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PROSPEROUS NAPIER COMMITTEE

Open Attachments (Under separate cover 1)

Meeting Date: Thursday 21 August 2025

Time: 9.30am

Venue: Large Exhibition Hall

War Memorial Centre

Marine Parade

Napier

TABLE OF CONTENTS

Item 2 Health and Safety by Design and Te Kete - The Civic

Precinct

Attachment 1 Safety in Design and Te Kete Operating Model (Doc Id 1870255) 2

Item 3 Results of the 2024/25 Resident Survey

Contents

	1.	1. Opening Statement .				
	2.	2. Purpose of this Report				
	3.	3. Background				
	3	.1.	Project Scope	3		
	3	.2.	Central Library	4		
	3	.3.	NCC Customer Service Centre	2		
	4.	Ove	rview	5		
	5.	Wha	at is an Operating Model	5		
	6.	Hea	lth & Safety by Design	5		
	6	.1.	CPTED	6		
	6	.2.	Road Safety Review	8		
	6	.3.	Hostile Vehicle Threats	9		
	7.	Te A	Aka library and community building	9		
	7	.1.	Building Design	ç		
	7	.2.	Fit Out	11		
	7	.3.	Urban Realm	11		
	8.	Ope	erating Model	11		
	8	.1.	Te Aka	12		
	8	.2.	Passive Surveillance	12		
	8	.3.	Council Services	12		
	8	.4.	Policies to Support the Operating Model	12		
	9.	Risk	Registers	13		
	10.	Nex	t Steps	13		
	App	endi	c One: Operating Model Diagram Examples	14		
	App	endi	x Two: CPTED Assessments by Boffa Miskell	16		
	App	endi	x Three: Hostile Vehicle Threat – Boffa Miskell	38		
Appendix Four: Te Aka Precinct Road Safety Review - Stantec						

1. Opening Statement

The Civic Precinct project will now be known as *Te Kete*, being the name and accompanying cultural narrative gifted to the project by Mana Whenua.

2. Purpose of this Report

This report requests the Audit and Risk Committee's endorsement of NCC beginning a new piece of work for the Te Kete project – the preparation of an Operating Model.

The Operating Model will guide the set-up and operation of the public facing activities across the Te Kete site. Of significance, it will continue the principle of 'health and safety by design' from the design phase of Te Kete into how the buildings and spaces are used and managed.

Te Kete will consist of new public buildings that have been designed for contemporary and flexible use. The buildings are designed to be open and welcoming to all and to work in the round, recognising the whole site as a location that people will move through in all directions.

NCC's public facing activities located in Te Kete¹ also need to operate in a contemporary, flexible and open way, in sync with the new buildings design.

For some NCC teams this will require a change from how they currently operate. It is understood that some teams have raised safety concerns regarding the open and flexible spaces that staff and visitors will share. This paper presents the significant work undertaken by the project team todate to ensure health and safety for staff and visitors is paramount in the design of Te Kete.

Many aspects of 'health and safety by design' were considered and incorporated into the design of the buildings and public spaces in Te Kete. These design decisions were made to reduce the potential for negative impacts on Te Kete staff and customer safety, including their perceptions of safety.

Now work needs to continue the 'health and safety by design' priority into the operations of Te Kete, via the creation of an Operating Model. It is recommended that the Operating Model is developed by the newly created Transition Manager role, in partnership with the public-facing activity managers from Te Kete, such as the library, governance, customer services and Napier Assist managers².

3. Background

3.1. Project Scope

NCC's Te Kete project consists of the development of *Te Aka*, a new library and community facility building, *Piripono*, new Council Chambers, *Maranga*, a redeveloped tower building for NCC staff accommodation and the redevelopment of the surrounding urban realm.

The project is guided by five principles that were established in the 2018 NCC Library Strategy. These include:

Space for All

We have a diverse community with differing needs and expectations. People want areas where they feel welcome and safe.

¹ Such as the library, community spaces, toi ora studios, customer service, council chambers and more

² Also with potential input from an external expert, such as Sue Sutherland who has provided previous input to the purpose of Te Aka and corresponding design

Accessible, adaptable and appropriate multi-purpose areas fit for today and the future. Spaces to encourage a safe and welcoming environment.

The Te Kete development will bring significant investment to a part of Napier's central city that has been under invested in recent years. The project will result in a high-quality development of buildings and public space that will lift the overall environment and activity of the area. It will attract people to the area, providing activation and surveillance that will help resolve or reduce current safety concerns (including the perception of safety).

Detailed design of the project's buildings and spaces is complete, as is procurement of the main contractor. Construction of the development started on 23 June 2025.

An extract from Te Aka's design brief demonstrates the design ethos of the new building:

Welcome / Showcase – there is 'no wrong door' to the facility. This area will host and welcome, enabling powhiri, and be used for formal and informal occasions. Containing a map of Ahuriri that is permanently on display, it is a space that speaks to the place (whenua) and its history, re-revealing the significance of the site.

3.2. Central Library

Napier's central library was previously located in the tower building on the Te Kete site. This building was closed in 2017 due to earthquake-prone building risks. The library was relocated to NCC's MTG building on Herschell Street, as a temporary location until a new permanent home was found.

The temporary library is housed in four rooms on the ground floor of the MTG building. This space has proven to be inadequate for both library users and staff. The layout of the space is essentially a cul-de-sac, with a single access route from the library entrance through one room to another, finishing at a dead-end. This layout has led to health and safety concerns for both library customers and staff and has influenced how the library service operates.

The experience from the design of the library's temporary home has informed the design of the Te Aka building and the whole Te Kete site, so to avoid recreating similar issues. Decisions taken within the design are intended to enable library staff to deliver a contemporary community facility and the many services within it, in a modern and purpose-built building and surrounds.

3.3. NCC Customer Service Centre

Post Covid, the NCC Customer Services Team noted a significant change in customer behaviour with staff members beginning to feel more unsafe as people became angry and unhappy with the restrictions that Covid brought to society.

The layout of the desks at that time did not easily allow Customer Service staff to safely exit into the call center behind the customer service front of house. It was easy for customers to go behind the desks and for staff to feel trapped and the team were instructed to relocate to a lockable meeting room in the event of an aggressive and/or violent customer. This behaviour continued and a decision was made in 2022 to reconfigure the front counter in the customer service center in Dunvegan House.

The new set up has a single long customer service bench with a full height screen. The space has a secure door to prevent access from aggressive or violent customers and staff can move easily to the call center if they feel threatened.

The preparation of an operating model for Te Kete has significant opportunities to further avoid, reduce and manage operational health and safety risks for the Customer Services Team and all visitors.

4. Overview

This report presents the purpose of an operating model and three key components of managing the health and safety of all people working in, visiting and using Te Kete:

- Health & Safety by Design work undertaken in the project's design phase to identify
 potential risks to health and safety and their mitigation via subsequent design decisions
- Te Aka Design design decisions made to mitigate risks, and perception of risks, to health and safety of library customers and staff
- Operating Model health and safety aspects that the Operating Model must consider and manage

Many of the design decisions and work described in this report needs to be further cemented into the future of Te Kete via incorporation in the Operating Model document. It is intended that this work will be led by NCC's Transition Manager, in the Strategic Projects Team, working closely with the managers of NCC teams who will have a public-facing role in Te Kete.

5. What is an Operating Model

"An operating model is a framework that defines how an organization operates to deliver value to its customers and stakeholders. It encompasses the structure, processes and systems used to implement strategy and achieve goals.it serves as a blueprint for day-to-day operations, illustrating how value is created and delivered. Additionally, it can be visualised through charts and graphics to show the organization's operational dynamics."

Appendix One provides examples of diagrams summarising the information that Operating Models typically contain.

An operating model takes an organisation's strategy (<u>why</u> it does what it does) and details <u>what</u> the organisation does in order to achieve this (and <u>how</u>).⁴ This highlights the importance of creating an operating model for Te Kete at this point in time.

The operating model will start from the Te Kete project's purpose, scope and vision for Te Kete as a contemporary community precinct. It will then define the new ways of working and partnering that need to occur in Te Kete. This will establish how the operation of public-facing activity in Te Kete contributes to achieving the vision for this significant investment in Napier's future.

Without an operating model for Te Kete, NCC and Elected Members hold a significant reputational risk if the opportunity and potential of the new buildings and spaces are not realized.

6. Health & Safety by Design

In the absence of specific standards to guide the design and operation of civic buildings and associated public spaces (beyond the requirements of the New Zealand Building Code), the NCC

³ From Microsoft Copilot using five sources: gartner.com; Wikipedia.org; bakkah.com; tability.io; and indeed.com

⁴ What Is an Operating Model? (And What To Include in One) | Indeed.com

project team chose to prioritise a precinct-wide view of health and safety. This led to 'health and safety by design' being central to the work of the project's lead architects and designers, Athfield Architects Ltd and Boffa Miskell Ltd.

The design team undertook thorough site analysis and stakeholder engagement to identify existing safety risks on and around the site and in the proposed buildings and public space.

NCC's project team also commissioned several assessments of the site and surrounds and of the proposed design – Crime Prevention Through Environmental Design (CPTED), traffic safety and the potential of threats from hostile vehicles. A summary of these assessments are presented below:

6.1. CPTED

CPTED describes the use of specific principles in the design and construction of buildings and public spaces to avoid creating physical conditions that encourage crime and anti-social behaviour. Importantly, successful use of the CPTED principles also reduces the perception of risks to safety for people using the buildings and spaces.

Boffa Miskell Ltd undertook a CPTED review of both the project site and the development's proposed design. The following aspects informed the CPTED assessment:

- Familiarisation with the project and site
- · Daytime and night-time site visits
- Meetings with key staff from Napier City Council relevant to CPTED
- Design team meetings to discuss the project (including working collaboratively with the design team to reach design-lead solutions)
- Review of the Concept Design Package
- Review of Police Intelligence Data available on the New Zealand Police website

From a CPTED perspective, activation is one of the most powerful strategies in creating a safe environment. Activation describes how the activity of people in a building or public space can provide increased safety to other people in that same or an adjacent building or space. This is due to when someone has an awareness of other people being nearby it typically moderates people's own behaviour. This results in less antisocial activity than may otherwise occur. Equally, knowing other people are nearby can help increase a sense of safety due to the ability to call for help if ever needed.

Activation is a fundamental principle of health and safety in design used within the design of Te Kete

Boffa Miskell's CPTED review covered two aspects:

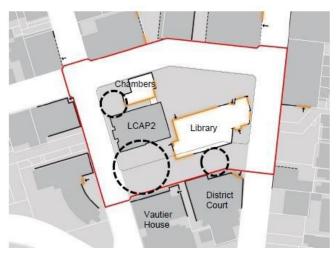
- 1. Safety concerns present in the existing site and surrounds, that require consideration and resolution through the design of the new development
- 2. Features of the proposed design that will positively contribute to a safe environment in the buildings, site and surrounds

The CPTED review considered all buildings and public spaces in the precinct, so to ensure they work well together when considering the presence of different user groups, activities occurring at different times of day and night and any potential 'forgotten about' spaces that may encourage anti-social behaviour. In doing so, the review also considered how buildings and spaces in Te Kete interact with those outside of the site.

The CPTED review identified the following locations and elements of concern, which were then resolved or mitigated in the development's design response as described below:

Southern Laneway and Carpark; alleyway between Te Aka and Maranga buildings; and Council Chambers

These three locations were identified as areas of potential risk to people's safety, primarily because of a lack of lighting and night-time activation. Mitigations for this are outlined in a following section on lighting.



Gaps in activation, where CPTED risks could be heightened (Boffa Miskell CPTED memo Dec. 2023)

Vautier House and District Court Alleyway

The CPTED assessment identified the alleyway as a "high CPTED risk, with clear evidence of drug use, antisocial behaviour, rough sleeping and a high risk of entrapment."⁵

A re-development of Vautier House (by Wallace Development) is well underway with the building now occupied by new tenants. The District Court Alleyway is also being used again, providing car parking for the occupants of Vautier House. With the building now being occupied, this area is less attractive to rough sleepers and anti-social behaviour.

Bus Stops

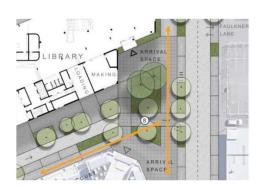
The CPTED analysis considered the location, design and use of the bus shelter located at the front of the Civic Precinct on Dalton Street and the associated safety of bus users and passing pedestrians. The CPTED assessment noted that bus shelters can often be a place for loitering and antisocial behaviour.

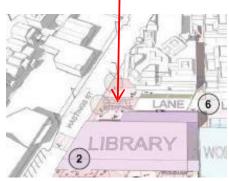
Activity on the ground floor of Maranga will provide passive surveillance over the new bus stop location as well as the Chambers courtyard.

Court Interface

The interface between the District Court building on Hastings Street and Te Kete represents possible CPTED issues due to multiple groups of people, potentially with high emotions, using this space while waiting for access to the court building. Design of the Te Kete buildings and site took this into consideration and provides a clear waiting area for those visiting the courthouse, located sufficiently away from the entrance to the Southern Laneway. This also creates an open access point to Te Aka in this location.

⁵ Boffa Miskell Te Aka CPTED Review – Receiving Environment and Concept Design Review Memo, 1 December 2023





Left – landscape plan with key movement areas to remain clear (Boffa Miskell, December 2023).

Right - excerpt from Civic Precinct diagram in 21-22 Station St Facility – Stage 1 Design Report – Design Brief. (Jon Rennie (Athfield Architects Ltd) and Darran Gillies (NCC))

Lighting

Safety in Design recognises that managing potential risks to health and safety (and the perception of) requires consideration of a full 24-hour scenario. Therefore, the role of lighting on a site and in a building is an important element to consider. Lighting advice received from Boffa Miskell as part of its CPTED review proposed a lighting strategy that tailors different lighting responses to different areas of the precinct based on how they are intended to be used in hours of darkness.

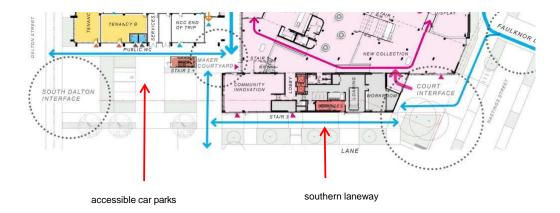
- Bright lights for areas where people are encouraged to move through, rather than dwell in, such as next to the Court and along the Southern Laneway
- Low light in areas such as Te Aka public realm and the Chambers courtyard, so people
 can see if other people are in the space but without encouraging it to be used as a
 thoroughfare
- No lighting in areas such as the north/south pedestrian link, which people are discouraged to use when the buildings are not in use

Boffa Miskell's CPTED assessment reports are provided in Appendix Two.

6.2. Road Safety Review

A traffic safety review was undertaken by Stantec to identify potential safety concerns from vehicles accessing and using the Civic Precinct's southern laneway. This review primarily considered potential risks to pedestrians. The review examined pedestrian crossings, pedestrian movements, visibility between pedestrians and vehicles at crossings and vehicle movements into the precinct via the Southern Laneway.

The provision of accessible car parks at the southwest of the site (behind Maranga) was also considered, so to ensure sufficient visibility between drivers with restricted mobility and pedestrians walking through the site.



Excerpt from Concept Design Report Version 1 – Athfield Architects 16 May 2024

The analysis then informed the design of upgrades proposed for the streets surrounding the precinct and vehicle and pedestrian movement routes through the site, so to improve the safety of all users of Te Kete.

6.3. Hostile Vehicle Threats

The potential for hostile vehicles to create a threat to people using Te Kete was considered as part of the public realm design and further raised in Boffa Miskell's review. NCC's Transport Planner subsequently provided advice that while such a threat is an unlikely occurrence, the potential for such can be reduced by the use of retractable bollards at entrance points so to prevent or reduce unwelcome vehicles accessing the site.

It is anticipated that accidental events resulting from cars parked in or moving through the Civic Precinct site will be a more likely issue than hostile vehicle threats.

7. Te Aka library and community building

The position of the Te Aka building on the site and the design of the building's physical form, façade design, internal floor plan and servicing provisions will all impact the health and safety of the future building's users and staff.

The impact of design decisions on health and safety is central to the work undertaken by the Te Kete design consultants and project team. Details of key decisions made specifically in the design of the Te Aka building to promote positive health and safety for all are summarised below:

7.1. Building Design

The building is designed in accordance with a 'no wrong door' principle. Instead of a single entrance / exit, the building has three public entrances / exits. These will allow people to access the building from the northeast and southeast of the building adjacent to Hastings Street and from the northwest, adjacent to Maranga.

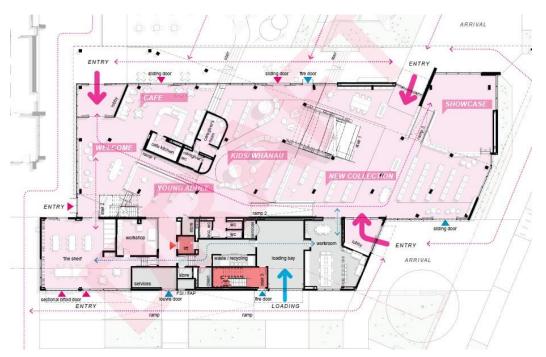
There is an additional entrance that provides access to the large ground floor Toi Ora space; this entrance may be closed when the Toi Ora space is not in use.

The 'no wrong door' principle means the Te Aka building will be open to people on all sides, distributing activity throughout the building and generating a sense of belonging and ownership in

all spaces. This will have a flow on effect of discouraging anti-social behaviour as all spaces are experienced as open and well used, reducing the ability to be there without being seen.

The building is designed to be welcoming, which is highly significant to its role as a civic building. Entrances are clearly articulated in the building design and are supported by high levels of permeability (visibility and access) through the building. In particular, the 'shop front' approach of the design of the building's ground floor encourages people to enter, explore and use the new community spaces. These design decisions seek to avoid people interpreting the building and its spaces as open to only certain people.

The spatial arrangement of activities on the ground floor will activate all sides of the building. The clustering of service areas, staff areas and circulation core along the southern edge of the building is logical and clearly articulated in the building's physical design.



Te Aka ground floor plan (Draft Aug. 2024, Athfield Architects Ltd)

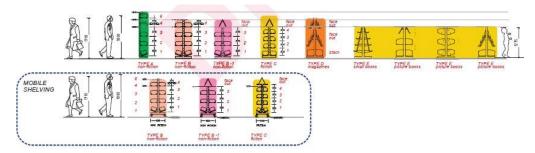
Large picture windows in the southern façade of the Te Aka building are generous and will enable a relationship between activities in the building and the street. These windows are important in the activation and safety of the public space surrounding Te Aka, particularly the space between Te Aka and the existing District Court building.



Southern elevation Te Aka – looking north, with Hastings Street on the right (Draft Aug. 2024, Athfield Architects Ltd)

7.2. Fit Out

The height of shelves within the library will enable views across the internal spaces, supporting passive surveillance and safety.



7.3. Urban Realm

The public space around Te Aka has been designed to connect people with one another. A series of outdoor rooms are proposed within the space, which will enable different people and activities to be there at the same time. Seating areas, a youth space and play areas for younger children will encourage people to pause and spend time here, increasing activity / activation and associated passive surveillance. The high-quality and logical public space design will facilitate instinctive wayfinding for people coming to Te Kete or passing through. The design of the public space will encourage people to walk through the area on their way through town, interacting with the variety of activities (passive and active) that will occur there.

The NCC staff office tower will house approximately 300 people, further contributing to activation and passive surveillance over the site and surrounds.

8. Operating Model

The 'health and safety by design' ethos that is central to the design of Te Kete must now continue into its Operating Model.

An Operating Model is needed to define how the Te Kete buildings and spaces are used, including policies for how different activities and different users will be catered for. The Operating Model will guide both NCC staff in how they use and manage the buildings, spaces and community groups and others who use, borrow or hire spaces within it.

The Operating Model also needs to guide how activities in Te Kete interact both across the site and with the surrounding streets, public spaces, neighbouring buildings and activity.

Preparation of the Operating Model will be led by NCC's newly created Te Kete Transition Manager role. This work will be done in partnership with the managers of NCC's public-facing activities based in Te Kete, such as Governance, Customer Services, Napier Assist / Āwhina Tāngata and Library Team. The Operating Model needs to be complete by mid-2027, six months before the scheduled completion of the Te Kete development in December 2027.

The Operating Model will not only build upon the site and building design but also build on work done to date that considers operational decisions for activities and services that occur in Te Kete, such as those described below:

8.1. Te Aka

- The design, use and staffing of Te Aka is intended to reflect the community it serves.
- The co-design process, where the design team worked with mana whenua, built a sense
 of community stewardship over the precinct, which helps to reduce safety concerns. The
 sense of local identity present in the building's design helps to create shared ownership,
 resulting in spaces people will be less likely to damage or disrespect.
- Napier and Taradale libraries currently act as destination libraries, which with their single
 use can leave them relatively isolated in terms of activation and passive surveillance. In
 contrast, Te Aka will cater for a wide range of activities and users, surrounded by public
 space that welcomes everyone.
- The design of both Te Aka and surrounding outdoor spaces will encourage community connection and oversight, offering improved safety for all.
- Innovation spaces within the Te Aka building will be used by community groups and for community events. Activity within these spaces and a shared sense of ownership by community groups and users will support positive feelings of safety and discourage antisocial behaviour.

8.2. Passive Surveillance

- One of the best ways to reduce the occurrence of anti-social behaviour from a CPTED perspective is to provide opportunities for passive surveillance between buildings and public space (including streets).
- The design of both the Civic Precinct and the Te Aka building specifically has been
 developed to encourage people to walk through the building and site. The Civic Precinct is
 intended to be a vibrant community space, surrounded and overlooked by people using
 the many buildings and streets surrounding it⁶.

8.3. Council Services

- NCC's Customer Service Team will be located on the ground floor of the redeveloped tower building (Maranga), in a highly accessible position for the public. This will generate foot traffic and movement through the precinct.
- There are two office spaces proposed in the southern side of the ground floor of the Maranga building, originally considered as possible income generating tenancies. One of these spaces will now house the Napier Assist / Āwhina Tāngata Team. This is where the team's patrols through the city will start from, making them highly visible in the precinct. This space is located close to Te Aka, enabling the Napier Assist team to support people in Te Aka if ever needed.
- There will also be a public café located in the precinct. The café will act as an informal
 meeting space and provide additional activity, vibrancy and passive surveillance out over
 the civic precinct. It will also invite people into the precinct, increasing patronage of the
 area.

8.4. Policies to Support the Operating Model

As part of the development of the Operating Model for Te Kete, the following policies should also be prepared. These will provide guidance and assurance to staff and visitors.

Building lockdown procedure

⁶ Including the Napier Courthouse, Dalton Street, Vautier House, Hawke's Bay Regional Council, Probation Service, NZ Police, Dundas House, Dunvegan Houses and Station Street.

