



DELIVERY & REGULATORY PERFORMANCE COMMITTEE

Open Attachments (Under separate cover 1)

Meeting Date: Thursday 16 April 2026

Time: 9.30am

Venue: Small Exhibition Hall
War Memorial Centre
Marine Parade
Napier

TABLE OF CONTENTS

Item 1	Transportation Hub Strategy
Attachment 1	Transport Hub Strategy2



+
+ + +

**March
2026**

- Version 5 -

Transport Hub Strategy





Executive Summary

The Transport Hub Strategy proposes developing a centralised Transport Hub at the underutilised Clive Square Bus Terminus in Napier, owned by the Napier City Council.

This initiative will consolidate urban, inter city, and tourist bus services at the proposed Transport Hub, improving connectivity, operational efficiency, and unlocking new revenue potential. The Hub will serve as the “Western Gateway” to the city, revitalising the area and enhancing the CBD’s vibrancy.

Key objectives include fostering community engagement, ensuring operational flexibility, and complementing other Council-led development projects within the CBD, such as the Emerson Street Upgrade and the new Civic Precinct and Library (‘Te Kete’).

Stakeholder consultation has supported the Western Gateway concept, while highlighting the need to manage traffic safety and congestion to

maintain a high level of service across our transport networks.

Underpinned by physical trials, traffic modelling, and safety audits, the strategy proposes a flexible, adaptive design approach with provisions for performance and operational monitoring. The Transport Hub will drive economic and social value by attracting visitors to the western edge of the CBD, stimulating activity and investment, and fostering community pride.

The strategy positions the Hub as a catalyst for revitalising Napier’s city centre, aligning with regional growth and infrastructure goals while contributing to the city’s long-term development vision.

Table of Contents

Executive Summary	02	Stakeholder Engagement	25
Background	04	Stakeholder Engagement Timeline	26
Strategic Context	06	Stakeholder Workshops	27
Council Strategic Priorities	06	Summary of Engagement	31
Alignment with Regional Growth and	08	Supporting Investigations	32
Development Plans:		Operational Outcomes	36
City Vision Framework	09	Operational Solutions	36
HBRC Public Transport Plan	10	Operational Layout - Urban Buses	38
Napier Library and Civic Area Plan	11	A Multi-modal Transport Hub	40
Transport Hub Strategic Objectives	12	Parking Strategy	41
Transport Hub Context	14	Transport Hub Recommendations	43
Dalton Street Bus Stop	14	Future Opportunities	47
Clive Square Bus Terminus	15	Alt. Operational Layout - Cruise Shuttles	48
Peripheral Council Investments	17	Operational Engagement Summary.....	52
SWOT Analysis	21	Supporting Investigations	54
Supporting Investigations	24	Recommended Next Steps	61
		Conclusion	62

TRANSPORT HUB STRATEGY

Background

Project Conception –

The concept for a Transport Hub Strategy emerged during the master planning of 'Te Kete', the new Civic Precinct and Library, which identified an opportunity to rethink public transport in central Napier.

The work highlighted potential improvements to the Dalton Street bus service and prompted wider consideration of how transport could better support the Te Kete and city centre. Relocating the urban bus service to the underutilised Clive Square Bus Terminus was identified as a strategic move to consolidate the network, improve citywide transport efficiency, enhance safety through increased activity and passive surveillance, and create a more vibrant, resilient city centre.

Ultimately, the Transport Hub Strategy investigates the benefits of consolidating Napier's local and regional public transport services into one integrated location. It also assesses the broader impacts on traffic flow, parking demand, and how such a hub could support ongoing city investment and urban development.



