November to early December.
- Higher appeal as a seasonal employment opportunity.
- Aligns with current budgetary provision.

###### Disadvantages

- Provides fewer days that public can access Splash Planet when including partial opening days.
- Does not address the high volumes of feedback regarding making the park available outside of the summer.
- Carries a higher risk around staffing availability due to clashes with periods of the academic calendar.
- Continued operational challenges with regards to closing down and opening the park seasonally.
- Limits access to the summer higher pricing period where rates are less affordable versus the proposed "destination playground" fees.
- Does not support development of event and private booking opportunities in the off season.

#### Option 3 - Te Kōwhiringa Tuatoru

##### 6.3 Reduce the summer seasonal operating days without introducing the weekend only 'Destination Playground' offering.

###### Advantages

- Provides the highest potential reduction in funding requirement.
- Retains operations through the peak period to maximise the economic impacts through tourism.
- Mitigates risk in periods where staffing challenges occur due to simultaneous running with the academic year.
- Reduces run time, potentially extending equipment life.

#### Disadvantages

- Provides the lowest number of days that public can access the park.
- Does not address the high volumes of feedback regarding making the park available outside of the summer.
- Could result in reputational damage to council through media and public perception of reducing services due to poor management and governance.
- Significantly reduces the number of days that Splash Planet is accessible, particularly, in a period with higher visitation from locals.
- Facilities remain dormant for longer periods potentially resulting higher maintenance or operational requirement in preparation for opening.
- Limits the opportunity to diversify and introduce new and alternative uses of Splash Planet.

## 7.0 Next steps – *Te Anga Whakamua*

- 7.1 The proposed alternative operations, if endorsed, will be trialled starting from the 2025/26 season (proposed opening day 15<sup>th</sup> November 2025).
- 7.2 Following the summer season operations will move to the reduced 'Destination Playground' offering from March to mid-November 2026.
- 7.3 It is recommended that the success of the alternative operation be assessed alongside the long term future of Splash Planet in the planning stages for the LTP27.
- 7.4 Measures of success will include financial performance, customer satisfaction and visitation levels. These will be recorded through site accounts, the Envibe leisure management software, and satisfaction surveys circulated at the end of the summer and winter opening periods.

### Attachments:

There are no attachments for this report.

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## Summary of Considerations - *He Whakarāpopoto Whakaarohanga*

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### Fit with purpose of Local Government - *E noho hāngai pū ai ki te Rangatōpū-ā-Rohe*

The Council is required to give effect to the purpose of local government as set out in section 10 of the Local Government Act 2002. That purpose is to enable democratic local decision-making and action by

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(and on behalf of) communities, and to promote the social, economic, environmental, and cultural wellbeing of communities in the present and for the future.

[Link to the Council's Community Outcomes – Ngā Hononga ki Ngā Putanga ā-Hāpori](#)

This proposal promotes the social and economic wellbeing of communities in the present and for the future through local infrastructure that provides places and spaces for recreation and infrastructure supporting economic growth. Also, delivering local public services that foster recreational participation and support the Hastings District as an appealing visitor destination.

### **Māori Impact Statement - Te Tauākī Kaupapa Māori**

The recommendation in this paper would have favourable impact for Māori through increasing options for whānau to access facilities year round, particularly for those residing in the immediate vicinity of Splash Planet, which has a high Māori population.

### **Sustainability - Te Toitūtanga**

The indoor pools at Splash Planet are heated via a natural gas system. Winter operation of the pools would require an increase in energy to maintain the pools to acceptable bathing temperatures increasing carbon emission produced by the plant significantly. This, in addition to the associated costs, is a contributing factor to excluding the pools from the proposed out of summer operations.

### **Financial considerations - Ngā Whakaarohanga Ahumoni**

The changes to operations detailed in this paper are modelled to provide a small operational saving versus the status quo. It is considered best to monitor the performance of these changes and update financial plans in line with the LTP 27 schedule and not make any changes to the budget at this point.

### **Significance and Engagement - Te Hiranga me te Tūhonotanga**

This decision/report has been assessed under the Council's Significance and Engagement Policy as being of low significance.

### **Consultation – internal and/or external - Whakawhiti Whakaaro-ā-roto / ā-waho**

A public survey has been made available for public to contribute towards the options presented in this paper. The survey was sent to customers of the previous season who registered their details and made available through council social media platforms. Council run facilities displayed posters to advertise the survey also.

### **Risks**

REWARD – Te Utu	RISK – Te Tūraru
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<p>The key benefits of the proposals in this report are:</p> <ul style="list-style-type: none"> <li>- Increasing access to a community asset that provides high value recreation experience for the public.</li> <li>- Providing operating efficiencies during summer operations.</li> <li>- Providing an opportunity to diversify, develop and grow new services for the public.</li> </ul>	<p>The significant risks or threats of the proposals are:</p> <ul style="list-style-type: none"> <li>- Financial, through a larger than expected loss of visitation through the reduction to summer opening.</li> <li>- Reputational through negative perception of the reduction of full operations during the summer.</li> <li>- Reputational through negative perception of the expenditure attributed to non-essential services.</li> <li>- Disruption to service delivery through bad weather causing loss of income.</li> </ul>
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### **Rural Community Board – Te Poari Tuawhenua-ā-Hapori**

There are no implications for the Rural Community Board.