- Evacuation in an emergency
- Use of confined spaces
- Protection of staff and Elected Members

Training for staff should cover both how to effectively work in and manage the open and flexible nature of Te Aka (and how to support the many activities it will contain and many users it will welcome), as well as how to implement the above policies if required.

The Operating Model should identify how regularly staff training will occur, to ensure the ethos of Te Aka remains and evolves positively over time.

9. Risk Registers

The following registers have been developed by the project team and are live documents which are reviewed and updated regularly. Responsibility for the registers currently sits with NCC's Strategic Programmes Manager.

- Safety in Design Register held jointly by NCC and the lead design consultants, recording risks identified during the design phase and how these are resolved or mitigated
- Risk Register records the project's operational risks that do not relate to the development's design
- Health & Safety Register this will record issues identified once the Te Kete buildings and spaces are operational

A summary of each register is discussed at the Te Kete Project Advisory Board's monthly meetings.

10. Next Steps

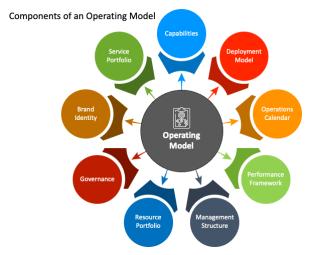
With the Audit and Risk Committee's endorsement, preparation of the Te Kete Operating Model will begin. Workshops will be held with relevant teams across NCC, including:

- Governance
- Customer Services
- Libraries
- Napier Assist
- Procurement (in regard to potential commercial tenants on the ground floor spaces in the Maranga building)

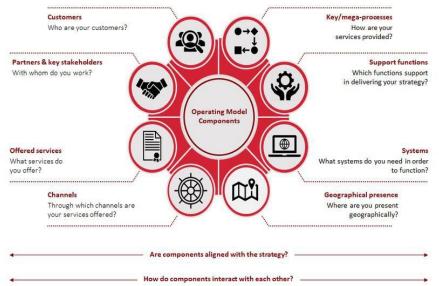
Equally, input to the Operating Model will be invited from partner groups, such as Ngā Toi and Creative Arts Napier, who may run activities in the Toi Ora and maker spaces or connect NCC with partners who will.

A draft Operating Model will be shared across NCC for feedback in approximately mid-2026. A final Operating Model will be signed off by ELT.

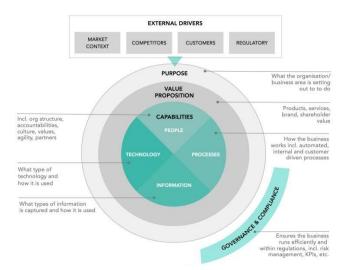
Appendix One: Operating Model Diagram Examples



Source: sketchbubble.com 250703



Source: paceconsulting.ae 250703



Source: mozaicmgt.com.au 250703



Source: fromhereon.com 250703



Source: design.udlvirtual.edu.pe 250703

Appendix Two: CPTED Assessments by Boffa Miskell Ltd – December 2023 and November 2024

				Boffa Miskell				
Memoran	dum							
Whangarei 35 Walton Street Whangarei 0110 +649 358 2526	Auckland PO Box 91250 Auckland 1142 +649 358 2526	Hamilton PO Box 1094 Hamilton 3240 +647 960 0006	Tauranga PO Box 13373 Tauranga 3141 +647 571 5511	Wellington PO Box 11340 Wellington 6142 +644 385 9315				
Nelson 51 Halifax Street Nelson 7010 +643 548 8551	Christchurch Level 1 141 Cambridge Terrace Christchurch 8013 PO Box 110 Christchurch 8140 +643 366 8891	Queenstown PO Box 1028 Queenstown 9348 +643 441 1670	Dunedin 49 Water Street Dunedin 9016 +643 470 0460					
Attention: Company:	Darran Gilles Napier City Council							
Date:	1 December 2023							
From:	Prepared by: Kylie Boivin: Senior Landscape Architect and CPTED Practitioner Reviewed by: Jane Rennie (Associate Partner, Urban Designer and CPTED Practitioner)							
Message Ref:	Te Aka CPTED Review Receiving Environment and Concept Design Review							
Project No:	BM200778B							

1. Introduction and Overview of the Project

Boffa Miskell has been engaged by Napier City Council to provide CPTED advice for the Concept and Preliminary design phases of the Te Aka project. This Memorandum focuses on the Concept Design stage and includes CPTED advice to guide the Preliminary Design and the preparation of a resource consent application. This is the first CPTED review for the project and identifies highlight 'key CPTED issues' along with the positive CPTED attributes of the design which are key in reducing CPTED risks.

Boffa Miskell will in due course prepare a CPTED assessment to accompany the resource consent application. The policy context and assessment matters relevant to CPTED are yet to be confirmed, and this will need to be fully understood prior to undertaking the assessment.

The Te Aka project (referred to as 'the Project') includes the design of a new Library, civic public realm, and council chambers. The existing council building (known as LCAP2 and which will be refurbished or replaced in the future) is also within the Site. The Project is situated where the old

(now demolished) Napier Library was sited, as pictured in *Figure 1* (the 'Project Site'⁷). The staging of this Project is yet to be determined, with the LCAP2 building likely to occur sometime after the completion of the Library, Council Chambers and Public Realm, as illustrated in *Figure 2*. For the purposes of this CPTED advice, it is assumed the LCAP2 remains unoccupied and 'as is'.

The overall objective of CPTED is to ensure that the Project within the receiving environment does not add to the security risk profile, and that the development addresses known CPTED risks. This includes not inadvertently creating CPTED conditions that are worse than the current situation, including crimes against people using or moving through the Site or nuisance crimes which include vandalism or graffiti of public property. This does not include traffic safety issues which are covered by others.





Figure 1: Landscape Concept Design, prepared by prepared by Boffa Miskell, October
Boffa Miskell, October 2023 2023

Figure 2: Staging Plan,

The following CPTED tasks have been completed in preparing this Memorandum:

- · Familiarisation with the Project and Site;
- · Daytime and night-time site visits;
- Meetings with key stakeholders from Napier City Council⁸ relevant to CPTED;
- Design team meetings to discuss the Project (including working collaboratively with the design team to reach design-lead solutions);
- · Review of the Concept Design Package; and
- Review of 'Police Intelligence Data' included on the New Zealand Police website.

2. Receiving Environment

⁷ The 'Red Line' indicated in **Figure 1** shows the extent of the concept design area, which has been considered 'the Site' for the purposes of this CPTED review. The extent of the Site will need to be clarified prior to the resource consent application being prepared.

⁸ Meeting on 22/11/2023 with; Alix Burke and Darran Gillies (PM for the project), Steph Kennard and Dan Hicks, Keelie Nye and Nicola Saunders (Napier Library). Note it has not been possible to meet with representatives of the District Court yet, however this is recommended.

From a CPTED perspective the 'receiving environment' refers to both the project Site and the surrounding context, including physical attributes and behavioural patterns. An assessment of the receiving environment is useful for identifying the perceived and actual safety of a site and understanding how these may be addressed through the design process.

The following summarizes the key CPTED findings to date for the receiving environment and this is also illustrated in the attached CPTED **Graphic Attachment** which should be read in conjunction with this Memorandum⁹. This background provides useful context and will assist with informing the preliminary design.

The Wider Context to the Project Site (beyond the red line)

- Crime Statistics Review of the crime statistics ¹⁰ reveals that the Site has low incidences of crime for an urban environment, and this is likely due to the Site being unused. The adjoining areas to the south and west, however have significant incidences of crime. This is largely due to theft associated with the big-box retail units. There is also a presence of serious crime including aggravated robbery, serious/common assaults, and sexual assault and this is thought to be associated with homelessness in the area.
- Environmental Quality The environmental quality drops significantly south of Dunvegan House. This is due to a lack of finer grain activation, less investment in the public realm, empty buildings, lower quality of built development and generally less vibrancy.
- Homelessness There is a significant homelessness issue in the wider Hawkes Bay.
 This has resulted in a significant presence of homeless sleeping along Marine Parade and on the Beach and spilling over into the area surrounding the Site. Unfortunately, this can be the source of antisocial behaviour and toileting across the City.
- Marine Parade The Parade includes several Motels which have been used as
 transitional housing, emergency housing and accommodation for people prior to going to
 Prison. This has resulted in antisocial / criminal activity around Marine Parade. In time,
 landowners are wanting to transition back to accommodation, however this will take time.
- Current Library (located north towards Tennison Street) The Library has seen a trend
 of increased hostile/aggressive behaviour towards staff (consistent with many Libraries
 throughout New Zealand). This is thought to be largely mental health and stress related,
 increasing significantly since Covid. Unsupervised minors often get dropped off to the
 library in lieu of childcare.
- Library staff There are risks to personal safety for Library / Council staff getting to and
 from work. There have been several incidences surrounding Council and Library facilities
 of staff being assaulted, followed back to cars and harassed. Most staff drive to the city
 and park their cars on street (often free parking) and walk from their vehicles.
- Clive Square The western side of Clive Square has a significant presence of homelessness and antisocial behaviour, exacerbated by the presence of the TAB and KFC.

⁹ Graphic Attachment Figure 2: Existing Site CPTED Safety Map.

¹⁰ New Zealand Police Victimization website for period October 2022 to September 2023.

- Public Toilets There are few public toilets in Napier City and the perception is that
 there are not enough toilets. Public toilets have considerable issues with vandalism and
 soiling, in addition to being locations where drugs are taken. These issues have led the
 Council to lock these facilities at night, which has disbursed the issue onto private
 properties elsewhere in the City.
- Civic Court and link to Dickens Street The Civic Court and associated building cutthrough has recently been upgraded by the property owner and this has had a positive
 environmental outcome for the area. This link is closed after 5pm, which is considered
 appropriate given the day-time nature of Emerson Street.
- Arcade link from Dickens Street to Emerson Street (Ocean Boulevard) This midblock arcade is an important link to the primary shopping area during the day. This is a location for antisocial behaviour and has only two tenancies occupied, creating a sense of isolation. This link is closed after 5pm, which is considered appropriate given the day-time nature of Emerson Street.

The Project Site (Within the Red Line)

- The Site has low environmental quality due to the demolished and unoccupied buildings.
 There is evidence of rough sleeping and soiling on the Site.
- The Napier District Court adjoins the Project Site and is often a gathering place for people waiting (or loitering) outside the Court. The nature of the activities within the Court are often gang-related or associated with domestic violence and family court matters. People involved in Court proceedings often spill over into the external spaces (and into the old library) and this can create an intimidating atmosphere for people on Hastings Street and moving through the area.
- We understand that Vautier House may be redeveloped into an office building with Te
 Whatu Ora as a potential tenant. This building and its immediate surroundings pose
 significant CPTED risks given its poor environmental quality, evidence of rough sleeping,
 drug use and antisocial behaviour. The alleyway between the District Court has significant
 CPTED risks relating to entrapment.
- The old Library (decommissioned in 2017 and now vacant) was a hot spot for a number of
 anti-social and criminal activities. These included men approaching young women,
 harassment, and antisocial behaviour, some of which is thought to be related to people
 visiting the Court. It also acted as a refuge (safe space) for families and vulnerable
 individuals to wait while Court was sitting/breaking. The vacant building is now a hot spot
 for antisocial behaviour and rough sleeping.
- The bus stops located on Dalton Street are a hot spot for antisocial behaviour and pose significant CPTED risks. This is due to the narrow footpath and the unoccupied Council Building, which together create a threatening environment.

Given the nature of the receiving environment, particularly in relation to the proximity to the District Court, and the vulnerable nature of some users and the public nature of the Court it is recommended that the design of the Te Aka building and surrounding landscape is designed to minimise CPTED risks.

3. CPTED Review

The following CPTED advice considers the National Guidelines for CPTED (2005) in relation to the Concept design packages prepared by Athfield Architects and Boffa Miskell and outlines the key issues and findings to date for the proposed 'Project'. These findings are also illustrated in the CPTED **Graphic Attachment**¹¹.

The following documents have been reviewed in identifying the key issues and findings:

- 23.04 Te Aka Concept Design For Pricing 8th September 2023, prepared by Athfield Architects Limited.
- 23.04 Te Aka Concept Design Report 28th September 2023, prepared by Athfield Architects Limited.
- Te Aka Landscape Concept Report October 2023, prepared by Boffa Miskell.

With CPTED being a design tool, it is important to focus on the 'right issues at the right time', and avoid delving into the detail too quickly, missing any fundamental high-level CPTED issue or opportunity. As such, this review is structured as follows:

- CPTED considerations which present risks at the current design stage and require consideration prior to lodgement of a resource consent;
- CPTED considerations to be addressed later in the design phase (Developed Design onwards); and
- 3. CPTED features which positively contribute to a safe environment.

3.1 CPTED Issues to Consider Prior to Resource Consent

3.1.1 High-level CPTED Considerations

Project Staging and Interdependencies

The masterplan for Te Aka was prepared in 2020. When the vision of the masterplan for Te Aka is fully realised, it is anticipated that this part of the City will become a key 'civic precinct' with a clustering of Local Government, community assets and (potentially) Government agencies. This development would see significant investment into a part of the City which has lacked investment in recent time. This Project, in partnership with some adjoining projects (including Vautier House and LCAP2) have the potential to be a catalyst for future development of the surrounding context, which is likely to reduce CPTED risks across the area.

The Project scope currently includes the Library Building, Council Chambers and surrounding public realm.

Outside of the project scope is the redevelopment of the existing Council Building (known as LCAP2). Vautier House, which shares the southern boundary with the Site and includes significant CPTED risks, is beginning refurbishment internally (with an unknown finish date). Currently Vautier House and LCAP2 are unoccupied, which presents CPTED risks due to the lack of activation they offer and potential for antisocial behaviour. Timeframes for these developments are unknown.

¹¹ Graphic Attachment Figure 3: Proposed Environment CPTED Safety Map.

The Council Building will be redevelopment in the future, which may take the form of a refurbishment or a complete replacement. Options have been presented for a replacement building either within the current footprint (solid blue block, *Figure 3*), or in a new alignment to gain a greater interface with Dalton Street (dotted blue, *Figure 3*).

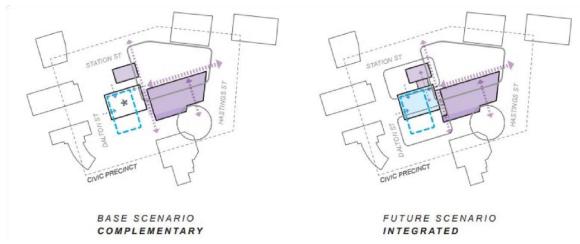


Figure 3: Scenarios for the redevelopment of LCAP2, Athfield Architects

The **Graphic Attachment** and specifically *Figure 3* illustrates the existing CPTED risks for the Site and how the development of the Project is anticipated to change these risks. It assumes that LCAP2 and Vautier House remain 'as is' with the anticipated risks of this reflected. With the development of each of these buildings, CPTED risks are anticipated to reduce for the adjoining areas. This Safety Map (*Graphic Attachment Figure 2 and 3*) illustrates the key areas which have interdependencies associated with the development of these buildings, including:

- Bus stop This currently presents CPTED risks and reducing these risks is dependent
 on the redevelopment of LCAP2 with further details relating to this outlined in section
 3.1.2 point 2.
- Library Pedestrian Link The safety of the pedestrian link between the Library and LCAP2 is dependent on the development and occupation of both buildings, as outlined in section 3.1.2 point 4. The development of Vautier House and creation of a 'public sector hub' has the potential to further the viability of this link from a CPTED perspective through greater activation.
- Carpark and Southern Lane The CPTED risks related to the car park and the Southern Laneway could be reduced by the development and occupation of both these buildings, as outlined further in section 3.1.2 – point 3.

At a more detailed scale, when phasing a project from a CPTED perspective and noting the importance of this project of a civic nature, consideration should be given to the following:

- Safe access can be achieved with no dead-ends created;
- · Clear views are facilitated with consideration given to the locations of hoardings; and
- If it is appropriate for the lane between the Library and Council Building should be accessed in interim phases.

Activation and Access

From a CPTED perspective activation is one of the most powerful CPTED strategies in creating a safe environment: by attracting people to provide supervision, antisocial behaviour is far less likely to result. *Figure 4* summarises the activation and public access for the Site identifying where the 'gaps' in activation occur and where potential CPTED risks could be heightened.

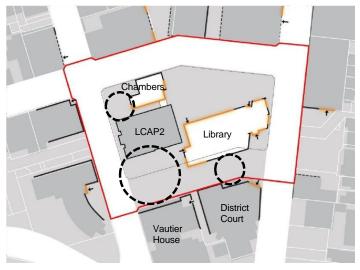


Figure 4: Activation in the proposed environment with areas of limited activation dotted in black w orange indicating active edges to buildings (source: Boffa Miskell)

This mapping exercise has identified that the Site is largely reliant on activation from within the new building, with the surrounding buildings not providing much by way of this. As this precinct develops, this has potential to change, and it could be anticipated that finer grain activities which provide activation and supervision will develop. Given the knowledge that LCAP2 may not be built for some time, it is helpful to understand the areas which are more sensitive to CPTED risks due to having less supervision. The key parts of the site which have limited activation/supervision post development are, illustrated in *Figure 4*:

- · Car park end of Southern Lane;
- · Southern Lane outside the District Court; and
- Chambers Courtyard.

Public Toilets and Facilities

The new buildings will provide internal facilities for the public during opening hours. Outside of these times the nearest facilities are located on Dickens Street 200m away (refer to the *Graphic Attachment Figure 1* for toilet locations). Given the civic nature of Te Aka and the likelihood that there will be small-scale events into the evenings, it would be prudent to provide an externally accessed public toilet on the Site. If appropriate facilities are not provided, soiling can become an issue.

From a CPTED perspective the following factors should be considered in the design process:

 Public toilets are located to take advantage of natural supervision, positioned to enable 'situational awareness' for the safety/comfort of users. The northeastern part of the Site, or along Station Street would be an ideal location.

- A landing/waiting area is provided in front of the toilets which is off to the side of any key
 movement route.
- Integrating toilets within a building envelop yields more integrated designs with favourable environmental outcomes.
- Toilets could be supported by CCTV and 'help points' depending on context.

It is understood that facilities are planned for the LCAP2 building in the long-term (refer to *Figure 5*). This is supported from a CPTED perspective; however, the issue of phasing would mean there would not be an externally accessed toilet until LCAP2 is developed. A multi-purpose facility which can provide toilets, waiting space, a place to charge your phone (convenience pit-stop) which is managed by a custodian would be an asset to the City, support the projects manaakitanga aspirations for caring for the community and have positive CPTED benefits.

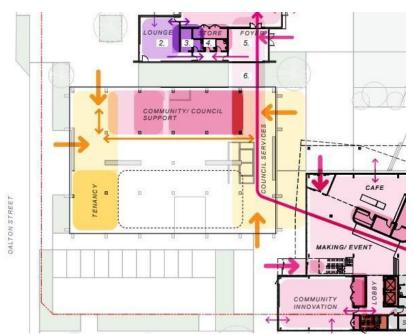


Figure 5: Potential redevelopment of LCAP2 ground floor, Athfield Architects

3.1.2 Site-specific CPTED Considerations

The following six site-specific CPTED considerations are illustrated in the 'Proposed Environment CPTED Safety Map' in the **Graphic Attachment** (the numbers correspond with the map).

1. Vautier House and District Court Alleyway

As indicated earlier, the alleyway between the District Court Building and Valtier House has high CPTED risks. There is clear evidence of drug use, antisocial behaviour, rough sleeping and there is a high risk of entrapment (refer to *Figures 6* and *7*). The risks associated with this space are of a serious nature. As such, it is recommended that this alleyway is closed until the development of Valtier House is completed or at a stage where it is possible to appropriately reduce the CPTED risks (see further discussion in *section 3.2*).





Figure 6: Image of alleyway between District Court

Figure 7: Image of
courtyard internally in Vautier House, and Vautier House, recommended to be access

with high entrapment risks and evidence of antisocial controlled.
behaviour.

2. Bus Stops

As noted earlier, the current bus stops have high CPTED risks due to the lack of supervision from the unoccupied building, narrow footpath and is often a hot spot for antisocial behaviour, creating a threatening environment. The new Council Chambers do not have much interaction with Dalton Street, which means there is a reliance on activation from the ground floor of the LCAP2 to enable the bus stop in the current location to have adequate supervision.

Because LCAP2 has an unknown timeline for completion, this current scenario could be in place for some time after the Library is open. It is anticipated that this bus stop could get busier with the new Library. As such, it is recommended that the bus stops are shifted north along the street, closer to Station Street. This would enable greater supervision from Station Street, the Council Chambers and the Police Station. It is also recommended that the existing bike shelter (largely unused) is refurbished to be a bus waiting area, to provide a comfortable waiting experience with more space around it (refer to *Figures 8* and *9*).

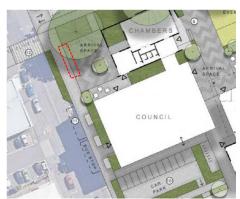


Figure 8: Landscape plan with current bus stops indicated and proposed relocation area in red. bike



Figure 9: Existing bike shelter recommended to be refurbished into a bus shelter. The northern 'bay' could potentially be retained as

3. Southern Laneway and Car Park

Moderate CPTED risks are identified in the Southern Lane and car park area. This is largely due to the lack of activation and poor environmental quality from the two adjoining unoccupied buildings (refer to *Figure 10*). The Library Building (and specifically the Makers Space) has potential to introduce vulnerable people into this area after hours. The presence of the Court Building also adds to the CPTED risks for this area.

Whilst the introduction of the Library Building will provide new activity to the area, and a new landscape design for the Southern Lane will improve circulation on the Site and its overall quality, the CPTED risks cannot be eliminated given the lack of supervision. It is anticipated that the redevelopment of LCAP2 and Vautier House in the future will each reduce risks to this area further, by providing supervision and introducing more people to the Site.

It is recommended that after-hours access is allowed through the Library into the Markers Space in the interim phase before the adjoining buildings are redeveloped. Tidying up LCAP2 in the interim would assist in providing a more positive environmental quality. The introduction of an entranceway into the Markers Space from the Laneway (the southwest corner of the building) could be positive from a CPTED perspective and we understand this is currently under design development.



Figure 10: District Court and Vautier House frontage area and Vautier House in background. with a lack of activation.



Figure 11: Car park

4. Alleyway between Library and LCAP2 Building

The alleyway between the Library and LCAP2 Building has several CPTED risks due to the following:

- The repositioning of the bus stop away from LCAP2 is anticipated to move a 'potential key movement route' between the bus stop and Library to around the north of the Council Chambers. This could result in less activation than in the current plan.
- The Car Park has CPTED risks due to the adjacent unoccupied buildings which may further discourage people from using this entrance.
- Supervision is limited. There will be supervision from Library Building only into this space.
 The potential water tanks in this area will also further restrict the route and sightlines.