Dalton Street Bus Stops



Clive Square Bus Terminus

TRANSPORT HUB STRATEGY

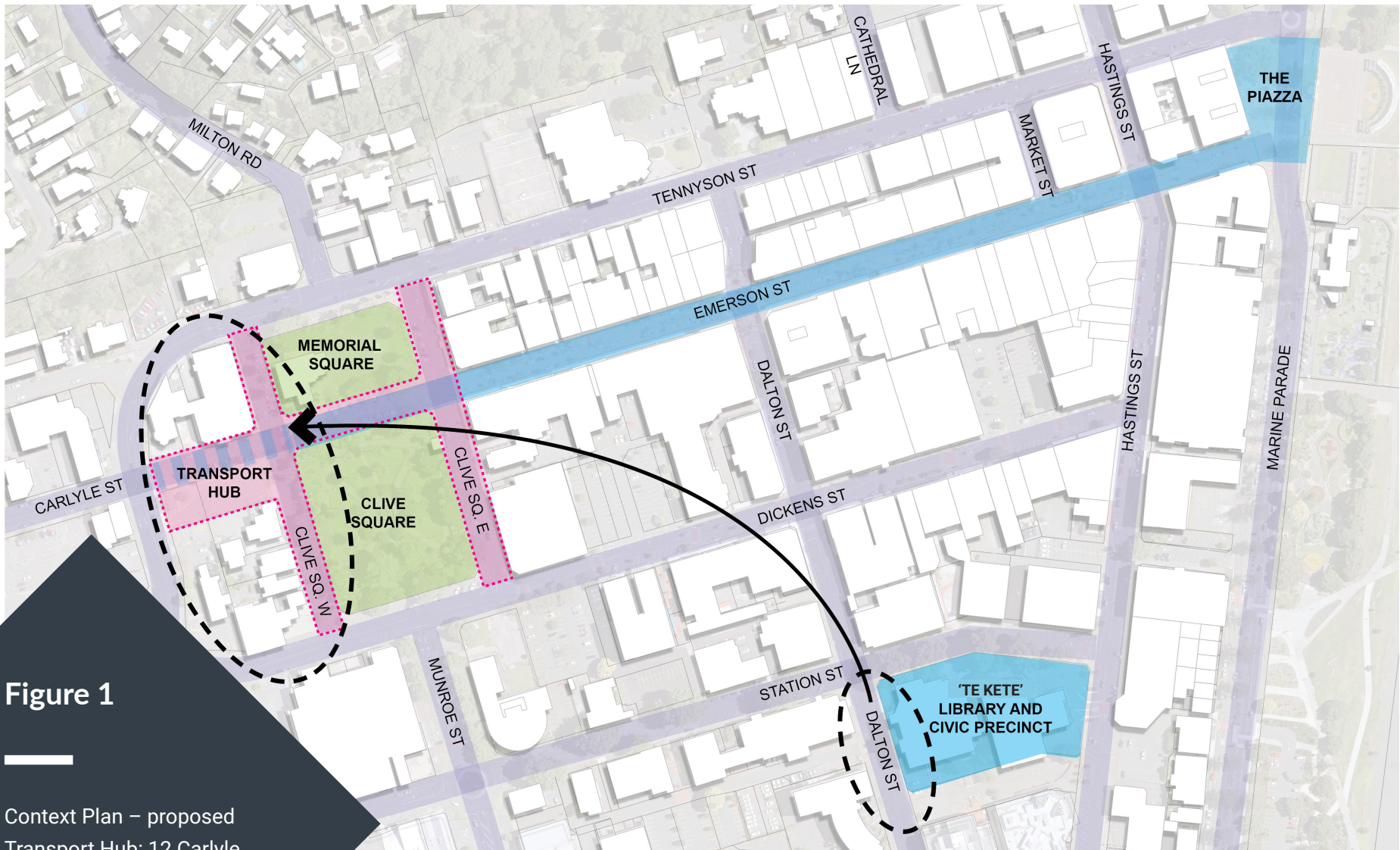


Figure 1

Context Plan – proposed
Transport Hub: 12 Carlyle
Street and Clive Square West

Strategic Context

Council Strategic Priorities

In 2023, Napier’s former Council set five Strategic Priorities as part of the LTP process to guide decision making and help determine which projects, activities, and budgets to prioritise in the Long-Term Plans.

The following summarises how the Transport Hub Strategy delivers on these Strategic Priorities:



Spaces and Places for All:

1. *Our city is accessible*
2. *Everyone feels safe*
3. *Our city is vibrant*
4. *It is easy to get around*
5. *We celebrate our heritage*

The Transport Hub delivers on this by:

- Creating vibrant streets and precincts that the community can enjoy and take pride in.
- Striving to provide the best outcomes for the city while collaborating with partners to enhance our public spaces.
- Redeveloping an underutilised area to revitalise the western gateway to the CBD.



Greater Visitor Destination:

1. *We celebrate heritage and culture*
2. *Our own facilities are world class*
3. *We enable external investment*
4. *We attract visitors to Napier*

The Transport Hub supports this by:

- Creating quality places and spaces that serve as attractive destinations for visitors and tourists.
- Establishing a welcoming launch point for visitors at the western gateway to the city centre.
- Encouraging increased foot traffic through the CBD.

TRANSPORT HUB STRATEGY

7



Authentic Relationships:

1. *We foster our partnership with Maori*
2. *Communication and engagement with our community is key*
3. *We have meaningful relationships with stakeholders including Central Government*

The Transport Hub supports this by:

- Building meaningful relationships with our community and stakeholders to ensure the voices of Ahuriri Napier are heard.
- Holding regular meetings and workshops to understand the local context and incorporate community and stakeholder feedback, enabling the best operational and physical outcomes for the project.



Resilient City:

1. *Our infrastructure is resilient*
2. *Council is prepared for future emergency events*
3. *Napier has lifelines*
4. *We are prepared for a changing climate future*
5. *Our people are connected*

The Transport Hub delivers on this by:

- Revitalising an underactive city precinct.
- Designing physical works to be adaptable, resilient, and capable of accommodating future operational changes.
- Creating a centralised, consolidated Transport Hub where people can easily connect to the CBD and the wider region.



Financially Sustainable:

1. *Invest wisely*
2. *Keep rates affordable*
3. *Operate efficiently and effectively*

The Transport Hub delivers on this by:

- Maximising benefits for our community while ensuring sustainability for future generations.
- Seeking cost efficiencies by preserving existing underutilised assets and integrating related projects into a single, streamlined scope of work.

TRANSPORT HUB STRATEGY

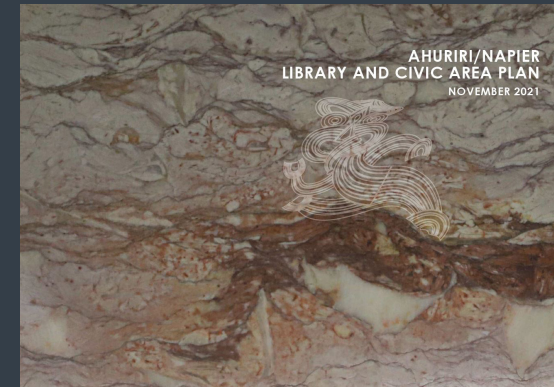
Alignment with Regional Growth and Development Plans

The Transport Hub Strategy is also supported by a number of additional Strategic Plans and Frameworks, such as:

- + City Vision Framework (2017)
- + Council’s Core Strategies (2023)
- + HBRC – Hawke’s Bay Regional Public Transport Plan 2025-2035
- + Ahuriri / Napier Library and Civic Area Plan November 2021

The proposed Transport Hub supports the vision of the Hawke’s Bay Regional Public Transport Plan and will serve as more than just a transit point. It aims to be a vibrant community space that promotes health, sustainability, and innovation.

By consolidating public transport services, the Hub will improve connectivity and help activate the western end of Emerson Street, creating an inclusive, dynamic precinct that reflects Napier’s identity and values.



City Vision Framework

The City Vision Frameworks has been the guiding document for NCC’s strategic projects since 2017. The document designates the city into three key strategic areas - the ‘City Centre’, ‘Ahuriri’, and the ‘Waterfront’. Six corresponding Guiding Principles influence Council initiatives, decision making and consultation. The following summarises the relevant City Vision Principles and Strategies which the proposed Transport Hub will give effect to:

City Vision Principles:



PUTTING PEOPLE FIRST

“Designing the city to enable people to live healthy, active lives. The city as a stage/place to come together and do stuff.”



ECOLOGICAL EXCELLENCE

“Promote sustainable thinking and active urban form. Design that has a positive environmental impact.”

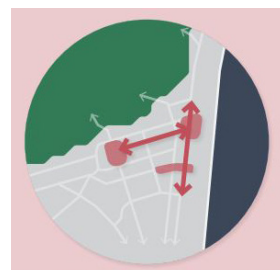


PEDAL POWER

“Cycling is safe and easy. Street design focuses on ‘complete’ streets – cyclists, pedestrians, cars, opportunities for interaction.”

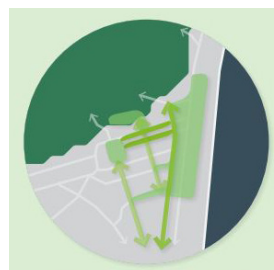
City Centre Strategies:

STRATEGY 1 - CREATE A SEAMLESS WATERFRONT AND CENTRAL CITY EXPERIENCE



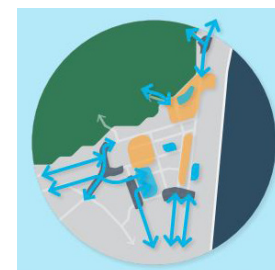
“Development of the waterfront destinations and city centre streets and squares will be coordinated and integrated to create a coherent experience.”