Thursday, 26 June 2025

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

*Te Rārangi Take*

# Report to Council

*Nā:*  
**From: Louise Stettner, Manager, Democracy & Governance Services**

*Te Take:*  
**Subject: Requests Received Under The Local Government Official Information and Meetings Act 1987 (LGOIMA) Update**

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

- 1.1 The purpose of this Report is to inform Council of the number of requests under the Local Government Official Information and Meetings Act 1987 (LGOIMA) received from 21 April 2025 to 1 June 2025 and the status of those requests as at 9 June 2025.
- 1.2 This issue arises from the provision of accurate reporting of information to enable effective governance.
- 1.3 This is an administrative report to ensure that Council is aware of the number and types of information requests received and to provide assurance the Council is meeting its legislative obligations in relation to the LGOIMA.
- 1.4 This Report concludes by recommending that the LGOIMA requests (as in **Attachment 1**) be noted.

## 2.0 Recommendations - *Ngā Tūtohunga*

- A) That Council receive the report titled Requests Received Under The Local Government Official Information and Meetings Act 1987 (LGOIMA) Update dated 26 June 2025.
- B) That the LGOIMA requests received from 21 April 2025 to 1 June 2025, as set out in **Attachment 1** of the Report be noted.

## Attachments:

- 1 [↓](#) LGOIMA Report for Council Meeting 26 June 2025      IRB-2-6-10-25-0271

Local Government Official Information and Meetings Act 1987

LGOIMA – Reporting Period – 21 April – 1 June 2025 @ 9 June

	Requests Received	Responses to requests	Responses with information fully released	Responses with information partially withheld	Responses with information fully withheld or declined	Average number of working days to respond	Complaint to Ombudsman
	23	18	17	0	1	6	1
Completed	18						
Outstanding	5						
Month	From	Subject					
From 21 April	Glynis Moleta	HDC financial position					
	David Renouf	Hastings Library development plans					
	Timothy Steedman	BCA non-technical FTE numbers					
	Vivien Taylor	Mangarau and Herehere Streams					
	John Bennett	Dog control correspondence					
	Paul Drake	CoP Subdivision guidance 2005					
	Erica Tebbutt, HAIL Magazine Charitable Trust	Number and placement of mobility parking spaces					
	David Baker	Mayoral and CE expenses					
May	Bernardette Hamlin	Plan Change 6					
	Emma Tuck	RMA20240415					
	Irina Vanags, MBIE	29 Holland Lane, Haumoana					
	Paul Garland, 360 Realty Ltd	Rental properties					
	Alexis Sutherland, Victoria Uni	Red stickered properties					
	Morris Lazootin	Tangoio estuary outlet		Declined			
	Don Paterson	Fluoride costs and supply					
	Corey Solomon	Farndon Road wastewater pipeline					
	Rebecca van Rooven, Cape Physio	405 King Street plans					
	Rachael and Graeme Smith	Vol. Buy-out of 627 St Highway 5, Eskdale					
	David Renouf	Libraries and Civic Square					
	Tom Belford, BayBuzz	Glyphosate usage					
	Linda Hall, NZME	Lamborn property complaints					
	Bevan O'Connor	Takitimu Ward information					
	Ombudsman	McFlynn Surveying request from 1 May 2024					







# HASTINGS DISTRICT COUNCIL

## COUNCIL MEETING

THURSDAY, 26 JUNE 2025

Item 14

### RECOMMENDATION TO EXCLUDE THE PUBLIC

#### SECTION 48, LOCAL GOVERNMENT OFFICIAL INFORMATION AND MEETINGS ACT 1987

THAT the public now be excluded from the following part of the meeting, namely:

#### 15 Ōhiti Land Transfer to Hawkes's Bay Regional Council

The general subject of the matter to be considered while the public is excluded, the reason for passing this Resolution in relation to the matter and the specific grounds under Section 48 (1) of the Local Government Official Information and Meetings Act 1987 for the passing of this Resolution is as follows:

<i>GENERAL SUBJECT OF EACH MATTER TO BE CONSIDERED</i>	<i>REASON FOR PASSING THIS RESOLUTION IN RELATION TO EACH MATTER, AND PARTICULAR INTERESTS PROTECTED</i>	<i>GROUND(S) UNDER SECTION 48(1) FOR THE PASSING OF EACH RESOLUTION</i>
15 Ōhiti Land Transfer to Hawkes's Bay Regional Council	<b>Section 7 (2) (h)</b> The withholding of the information is necessary to enable the local authority to carry out, without prejudice or disadvantage, commercial activities. <b>Section 7 (2) (i)</b> The withholding of the information is necessary to enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations). Commercially sensitive and to protect Council's negotiation position..	<b>Section 48(1)(a)(i)</b> Where the Local Authority is named or specified in the First Schedule to this Act under Section 6 or 7 (except Section 7(2)(f)(i)) of this Act.