There is potential for some glazing from the north wall of the Markers Space, in providing views into the alleyway.

These factors result in a space which is not anticipated to be busy or well overlooked until Vautier House is occupied. As such, it is recommended that the entranceway into the Library from the alleyway is removed. Noting it would likely be closed during the construction of LCAP2 anyway.

5. Court Interface

The District Court has a direct interface with the Sites southern boundary to the Southern Lane and the arrival space for the Court is within the 'red line'. As noted earlier, this area is often a gathering place for people waiting (or perceptively loitering) outside the Court. Spending time outside Court (taking a break or waiting for others) is a legitimate use of a public space and should be provided for. However, in order to avoid potential conflict between different user groups within the public realm, it is recommended that the external space is redesigned to enable space for gathering away from key movement zones. This allows people to moderate their own personal space and avoid feeling they are 'running the gauntlet'. The Southern Laneway separates the Court threshold from the Library threshold/arrival space and is supported from a CPTED perspective (refer to *Figure 12*).

Careful consideration should also be given to enabling unimpeded access for the various groups who use the building and may have separate entrances. This could include judges, prisoners, victims and jury members. Further understanding of the functional aspects of this building would assist in this process, and it is recommended that there is a discussion with District Court representatives.



Figure 12: Landscape Plan with the key movements to 'keep clear' indicated (source: Boffa Miskell)

6. Council Chambers

The space between the Council Building (existing or proposed) and the Chambers could be a location for antisocial behaviour due to the recessed environment and entrapment risk. The 'gap'

between the buildings is supported and will be an elegant architectural feature, however it is recommended that more is done to discourage people from entering this space. For example, a very shallow pond could work well and links to the landscape design narrative around water.

3.2 CPTED Considerations at Developed Design

The following CPTED issues are relevant to promoting a safe environment. However, these are matters that the design team could begin to consider at the Preliminary design stage.

1. Redevelopment of Vautier House

As outlined earlier, Vautier House currently poses significant CPTED risks (see *section 2*). A key recommendation outlined above is to close the alleyway between the District Court and Vautier House until the building can be developed to an appropriate standard to support a safe environment. Noting that this is outside of the scope of this project, this building has a significant impact on the environment within the Site and influences how comfortable people may feel and the resultant environmental quality. As such, the following design factors could assist in reducing CPTED risks within the Site:

- · Elimination of nooks and recesses.
- Upgrading of the environmental quality of the building through renovations.
- Replacement of the concrete balustrades around the 'terrace' near the District Court and Southern Laneway interface with a transparent material to enable views into the Laneway.
- Introduction of active uses at ground floor level wherever possible to enhance natural supervision given the windows have clear views into the Laneway.
- Redevelopment of the main courtyard between Vautier House and the District Court to remove entrapment risks, noting this area will only support a safe environment when Vautier House is fully occupied, and this area has activation from the building.

2. Hostile Vehicles

It is recommended that a Risk Assessment is carried out to understand if there is a Hostile Vehicle Risk for the project. It is recommended that Hostile Vehicle devices are in place for the area around the District Court, given the sensitive nature of this building.

Hostile Vehicle barriers are recommended to be integrated into the landscape design, avoiding the widespread use of bollards wherever possible (noting that 'hostile vehicle barriers' are expensive). Integrated features such as planters, the use of topography and trees are much more effective.

3. Opening Hours and Events Mode

Opening hours for the Library are yet to be confirmed, but these are likely to be 9am – 5pm during the week, with reduced hours in the weekend and likely closed on Sunday. There is currently very limited activity in Napier City after 5pm, with hospitality largely located on Hastings Street. Given the Library has a close relationship with Hastings Street, later opening hours could be supported from a CPTED perspective and enable events and use of community rooms with supervision from the Library. There is also the potential for smaller scale Library-related events to take place in the public realm, which would also assist to activate this area in the evenings and is supported from a CPTED perspective. The management of large crowds may need further consideration, especially in relation to protests given the civic nature of this space.

4. Lighting

Lighting has a significant influence on the environmental quality and safety of a place at night. A holistic and creative lighting strategy which involves a multidisciplinary team will be important for the buildings and surrounding site. Well resolved lighting creates a sense of quality and safety at night, reinforces wayfinding and allows for good levels of surveillance at night.

Reinforcing the terraces through the landscape design, creating a series of outdoor rooms could provide an opportunity for a high-quality environment by night. More creative, layered lighting is recommended (using Gobo, up-lights features and integrated furniture lighting) to support the public realm design and reinforce wayfinding.

3.3 Positive CPTED Features

There are a range of design measures included in the Concept design which align with bestpractice CPTED and are important to be retained throughout the duration of the project. This includes the following:

- Overall Project The project demonstrates a strong desire that the Te Aka Project
 reflects the community it serves. This is demonstrated through the strong design
 narratives and how the buildings will be commissioned, occupied and staffed. From a
 CPTED perspective this gives the project the best chance to have a sense of community
 stewardship, which can assist in reducing CPTED risks.
- Public Realm The design includes a high-quality and logical public realm which
 facilitates instinctive wayfinding. A series of outdoor rooms are proposed, which will
 enable different users to co-exist within the space avoiding conflict points. The Southern
 Lane divides the arrival thresholds of the District Court and Library.
- Library Building The building is welcoming and has a sense of significance as a civic building.
 - The entrances are clearly articulated and support high levels of permeability through the building.
 - The 'shop frontage' approach to the ground floor is supported and encourages people to use this space. Spatial arrangement of the ground floor will support activation on all sides of the building. The clustering of service/private staff areas and circulation core in the 'backpack' is logical and clearly articulated. 'Picture windows' in the southern façade of the Library Building (in the area of the building known as 'the backpack') at ground floor and first floor are generous and create a relationship between the building and the street. These windows are important in the activation of this external space, particularly given its proximity to the District Court.
- Council Chamber / Existing Council Building This building demonstrates the concept
 of 'democracy on display' through the prominence of the buildings siting and windows into
 the Chambers from the main public realm on the east. The flexible use of the Chambers
 is supported as a community facility to assist in the activation of the Site as a whole.

4. Conclusion

The Te Aka Project will bring significant investment to a part of Napier City which has been neglected in recent years. The Project will not only bring a high-quality development which will lift the overall environmental quality of the area, but it will attract people and in turn provide activation and supervision. Additionally, it is anticipated that the development could be a catalyst to attract

other private investment in the area and result in regeneration of this part of the City. Overall, this Project will have a significant positive CPTED benefits on the wider area and reduces many of the CPTED risks which are currently present.

A key challenge of this Project is the phasing and lack of certainty around the LCAP2 buildings redevelopment. There are CPTED issues associated with unoccupied buildings which are challenging to mitigate. LCAP2 is a key part of the wider Te Aka masterplan and there are interdependencies which have an impact on the CPTED risks, especially directly adjoining LCAP2. Without the LCAP2 development, key community-orientated facilities (such as all-hours public toilets and bus lounge) do not have certainty of delivery. An all-hours public toilet will be challenging to develop elsewhere on the Site and not having this facility could create CPTED challenges.

Six key CPTED considerations are outlined in this Memorandum and Graphic Attachment at the Concept design stage and require consideration prior to finalisation of the design for resource consent. These acknowledge the difficulty of the phasing and focus on mitigating the CPTED risks in the medium term until LCAP2 is developed. A key message from this CPTED review is that LCAP2 is an important piece in realising the full community benefits of Te Aka, and without LCAP2 residual CPTED risks remain.

Overall, the design of the new buildings and the associated public realm is supported from a CPTED perspective and will reduce CPTED risks which present in the Site currently. Ongoing CPTED review are recommended, and this will ensure that CPTED risks are identified and mitigated (where possible) as the design evolves.

KEY

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KEY BUS ROUTE



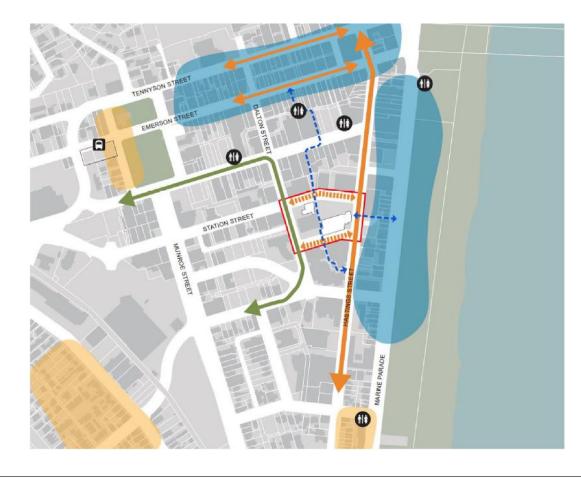


SITE BOUNDARY





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TE AKA - CPTED REVIEW

FIGURE 1 - Broadscale CPTED Context

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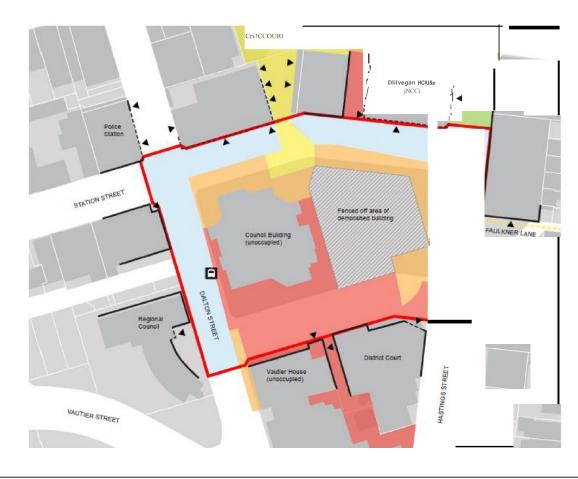
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TE AKA - CPTED REVIEW

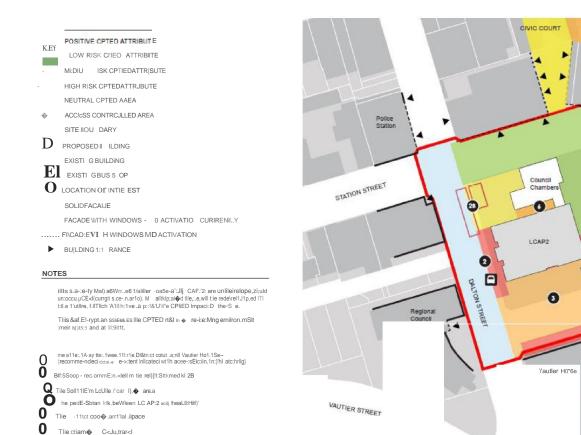
FIGURE 2-Existirig s-rte CPTED Safety Map

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Prosperous Napier Committee - 21 August 2025





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Memorandum

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Nelson 51 Halifax Street Nelson 7010 +643 548 8551	Christchurch Level 1 141 Cambridge T Christchurch 801 PO Box 110 Christchurch 814 +643 366 8891	3	Queenstown PO Box 1028 Queenstown 9348 +643 441 1670	Dunedin 49 Water Street Dunedin 9016 +643 470 0460			
Attention: Company: Copy to: Date: From: CPTED Practitionel	Darran Gilles and Alix Burke Napier City Council Athfield Design Team 12 November 2024 Prepared by: Kylie Boivin: Senior Landscape Architect and						
03 Message Ref:	Memo Te Aka and Maranga - CPTED Advice Summary						
Project No:	BM200778B						

Boffa Miskell has been engaged by Napier City Council to provide CPTED advice for the Te Aka project. This memorandum summarises advice that has been given to the Design Team related to Te Aka and Maranga to date. This builds upon initial advice in Memo 01 and discussion of Hostile Vehicle Risks in Memo 02.

Maranga design advice:

We have meet on several occasions with the Maranga design team (over the past 4 months), we are supportive of the emerging design from a CPTED perspective.

Key CPTED advice discussed includes:

 Lobby Space – The layout of reception desks and 'back of house' offices should be carefully considered to strike the balance between staff protection and creating a welcoming environment. All queuing areas needs to be clear to movement routes to avoid conflict points.

- 2. Elevator Circulation Space We are comfortable with the proposal to remove doors that separate this space from the lobby and have the elevators form the 'secure line' with swipe card access.
- Public toilets Advice was given in Memo 01 that an externally located public toilet be
 considered within this building to facilitate after-hours use (especially related to events).
 Note that this has not been adopted for the precinct.
- **4. Public toilets** Advice was given that public toilet (internally located) have entrances to the toilets visible from a reception / cafes to enable supervision.

Closing out on CPTED matters:

- 1. A review of the Maranga 80% Detailed design package has identified:
 - a. That there are possible conflict points related to queuing to the reception desks, this could be managed with ropes or a 'take a number' system (which means people wait in the seating area before being served).
 - b. The reception desk and café will provide good supervision to the exterior spaces and bus stop.
 - The design of the lobby facilitates a welcoming and 'civic' presence, which is supported.
 - d. The internal public toilets are tucked away with limited supervision, which could present CPTED risks that can be managed through cameras.
 - No external public toilet is provided in the precinct, this could result in soiling throughout the precinct (especially around the bus stops courtyard area).
 Recommend installing additional taps for washdown.

Dalton St Bus Stop advice:

CPTED advice was given through an online workshop in September 2024, in relation to bus stop on Dalton Street. Various options for the location of a bus shelter were discussed, including:

- a. Adjoining the café outdoor space
- b. Adjoining the café glazed wall
- c. In a kerbside build out

The following CPTED advice was discussed:

- 1. The current bus stops on Dalton Street these shelters were identified in the receiving environment CPTED assessment (Memo 01) as presenting CPTED risks due to the confined footpath (making people feel they are running the gauntlet) and poor supervision. Repeating the same situation should be avoided through the new design, therefore a location relating to the entrance to Maranga is recommended.
- 2. A set-back shelter locating the shelter set back into the landscape buffer creates a space that is confined on 3-sides due to the change in level between the street and the public space. The ramps and steps beside the bus stop creates a space that is tucked in. This restricts movement and could create user discomfort, as well as and block sightlines to the Maranga entrance and public space.
- 3. **Conflict points on footpath** if the shelter spills out onto the movement zone of the footpath this creates friction between people waiting and those passing by, which can be uncomfortable and potentially intimidating, particularly if there are people loitering in the space who are not legitimate bus users (similar to the existing situation).
- 4. **Defining spaces** blurring the line between public space and bus waiting space may encourage loitering and inappropriate use of the bus stop waiting space. At a building entrance this is especially problematic from a CPTED perspective.

In light of the above, the **preference is for the bus shelter to be positioned kerbside** and positioned to the north of the Maranga entrance (while keeping clear visibility and movement to the building entrance).

The benefits from a CPTED perspective are as follows:

- **a.** Clarity of use Defining the bus waiting space as separate from the café seating and general public seating would clarify the intended use of the space, promoting legitimate use and behaviour.
- b. Deter loitering Bus stops should be designed to deter loitering to improve the sense of comfort and safety for bus customers. Locating the bus stop kerbside is a more 'exposed' position, that is more visible and obvious if someone is spending time in the space for other purposes.
- **c. User conflicts** the kerbside location means people queuing for the bus do not need to cross the footpath and spill into the movement space.
- d. Flexibility Overflow / flexible seating is also recommended opposite the bus stop (other side of the footpath) to provide people with alternative places to sit and to accommodate extra capacity in peak times. Note that it is suggested that this is uncovered to allow clear views towards the building entrance.
- **e. Sightlines** The kerbside location is highly visible from the street and Police Station, rather than being 'set-back' the landscape. There is a clear line of sight between the driver and people waiting.
- f. North of Dalton for the head of the stop Options to locate bus shelters further south on Dalton Street have been considered, however this is less desirable from a CPTED perspective because this area will not have reliable supervision.

A drawing package (BM240598_Dalton_St_proposed_bus_stop.pdf) was subsequently prepared and illustrates the preferred bus top configuration from a CPTED perspective (illustrated in Figure 1).



Figure 1: Bus Stop arrangement for Dalton Street, prepared by Boffa Miskell 2024.

Lighting advice:

We have reviewed the Lighting Concept design (*Figure 2*) and are supportive of this approach which reflects CPTED advice given to the lighting design team in October. The following summarizes the CPTED advice:

- 1. Te Aka Public Realm From a CPTED perspective it is recommended that a low level of light is provided throughout this space so that people can see if someone is in the space, but not overly lit to encourage people to move through the space. The lighting design should enable flexibility to support events. Light edges of the space as a backdrop to silhouette people in the public realm and support passive surveillance, this includes the Plane trees and light spill from glazing from the Library and Chambers built edge.
- 2. Chambers West This space will not be used at night and lighting could be low level sufficient to see if there is someone in the space. Lighting to the west (rear) wall of the Chambers is recommended to define the edge of the space and silhouette people within the space. The café may have independently controlled lighting to enable evening use of the outdoor space. The bus stop will need to meet a higher lux level and will be provided outside of the Te Aka project. This will help to spill into the public space and footpath.
- **3. Court Space** Bright, pole mounted lighting to encourage movement through rather than dwelling.
- Southern Lane This will read as a street even if it technically is not a street.
 Recommend a consistent warm tone of lighting on poles.
- 5. Station Street The existing lighting on Station Street is inconsistent due to aged lights and trees. The two proposed light poles on the southern side of Station Street are important to cast wide coverage beneath the trees, as lighting levels in the public realm are lower / atmospheric. Station St could potentially be too dark to be comfortable at night, now that poles within the pre-demolition landscape have been removed.
- 6. North south pedestrian link The route through the centre of the site between Library and Maranga will need to be considered carefully from a lighting perspective. Due to the lack of passive surveillance and entrapment risks, it is recommended not to encourage use of the route when the buildings are not open. Therefore, this route should not be lit all the time. Motion-activated security could assist with deterring rough sleeping and is recommended be included in the lighting design.
- 7. Southern car park Accessible car parks need to meet NZ Standards with lighting from overhead poles. That is all that is required from a CPTED perspective as this space should not be used generally at night.
- 8. Turning lights off 12-6am It was discussed that lighting is turning off late at night to meet Greenstar requirements, from a CPTED perspective this is acceptable.

37



Figure 2: Lighting Concept Plan for the Library, prepared by Energy Light

38

Appendix Three: Hostile Vehicle Threat – Boffa Miskell



Memorandum

3; ∨	/hangarei 5 Walton Street /hangarei 0110 649 358 2526		Auckland PO Box 91250 Auckland 1142 +649 358 2526		Hamilton PO Box 1094 Hamilton 3240 +647 960 0006		Tauranga PO Box 13373 Tauranga 3141 +647 571 5511		Wellington PO Box 11340 Wellington 6142 +644 385 9315
□ 5 N	lelson 1 Halifax Street lelson 7010 643 548 8551		Christchurch Level 1 141 Cambridge Terrace Christchurch 8013 PO Box 110 Christchurch 8140 +643 366 8891		Queenstown PO Box 1028 Queenstown 9348 +643 441 1670		Dunedin 49 Water Street Dunedin 9016 +643 470 0460		
Atter	ntion:	Darra	n Gilles and Alix Bu	ırke					
Company:		Napier City Council							
Copy	y to:	Athfie	ld Design Team						
Date:		4 November 2024							
From:		Prepared by: Kylie Boivin: Senior Landscape Architect and CPTED Practitioner							
Message Ref:		Te Aka Hostile Vehicle Mitigation							
Project No:		BM200778B							

Boffa Miskell has been engaged by Napier City Council to provide CPTED advice for the Te Aka and Maranga projects in relation to Hostile Vehicle risks. The following summarises our advice to date.

This advice comes with a caveat that hostile vehicle mitigation should be based upon a risk assessment, which is outside our area of expertise. It is recommended as part of a thorough approach that this is undertaken by others (such as a security consultant) in order to understand the level of protection required as part of the overall design response. At a minimum, a discussion with the Ministry of Justice is recommended to understand the specific security needs of the Courthouse and the adjoining public realm in particular, noting that there can also be risks associated with other terrorist threats, i.e. from parked vehicles, individual acts and in relation to large public gatherings.

Court Space

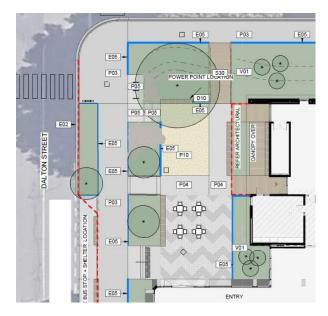
From a high-level perspective, the space adjoining the Courthouse could be accessed by vehicles easily via the lane (however not at speed). Fixed elements would be recommended between the lane and forecourt space (see dashed red line in the image below). There is a preference to not use bollards as they are considered to be 'hostile architecture' and can increase the perception of risk and sense of authority/control. Integrated features (such as a plinth to display art, fixed seating or objects would be a preferred approach and have broader benefit for the public space.



page 1

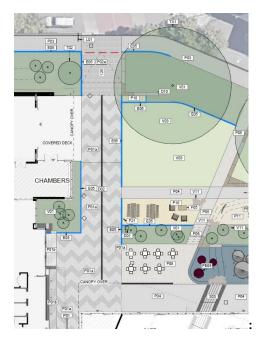
Public Space to the West of the Council Chambers

It would be difficult for a vehicle to access this area given the level change and positioning of furniture and planting. As such, no change is suggested to the design at this stage (subject to the findings of the risk assessment).



Chambers East Lawn Area

This space is required to provide vehicle access for events and general service needs. The space is also designed to be able to accommodate groups of people, which could include protesters. As such, there could be a risk to public safety if a vehicle was to access this space at speed during such an event. Given vehicle access requirements, removeable bollards would be recommended (see dashed red line in the image below) which could be generally locked. The risk assessment would however be beneficial in determining if this level of protection is justified.



BM200778B_CPTED_Memo_02_Hostile_Vehicle_Mitigation_20241104.docx

Hastings Street Arrival Spaces

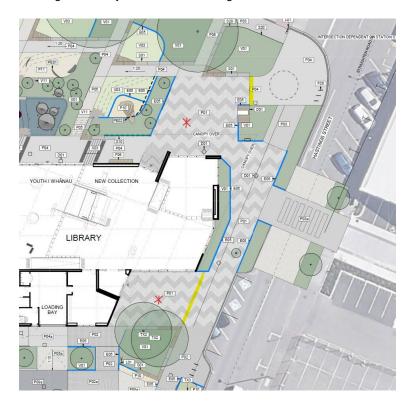
These spaces could be accessed by a vehicle after mounting the kerb.

North Arrival Space

The arrangement of proposed planting and landscape elements makes the route into the space indirect and makes it more challenging for the vehicle to travel at speed. The space marked in yellow in the image below could include a removeable bollard, however it would be ideal if the space was as open and welcoming as possible.