STRATEGY 2 - CULTIVATE LIVELY STREETS AND SQUARES



“A network of high-quality streets and public spaces will be created with a focus on increasing public life and vitality of the city and supporting economic viability.”

STRATEGY 3 - DEVELOP DISTINCTIVE PRECINCTS AND ENTRANCE ROUTES



“A liveable City centre which encourages discovery and diversity will be created through distinctive experiences in the precincts and memorable routes which connect destinations.”

The Hawke’s Bay Regional Public Transport Plan

The Hawke’s Bay Regional Public Transport Plan (RPTP) is a strategic document that sets the objectives and policies for public transport, contains details of the public transport networks, and provides development plans for the next 10 years (2025-2035).

HBRC’s vision for public transport is:

“To deliver a public transport system that is safe, accessible, and supports the shift to reduce driving and emissions in Hawke’s Bay, while improving the economic, social, and environmental well-being of the people of Hawke’s Bay.”

The Transport Hub Strategy directly supports the following objectives outlined in the RPTP:

- + A straightforward public transport network that runs all-day, seven days a week, with a hierarchy of routes at consistent levels of service.
- + An effective network that connects residential neighbourhoods to key employment, shopping, medical, entertainment, recreational and educational facilities, and other destinations to serve more types of journeys.
- + An efficient network that represents good value for money, by supporting the greatest number of journeys it can from the resources used to operate it.
- + Subject to suitable levels of available funding, bus schedules are frequent or run to a regular timetable to minimise waiting time and allow people flexibility for when they travel.
- + Bus routes are direct, clear, and legible to be easy to understand and use.
- + Services run throughout the day, enabling users to access education, work, shopping, medical, and recreation activities.
- + Buses are timely and reliable to create an attractive service that users can rely on.



The Napier Library and Civic Area Plan

The Napier Library and Civic Area Plan (The Plan) outlines a high-level spatial strategy to re-accommodate the Napier Library, Council offices and civic open space within a vibrant Civic Precinct at the Station Street site. It guides the design of civic buildings and public realm design, highlighting opportunities for public use and future development opportunities within the broader CBD.

The LCAP outlines several transport-related opportunities to enhance connectivity and accessibility within the CBD:

- + The Plan emphasises the importance of integrating the new library and civic precinct with existing public transport infrastructure. The nearby bus stop is considered a key asset, and the design aims to ensure easy access for all modes of transport.
- + The precinct’s design includes laneways that connect to Marine Parade, the waterfront, city open spaces and the town center. These connections are intended to facilitate movement within the city, making the area more accessible to residents and visitors alike.
- + The Plan, and other current city upgrade projects, identifies that car

access is still required but can be peripheral. Popular areas in turn can be more pedestrianised, encouraging people to park and walk - more people walking within the centre brings activation and vibrancy to the street and is good for businesses.

- + The Plan identifies the civic area and the area of the city back to Clive Square as being the weakest arm of the cities walkable and active catchments and suggests that the current city development will help to influence investment within this area and will help to enliven and intensify this area of the city.
- + The Plan reiterates that the new District Plan will not require any car parking to be provided in the area (or the city in general) in line with national policy (NPS Urban Development 2020).



FIGURE 12: ACTIVITY

The 'heat map' describes where the greatest vibrancy of use is situated. The precinct sits to the side of the most vibrant area. The redevelopment of the precinct can extend vibrancy south forming a bigger 'triangle' of active core city centre.

Beyond the triangle to the south and west becomes more car orientated and less likely to attract people to spend time in.

Transport Hub Strategic Objectives

Key Project Outcomes –



Improve public realm and amenity value within the Transport Hub precinct and the broader CBD, with the aim to develop strategic purpose for each street within the network (e.g. movement-focused, amenity-focused, or shared use).



Strengthen connectivity, wayfinding, safety, accessibility and operational flexibility to benefit all users.



Establish a transport hub that promotes strong partnerships, effective community engagement, and collaborative relationships with all stakeholders.

Guiding Principles –

A Safe, Vibrant and Accessible Precinct:
A Transport Hub that provides safe and accessible spaces for all users, balancing amenity, place, wayfinding and movement.

A People-Centric Precinct:
A Transport Hub that fosters smooth and efficient transportation flow while creating a high-quality, people centric destination of great amenity value for visitors.

A Community focused Precinct
A Transport Hub that reflects and responds to the needs and preferences of the community, by enhancing city functionality, spaces and investments.

Goals –

Create a western 'gateway' to the CBD, enhancing the sense of arrival and identity at the western end of the city, and highlighting the significance of the Emerson Street precinct.

Investigate specific requirements for tourist focused transport, ensuring the Transport Hub can support seamless tour related transit operations and visitor experience.

Create a consolidated Transport Hub as a destination for all city bus and chartered bus services to be situated at the Clive Square Transport Hub, including safe and accessible end of line services.

Create a transport hub that fosters collaboration, inclusivity, and transparent engagement, effectively serving the needs of the community and partners.

TRANSPORT HUB STRATEGY



Establish a multi-modal Transport Hub at the site of the existing Clive Square Bus Terminus to support diverse users including inner-city and regional bus operations, inter-city coaches, and tour operators, ensuring seamless connectivity and efficiency.

Enhance the value of other Council projects, such as the conversion of the Women's Rest / Community Rooms in Memorial Square into the Art Deco Trust offices and the upgrade of Emerson Street, and the Station Street Civic Precinct (Te Kete) by delivering improved services for travelers and tourists while addressing service gaps in the area.

A Flexible and Adaptive Precinct:
A Transport Hub that can adapt to changing needs over time and integrates and amplifies existing city features.

A Multimodal Precinct:
A Transport Hub that supports various modes of transport—walking, cycling, buses, cars, and taxis—catering to different needs and abilities, and enabling seamless interchange between modes to promote convenient and sustainable transport options.

Boost local business revenue through increased foot traffic from the Transport Hub to Marine Parade (west to east), book ending the CBD.