South Arrival Space

This space will generally be used for movement through, rather than gathering. The risk here is more to the building than people. Vehicle access is required in order to load large objects to the library on the south facing glazing, so if any elements were to be included in this space, it would ideally be removeable bollards and align with the yellow line in the image below.



Summary

This CPTED advice in relation to potential hostile vehicle threats is high level and is based upon our understanding to date of how the spaces and buildings will be used and observation of similar spaces in New Zealand. Typical instances of vehicles being intentionally driven into buildings / spaces are where there are high value goods or places where people gather. The NZ Government has prepared a crowded places strategy, but there is no current guidance on hostile mitigation. As such, we recommend that a specific risk assessment is undertaken to confirm the level of risk associated with the project and to more fully understand what the appropriate design response should be.

39

Appendix Four: Te Aka Precinct Road Safety Review - Stantec

Road Safetyt



Road Safety Review

To: Megan Walker From: Mike Smith

Boffa Miskell Level 3, 2 Hazeldean Road
Christchurch Addington, Christchurch 8024

NEW ZEALAND

Mail to: PO Box 13052, Christchurch

8140

Project/File: 310206406 Date: 13 March 2025

Reference: Te Aka Precinct Road Safety Review

1 Introduction

This safety review has been undertaken to determine potential road safety elements, along with potential risk to users to ensure that safety of all users is identified, as far as reasonably practicable, for the proposed design for the Te Aka Precinct.

This Safety Review has been undertaken by a single expert road safety and CPTED practitioner. In accordance with best practice, this report has been peer reviewed by a second practitioner.

This report does not constitute a full Road Safety Audit. As requested, this review has been undertaken by a single person and does not meet the specified guidelines for a multi-person team. All effort and care have been applied to ensure that the process of the Road Safety Audit guidelines have been applied.

For consistency, a similar style of Road Safety issues and ranking for a formal Safe System Audit reporting has been applied, where applicable, ensuring that appropriate designer and client comments can be tracked throughout the project lifecycle.

2 Site Visit

A site visit has not been undertaken for this assessment. The auditor has relied on site photos supplied by the design team, aerial and street imagery (Google Street View©), and Napier City Councils GIS platform (Aerial imagery).

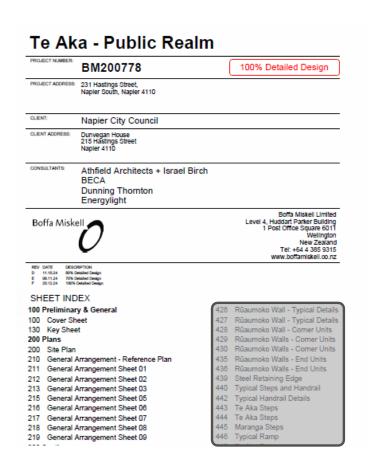
3 Supplied Information

The following drawings and documents have been supplied by the designer for this assessment. The material supplied to the auditor is to assist in an understanding of the project scope and intent.

A MS Team's© call has been undertaken on 15 April 2025 with the Megan Walker (Boffa Miskell) and Alix Burke (Napier City Council) to understand the design philosophy and intent.

13 March 2025 Megan Walker Page 2 of 19

Reference: Te Aka Precinct Road Safety Review





LANDSCAPE DESIGN REPORT

TE AKA AND LCAP2

REVISION 1: LCAP2 PRELIMINARY DESIGN UPDATE
PREPARED FOR NAPIER CITY COUNCIL
JULY 2024

(17 Sheets)

Where applicable, screen captures of the design drawings have been taken to detail an issue, along with relevant aerial imagery.

13 March 2025 Megan Walker Page 3 of 19

Reference: Te Aka Precinct Road Safety Review

4 Assessment Ranking System

The safe system audit process has ranking of identified safety concerns together with four categories of suggested actions as shown in Table 1.

Table 1. Safety concern ranking

Ranking	Suggested action	
A serious safety concern that must be addressed and requires changes to avoid serious safety consequences.		
Significant	A significant A significant safety concern that should be addressed and requires changes to avoid serious safety consequences.	
Moderate A moderate safety concern that should be addressed to improve safety.		
Minor	A minor safety concern that could be addressed where practical to improve safety.	

The ranking of safety concerns is based on the probability of a crash combined with the most likely severity outcome of that crash, as indicated in Table 3 below.

4.1.1 Probability of a crash

The road safety auditors have drawn on historic crash rates or other research for similar elements of projects, or projects as a whole where appropriate, to assist in understanding the likely crash types, frequency, and likely severity that may result from a particular safety issue.

The probability of a crash in Table 2 has been qualitatively assessed on the basis of expected exposure (how many road users will be exposed to a safety issue) and the risk of a crash resulting from the presence of the issue. It is sometimes helpful to use crash frequency as a surrogate indicator of crash probability as shown in Table 2

Table 2. Crash Frequency as a Surrogate Indicator of Probability

Crash Frequency	Crash Probability
Multiple crashes (more than one per year)	Very likely
1 every 1 to 5 years	Likely
1 every 5 to 10 years	Unlikely
Less than 1 every 10 years	Very unlikely

4.1.2 Severity outcome

A crash of a particular type can result in a range of severity outcomes for the people involved. For the purposes of this assessment, crash severity outcome in Table 3 has been qualitatively assessed as the <u>most likely or predominant severity outcome</u> on the basis of factors such as speed, type of crash, type of vehicles, and the people likely to be involved.5

13 March 2025 Megan Walker Page 4 of 19

Reference: Te Aka Precinct Road Safety Review

The severity of an injury is determined in part by the ability of a person to tolerate the crash forces. A person wearing safety restraints in a modern motor vehicle will have a greater tolerance to the forces involved than a pedestrian or cyclists struck by a motor vehicle.

The road safety auditors have considered the likely user composition, and hence the likely severity of injury to the people involved in the crash. An able-bodied adult may have a greater ability to recover from higher trauma injuries than a child, whereas an elderly person may have poor ability to recover from high trauma injuries.

Table 3. Safety concern risk matrix

		Severity Outcome				
•		Non-injury	Minor		Serious	Fatal
		Property damage only (PDO).	Injury that is not serious but requires first aid, or that causes discomfort or pain to the person injured.	jury Threshold	Injury (fracture, concussion, severe cuts, or other injury) requiring medical treatment or removal to and retention in hospital.	Death occurring as the result of injuries sustained in a crash within 30 days of the crash.
	Very likely	Minor	Moderate	System Injury	Serious	Serious
Probability	Likely	Minor	Moderate	e Sys	Serious	Serious
of a crash	Unlikely	Minor	Minor	Safe	Significant	Serious
	Very unlikely	Minor	Minor		Significant	Significant

Qualitative risk ranking requires professional judgement and a wide range of experience in projects of all sizes and locations. Factors that have been considered when qualitatively assessing the probability of a crash and the most likely severity outcome of that crash are described below.

5 Observations and Findings

5.1 Pedestrian Crossings

A review of the street utilising Google Streetview© indicates that the crossing point on Hastings Street is formed as a raised platform. Drawing BM200778_216 details that this will be reformed as a raised platform, with inclusion of a formal pedestrian crossing. Similar treatments are proposed for the two crossing locations on Dalton Street.

It is noted that the crossing point on Station Street does not indicate similar raised table type treatments and appears to be an uncontrolled crossing point. This crossing point links to the civic court area north of Station Street and could reasonably be expected to be well used by people. While it is understood that Station Street will ultimately have reformation, and calming, this crossing remains a critical pedestrian linkage.

It is recommended that the Station Street crossing location is formed as a full pedestrian crossing point in accordance with the Traffic Control Devices Manual, and as detailed in the Pedestrian Planning and Design Guide.

13 March 2025 Megan Walker Page 5 of 19

Reference: Te Aka Precinct Road Safety Review

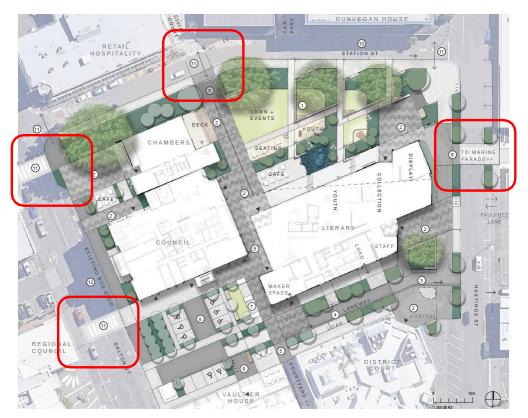


Figure 1: Pedestrian crossing locations

Source: Boffa Miskell Landscape Design; Sheet 11

The design does not indicate all features and required controls for a pedestrian crossing over a roadway. It is assumed that these will be undertaken in accordance with relevant requirements, with full lighting, markings, signs and markings.

Care will be required for the location of advance pedestrian crossing signs as adjacent bus stops, on street parking and landscaping may obstruct forward visibility to the sign and the crossing.

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

While the precinct is a generally slow speed environment, an impact of a vehicle with a pedestrian still retains a 10% chance of fatality at 30 km/h. It is important to note that 30 km/h also has a 15% chance of serious injury, and a 75% chance of slight injury, as indicated below.

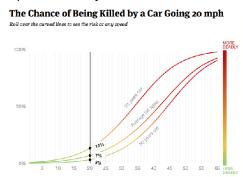
Furthermore, research has shown that a person aged 70 years has a 400% greater chance of being killed at 32 km/h, demonstrating the vulnerability of elderly in pedestrian crashes.

13 March 2025 Megan Walker Page 6 of 19

Reference: Te Aka Precinct Road Safety Review

Tillou et al¹ states: In comparison to younger patients, older trauma patients suffer greater morbidity and mortality, and their prolonged and complicated hospital course results in poorer recovery of functional abilities.





Death and Injury Percentages; Source: AT research

Fatality rate by age. Source: Tillou et al

The following assessment is made in consideration of the most vulnerable user, and highest injury expectation, being the elderly or mobility impaired.

It is recognised that the surrounding pedestrian crossings may be outside of this current project, however, these are considered a critical tool for the safe movement of pedestrians as the project opens. It is recommended that strong consideration be given to appropriate and safe transitional treatments to maximise pedestrian safety until the full facilities can be developed.

Probability of a crash	Crashes resulting from this safety concern are likely.			
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.			
Risk ranking	The safety concern is therefore deemed to be serious.			

Recommendation

- 1 That the Station Street crossing location is formed as a full pedestrian crossing point in accordance with the Traffic Control Devices Manual, and as detailed in the Pedestrian Planning and Design Guide.
- 2 That strong consideration be given to appropriate and safe transitional treatments for the pedestrian crossing locations outside of this project to maximise pedestrian safety until the full facilities can be developed
- 3 Include an assessment of all required sight lines, and movement paths, to ensure that intervisibility is maintained at the crossing points
- Include a signs and markings drawing, including full assessment of sign location for forward visibility to critical information, and marking styles that will be visible under all road conditions. This may include, but not be limited to, profile markings, or Wetmark™ or similar.

Decision Tracking

Design team response	

¹ Long-term post-injury functional recovery: Outcomes of geriatric consultation; Tillou et al, JAMA Network | Journals, 2014

13 March 2025 Megan Walker Page 7 of 19

Reference: Te Aka Precinct Road Safety Review

Client safety engineer comment	
Client decision	
Action taken	

5.2 Intersection Pedestrian Movement

It is indicated in the detailed design drawings (BM200778_213) that an upgrade will be made to the tactile pavers at the crossing point on the south side of Station Street, as indicated in Figure 2 below.

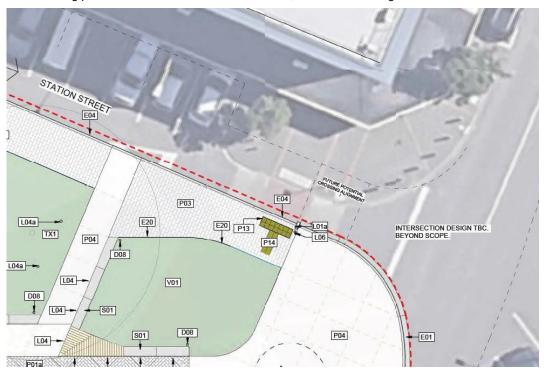


Figure 2: Pedestrian crossing facility, Station Street

It is acknowledged that the drawings indicate that the intersection design is to be confirmed, and that it is beyond the scope of the current project.

A review of Google Street View © indicates that the crossing point over Station Street, at the intersection of Dalton Street, is a raised platform that appears to act as a courtesy crossing point. A similar style is currently in place at the intersection of Station Street and Hastings Street.

The design details that Station Street will be narrowed to a single lane at the Hastings Street crossing, measured from the plans as being approximately 2m in width. This will require removal of a large extent of the raised crossing and is an opportunity to consider the full upgrade to a formal pedestrian crossing now, ensuring a safe facility, and saving rework in the future.

13 March 2025 Megan Walker Page 8 of 19

Reference: Te Aka Precinct Road Safety Review

A lane of some 2m in width would be generally unsuitable for the movement of larger vehicles such as delivery trucks and refuse collection vehicles. An 8m rigid vehicle has a vehicle width of approximately 2.4m. A B99 vehicle has a standard vehicle width of 1.94m.

It is further noted that there is a long radius curve for the precinct side of Station Street. Considering that Station Street will be a one-way system towards Hastings Street, it is considered that this long radius is not required, and a short radius curve could enhance the area and calming measures for the general area.

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

A narrow road width, in conjunction with an informal crossing point that has a moderate to high demand can create risk of side swipe of a large vehicle with pedestrians waiting to cross over Station Street. Side swipe type crashes can cause serious injury, especially for the elderly or medically frail.

Probability of a crash	Crashes resulting from this safety concern are unlikely.
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.
Risk ranking	The safety concern is therefore deemed to be significant.

Recommendation

- 1 Upgrade the Station Street crossing point at Hastings Street as a priority for this project
- 2 Review the road width, ensuring that the width is suitable for the passage of the largest expected vehicle without increasing the risk of side swipe type crashes for pedestrians waiting to cross.
- 3 Review the kerb line for the southeast quadrant, and modify the radii of the curve, preventing higher speed turn movements and restricting potential for the left turn in off Hastings Street.

Decision Tracking

Design team response	
Client safety engineer comment	
Client decision	
Action taken	

5.3 Station Street - On street parking

Station Street, in the vicinity of Hastings Street, will be reformed to a narrow single lane. At the location, Station Street is currently characterised as having perpendicular parking on the north side of Station Street. While not indicated, it is assumed that the perpendicular parking will be converted to parallel parking.

A characteristic of this change is the resultant depth of the parking stall, potentially resulting in a wide lane alongside the parallel parking, reducing the overall effect of a narrow-calmed street. This could be addressed through the enlargement of the footpath on the north side or utilising some of the current parking space for

13 March 2025 Megan Walker Page 9 of 19

Reference: Te Aka Precinct Road Safety Review

temporary pop-up style treatments such as café platforms for seating, or temporary bike racks, until a permanent solution is developed.

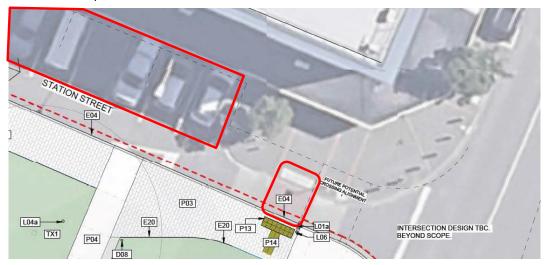


Figure 3: Pedestrian crossing facility and parking, Station Street

This change will result in a loss of parking capacity, with a potential for a higher level of circulation traffic for people searching for a park close to their destination.

The current raised platforms on Station Street will have an effect on vehicle speed, reducing speeds to levels whereby should a crash occur with a pedestrian, the injuries would typically be survivable. This is generally further enhanced by the street typology creating a calmed street feel, with the exception of the commentary above on wide lanes against the parking.

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

An impact of a vehicle with a vulnerable user at a slow speed would typically result in a low risk of serious injury. However, should the vulnerable user be elderly or medically frail, the likelihood of serious injury greatly increases.

Probability of a crash	Crashes resulting from this safety concern are unlikely.		
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.		
Risk ranking	The safety concern is therefore deemed to be significant.		

Recommendation

- 1 Reduce the effective lane width past the parking on Station Street by installing appropriate temporary kerbside treatments, combined with the formation of parallel parking until a permanent solution for Station Street can be constructed. The temporary reduction can be achieved through the use of planters, café platforms or street engagement treatments.
- Install traffic calming features to reduce vehicle speeds, as far as reasonably practicable, ensuring that any crash would be within the human tolerable levels.

13 March 2025 Megan Walker Page 10 of 19

Reference: Te Aka Precinct Road Safety Review

Decision Tracking

Design team response	
Client safety engineer comment	
Client decision	
Action taken	

5.4 Adjacent Street Form - Hastings Street

Hastings Street is being reformed, with Hastings Street trafficable lanes being generally shifted to the east, and a reallocation of diagonal parking to parallel parking on the east side of Hastings Street, as indicated in Figure 4 below.



Figure 4: Hastings Street reconfiguration

This street reconfiguration will result in a very wide aspect at the intersection of Station Street and Hastings Street, with a lateral lane shift occurring within the intersection form. It is identified that Station Street will be converted to a one lane road, being eastbound to Hastings Street. The supplied plans do not detail signs and markings to enforce and inform this one lane direction. It is assumed that these will be developed as part of a signs and lines design package.

13 March 2025 Megan Walker Page 11 of 19

Reference: Te Aka Precinct Road Safety Review

Considering the intersection form, the design in the southwest quadrant (new formation) for the right turn out appears to enable a long radius curve that would enable faster turning speeds, especially given the wide space within the intersection. As detailed in Section 5.2, reducing the curve radii will inform the driver of a slow speed environment, and prevent high speed exit movements and assist informing northbound motorists that the left turn into Station Street is not available.

There are no details on the tracking of the expected vehicle type, and the impact of this turn movement on lane intrusion while turning or impacts on kerbside parking.

Considering the left turn out movement, it is understood that the current kerb line remains, yet the road centreline is displaced to the east, potentially resulting in a faster turn speed. This results in a wide area of road formation that detracts from a calmed street look and feel. Solutions can include, but not be limited to, flush medians with chevron bars for the left turn out, placement of continuity lines over the Station Street intersection, and lane edge definition for the lane shift occurring at Station Street, on Hastings Street.

It is recommended that the designers undertake full tracking assessments for the expected largest vehicle for movement along Station Street, including both the left turn out and the right turn out movement into Hastings Street.

Alter kerb lines to minimise vehicle turn speed for drivers exiting from Station Street, based upon the tracking indicated from the assessment undertaken as detailed above.

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

Probability of a crash	Crashes resulting from this safety concern are unlikely.
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.
Risk ranking	The safety concern is therefore deemed to be significant.

Recommendation

- Introduce additional slow speed control measures for the intersection of Station Street and Hastings Street. Solutions can include, but not be limited to, flush medians with chevron bars for the left turn out, placement of continuity lines over the Station Street intersection, and lane edge definition for the lane shift occurring at Station Street, on Hastings Street.
- 2 undertake full tracking assessments for the expected largest vehicle for movement along Station Street, including both the left turn out and the right turn out movement into Hastings Street.
- 3 Alter kerb lines to minimise vehicle turn speed for drivers exiting from Station Street, based upon the tracking indicated from the assessment undertaken.

Decision Tracking

Design team response	
Client safety engineer comment	
Client decision	

13 March 2025 Megan Walker Page 12 of 19

Reference: Te Aka Precinct Road Safety Review

Action taken

5.5 Vehicle Movement into precinct

Access off Dalton Street has been enabled to provide movement into disability parking for the precinct area. It is understood that deliveries and vehicle movements associated with the library and areas such as the Marker Space will require access in some form.

The access is via a kerb cutdown over the footpath onto Dalton Street. While the design details the form to the kerb edge, there is a lack of detail on the changes required to enable the access, especially how it relates to pedestrian movement along Dalton Street, and the kerb side parking / bus stops.



Figure 5: Dalton Street access configuration

On the southern side of the access onto Dalton Street is an existing utility kiosk, being a power transformer. The current design of the transformer impedes intervisibility between a driver exiting, and a pedestrian moving along the Dalton Street footpath. The transformer height is above the driver's eye height, eliminating all ability to observe a vulnerable user on the footpath, especially so for visually impaired and faster moving e-device users. It is noted on Google Street View © that additional signs have been installed warning pedestrians of emerging traffic.

The proposed design implies that pedestrians must yield to vehicles through the use of different surfacing typologies. The location and size of the transformer may require the design to consider formal pedestrian features such as symbols, for formal controls for traffic (if that is the intent), tactile pavers, speed platforms (access road) etc

13 March 2025 Megan Walker Page 13 of 19

Reference: Te Aka Precinct Road Safety Review

at the access point, better defining the need for the most appropriate user to yield given the site constraints. At a high level of effectiveness is the inclusion of vehicle activated visual or audible warnings of emerging vehicles.

A vehicular access onto Dalton Street will require provision of suitable intervisibility sight lines at the access, ensuring that an exiting driver can identify approaching vehicles.

The design team advise that the expected user of the lane is service vehicles, library van and emergency vehicles that would complete the movement through the access, continuing through the laneway. Mobility users would typically access via Dalton Street and return to Dalton Street when exiting. The design and typology of the laneway would enable the general public to access from Dalton Street to Hastings Street, unless a suitable form of deterrent is installed.

It is critical that the design team has a good understanding of expected user, ensuring that this user and vehicle type does not result in locations where larger vehicles have poor intervisibility of vulnerable users due to blind sports in vehicle design.

It is acknowledged that the laneway may very well operate similar to the Oxford Street Plaza area around Te Pae Conference Centre in Christchurch, whereby vehicles and other users intermix at walking pace.

The design drawings indicate a movement lane width of some 5.5m, for two-way traffic, with an approximate 2.5m wide footpath alongside. It is assumed that the footpath and traffic lanes will be separated by a standard dish channel. A characteristic of the design is that drivers will be required to undertake a 90° turn into the disability parking area, over the pedestrian path. The submitted plans do not indicate the tracking of either a B85, B99 or Semi-rigid vehicle. The B99 vehicle size is critical as this is the larger end of mobility adapted vehicles. This 90° movement over the pedestrian path may be difficult for a mobility impaired driver, or elderly to observe people on their periphery, due to generally poor head / neck rotational ability.

Emergency vehicles are expected to have random access, including FENZ, Hato Hone St Johns and Police. All emergency service vehicles would typically be responding under lights and sirens, clearly defining their presence and priority movement. Movement, even under emergency situations, would be a low speed given the environment. Considering the larger vehicles (Fire Engine) it is recommended that tracking of that vehicle type be undertaken to ensure that there are no physical objects that would impede their movement into the precinct.

General public access as a through movement can raise concerns for pedestrian and vulnerable user safety. The proximity to the Court building raises a further element of disgruntled or malicious movement within the area. Where practicable, constraints should be installed that limit, as far as reasonably practicable, inappropriate movement, be it full time, or during times of larger events. This restrain can take many forms, ranging from temporary barrier / bollard systems, through to permanent systems that can be opened and closed by selected users.

Thinking of bollard systems, these can be automatic or manual. Manual bollards can be lockable, requiring someone to have a key set to gain access, or temporary and removable as indicated in the examples below.

13 March 2025 Megan Walker Page 14 of 19

Reference: Te Aka Precinct Road Safety Review



Temporary Bollard – event use only



Inground removable bollard



Automatic inground bollard

In ground systems that are automated have capacity to enable an emergency all down remote control from council building / library / courts, as required. This enables access to approved users without having to attend the site. Similar automatic bollards have been installed on Oxford Tce in Christchurch and will be a feature of the entertainment precinct around Te Kaha stadium in Christchurch.

Provision of access bollards restricts movement and has an additional feature of complimenting CPTED accessibility and security against malicious actors seeking to cause harm by vehicle.

Considering an appropriate form of control, full consideration should be given to installing the ground sockets at the time of development

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

The typology of the laneway design would visually inform the driver of a low-speed environment. However, given the proximity to the court building, and the possible negative or anti-social behaviour that may arise from the courts, their remains a risk that speeds, and movement may be higher, increasing the severity risk should someone be struck.

Probability of a crash	Crashes resulting from this safety concern are very unlikely.
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.
Risk ranking	The safety concern is therefore deemed to be significant.

Recommendation

1 Install safe and effective vehicular access bollard restraints as required, especially where massing of people would require restriction of vehicle access.

Decision Tracking

Design team response	
Client safety engineer	
comment	

13 March 2025 Megan Walker Page 15 of 19

Reference: Te Aka Precinct Road Safety Review

Client decision	
Action taken	

5.6 Vehicle Path through Precinct

The vehicle path through the precinct generally follows that as defined in Figure 6 below.

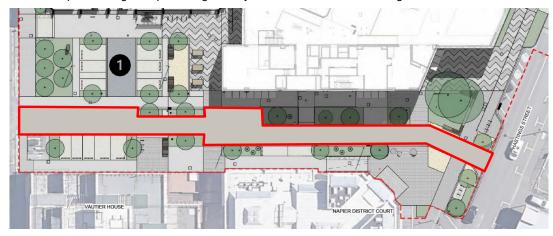


Figure 6: Precinct vehicle path

The trafficable space is approximately 5.5m wide as it enters from Dalton Street. East of the disability parking area, the trafficable lane reduces to approximately 3.5m and generally remains that width through to Hastings Street. Plans indicate (via arrows on the drawing – BM200778_200) that east of the disability parking (1), the lane is one way

It is acknowledged that at this phase of the design, there may not be signs and lines drawings. It is further acknowledged that the intent of the area is more in line with a calmed precinct, with potentially minimal signs and markings, in keeping with the intent of the design.

As a one-way system, there are regulatory obligations for signing the direction of travel, and the provision of NO-ENTRY signs to prevent drivers moving in a direction contrary to the main flow. This can incorporate access restriction signs such as that installed in Cashel Mall, Christchurch and Te Pae Conference Centre.





13 March 2025 Megan Walker Page 16 of 19

Reference: Te Aka Precinct Road Safety Review

As a one-way system, there is no need, nor capacity for a left turn into the precinct area, off Hastings Street. In this regard, the current radii of the left turn can be reduced to an absolute minimum required to enable the right turn out only.

Kerb tactile pavers will be required for the pedestrian movement over the laneway, should vehicles have priority.

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

Probability of a crash	Crashes resulting from this safety concern are very unlikely.
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.
Risk ranking	The safety concern is therefore deemed to be significant.

Recommendation

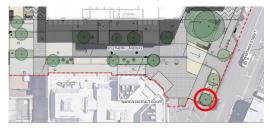
- 1 Install the required regulatory signs for a one-way lane
- 2 Install access restriction / exceptions signs as appropriate for the intended and permitted user.
- 3 Adjust kerb lines to restrict as far as reasonably practicable the left turn in movement from Hastings Street.

Decision Tracking

Design team response	
Client safety engineer comment	
Client decision	
Action taken	

5.7 Pedestrian intervisibility at crossings

It is noted that there is a discrepancy between the Landscape Plans and the Detailed design plans on the form in and around this vehicle crossing. Some drawings show what appears to be planting, other not so. It is understood that the "100% Detailed Design" plans take precedence.



Plan BM200778_200



Landscape Plans - Page 11

13 March 2025 Megan Walker Page 17 of 19

Reference: Te Aka Precinct Road Safety Review

The landscape plans indicate a kerb connection with no radii at the junction, with planting alongside the lane at kerb boundary, while the 100% Detailed Design plans indicate a curve radius for the same location. We have considered the configurations with the curve radius detailed.

The details of the connection indicate that the existing street trees are to be retained at this Hastings Street kerb line. A review of Google Street View © indicates that the trees are well established, and they appear to be trimmed to such a height that they would not impose a sight line restriction to an exiting driver. The lower limbs should be cleared to a height of 1.5m to ensure clearance of a driver's sight line (typical vehicle), however a small truck driver's eye height would be approximately 2m, dependant on vehicle type / model. The intervisibility sight lines should be checked on site.

The design team have confirmed that the diagonal parking outside of the Courts will remain. The current use of this area is considered to not affect any intervisibility sight lines, however these should be checked on site. The proposed precinct layout eliminates one diagonal park space to enable the new formation.

The landscape plan indicates a plant (T02 – Circled above), being a "Small Grade Tree in Garden". The combination of a small tree, with potential for low branches within the sight line, and a large van parked in the first diagonal park could result in a blockage to the intervisibility sight lines sufficient for an exiting driver to not see an approaching vehicle on Hastings Street.

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

Probability of a crash	Crashes resulting from this safety concern are unlikely.
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.
Risk ranking	The safety concern is therefore deemed to be significant.

Recommendation

- 1 Undertake an intervisibility sight line check for drivers exiting from the laneway, ensuring that the existing trees will not impede intervisibility.
- 2 New planting should be selected sufficient that the plants / trees when installed, do not obstruct intervisibility sight lines.

Decision Tracking

Design team response	
Client safety engineer comment	
Client decision	
Action taken	

5.8 CPTED - Related to Road Safety

In considering the overall design, and the proximity to adjacent buildings and land use, we remain of concern, from a CPTED risk, of a vehicle travelling along Hastings Street, veering right into plaza area and direct at the mixing /;

13 March 2025 Megan Walker Page 18 of 19

Reference: Te Aka Precinct Road Safety Review

engagement area around the Courts. A disgruntled actor with malicious intent could cause significant injury if they are not prevented from a high-speed movement.

Simple CPTED solutions could include sufficient planting and landscape features around the projection path, to prevent a direct high-speed access into the plaza area.

This type of event has caused significant injury and death internationally and has required authorities to rethink their risk and response approach to locations where this type of event could occur.

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

The following assessment is ranked based upon a CPTED threat, with no mitigation to the risk of a high-speed vehicle intrusion into the front of the court building.

Probability of a crash	Crashes resulting from this safety concern are very unlikely.
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be fatal.
Risk ranking	The safety concern is therefore deemed to be serious.

Recommendation

1 Install appropriate landscape and planting forms to minimise the threat of high-speed vehicle intrusion into areas of mass assembly of people.

Decision Tracking

Design team response	
Client safety engineer comment	
Client decision	
Action taken	

5.9 Lighting Design / CCTV

While the detailed design pack shows luminaire pole, there is no indication on effectiveness of the level of lighting proposed for the site.

Poor placement of luminaires within the site can result in areas of low lighting within the precinct, creating a CPTED risk, especially in the evenings and during winter commute times, that may need additional lighting to mitigate CPTED risks.

While not stated, it is assumed that the environment would have effective and appropriate CCTV coverage, be it from council buildings or from the court building. Given the extent of the work required to develop the site, it is prudent that ducting and cabling be installed, even if the actual CCTV cameras are not to be included in this first phase.

13 March 2025 Megan Walker Page 19 of 19

Reference: Te Aka Precinct Road Safety Review

Risk Ranking

The safe system audit team has assigned the following risk ranking to this safety concern.

The following assessment is ranked based upon a CPTED threat, with less than standard lighting and CCTV treatments.

Probability of a crash	Crashes resulting from this safety concern are very unlikely.
Severity outcome rating	The predominant outcome of a crash resulting from this safety concern is likely to be serious.
Risk ranking	The safety concern is therefore deemed to be significant.

Recommendation

- 1 Install precinct wide lighting to meet the applicable AS/NZS Lighting standards.
- 2 Install appropriate CCTV camera systems, providing appropriate and effective coverage of the precinct.

Decision Tracking

Design team response	
Client safety engineer comment	
Client decision	
Action taken	

Yours sincerely

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Prosperous Napier Committee - 21 August 2025

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CONTENTS

4.

EXECUTIVE SUMMARY

14.

DEMOCRACY AND GOVERNANCE

6.

OVERALL SATISFACTION

18

CORE SERVICES

8.

METHODOLOGY

49.

COUNCIL
CONTACT AND
COMMUNICATION



EXECUTIVE SUMMARY

The purpose of this research was to consultatively engage with Napier's residents to determine levels of satisfaction and perceptions of Council's services, communications and management to identify opportunities for improvement.

Research was conducted quarterly in 2024-2025. Multiple data collection methods were utilised to ensure residents were well-represented (including telephone interviews, postal surveys, and online). A total of n=600 responses were used in the final analysis.

The main findings were as follows:

- The 2024-25 year has proven to be a challenging period nationwide with increased costs of living and other economic factors having an impact at the local level for Napier residents and Council marked by rising rates, limits on resources, and careful decisions needed around civic plans, infrastructure, facilities and allocation of funds. In this context, Council leadership and management have come under increased scrutiny from residents worried about the impacts on their own finances and concerns about Council spending and value for money while maintaining the Council services and facilities they expect.
- These concerns and increased sense of accountability have been reflected in the resident survey, with satisfaction falling notably overall and across most service areas. This decline was first noted in Quarter four of the 2023-24 year (following the 2024-27 Three-Year Plan announcement and notification of increased rates and fees) and remained low or continued to decline through the 2024-25 year.
- In 2025, 42% of respondents were satisfied with Council's overall performance – a notable drop from 61% in 2024 and the lowest

- annual satisfaction score recorded to date; the first time this annual figure has fallen below 50% over the last 10 years.
- Overall satisfaction was reflected across the survey and influenced by public perceptions of a range of services, facilities and governance attributes. 14-out-of-30 (47%) assessed services recorded 'good satisfaction' levels of 60% and above (a level reached by 20 services in 2024); just two services achieved above 80% satisfaction. The top two performing service attributes were sports fields (83%) and kerbside rubbish collection (85%), while playgrounds (79%), parks and reserves (78%), and public gardens (78%) also remained among the highest scoring. These higher ranked areas proved to be more robust and consistently well-received, seeing little or no decrease compared to the previous year.
- However, no significant improvements were measured across the survey in 2025. In contrast, multiple service or facility areas recorded significant year-on-year decreases, with many also recording lowest-ever results. The greatest drops were seen for swimming pools (34% vs. 53% in 2024), car parking in the CBD (38%, 52% in 2024), town planning (49%, 60% in 2024) and animal control (54%, 66% in 2024).

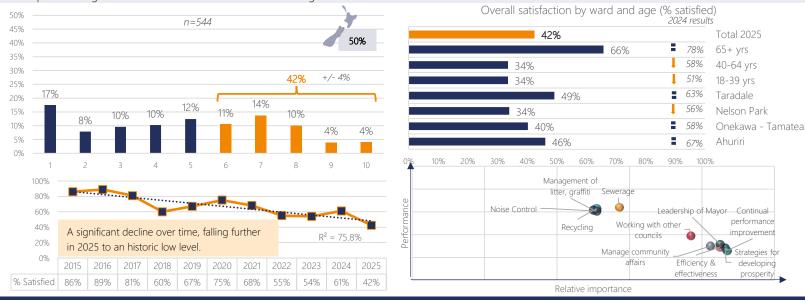
- Other lower performing areas in 2025 included key infrastructure such as roads (37%, albeit not significantly below 42% in 2024), urban storm water drainage (42%, no change from 46% in 2024), and drinking water (43% vs 49% in 2024). These results continue to reflect high expectations for, and emphasise the need for constant attention to, infrastructure needs. Positively, however, all three areas have seen some stability or even improvement in satisfaction over recent years (particularly for drinking water, up from a low of 19% in 2019).
- In the context of lower service satisfaction, Council governance also came under increased resident scrutiny in 2025, with a significant impact on public sentiment around key leadership and management indicators. Satisfaction with overall performance of Council leadership fell substantially in 2025 to its lowest recorded level to date (31%, down from 49% in 2024). Notable decreases were also measured for managers and staff doing a good job (44%, vs 58% in 2024), providing sufficient opportunities for people to have their say (42%, vs 57% in 2024), and keeping people informed (47%, vs 60% in 2024).
- Across the city, falling satisfaction was seen across all four wards (none achieving over 50% overall satisfaction), although more notably in some. Overall satisfaction was lowest in Nelson Park (34%, down from 56% in 2024) and Onekawa Tamatea (40%, vs 58% in 2024), but slightly higher in Ahuriri (46%, vs 67% in 2024) and highest in Taradale (49%, vs 63% in 2024). These patterns were typically seen across specific service areas, with lowest average satisfaction in Nelson Park; particularly for swimming pools (24%), roads (28%), car parking (30%), drinking water (35%) and stormwater (35%). General satisfaction with Council leadership was also low across the board,

- but lower in Nelson Park (22%) than in Ahuriri (30%), Onekawa Tamatea (31%) and Taradale (38%).
- Resident age continued to play a significant role in satisfaction levels, with older adults (aged 65+) remaining more satisfied with Council performance overall (66%) and across most service areas. However, the typical generational gap widened further in 2025, with younger adults (particularly those aged 18-39) even less satisfied with most Council services and facilities (with overall satisfaction of 34% for both 18-39 and 40-64 year olds). The greatest disparities were seen for recycling services, public toilets, stormwater, playgrounds and cemeteries.
- In challenging economic circumstances, residents and Councils are both pushed to navigate difficult times. Given the personal impacts on the Napier community, residents have cast a more critical eye over Council management and spending decisions – resulting in more negative sentiment for service provision specifically and Council leadership and performance generally. In this context, a cluster of Council management attributes have the greatest influence on improvement opportunities, including: mayoral leadership, Council strategies for prosperity, management of community affairs, and general continual improvement in performance, efficiency and effectiveness – with ongoing needs for essential infrastructure maintenance also critical. This year's findings also point to a need for improved communication, greater transparency, and focused investment in underperforming services and community engagement (particularly for younger residents) – providing potential for improved sentiment and rebounding satisfaction in the coming year.

OVERALL SATISFACTION

- In 2025, 42% of respondents were satisfied with Council's overall performance this was a significantly lower result compared to previous years, a notable drop from 61% in 2024, and the first time this annual figure has fallen below 50% over the last 10 years. 1-in-6 (17%) gave the lowest rating of 1-out-of-10 (up from 6% in 2024). In this context, overall satisfaction in 2025 was below the current New Zealand benchmark average (50%).
- Overall satisfaction notably began falling in Q4 2023-24 (49%), and remained low or declined further through the 2024-25 survey year; ending at 37% in the fourth quarter of 2024-25 the lowest quarterly level measured to date.
- This year-on-year decrease was felt across the city, but most significantly in the Nelson Park ward, and among younger respondents aged 18-64.
 Respondents aged 65+ continued to buck the trend to a large extent.

- However, the generational gap widened further in 2024-25.
- Of all services surveyed, 10 contributed significantly to overall satisfaction; indicating the facets of civic life that most strongly underlie residents' falling sentiment with Council performance. Assessing relative importance of these services against rated performance, a cluster of Council management attributes had the greatest influence on improvement opportunities, including: mayoral leadership, Council strategies for prosperity, management of community affairs, and general continual improvement in performance, efficiency and effectiveness.



Overall satisfaction with services received from the Napier City Council. Scale: 1-totally dissatisfied and 10-very satisfied.

2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 6

Prosperous Napier Committee - 21 August 2025

Great performance (>80%)	Sood performance (60-79%)	Services for improvement \$ G	reatest improvement potential		NZB 2025 = SIL NZ benchma (see p.10 for deta
3.	Î	A	***	*	
Sports fields (p.42)	Rubbish collection (p.27)	Playgrounds (p.40)	Parks and reserves (p.39)	Gardens (p.41)	Cemeteries (p.31)
NCC 2025: 83%	NCC 2025: 81%	NCC 2025: 79%	NCC 2025: 78%	NCC 2025: 78%	NCC 2025: 74%
NCC 2024: 84%	NCC 2024: 85%	NCC 2024: 83%	NCC 2024: 85%	NCC 2024: 85%	NCC 2024: 84%
NZB 2025: 74%	NZB 2025: 67%	NZB 2025: n/a	NZB 2025: 76%	NZB 2025: n/a	NZB 2025: 78%
50				2	
Cycleways (p.18)	Attracting visitors (p.45)	Sewerage (p.21)	Libraries (p.46)	Recycling (p.25)	Litter, graffiti, etc (p.29)
NCC 2025: 74%	NCC 2025: 65%	NCC 2025: 64%	NCC 2025: 64%	NCC 2025: 63%	NCC 2025: 62%
NCC 2024: 81%	NCC 2024: 75%	NCC 2024: 67%	NCC 2024: 74%	NCC 2024: 69%	NCC 2024: 67%
NZB 2025: 52%	NZB 2025: n/a	NZB 2025: 74%	NZB 2025: 78%	NZB 2025: n/a	NZB 2025: n/a
	②	ķ	血	†	
Activities & events (p.44)	Noise control (p.36)	Footpaths (p.19)	MTG Hawke's Bay (p.43)	Public toilets (p.30)	Animal control (p.35)
NCC 2025: 61%	NCC 2025: 61%	NCC 2025: 58%	NCC 2025: 56%	NCC 2025: 54%	NCC 2025: 54%
NCC 2024: 72%	NCC 2024: 71%	NCC 2024: 62%	NCC 2024: 64%	NCC 2024: 63%	NCC 2024: 66%
NZB 2025: 61%	NZB 2025: n/a	NZB 2025: 55%	NZB 2025: n/a	NZB 2025: 60%	NZB 2025: 57%
	.		Ė	-	
Town planning (p.37)	Freedom camping (p.38)	Keep informed (p.16)	Managers & staff (p.14)	Drinking water (p.23)	Opportunities to have a say (p.17)
NCC 2025: 49%	NCC 2025: 48%	NCC 2025: 47%	NCC 2025: 44%	NCC 2025: 43%	NCC 2025: 42%
NCC 2024: 60%	NCC 2024: 58%	NCC 2024: 60%	NCC 2024: 58%	NCC 2024: 49%	NCC 2024: 57%
NZB 2025: n/a	NZB 2025: n/a	NZB 2025: 46%	NZB 2025: 43%	NZB 2025: 62%	NZB 2025: 43%
•••		X	<u>*</u>	†	
Stormwater (p.22)	Car parking average (p.32)	Roads (p.20)	Swimming pools (p.48)	Leadership (p.15)	Overall (p.6)
NCC 2025: 42%	NCC 2025: 41%	NCC 2025: 37%	NCC 2025: 34%	NCC 2025: 31%	NCC 2025: 42%
NCC 2024: 46%	NCC 2024: 53%	NCC 2024: 42%	NCC 2024: 53%	NCC 2024: 49%	NCC 2024: 61%
NZB 2025: 51%	NZB 2025: 51%	NZB 2025: 43%	NZB 2025: 56%	NZB 2025: 37%	NZB 2025: 50%

2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 7

Prosperous Napier Committee - 21 August 2025



METHODOLOGY

RESEARCH GOAL

As a part of its ongoing consultation process, Napier City Council (NCC) has commissioned a Customer Satisfaction Survey every year. The purpose of this research was to consultatively engage with Napier residents to determine levels of satisfaction and perceptions of Council's services, communications and management to identify opportunities for improvement.

QUESTIONNAIRE AND PROJECT SPECIFICS

From 2019, the Resident Survey has been conducted by SIL Research.

In 2019, SIL Research together with NCC developed a revised Resident Survey questionnaire. The initial draft was based on research previously carried out for NCC. The questionnaire was tested prior to full scale data collection to ensure the survey was fit for purpose. This questionnaire was further used for all subsequent surveys.

From 2019, data collection was administered four times a year to allow for seasonal variations to be tracked using a 1-10 Likert scale, which provides more robust options for residents to express their views.

For the 2024-25 survey year, the data was collected from August (retrospectively covering the Jun-Aug quarter) to June (covering the Apr-Jun quarter) to align with NCC's annual reporting period of 1 July to 30 June

From 2023-24, the quarterly sample was increased from n=113 to n=150, providing a total annual sample of n=600 responses in both 2023-24 and

2024-25. This adjustment accommodates for Napier's growing population and enhances the precision of result estimates.

DATA COLLECTION

In 2024-25, research was conducted quarterly: (1) August-September 2024, (2) November-December 2024, (3) February - March 2025 and (4) May - June 2025. A total of n=150 responses were collected each quarter, resulting in n=600 for the final analysis in the 2024-2025 year.

In each quarter, multiple data collection methods were utilised to ensure residents were well-represented. The mixed-methods approach included:

- (1) Telephone survey. Respondents were randomly selected from the publicly available telephone directories within each ward;
- (2) Social media (available via SIL Research social media platforms, such as Facebook). The invitation advertisement was randomly promoted to Napier residents within each ward:
- (3) Postal survey. Survey forms were delivered to randomly selected Napier households.

DATA ANALYSIS

Every quarter, surveys were conducted proportional to the population in each of Napier's four wards. Post-stratification (weighting) was then applied to the full dataset to reflect the age and gender group proportions within each ward as determined by the Statistics New Zealand 2023 Census.

Table 1 Responses by ward

	Responses	Population %
Ahuriri Ward	111 (19%)	17%
Onekawa - Tamatea Ward	126 (21%)	17%
Nelson Park Ward	165 (28%)	28%
Taradale Ward	198 (33%)	38%

SIL Research ensured quality control during the fieldwork period. In addition, a quality control check was performed using follow-up calls across randomly selected respondents (10% of those who agreed to the follow up) to verify the key responses.

Further checks included, but were not limited to, removal of incomplete responses and responses coming from outside of Napier.