Align with city center renewal initiatives and allow for future growth strategies

– Key Project Outcomes

– Guiding Principles

– Goals



TRANSPORT HUB STRATEGY

Transport Hub Context

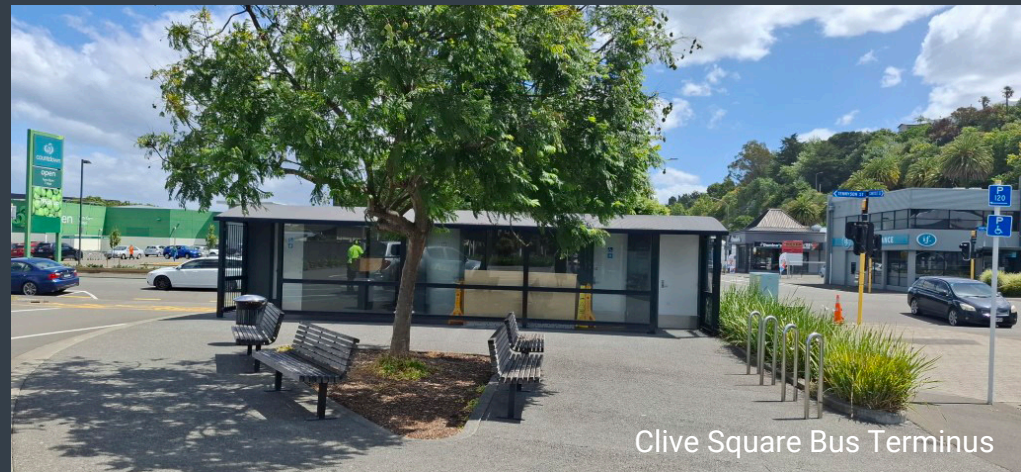
Dalton Street Bus Stop –

Dalton Street accommodates 7 existing goBay bus stops and layover bays in the block between Station Street and Vautier Street, some of which have temporarily been relocated away from the Civic Precinct construction site to the berm fronting Hawkes Bay Regional Council's premises at 159 Dalton Street.

These stops are kerbside pickup with 2 temporary bus shelters located within the small reserve at the corner of Dalton and Vautier Streets. goBay is run by Hawkes Bay Regional Council (HBRC).



Dalton Street Bus Stops



Clive Square Bus Terminus

TRANSPORT HUB STRATEGY

Clive Square Bus Terminus (NCC Asset) –

The Carlyle Street ‘Clive Square Bus Terminus’ currently contains 5 bus stops utilised by the InterCity bus service, with ticketing available online and through NCC’s i-Site.

The existing Bus Terminus currently operates daytime public toilets, daytime bus shelters with bench seating (lockable), bench seats, a drinking fountain, Council CCTV surveillance, bike racks, rubbish bins and street lighting.

On-street car parking is available within the streets surrounding the terminus, servicing local businesses, hospitality, office workers, commuters, and the Emerson Street retail precinct. There is also a two-level car parking building on Tennyson Street, within proximity of the terminus, which offers full-day and hourly parking.



Figure 2
 Existing Clive Square Bus Terminus – 12 Carlyle Street

TRANSPORT HUB STRATEGY

Clive Square Bus Terminus Current service overview –

- + The existing Clive Square Bus Terminus at 12 Carlyle Street is underutilised, currently servicing only InterCity buses. The InterCity buses stop multiple times a day, coming from Wellington, Gisborne, Tauranga and Auckland.
- + The site currently provides limited driver end of trip facilities with public toilets only, no driver break room is available.
- + On site route maps and signage are limited with online timetables and ticketing services only.
- + A city wayfinding map and information for circulation and sites of interest in the CBD is provided.
- + The terminus and adjacent Clive and Memorial Square are known hot spots for anti-social behaviour. The bus shelter and toilets are a key location for loitering. The site is monitored through CCTV by NCC City Assist, with the shelters and toilets locked in the evening.



Figure 3

Existing Clive Square Bus Terminus

TRANSPORT HUB STRATEGY

+ 1 Emerson Street Upgrade

The Transport Hub will support and enhance key outcomes of the Emerson Street Upgrade, specifically to create a “gateway” (and bookend) to Emerson Street, reactivating a less frequented part of town, and under-utilised Council asset (bus terminus), and to enhance the tourist and visitor experience.

In early March 2025 Council’s Elected Members directed the City Design & Urban Renewal team to expand the scope of the Emerson Street Upgrade project to incorporate the Transportation Hub and adjacent streets as additional enabling works under the 25/26 budget for Emerson Street Stage 1.

The expanded project scope is centered around the “The Zip”, the Stage 1 portion of Emerson Street Upgrade between Clive and Memorial Squares as well as Clive Square East. The expanded scope / “enabling works” encompasses Clive Square West, Carlyle Street and the existing Clive Square Bus Terminus.

Stage 2-4 of the Emerson Street Upgrade, the remainder of Emerson Street, east of Clive Square to Marine Parade, will be completed under future Long-Term Plan (LTP) budget allocations.



TRANSPORT HUB STRATEGY

+ 2 Women’s Rest Refurbishment

The Community Rooms in Memorial Square have recently been refurbished to house the relocated Art Deco Trust.

Providing additional coach and bus infrastructure adjacent to the Art Deco Trust will allow tourist operators to drop visitors directly at their door, enhancing the overall arrival and departure experience.



+ 3 Clive Square Lighting Strategy

CPTED safety issues (specifically loitering and anti-social behaviour) resulting from poor lighting within Clive Square will be addressed as part of the enabling works.

The Clive Square Lighting Strategy sees the upgrade of the lighting throughout Clive Square, implemented with the Emerson Street Stage 1 Construction (2026).



+ 4 City Parking Strategy

NCC’s Parking team have undertaken an audit of the existing level of service as part of their Parking Strategy.

The Transport Hub Strategy ensures any parking shortfalls from reallocating parking within the Transport Hub and Emerson Street precinct aligns with the objectives of other work streams.

Period	Type of Carpark	Occupancy (%)	Result
9-15 Sept 24	All carparks	50%	219 Oversupply
	Offstreet only	60%	
9-15 Dec 24	All carparks	72%	31 Shortage
	Offstreet only	79%	
1 Jan - 1 Feb 205	All carparks	62%	85 Oversupply
	Offstreet only	67%	
1-Feb-1Mar 25	All carparks	66%	45 Oversupply
	Offstreet only	73%	

TRANSPORT HUB STRATEGY

+ 5 Library And Civic Precinct (Te Kete)

The Transport Hub Strategy has been coordinated in conjunction with the Civic Precinct workstream. The Transport Hub supports the Civic Precinct development by relocating the urban buses (goBay) from Dalton Street, to the Transport Hub.

The Strategy aims to reduce bus bays provision for more on-street car parking around the Civic Precinct.



+ 6 Napier's i-site Visitor Centre Refurbishment

The Napier i-site building underwent remedial works and refurbishment in 2022. The refurbishment extended the building's life expectancy by approximately 15 years.