The main resident groups analysed in this report were: ward, age, gender, ethnicity, home ownership and tenure in Napier. During the analysis stage of this report, two sets of statistical testing were employed while reviewing data findings. Chi-square tests were used when comparing group results in tables, and ANOVA tests were used when comparing statement averages across groups. The threshold for reporting any statistically significant differences was a p-value of 0.05. Where differences were outside this threshold (less than 95%), no comments were made; where differences were within this threshold, comments have been made within the context of their practical relevance to NCC.

Overall results are reported with margins of error at the 95% confidence level. The maximum likely error margin occurs when a reported percentage is close to 50%. The key reported measures in the main report include margins of errors calculated with the survey design, finite population size correction, and service usage taken into account. Differences in percentages between two sub-samples are also subject to higher margins of error.

2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 9

Table 2 Margins of error

	Reported percentages		
Responses n=	50% 80% or 20%		
600	±4.0	±3.2	
400	±4.9	±3.9	
300	±5.6	±4.5	
200	±6.9	±5.5	
100	±9.8	±7.8	

NOTES ON REPORTING

Comparative data prior to 2019 is indicative only; data collection methods before 2019 (including response scales) differed significantly from current methods

Due to rounding, figures with percentages may not add to 100%. Reported percentages were calculated on actual results not rounded values.

Where results are reported by sub-groups of residents, estimates of results may not be statistically reliable due to the high margins of error (small sample sizes).

Overall 'satisfaction' percentages presented in this report are aggregated 6-10 responses on a 1-10 scale.

Open-ended (free-text) responses were also collected and analysed. SIL Research used a content analysis approach to determine certain themes, concepts or issues within this feedback. This represents a 'bottom up' data driven approach where identified themes are derived purely from the collective respondent feedback, rather than fitting responses into predetermined categories. Results for reported themes may not add to 100% as several themes could be mentioned by a given respondent.

The strength of trends or changes over time was also assessed. R^2 is a measure based on regression analysis of results over time. It was applied to the historical and current aggregated satisfaction ratings. In summary, the closer the R^2 value is to 100%, the more likely there is a trend towards an increase or decrease in performance ratings over time.

Regression analysis was used for key driver analysis. This statistical method investigates the relationships between potential influential drivers (e.g. Council services) and residents' overall perceptions about the Council. Identified key drivers are factors that have a greater improvement potential.

RESPONSES USED IN THE ANALYSIS

Table 1 Responses by age

	Frequency	Percent	
18-39	198	33%	
40-64	241	40%	
65+	161	27%	
Total	600	100%	

Table 2 Responses by gender

	Frequency	Percent
Female	306	51%
Male	291	49%
Non-binary	3	1%
Total	600	100%

Table 3 Responses by home ownership

Table 5 Responses by Home of the ship			
	Frequency	Percent	
Owned	479	80%	
Rented	92	15%	
Other	29	5%	
Total	600	100%	

2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 10

Table 4 Responses by ethnicity (multi-choice)

	Frequency	Percent
New Zealand European	447	75%
European	74	12%
Māori	82	14%
Pacific people	6	1%
Asian	20	3%
New Zealander/Kiwi/Not stated	29	5%
Other	11	2%
Total	600	100%

Table 5 Responses by tenure (agareaated)

	Frequency	Percent
Under 10 years	142	24%
More than 10 years	316	53%
Total	600	100%

Note: final dataset was statistically weighted to increase accuracy of the reported results.

BENCHMARKING

SIL Research conducts a representative National resident survey across Councils* to establish a series of benchmarks across a range of Council services. This allows Napier City Council to compare their survey results against a National average (NZB).

The National survey data is collected throughout the year so that annual results can be presented without seasonal bias. The benchmarking results in this report are based on n=400 responses collected in 2025. The data is collected using a 1-10 scale; satisfaction percentages are aggregated 6-10 ratings.

Benchmarking results are reported at 95% confidence level +/- 4-5%.

^{*}Excludes Auckland, Wellington, Christchurch and Dunedin.

ENVIRONMENTAL FACTORS

When reading this report, it is important to note that factors such as the timing of unusual or one-off events can affect the ratings that residents give, particularly if they occur close to the time when the survey data is being gathered.

Factors that may have influenced public perception of the Council's performance in 2024-25 include:

Q1 2024-25:

- In late June 2024, the Council adopted its Three-Year Plan 2024-27, outlining Council's projects and priorities and how they will be paid for. This followed community consultation in March and April, and public hearings in May. The plan incorporated rates increases and proposed fees increases for a number of Council run facilities and services.
- 2. In early August 2024, Napier City Council's Future Napier Committee endorsed the concept designs for the Emerson Street upgrade. Council is taking the opportunity to upgrade the streetscape while necessary infrastructure works are undertaken, combining it into one project to create cost savings. Key aspects of the upgrade include replacing wastewater pipes. Raingardens will be introduced to increase stormwater collection capacity.
- 3. In August 2024, the Council conducted community consultation on whether to introduce Māori wards at the 2025 local elections, following the Government's new legislation requiring councils to revisit any decision made to introduce Māori wards without a binding poll. As a result of the consultation, the Council decided in September to reaffirm its earlier decision to introduce a single Māori ward in 2025.
- 4. In late August 2024, the Council endorsed in principle the investment portfolio of its forthcoming Council Controlled Trading

2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 11

Organisation (CCTO) - approved to be established after community consultation earlier this year as part of the development of Council's Three-Year Plan. Council's objective in setting up the CCTO is to create an inter-generational investment portfolio that will benefit current and future generations of Napier residents. It will be 100% owned by ratepayers.

Q2 2024-25:

- 5. From 1st October 2024, parking fines (set by central government but collected by local councils) increased in Napier and other areas around the country. Parking fines (as opposed to fees set by local councils) have not increased since 2004. The biggest increases applied to mobility carparks.
- 6. In mid-October 2024, refurbishment of the Council office building space, planned to take place over three years began with deconstruction of some parts of Napier City Council's former office building on Station Street. It will be used as workspace for over 200 council staff currently occupying three leased buildings in central Napier. The project is aiming to divert 85 to 90 percent of all materials away from landfill. As with rest of the project environmental sustainability is a key priority.
- 7. In late-October 2024, Council adopted the draft City Wide Reserve Management Plan for consultation. The consultation, open until 28 February 2025, sought public views on the ways Napier's open spaces are used, managed and protected. Once the final Plan was adopted, detailed plans for individual reserves were further developed. A hearing for submissions was held in April 2025.
- 8. In late-October 2024, Council adopted the Statement of Proposal (SOP) and the Draft Freedom Camping Bylaw 2024 for consultation. Proposals for the future of Napier's freedom camping areas are aimed at enhancing the experience for visitors travelling in self-contained vehicles.

- 9. In November 2024, a draft Future Development Strategy (FDS) was prepared for public consultation by a joint committee representing three local councils Napier City Council, Hastings District Council, and Hawke's Bay Regional Council in partnership with Maungaharuru Tangitū Trust, Mana Ahuriri Trust, and Tamatea Pōkai Whenua. With more than 16,000 new homes forecast to be needed in Napier and Hastings urban areas over the next 30 years as the population expands, the Strategy aims to ensure residential, commercial and industrial growth is sustainable and has as little impact on the district's precious growing lands as possible.
- 10. In November 2024, the region's four territorial authorities announced they were preparing to take the next step in exploring a joint approach to delivering water services under the Government's new Local Water Done Well plan. Public consultation on options ran from 12 May to 15 June 2025, with councils committed to submitting a plan for how they'll deliver water services in the future to the Government by 3 September 2025.

O3 2024-25:

- 11. In December 2024, Ocean Spa introduced new rates for residents to ensure locals can access the facility easily, by applying for a Residents Card, following increased fees introduced earlier in the year as a result of the Three-Year Plan 2024-27.
- 12. In December 2024, the Council announced that Hawke's Bay Airport shares and various properties will move to Council's new Council Controlled Trading Organisation (CCTO). The CCTO, now known as Ahuriri Investment Management Ltd (AIM), will operate a long term investment portfolio to earn income for the city, reducing the need to rates-fund activities. AIM will manage the portfolio on behalf of Council, who will maintain ownership.
- 13. In February 2025, work on Napier Aquatic Centre's ongoing upgrades entered its final stage, with some temporary disruption

2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 12

- affecting customers. The Aquatic Centre has been undergoing a significant maintenance and refurbishment programme since May 2024, with work needed to ensure the health, safety and wellbeing of pool users and staff.
- 14. In February 2025, Council announced the outcome of the Cyclone Gabrielle 90-day designation review, with a decision to continue the previous partial termination of the designation without alteration. Previously, the whole of Napier City had been "designated" under the Building Act 2004 to help manage ongoing risks to people from buildings affected by flooding and land instability as a result of Cyclone Gabrielle. This has now been reduced to only include the specific properties issued with red or yellow placards.
- 15. In February 2025, Council announced future options for some NCC facilities were on the table ahead of the 2025/26 Annual Plan consultation. The consultation included potential new options for the future of the National Aquarium of New Zealand, Napier isite Visitor Centre, Par 2 Mini Golf and the Faraday Museum of Technology. Also proposed was the temporary closure of Napier Library from 1 July 2025, ahead of the city's new library opening in mid-2027. The consultation included an update on the exploration of commercial leasing arrangements for Kennedy Park Resort and Ocean Spa. Proposals were driven by community concerns around Council costs and particularly rates increases. A rates increase was proposed to cover inflation-related increases to do with projects, fees and contracts, electricity, gas and insurance costs. The Annual Plan consultation opened on 31 March.

Q4 2024-25:

16. In March 2025, public consultation opened for Council's 2025/26 Annual Plan, signalling an overall average rates increase of 7.9% for 2025/26, with most of the increase due to interest on

- borrowing and inflation. Through the consultation, Council sought community views on seven key areas: the future of four Council facilities, whether Napier Library should close for an interim period of two years, a proposed increase to user-pays fees at Redclyffe Transfer Station, and whether the newly formed Council-Controlled Trading Organisation's investment portfolio value should be made a Strategic Group of Assets once it starts operating. The consultation ran until Wednesday 30 April.
- 17. In April 2025, the Council sought community feedback on the draft Waste Management and Minimisation Bylaw and the draft Joint Waste Management and Minimisation Plan (WMMP) two important tools in the fight to keep waste out of landfill. The draft Plan has identified ten focus areas to transition to a more circular economy. These areas collectively work to address four key issues identified during waste assessment and engagement with the community: diverting organic waste from landfill, building an improved recycling and reuse system in Hawke's Bay, collaborating with businesses to share knowledge and improve processes, and educating and empowering community to reduce waste.
- 18. In April 2025, the post-consultation hearing of submissions to the draft City Wide Reserve Management Plan 2025 took place required by the Reserves Act to provide for the use, enjoyment, maintenance and protection of reserves. The final version of the Plan was adopted on 26 June.
- 19. In April 2025, as part of central government's Local Water Done Well reform programme, Council voted on their preferred option consultation on its future delivery of water services: a joint council water organisation making full use of the benefits of working collaboratively with the three other councils in the region.

- Consultation provided for community feedback on three options: a Regional CCO (preferred option), a Napier City Council CCO or an Internal Business Unit. Consultation was opened in May, with hearings due to begin on 21 July 2025.
- 20. In May 2025, local consortium MCLStead was appointed to construct Napier City Council's new library and civic precinct. The project includes the construction of the city's new community library hub; a new meeting space for Napier's elected representatives and public meeting space; refurbishment of Council offices and customer service centre; and development of the outdoor public space surrounding the area. Work began in June 2025.
- 21. In May 2025, Council announced decisions based on the 2025/26 Annual Plan consultation – with 1007 submissions the highest number in ten years of Annual Plan or Long Term Plan consultations. Due to strong public feedback, Council agreed to keep the city library open; explore handing the Napier isite's operation to a third party in a current or new location, with no Council funding; proceed with investigating a commercial lease for Par2 MiniGolf and moving the Faraday Museum of Technology into a charitable trust; and increase user pays fees at Redclyffe Transfer Station. Community preference for the National Aquarium was inconclusive, with further investigation to be provided into introducing a new conservation-focused visitor experience or handing operation to a third party. The Annual Plan was adopted on 26 June with an average rates increase of 8.9% due to the decision to keep the Napier Library open and to include funding to cover newly introduced water and regulation levies.

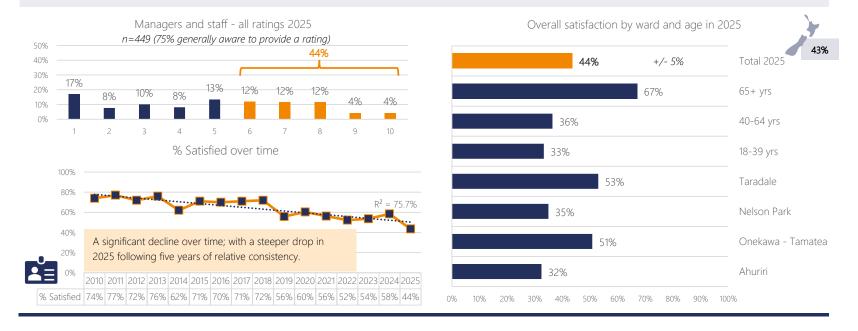
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 13



DEMOCRACY AND GOVERNANCE — managers and staff



- In 2025, 2-in-5 respondents (44%) who provided a rating were satisfied with Council managers and staff doing their job. This represented a significant fall from 2024 (58%) and previous years, the lowest result seen to date. However, this was on par with the New Zealand average (43%), reflecting falling satisfaction nationwide (47% in 2024).
- Notably, satisfaction reached a low of 38% in quarter three 2025, but recovered slightly to 47% by quarter four.
- Satisfaction with Council management showed a marked split by age, with respondents under 65 significantly less satisfied (around 1-in-3 satisfied).
- Contrasting results were noted across wards, with Ahuriri and Nelson Park residents significantly less satisfied with council management than Taradale and Onekawa - Tamatea residents.



2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 14

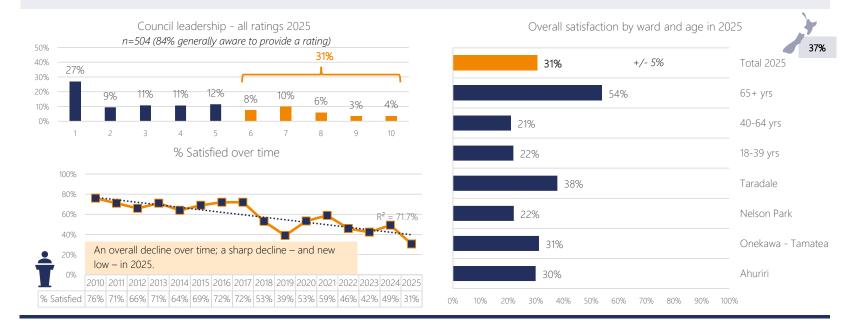
76



DEMOCRACY AND GOVERNANCE — Council leadership



- Satisfaction with Council leadership hit a new low in 2025, with just 1-in-3 respondents (31%) who provided a rating satisfied with this a significant drop from 2024 (49%); and below the previous low of 39% in 2019.
- This measure was consistently low through 2024-25, with the lowest score in quarter 3 (29%) but never higher than 35% (in quarter 2).
- This result was below the New Zealand average of 37% for 2025 (which itself has also fallen from 45% in 2024).
- While consistently low across wards in 2025, satisfaction with leadership was even lower in Nelson Park (22%) compared to Taradale (38%).
- Satisfaction with leadership was most particularly low among younger residents (1-in-5 of those aged under 65). While older residents (65+) were more than twice as likely to register satisfaction in this regard, just half (54%) did so.



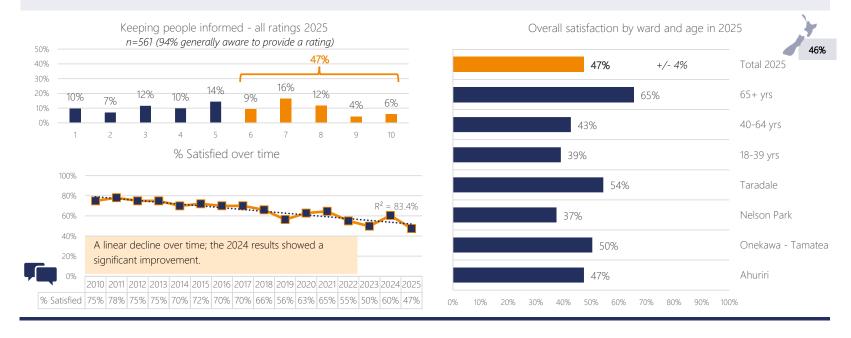
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 15



DEMOCRACY AND GOVERNANCE - keeping informed



- Compared to other governance measures in 2025, satisfaction with Council keeping people informed performed well with half expressing positive sentiment (47%); but was the lowest recorded result for this indicator after falling significantly since 2024 (60%).
- Satisfaction with keeping people informed was, however, above the New Zealand average (46%, down slightly from 50% in 2024).
- Satisfaction with communication remained higher for older residents (65+);
 with just 2-in-5 18-39 year olds (39%) expressing satisfaction.
- While relatively consistent across wards, Nelson Park residents were significantly less satisfied with Council communication (37%).
- Between ethnic groups, satisfaction with being kept informed was similarly below 50% for both Maori and non-Maori (41% and 48%, respectively).



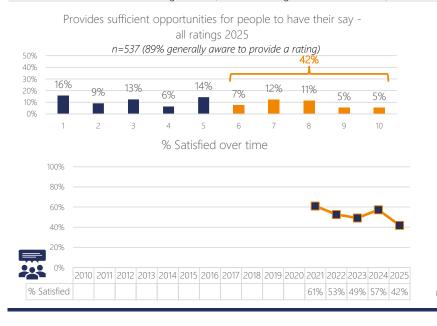
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 16

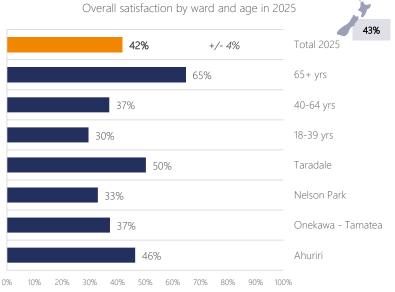


DEMOCRACY AND GOVERNANCE — decision making



- Following the observed pattern, resident satisfaction with participation in decision making fell below 50% in 2025, to a new low of 42% (significantly lower than 57% in 2024).
- Council's provision of opportunities for people to have their say was on par with the New Zealand average score (43%, no change from 44% in 2024).
- Again, significantly lower satisfaction was recorded in Nelson Park ward (33%) compared to Taradale (50%).
- The typical age pattern was also measured, with significantly lower satisfaction for 18-39s (30%) compared to 65+ year olds (65%).





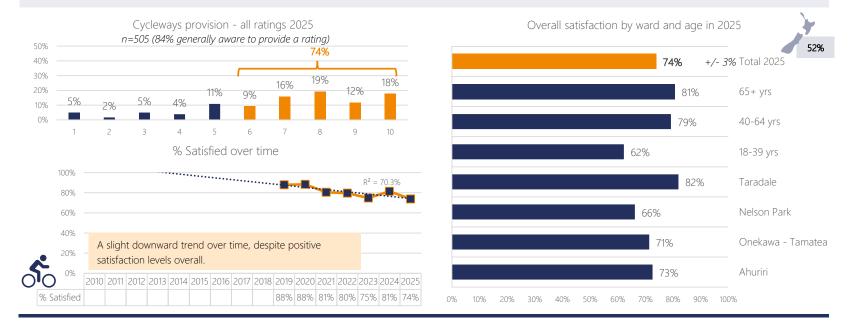
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 17



CORE SERVICES – cycleways



- Satisfaction with cycleways remained relatively strong in 2025 (74%) one of only seven services achieving above 70% satisfaction levels. The current result was on par with recent years (albeit below 2020 levels).
- Satisfaction with cycleways also remained significantly above the New Zealand average (52%).
- While satisfaction was moderate-to-high across wards, Nelson Park residents were significantly less satisfied than Taradale residents (66% and 82%, respectively).
- Satisfaction was also lower among younger adults (18-39), though the majority (62%) of this segment were satisfied.
- Satisfaction was similarly high for Maori (68%) and non-Maori (75%).



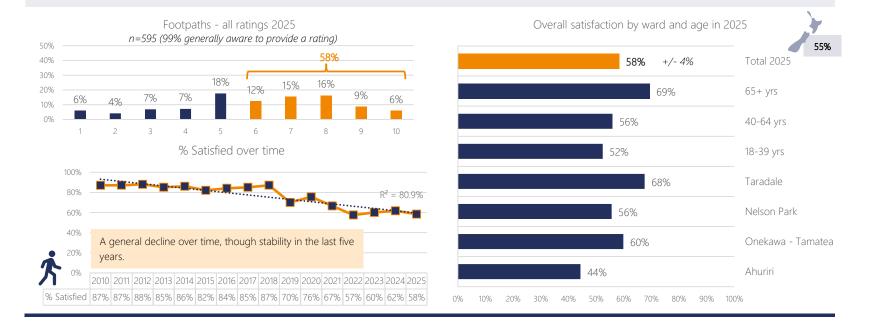
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 18



CORE SERVICES — footpaths



- In 2025, 3-in-5 respondents (58%) who provided a rating were satisfied with their experience of footpaths; consistent with 2024 (62%) and recent years and remained on par with the New Zealand average (55%).
- However, satisfaction was notably lower (and below 50%) for Ahuriri residents (44%), with the greatest satisfaction in Taradale (68%).
- Satisfaction with footpaths was above 50% regardless of age, although significantly lower for residents aged under 65.



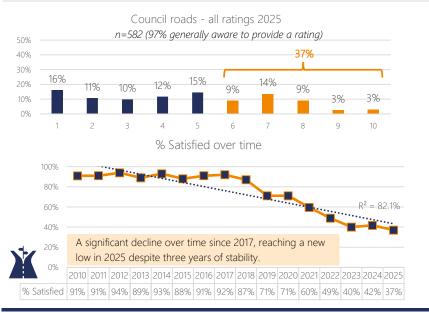
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 19

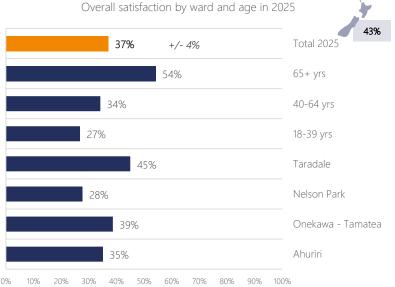
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CORE SERVICES – roads



- In 2025, just under 2-in 5 respondents (37%) who provided a rating were satisfied with their experience or knowledge of roads in Napier. While fairly consistent with recent results in 2023 and 2024, the 2025 figure is notably and significantly lower than 2022 and previous years.
- Collectively, roads were (again) one of the lowest rated services in the current year, with a clear downward trend over time.
- Given the current low result, satisfaction with roads was now below the New Zealand average (43%).
- In this context, dissatisfaction with roads was also reflected in verbatim feedback through the 2024-25 year, with concerns about layout changes, speed claming and general maintenance roads highlighted by residents as ongoing concerns.
- Satisfaction with roads was low across the city, but particularly in Nelson Park ward (28%). Satisfaction was also significantly lower for (heavier user) younger residents (especially 27% of 18-39s vs 36% in 2024); whereas over half (54%) of 65+ year olds remained positively disposed.
- Satisfaction also remained low among Maori respondents (26% vs 39% of non-Maori).