The i-site forms the eastern bookend of the Emerson Street precinct, with the Transport Hub at the western end, providing key wayfinding destinations for the city.



+ 7 Marine Parade Realignment

The realignment of Marine Parade was part of a trial to both reduce the speed of traffic, and the number of heavy vehicles travelling along Marine Parade.

The objective being to reduce the disconnect between the foreshore and the CBD, make it easier for people to park on Marine Parade and access the CBD, and to enhance the pedestrian experience.



TRANSPORT HUB STRATEGY

SWOT Analysis

The following SWOT analysis highlights main opportunities and limitations, and presents key recommendations and action items for the development of a fully visualised Transport Hub (not ranked in any order):

The proposed Transport Hub represents a significant opportunity to improve city connectivity, support local investment, and enhance the western gateway to the CBD. Its central location and potential for multi-modal integration make it a valuable asset for residents, commuters, and tourists.

However, challenges such as limited space, traffic congestion, accessibility constraints, and safety concerns will need careful management. External risks, including economic fluctuations, competition

from private transport, and climatic or environmental events, also pose potential threats.

With careful planning and targeted investment, the Hub can deliver long-term benefits and make a substantial contribution to the city's future transport network and urban development objectives.



TRANSPORT HUB STRATEGY

S	Strengths
+ 1	LOCATION - The existing Bus Terminus is strategically located at the western gateway to the CBD, book-ending Emerson Street with Marine Parade, and providing a launch point to the inner city and residential suburbs. The Hub can serve as a central transport point for commuters, tourists, workers and residents, supporting other city investments and boosting local businesses.
+ 2	MULTI-MODAL - The broader precinct (Clive Square and surrounds) contains existing multi-modal transport opportunities that could be consolidated and enhanced.
+ 3	INFRASTRUCTURE - The existing Bus Terminus is underutilised Council infrastructure that could support the consolidation of multiple public transport functions in one central location.
+ 4	CONGESTION - Consolidation of services at the Hub may ease congestion in other parts of the city, particularly scenic areas, and create opportunities for additional car parking elsewhere.
+ 5	SOCIAL TENSIONS - Upgrading and consolidating the Hub may help mitigate existing social tensions within the Clive Square precinct by reactivating this part of the city.
+ 6	SUPPORTING OTHER CITY INVESTMENTS - The Hub enhances the value of adjacent Council projects by delivering improved services for travellers and tourists at a central location.

W	Weaknesses
+ 1	SPATIAL LIMITATIONS - The Hub is a finite space and therefore future growth and expansion would require either additional investment / strategic purchase of adjacent land or change of use to expand operations within the roadway (ie. Upper Carlyle Street).
+ 2	CONGESTION- Consolidating both urban, regional <i>and</i> cruise services into the Hub may increase traffic, especially at peak times. Queues at intersections and loading or layover areas could cause congestion. If it was decided that all operations were consolidated at the Transport Hub, urban buses may need to relocate layover to alternative locations.
+ 3	ACCESSIBILITY - Without upgrades, the current facility is inadequate for mobility impaired people. i.e. the facility does not provide kerb-height access to buses
+ 4	SECURITY / SOCIAL TENSIONS - Existing / continuing crime, safety concerns and social tensions within the Hub and surrounding public spaces may deter users.
+ 5	CHANGE OF BEHAVIOUR - Changes to services, routes or stop locations may discourage users and contribute to broader community tensions.

TRANSPORT HUB STRATEGY

O	Opportunities
+ 1	TECHNOLOGICAL INTEGRATION - Implementing digital signage, ticketing, and wayfinding facilities at the Hub would enhance the user experience.
+ 2	URBAN DEVELOPMENT - A well-functioning Transport Hub has the potential to stimulate city living, support mixed-use development, and drive investment from developers and retailers.
+ 3	EXPANSION OF SERVICES - Enhancing and consolidating transportation services may encourage greater usage of the Hub, support service expansion, and improve links to under-served suburban areas.
+ 4	SUSTAINABILITY INITIATIVES - Sustainable initiatives, such as EV charging stations, solar-powered infrastructure, and multi-modal transport options, could create opportunities for eco-tourism and additional revenue.
+ 5	CRUISE AND TOURISM - The potential to including cruise and tour buses at the Hub provides an opportunity to enhance existing city investments, increase foot traffic, and stimulate economic activity along Emerson Street and the broader CBD.

T	Threats
+ 1	TRAVEL TIME AND ROUTE ADJUSTMENTS - Adding stops or extending routes may disrupt services, increase travel times, and raise operating costs for transport providers, emphasising the need for careful planning and route optimisation.
+ 2	COMPETITION - Emerging transport alternatives, such as ride-sharing and private services, may reduce reliance on public transport, highlighting the need for competitive and attractive public transport services.
+ 3	TECHNOLOGICAL DISRUPTION - Power outages or rapid technological evolution can lead to obsolescence, creating a risk of costly upgrades and emphasising the need for adaptable, future-proofed infrastructure.
+ 4	ECONOMIC DOWNTURNS - Economic downturns can reduce travel demand and impact fare revenue (e.g., COVID-19), highlighting the need for resilience planning and diversified revenue streams for long-term financial sustainability.
+ 5	ENVIRONMENTAL DISASTERS - Natural disasters could damage infrastructure and disrupt services, emphasising the importance of resilient design, emergency planning, and rapid recovery strategies.
+ 6	POLITICAL / REGULATORY CHANGES - Shifts in government policy, funding, or regulatory requirements could affect the viability of maintaining or expanding the Hub, highlighting the need for proactive engagement and adaptable planning.

Supporting Investigations Informing This Strategy

Investigations and reporting from the other on-going Council projects has informed this Strategy, in particular the following:

CPTED (Crime Prevention Through Environmental Design) Audit 2015 and subsequent 2022 Review –

The 2015 CPTED report identified existing on-going social, physical and transportation tensions within the CBD, particularly within the precinct of Clive and Memorial Squares, highlighting areas for improvement. The 2022 review provides an update on progress to address those tensions and ‘recent wins’ within the precinct.

Accessibility Audit 2025 –

The 2025 Accessibility Audit assesses the current Clive Square and Emerson Street environment, highlighting shortfalls in current accessibility standards within Emerson Street and surrounding street networks, with suggested solutions.

Heritage Archive Documentation –

Design reporting and project brief from the Emerson Street Design ‘1991 Inner City Development’ highlights unrealised aspirations for the refurbishment of the western end of the CBD to create and enhance the gateway, “arrival in town”, at Clive Square West (below).

NOTES ON EMERSON STREET DESIGN CONCEPT

Scope:

The scope of the design is from the foreshore to Craven Street and from the base of the Hill to Dickens St, and including the Countdown Supermarket area.