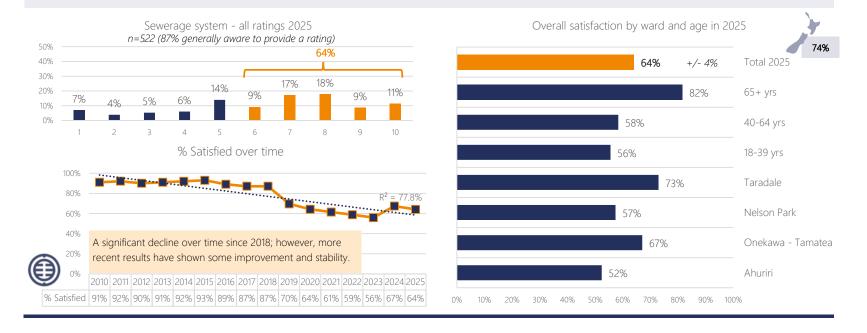
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 20



CORE SERVICES — sewerage



- Compared to other services, satisfaction with sewerage has remained relatively robust. In 2025, 64% of respondents who provided a rating were satisfied with sewerage system services – similar to 2024 (67%) and consistent with results over the past five years.
- Nevertheless, this result remained below the New Zealand average (74%).
- Satisfaction was above 50% across all wards and subgroups; but, relatively lower in both Ahuriri (52%) and Nelson Park (57%).
- Younger residents were also significantly less satisfied with sewerage services than those aged 65+; though a small majority were satisfied overall.



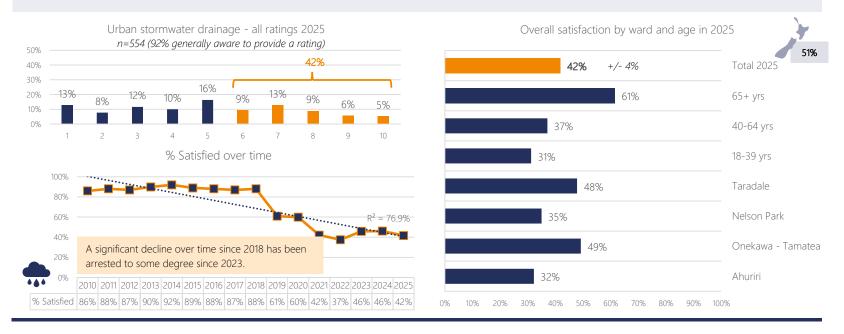
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 21



CORE SERVICES — stormwater



- As with sewerage, satisfaction with stormwater drainage management has remained consistent over the last five years – currently at 42% in 2025 among those who provided a rating (similar to 46% in 2023).
- However, this continued to be one of the lowest rated services across the survey in 2025, and remained below the New Zealand average (51%).
- Despite apparent differences between wards, these were not statistically significant. However, satisfaction in Ahuriri (32%) was lower than in 2024 (46%)
- Younger residents remained significantly less satisfied than those aged 65+ in 2025, despite little change since 2024..



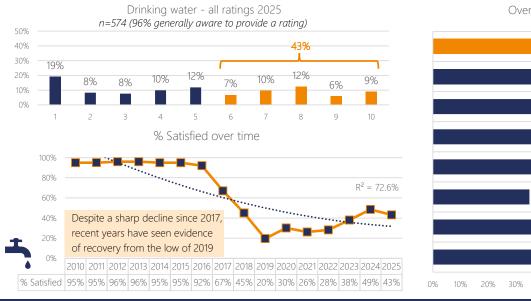
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 22

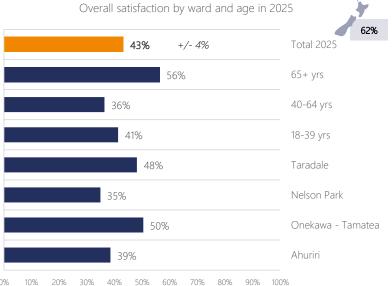


CORE SERVICES — drinking water



- Perceptions of drinking water have improved in the last six years, with this service area's ranking rising relative to other (lower-rated) areas. In 2025, 43% of respondents who provided a rating were satisfied with their experience or knowledge of drinking water in Napier, only slightly lower than the six-year peak in 2024 (49%).
- Satisfaction with water services remained below the New Zealand average (62%)
- Differences between resident segments were less prominent, with no significant differences across wards. However, no ward achieved more than 50% satisfaction in 2025.
- Younger residents did remain less satisfied overall with drinking water, with older respondents 65+ the only age group achieving higher than 50% satisfaction.
- Satisfaction was slightly lower for Maori (35%) than non-Maori (44%).

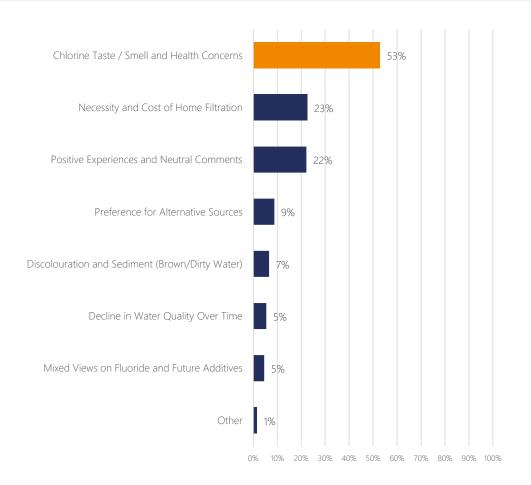




2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 23

CORE SERVICES — drinking water comments





- 73% of respondents provided further unprompted feedback regarding drinking water services.
- Despite improving satisfaction in recent years, the presence of chlorine in the water supply remained the most prevalent ongoing issue contributing to resident dissatisfaction with water services – with half (53% of those providing negative ratings) noting concerns about taste, smell and/or related health concerns in this regard. A further 7% raised discolouration, sediment or otherwise dirty water as a specific concern.
- In this context, many residents in 2025 (23%) continued to identify the need for home filtration systems to personally deal with inhome water quality treatment (similar to 28% in 2024), with the cost for this a sticking point for some. A preference for alternative water sources was a consideration for 1-in-10 residents providing negative ratings.
- However, 22% of respondents indicated positive experiences or no issues with the water services (similar to 21% in 2024, up from 17% in 2023 and 14% in 2022).

Open-ended comments sorted into categories. Totals may exceed 100% owing to multiple responses for each respondent.

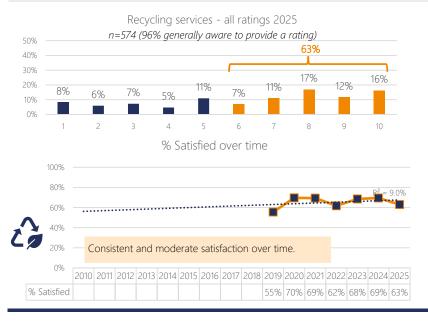
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 24

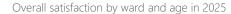


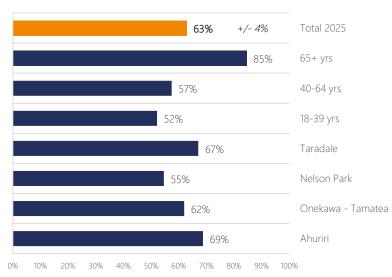
CORE SERVICES — recycling services



- Recycling services represent another robust service area with moderately high and consistent results over time. In 2025, 63% of respondents who provided a rating were satisfied with their experience or knowledge of recycling services – generally similar to 2024 and recent years.
- Satisfaction was typically positive (above 50%) across all wards, though least so in Nelson Park.
- While all age groups expressed majority satisfaction with recycling services, this was significantly lower for those aged under 65- in contrast to very high satisfaction (85%) for those aged 65+.
- Maori residents were significantly less satisfied than non-Maori with this service area (53% vs 64%).



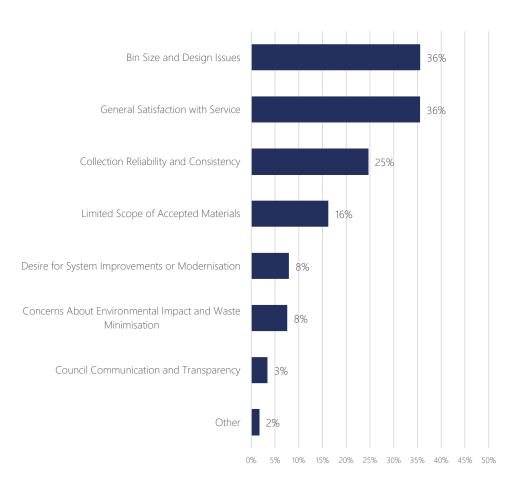




2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 25

CORE SERVICES — recycling services comments





- 3-in-5 (60%) of respondents provided further unprompted feedback regarding recycling services.
- 1-in-3 (36%) of provided comments indicated general satisfaction with services received ("It's collected regularly and not usually any mess left. Having the bins is a great system").
- For those with concerns about this service, bin-related issues remained the primary reason for lower satisfaction, particularly relating to bin size (e.g. "Bins are far too small and unstable in windy conditions."), and other design issues such as lack of lids and contents blown around in wind (e.g. "Should provide lids or bins that fully contain plastics and paper when windy").
- Some concerns around reliability and consistency of collection also remained relevant (for 25% of those providing comments) (e.g. "Bit erratic with times", "Our recycling has been left and not collected numerous times without any explanation as to why it was not excepted", "Contractors need to treat bins better instead of throwing them to the kerb when emptied").

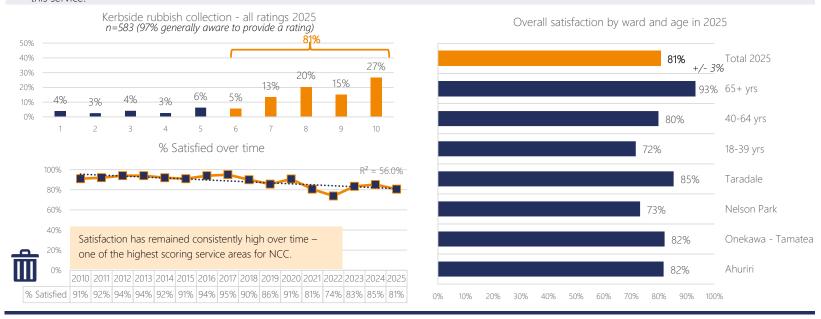
Open-ended comments sorted into categories. Totals may exceed 100% owing to multiple responses for each respondent. 2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 26



CORE SERVICES — kerbside rubbish collection



- Kerbside rubbish collection consistently remains one of the highest valued service areas. In 2025, 81% of respondents who provided a rating were satisfied with their experience or knowledge of kerbside rubbish collection services – making this the second-highest rated service in 2025.
- Satisfaction has remained similarly high (above 80%) since 2023. 1-in-4 respondents (27%) provided the highest satisfaction rating (10 out of 10) for this service.
- Sentiment was positive city-wide, with Nelson Park the only ward scoring under 80% satisfaction (though still high at 73%).
- Satisfaction was high (above 70%) across age segments, though still significantly higher among older residents aged 65+.

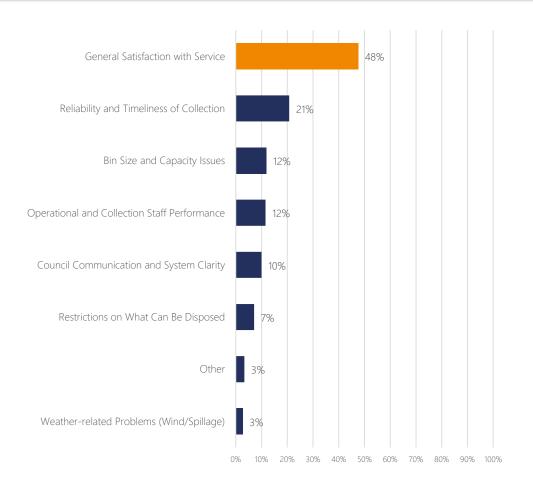


2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 27

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CORE SERVICES – kerbside rubbish collection comments





- Half (54%) of respondents provided further unprompted feedback regarding kerbside rubbish collection.
- Consistent with the very high satisfaction with this service overall, the most prevalent feedback was positive and expressed satisfaction (48%). Many residents described the service as reliable, consistent, and wellmanaged.
- However, concerns were raised about missed or delayed collections, bins being too small, and rubbish spilling on windy days. Some respondents were frustrated by restrictions on what can be disposed of, particularly garden waste. There were mixed views on collection staff performance, and a few noted confusion around council communication or service clarity. Overall, while the service is viewed positively, several operational and communication issues were highlighted.

Open-ended comments sorted into categories. Totals may exceed 100% owing to multiple responses for each respondent.

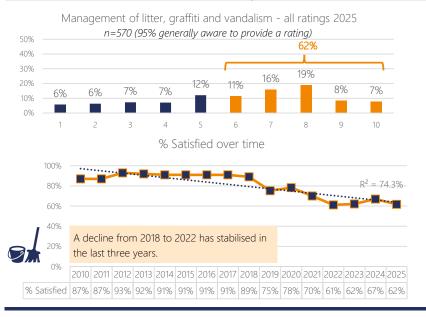
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 28

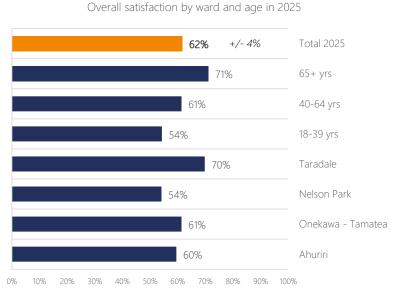


CORE SERVICES — litter



- Satisfaction with litter, graffiti and vandalism management has seen consistency since 2022, with moderate satisfaction levels the norm.
- In 2025, 62% of respondents who provided a rating were satisfied with their experience or knowledge of Council management of litter, graffiti and vandalism – similar to 2024 (67%) and recent years.
- While moderately high across wards, satisfaction remained significantly lower in Nelson Park (54%) compared to Taradale (70%).
- Older respondents aged 65+ remained the most satisfied (71%), significantly more so than younger residents aged 18-39 (54%).





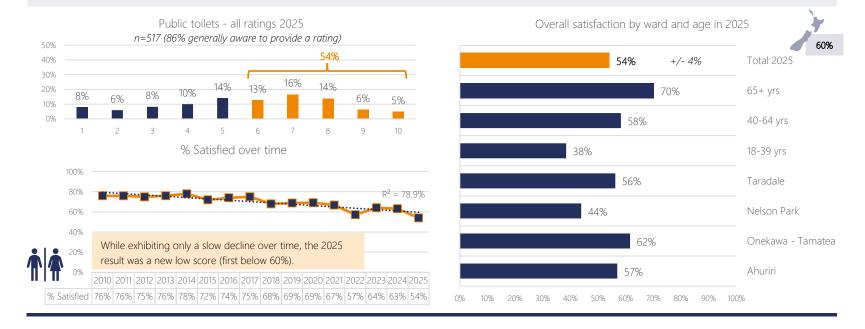
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 29



CORE SERVICES — public toilets



- In 2025, just over half (54%) of respondents who provided a rating were satisfied with their experience or knowledge of public toilets. While similar to 2022 (57%), this is now the lowest result measured to date, and significantly lower than pre-2022 results.
- Satisfaction with public toilets was just below the New Zealand average (60%).
- Satisfaction was significantly lower in Nelson Park (44%) particularly compared to Onekawa - Tamatea (62%).
- There was a stark age difference, with 18-39s (38%) almost half as likely as 65+ year olds (70%) to indicate satisfaction with public toilets.
- Māori were significantly less satisfied than non-Māori (37% vs 57%), with Asian residents most satisfied in particular (88%).



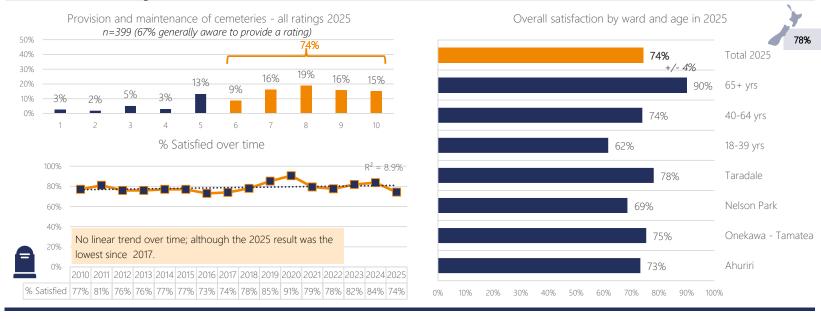
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 30



CORE SERVICES – cemeteries



- In 2025, 74% of respondents who provided a rating were satisfied with their experience or knowledge of Council provision and maintenance of cemeteries. This remained a consistent high performing service area (currently sixth-highest), despite falling significantly since 2024 (84%).
- Satisfaction with cemeteries remained consistent over time, and on par with the New Zealand average (78%).
- Satisfaction with cemeteries was similarly high across wards.
- Satisfaction was very high among older residents aged 65+ (90%), significantly more so than for younger 18-49s (62%, still positive overall).
- However Māori residents were less satisfied than non-Māori with this service area (63% vs 76%).



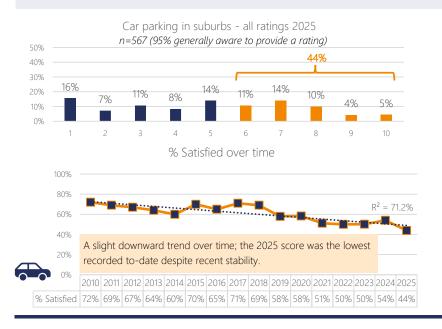
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 31

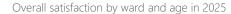


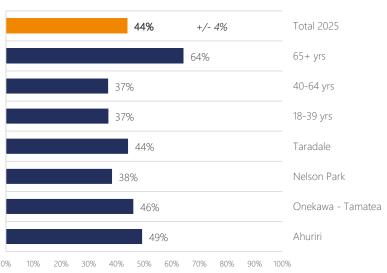
CORE SERVICES — car parking in suburbs



- In 2025, less than half of respondents (44%) who provided a rating were satisfied with their experience or knowledge of car parking in suburbs. This was the lowest score measured to date – the first below 50% and significantly lower than 2024 (54%), following several years of stable results.
- In this context, satisfaction with suburban car parking was consistently low city-wide across all wards.
- Satisfaction was even more notably low for younger residents just 1-in-3 of those aged under 65 (down from 47% of 18-39s and 52% of 40-64s in 2024).
- Māori were the least satisfied with this service area in 2025 (26%), also significantly less than non-Māori (47%). Together with roads, this was the lowest rated service for Māori in 2025.







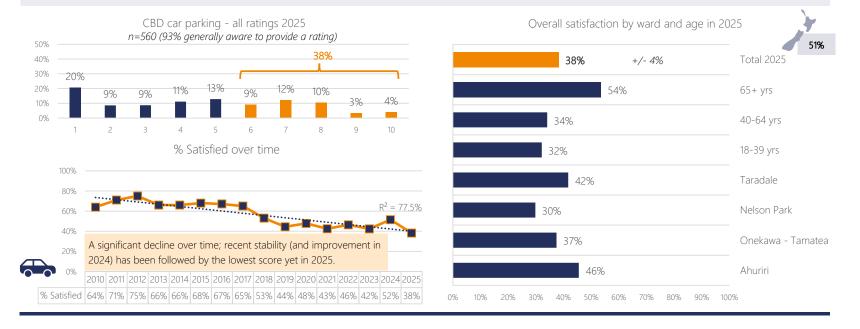
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 32



CORE SERVICES — car parking in CBD



- As for suburban car parking, satisfaction with CBD car parking reached a new low in 2025; just 2-in-5 respondents (38%) who provided a rating were satisfied with their experience or knowledge of car parking in the Napier CBD a significant drop from 2024 (52%), although closer to 2023 levels.
- Satisfaction with car parking was also below the New Zealand average (51%).
- Satisfaction was again low across all wards in the city, and especially in Nelson Park (30%).
- The typical age pattern was again observed, although satisfaction was also relatively low among older residents aged 65+ (54%).
- Around 1-in-3 Māori (29%) were satisfied with CBD car parking, similar to 26% satisfied with suburban parking.

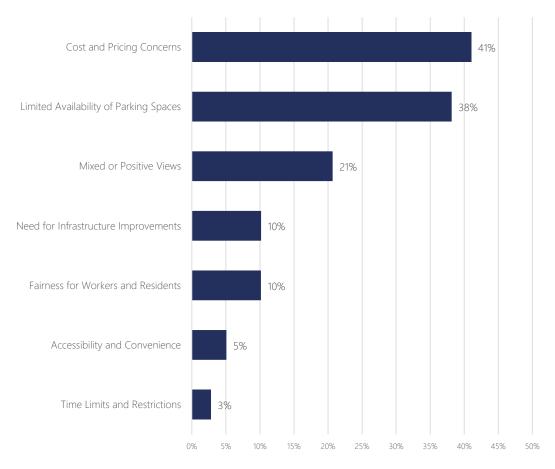


2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 33

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CORE SERVICES — car parking in CBD comments





- 7-in-10 (69%) of respondents provided further unprompted feedback regarding car parking in the CBD.
- Residents' feedback on CBD car parking in Napier reinforced the widespread dissatisfaction due to limited availability, high costs, and restrictive time limits. Many feel the current infrastructure is outdated and does not meet growing demand, with parks often located too far from key areas.
- Concerns were also raised about fairness, particularly for workers and residents affected by pricing and access. While a few respondents were satisfied, most called for more affordable, accessible, and betterplanned parking options to support CBD use.

Open-ended comments sorted into categories. Totals may exceed 100% owing to multiple responses for each respondent.