Initially the team focussed on the concept of “arrival in town”

- discussed entry points and the need to give people the feeling that they had arrived in town.
- especially new idea of arrival in Clive Square West locality is perceived as an opportunity to make a large gesture of arrival for the bulk of the population arriving from the Carlyle/Craven Streets direction.

Traffic Circulation:

- considered all of traffic movement in the area from scratch and returned to supporting Council's views of one-way traffic flows and directions and two-way flow on Clive Square East, Dalton and Hastings Streets.
- Altered - Inward approach from Craven St to Clive Square parking precinct
 - "Trickle" traffic flow between Marine Parade and Hastings Street

Objective= to ensure that traffic movement from one parking area to another had a sense of "another chance around the corner" and to enhance movement in a logical way around the perimeter.

Stakeholder Engagement

Key Stakeholders who have been engaged with to date, and their roles are as follows:

Internal Stakeholders –

- + NCC Strategic Programmes & Urban Design Team – Project Sponsors
- + NCC Transportation Team
- + NCC Parking Team
- + NCC I-Site Team
- + NCC Community Strategies
- + NCC Business Tourism
- + NCC Infrastructure
- + NCC Napier Assist
- + NCC Event Manager
- + NCC Carbon Emissions Advisor Strategy and Transformation Team
- + Councillor Keith Price, Chair of Infrastructure Committee

External Stakeholders –

- + Katie Nimon MP
- + Hawkes Bay Regional Council (HBRC) (InterCity and goBay coordinator)
- + Tranzit (Inter-City bus provider and Cruise bus provider)
- + goBay (Urban bus provider)
- + Napier Port (Cruise Ship Support)
- + Napier City Business
- + Traffic Management Consultants
- + HB Urban Farmers Market
- + Art Deco Trust

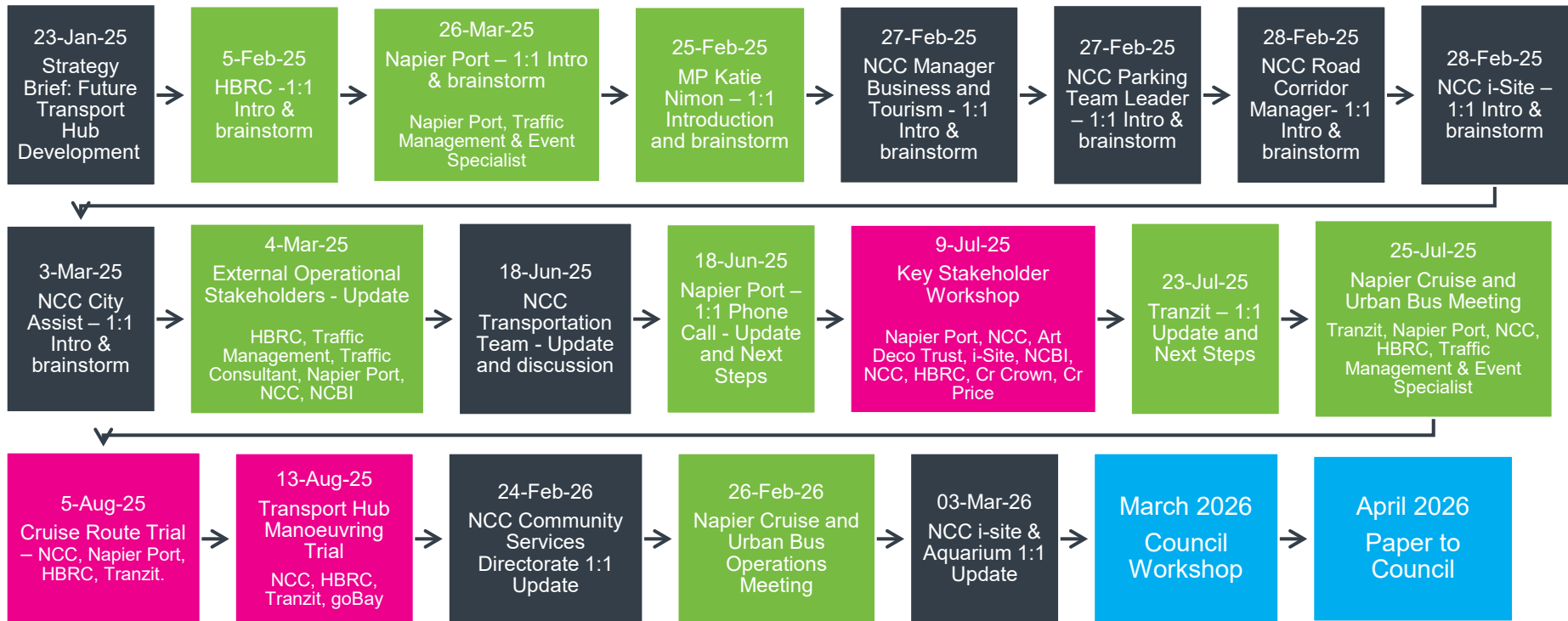
Emerson Street Project Advisory Group –

(Napier CBD business representatives)

- + Mayor Kirsten Wise
- + Councillor Sally Crown
- + Pip Thompson - Napier City Business
- + Benson Property Group
- + Stirling Sports
- + Vinci's Pizza
- + Wallace Development Company Ltd
- + Adore Collections
- + Steve Kelly – Market Street
- + Stefan Burt – Rosie O'Grady's
- + Les Kennedy – Property Brokers

TRANSPORT HUB STRATEGY

Stakeholder Engagement Timeline



KEY: Internal (NCC) Stakeholders
 External Stakeholders
 Workshops – Key Stakeholders

TRANSPORT HUB STRATEGY

27

Stakeholder Workshops

Clive and Memorial Squares Tensions –

Early Stakeholder workshops discussed known “tensions” that exist in and around Clive and Memorial Squares precinct, as follows:

+ **Social Tensions:**

The Transport Hub and Emerson Street upgrade aims to mitigate, as far as possible, known anti-social behaviour by creating an upgraded “Western Gateway Precinct”. Reinvigorating this underutilised part of the CBD is intended to increase activity, creating passive surveillance and encouraging more “eyes on the street”, complementing ongoing multi-agency monitoring.

+ **Open Space Tensions:**

Clive and Memorial Squares Reserves are the locale for known social tensions. The reserves experience CPTED (Crime Prevention Through Environmental Design) issues like inadequate lighting, degradation of amenities, rough sleeping, and loitering. The Transport Hub and

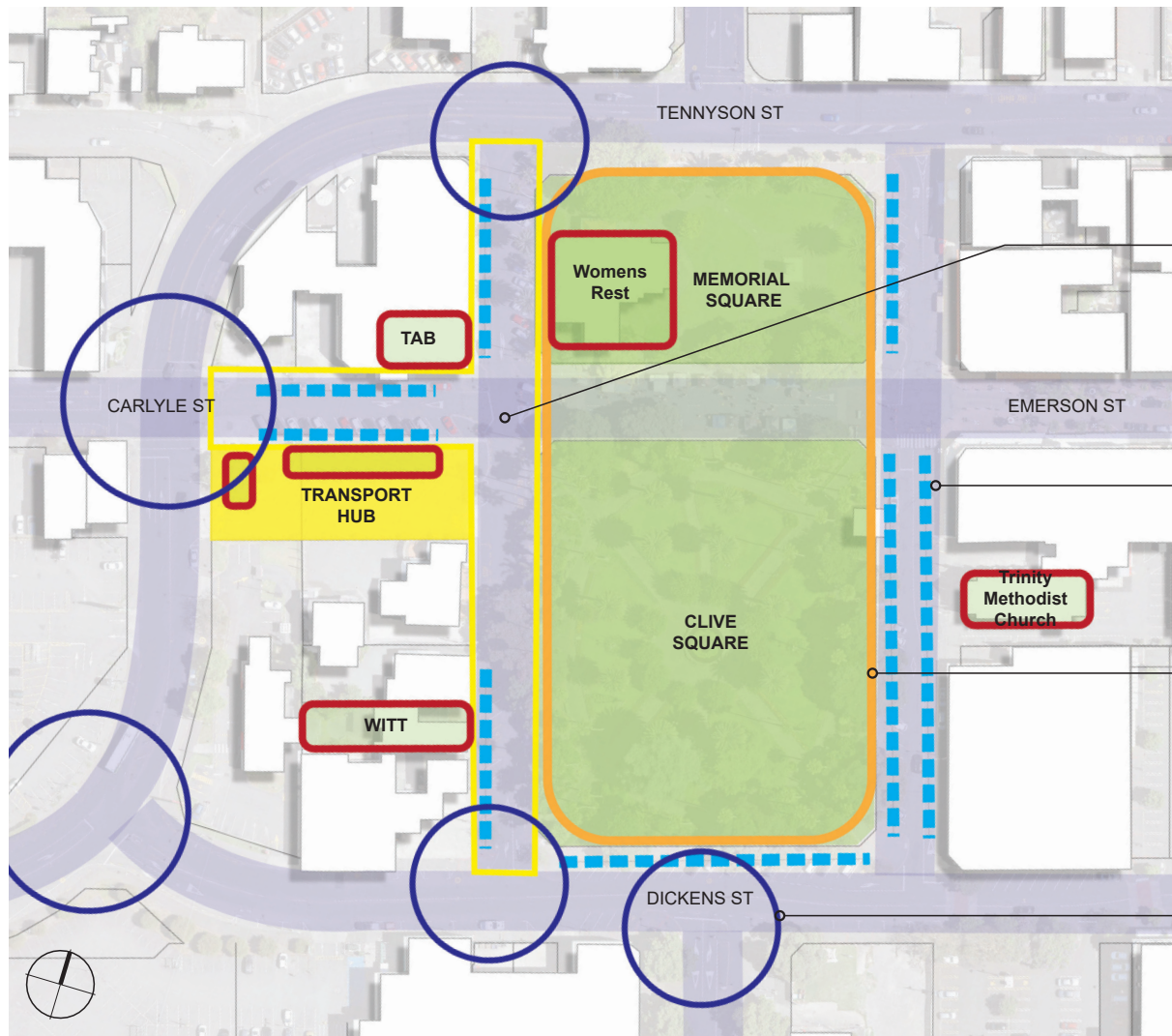
the Emerson Street upgrade support adjacent Council initiatives like the intended upgrade of lighting and planting within Clive Square to improve safety and amenity.

+ **Transportation Tensions:**

A key ongoing tension for the CBD is car parking capacity and vehicle congestion and safety, particularly at intersections. The Transport Hub and Emerson Street upgrade have been undertaken as one design package allowing for precinct wide, legible and logical design of car parking, traffic flow, signage and wayfinding. Traffic modelling undertaken for the projects ensures a consistent level of service across the study network.



TRANSPORT HUB STRATEGY



Social Tensions

- SOCIAL TENSIONS:**
- Anti-social behaviour
 - Nighttime use / security
 - WITT
 - Womens Rest
 - Bus shelters and public toilet
 - CCTV / Multi agency management

- CAR PARKING TENSIONS:**
- Car parking capacity and general arrangement
 - Traffic flow

- OPEN SPACE TENSIONS:**
- CPTED
 - Lighting quality
 - Rough sleepers
 - Anti-social behaviour
 - Removal of amenity planting for visibility and CPTED

- TRAFFIC / TRANSPORT:**
- Street direction changes
 - Signage and wayfinding
 - Intersection tension points
 - Sight lines
 - Intersection loading/ standing
 - Signage and wayfinding