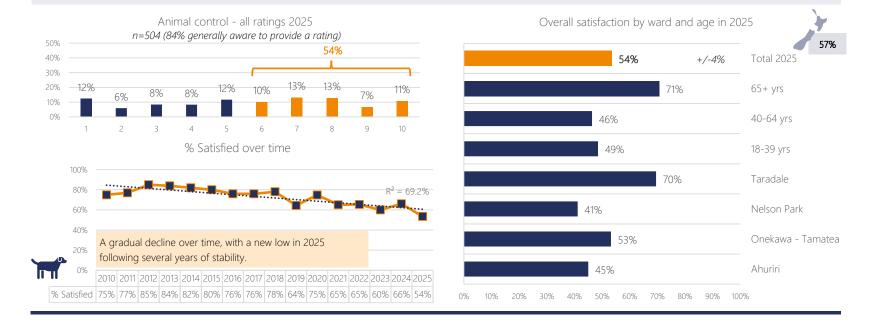
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 34



CORE SERVICES — animal control



- In 2025, half (54%) of respondents who provided a rating were satisfied with their experience or knowledge of animal control. This was significantly lower than 2024 (66%), and the lowest satisfaction score to date for this measure despite more consistent results in recent years.
- Satisfaction with animal control was on par with the New Zealand average (57%, also falling from 66% nationwide in 2024).
- Taradale residents bucked the overall trend, with satisfaction (70%) significantly higher than for all other wards.
- The typical age patterm was again observed, with significantly higher satisfaction for 65+ year olds (71%).



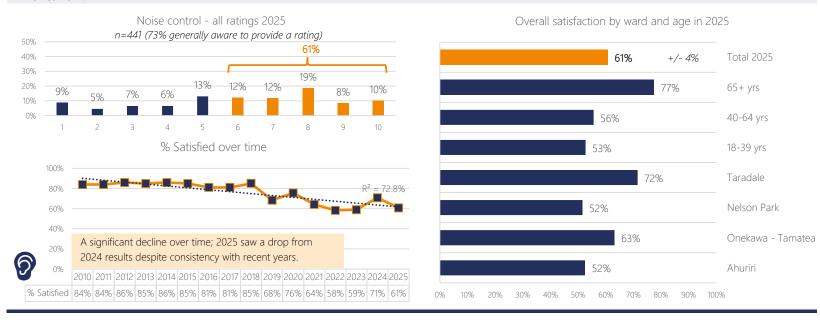
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 35



CORE SERVICES — noise control



- 3-in-5 residents (61%) who provided a rating were satisfied with their experience or knowledge of Council noise control. While representing a fall from 2024 (71%), this result was generally consistent with satisfaction levels since 2021.
- Dissatisfaction with noise control was more apparent for Nelson Park and Ahuriri residents, especially compared to those in Taradale (72%).
- Younger residents also expressed lower satisfaction with noise control.



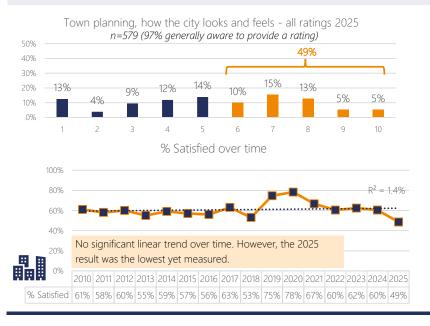
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 36

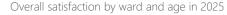


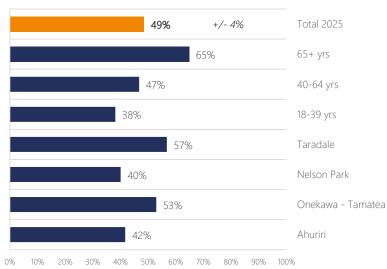
CORE SERVICES — town planning



- Satisfaction with town planning fell to a new low in 2025 (49%), dropping below 50% for the first time in 2025 among respondents who provided a rating with their knowledge of town planning and how the city looks and feels. This was significantly lower than 2024 (60%) and all previous years since 2019.
- Satisfaction with town planning was even lower in Nelson Park (40%, 50% in 2024) and Ahuriri (42%, 65% in 2024).
- Satisfaction with town planning was also significantly lower for younger adults aged 18-39 (38%, 55% in 2024).







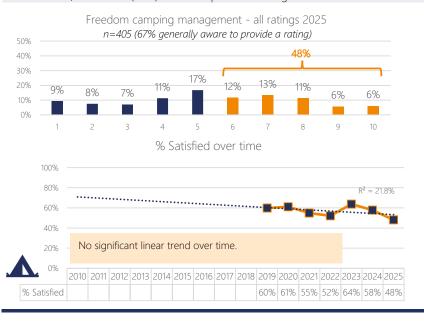
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 37



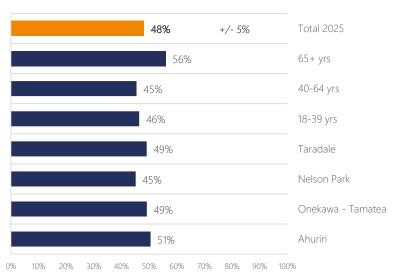
CORE SERVICES — freedom camping



- Satisfaction with freedom camping management has not varied markedly over time, though fell to a new low in 2025 - with half (48%) of respondents who provided a rating satisfied with their experience or knowledge of this service area in Napier; slightly lower than 2024 (58%) but significantly below 2023 levels (64%).
- However, this remains one of the less familiar topic areas for Napier residents, with 1-in-3 (33%) unable to provide a rating in 2025.
- In this context, satisfaction was similarly low across wards and between age groups, with no statistically significant differences in this regard.
- However, Māori were significantly less satisfied than non-Māori with freedom camping management in 2025 (36% vs 50%).







2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 38



CORE SERVICES — parks and reserves



- Satisfaction with parks and reserves continues to perform strongly over time, being one of the top five performing service areas in 2025.
- 4-in-5 (78%) of respondents who provided a rating in 2025 were satisfied with their experience or knowledge of parks and reserves. However, while similar to 2024 (85%) and recent years, this is the lowest satisfaction score to date for this service – having fallen significantly below pre-2022 levels.
- Satisfaction with parks and reserves remained on par with the New Zealand average (76%).
- Satisfaction remained similarly high across resident segments, albeit higher among Taradale residents and those aged 65+ generally.
- Notably, Māori residents were less satisfied than non-Māori with parks and reserves overall (67% vs 80%).



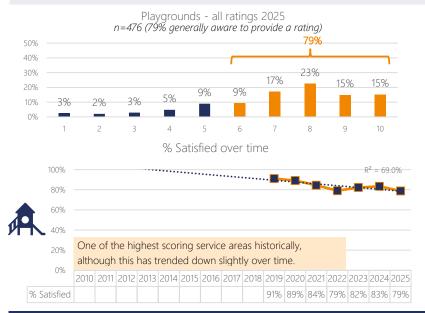
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 39



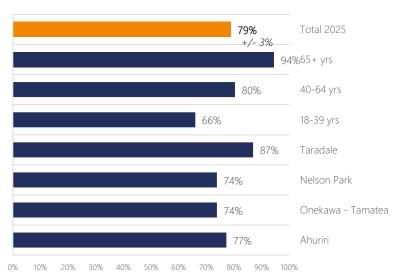
CORE SERVICES — playgrounds



- Playgrounds remained in the top five best-performing service areas, with consistently high scores over time.
- In 2025, 79% of respondents who provided a rating were satisfied with their experience or knowledge of playgrounds – similar to 2024 (83%) and previous years.
- Despite high satisfaction (above 70%) city-wide, positive sentiment was higher still in Taradale (87%).
- While the majority of younger (18-39) respondents were satisfied (66%) with playgrounds overall, this was lower than for older adults especially against almost universal satisfaction for thse aged 65+.
- 2-in-3 Māori residents were also satisfied (65%) with playgrounds, though less so than for non-Māori (81%).







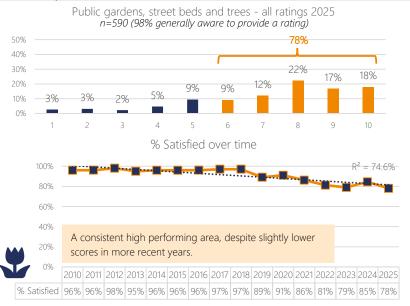
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 40



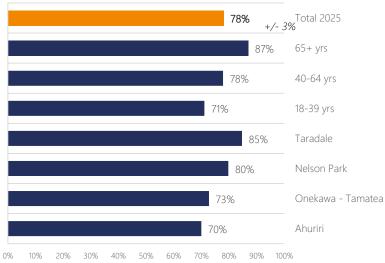
CORE SERVICES — gardens



- Together with playgrounds and parks & reserves, public gardens, street beds and trees filled out the top-five best-performing service areas in 2025.
- 4-in-5 (78%) of respondents who provided a rating were satisfied with their experience or knowledge of public gardens, street beds and trees. This was generally consistent with 2024 (85%) and recent years, though significantly below pre-2022 levels.
- Satisfaction with gardens similarly positive city-wide and across resident subgroups, though significantly lower for Ahuriri residents (70%, 91% in 2024) and respondents aged under 40 (71%, 78% in 2024).
- This also remained lower for Māori respondents (68%, 74% in 2024) compared to non-Māori overall (80%).







2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 41

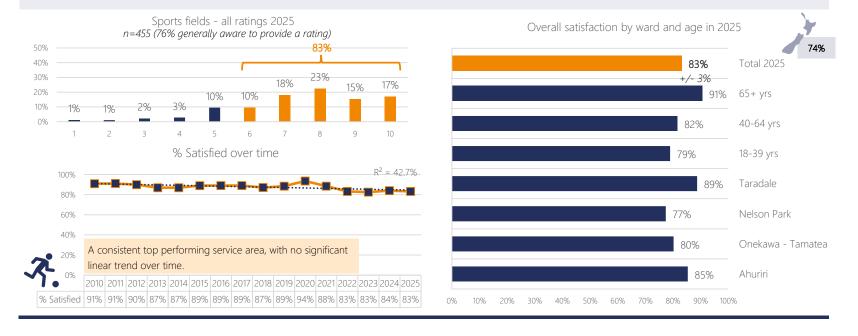


CORE SERVICES — sports fields



- Sports fields consistently remains among the highest performing service areas for residents. In 2025, 83% of respondents who provided a rating were satisfied with their experience or knowledge of sports fields – one of only two areas to achieve over 80% satisfaction in 2025 (along with kerbside rubbish collection).
- There have been no significant changes in satisfaction ratings over time, with current ratings similar to 2024 and recent years.
- The 2025 result was also above the New Zealand average (74%).

- Satisfaction with sports fields was similarly high (above 75%) city-wide.
- While satisfaction levels were also very high across age groups, this was significantly lower for younger respondents (79%, up from 72% in 2024) compared to those aged 65+ (91%, 94% in 2024).



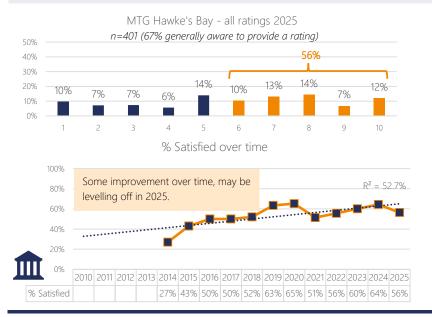
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 42



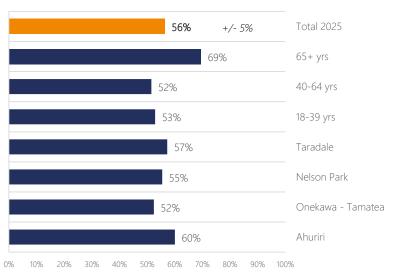
CORE SERVICES – museum



- In 2025, 56% of respondents who provided a rating were satisfied with their experience or knowledge of MTG Hawke's Bay.
- While slightly (not significantly) lower than in 2024 (64%), satisfaction with MTG has remained fairly consistent over the last four years and on par with the historical average (60%) since 2018.
- Satisfaction was also consistent across wards in 2025; though higher for respondents aged 65+ (69%, 76% in 2024).
- More recent Napier residents (living here for less than 10 years) showed greater appreciation for MTG than longer-term (10+ years) residents (68% vs 52%).
- Females expressed greater satisfaction with MTG than did males (65% vs 46%).







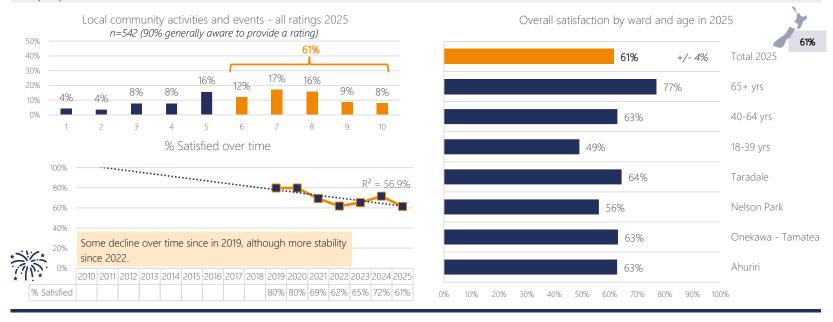
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 43



CORE SERVICES – activities and events



- In 2025, 61% of respondents who provided a rating were satisfied with their experience or knowledge of local community activities and events. This was significantly below the recent peak in 2024 (72%), which saw a full return of events (e.g. Art Deco Festival) following recent years' COVID restrictions and Cyclone Gabrielle. The 2025 result was, however, similar to 2022-23 scores.
- The current result was nevertheless on par with the New Zealand average (61%).
- Respondents aged under 65 tended to be less satisfied with activities and events, particularly those aged 18-39 (49%, down from 61% in 2024).
- Māori residents (51%, down from 61% in 2024) remained less satisfied than non-Māori (63%) with community activities and events.



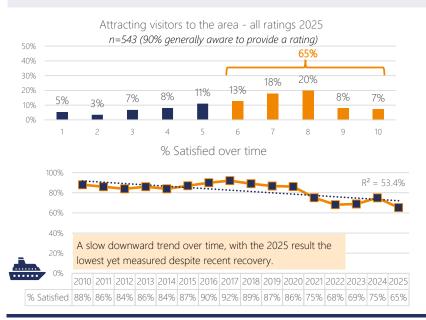
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 44

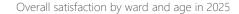


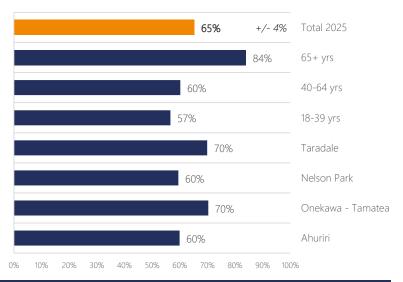
CORE SERVICES — tourism promotion



- Local tourism promotion continued to perform moderately well. In 2025, 65% of respondents who provided a rating were satisfied with their experience or knowledge of tourism promotion in Napier.
- However, this was significantly lower than in 2024 (75%), although similar to 2022-23 – despite being the lowest satisfaction score recorded to date.
- Tourism promotion remained more positive for older respondents (84% aged 65+), compared to those aged under 65 (58% on average, down from 70% in 2024).
- Males were less satisfied with tourism promotion (59%) than female residents (72%).
- Māori residents were less satisfied with tourism promotion (54%, 61% in 2024) compared to non-Māori (67%).







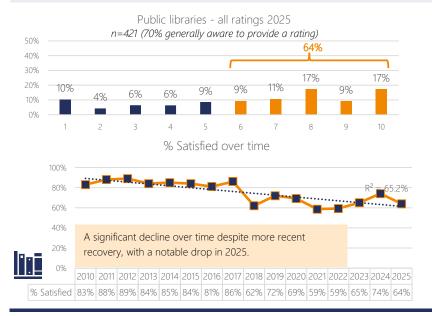
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 45

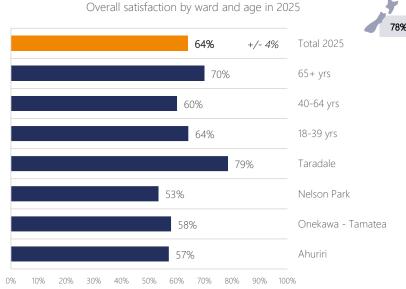


CORE SERVICES — library services



- Despite seeing some recovery in satisfaction since 2021 (during COVID-19), satisfaction with library services fell again in 2025 (64%) from the recent peak of 2024 (74%) – albeit on par with 2021-23 levels.
- This drop also kept local satisfaction levels below the New Zealand average (78%).
- Satisfaction with libraries was moderately high across city wards, although again higher in Taradale (79%). However, there were no differences across age groups, or other resiednt segments, in this regard in 2025.
- Resident feedback throughout the 2024-25 year has frequently highlighted concerns about the existing Napier library location, the construction cost for the new library (and Council office) building space, and the proposed closure of the Napier library during the construction period (though this proposal was subsequently reversed by Council late in the research year following public consultation).



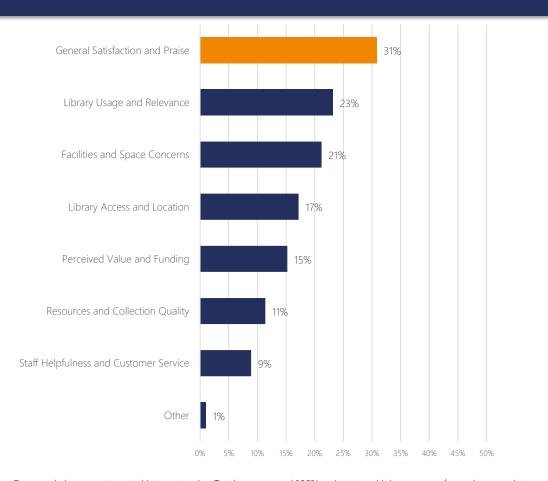


2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 46

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CORE SERVICES — library service comments





- 3-in-5 respondents (58%) provided further unprompted feedback regarding public libraries in Napier.
- Resident feedback on Napier's public libraries generally revealed positive sentiment, with many praising the helpful staff, quality service, and particularly the Taradale Library. Satisfaction often stemmed from good customer service and a welcoming atmosphere.
- However, concerns were raised about limited book selection, inadequate space, and the Napier CBD library's location and accessibility. Some respondents noted infrequent use of the libraries or questioned their relevance, while a minority expressed dissatisfaction over perceived poor value or public spending.
- Overall, satisfaction was closely tied to service quality, facilities, and personal usage.

Open-ended comments sorted into categories. Totals may exceed 100% owing to multiple responses for each respondent.

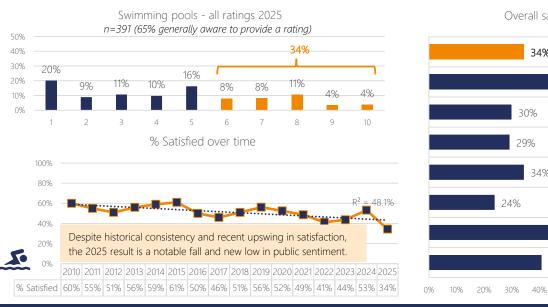
2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 47

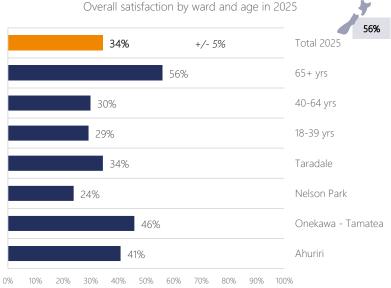


CORE SERVICES — swimming pools



- Satisfaction with local swimming pools fell to a new low in 2025 just 1-in-3 (34%) of respondents who provided a rating were satisfied with their experience or knowledge of public swimming pools in Napier significantly down from 2024 (53%) and results from recent years (including the previous low of 41% in 2022).
- Satisfaction with swimming pools was substantially below the New Zealand average (56%).
- Satisfaction with swimming pools was particularly low for Nelson Park residents (24%, down from 52% in 2024) compared to Onekawa - Tamatea residents (46%, 53% in 2024). Satisfaction was also much lower for those aged under 65 years (30%, 49% in 2024)
- Verbatim feedback in the 2024-25 survey year expressed concerns about increased fees (especially at Ocean Spa), poor conditions and maintenance, prolonged closures at Onekawa pool for renovation, and re-closure of the pool following a patron incident upon re-opening.



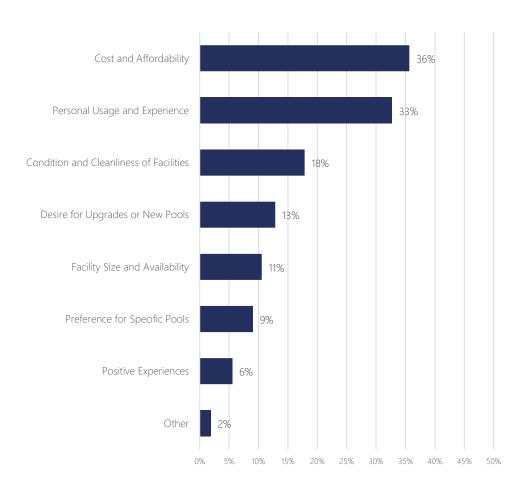


2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 48

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CORE SERVICES — swimming pools comments





Open-ended comments sorted into categories. Totals may exceed 100% owing to multiple responses for each respondent. 2024-2025 NAPIER CITY COUNCIL RESIDENT SURVEY - SIL RESEARCH | 49

- Reflecting strong public feeling on this service area, 3-in-5 respondents (58%) provided further unprompted feedback regarding public swimming pools (up from 43% who provided comments in 2024).
- Resident feedback on revealed a mix of positive and negative experiences. Key concerns included high costs, particularly at Ocean Spa, alongside issues with cleanliness, maintenance, and the limited size or number of facilities.
- Onekawa is viewed more favourably for affordability but was also seen as dated.
 Many respondents throughout the 2024-25 year called for upgrades or new pool developments (renovations were conducted later in the year). While some based their ratings on regular use or lack thereof, others reported generally positive experiences.
- Overall, affordability, facility condition, and the need for improvement strongly influenced satisfaction levels.



COUNCIL CONTACT AND COMMUNICATION



- 2025 saw an increase in residents (39%) reporting making contact with the Council, compared to 2024 (31%) – returning to previous contact levels.
- Reported contact remained higher for respondents aged 18-39 (40%) and 40-64 (44%), compared to 65+ year olds (31%); and for residents in Napier for less than 10 years (52%) compared to those ersident for 10+ years (33%).
- Despite this upswing in contact, satisfaction with contact was significantly lower in 2025 (48%) than 2024 (64%) and the lowest score measured since 2019. Satisfaction was lowest for younger residents making the most contact (i.e. 33% 18-39, 48% 40-64 compared to 74% aged 65+). Homeowners who made contact were more satisfied than renters (55% vs 23%).
- Similar to 2024, telephone (50%), email (36%) and face-to-face (24%) remained the most prevalent contact methods. Face-to-face contact was more pertinent for younger residents aged 18-39 (34%).
- Social media (58%) remained the preferred method of communication from Council (similar to previous years), especially for younger residents (18-39) (81%, compared to 51% 40-64, 27% 65+). Older residents (65+) still preferred a mix of traditional printed newspapers (39%) and mail flyers (38%). 40-64 year olds residents preferred both social media (59%) and emails (48%). Results continued to highlight the ongoing necessesity for a mix of multiple channels to fully enange with the whole community.