Figure 5

Diagram - existing Clive Square Social Tensions

TRANSPORT HUB STRATEGY

29

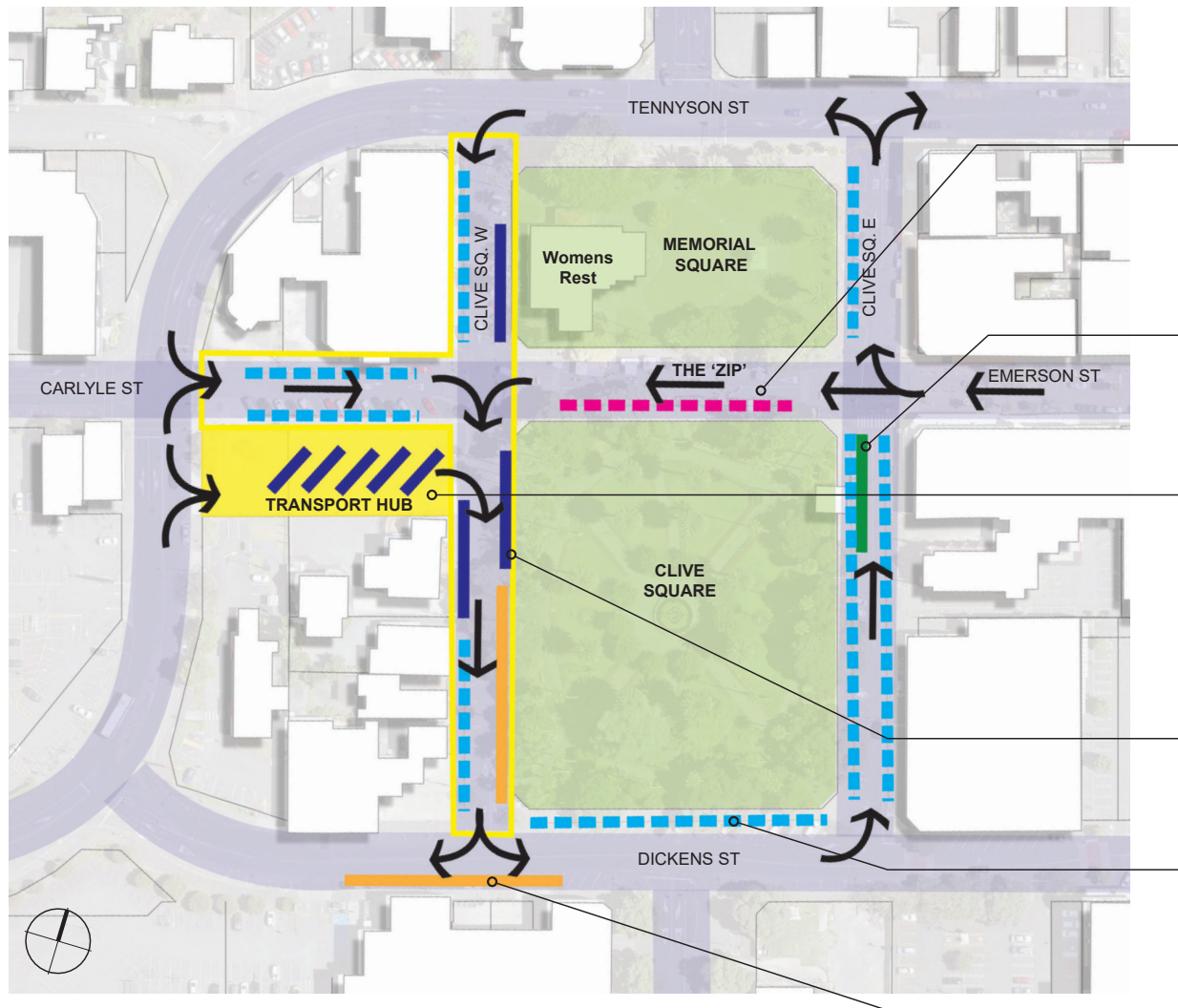
Stakeholder Workshops

Stakeholder Requests –

The following summarises discussion regarding potential requirements for the proposed Transport Hub:

- + **Urban Buses:**
There are currently 7 on-street bus stops on Dalton Street serving urban buses (goBay) which would need to be incorporated within the new Transport Hub. Design must also integrate at least 3 InterCity stops.
- + **Route Design:**
Route timing and timetables would need to be adjusted. Anything outside of daily / baseline operations would require a TMP. Draft routes are to be tested through traffic modelling and physical trials.
- + **Common Facilities:**
Investigate the possibility to incorporate end of trip facilities for drivers - to be located within the Hub itself, or in a neighbouring site. Council to investigate potential land purchases or potential of sharing Women's Rest facilities.
- + **Digitisation:**
Investigate the possibility of incorporating digitised ticketing and route information on site. Precinct wayfinding signage to tie in with the Emerson Street Upgrade.
- + **Multi-Modal Transport Options:**
Investigate the opportunity to consolidate transport options to form a multi-modal precinct. The design is to investigate inclusion of motorcycles, bicycles, electric vehicle charging opportunities (EV's), electric bicycle charging stations like 'Locky Docks' and RV parking.
- + **A Flexible Precinct:**
Investigate flexibility to close portions of the precinct during events or for potential tour bus operations through traffic control measures such as retractable bollards, and traffic management plans and systems. There is also potential to utilise digital road signs signifying current street conditions and closures.
- + **Seasonality:**
Can the precinct provide dual purpose parking with seasonal flexibility?
Investigate functionality of the Transport Hub and wider precinct in the tourism off-season.

TRANSPORT HUB STRATEGY



Transport and Parking Tensions

- THE ZIP:**
 - Traffic control and open hours - no through traffic?
 - Parking for tours only?
 - Art Deco Trust Parking?
 - Weekend Markets
- TAXI STAND:**
 - Currently parking for free
 - Integrate with Hub? i.e. Multi-modal use - Motorcycles / Bicycles
- TRANSPORT HUB OPERATIONS:**
 - What are stakeholder requirements?
 - What are bus stand down requirements?
 - What are current route timing and programs? inc. tour operators.
 - Can we upgrade to allow driver rest rooms (share the Womens Rest?)
 - Can we incorporate a Ticket kiosk?
 - Can we allow for route digitisation?
- COACH PARKING:**
 - Bringing tour buses and tour operators to this end of town?
- BROADER CAR PARKING:**
 - Car parking strategy (underway)
 - Street direction changes
 - Signage and wayfinding
- RV PARKING:**
 - Car parking strategy (underway)
 - Signage and wayfinding

Figure 6
 Diagram - Existing Clive Square Transport Tensions

TRANSPORT HUB STRATEGY

31

Summary of Engagement

The following summarises the general findings from stakeholder meetings and workshops. Ongoing engagement will continue as the Transport Hub Strategy advances. The Strategy received general endorsement from all stakeholders, particularly in relation to reactivating the western end of the city. Feedback received advocated that the Strategy is to:

1. include a broader review of parking and traffic flow across the CBD, ensuring alignment with current city investments and projects (Emerson Street Upgrade, Te Kete, Cathedral Lane, Parking Strategy).
2. explore any impacts that city events, such as the Art Deco Festival, may have on the public transport network including potential street closures and other disruptions.
3. consider, through traffic modelling, the wider implications of traffic congestion, intersection delays, vehicle turning circles, and related factors.
4. address potential public confusion through a robust communication strategy including community engagement, public outreach, and the provision of clear and logical wayfinding and signage.
5. investigate possible route changes for all services prior to committing to any physical changes.
6. recognise the i-Site and the Art Deco Trust as critical to the 'start of journey' for tourists, and should examine the implications of relocating cruise buses to the Transport Hub from Marine Parade.
7. include layover planning and take into account end-of-trip facilities for drivers.
8. include a Road Safety Audit, comparing proposed and existing cruise operations.
9. investigate whether other adjacent users could utilise the Hub e.g., overnight layover for visiting sports teams, layover for local school trips to the Municipal Theatre or the MTG. It should explore all opportunities to reduce reliance on city car parking spaces for these types of operations.
10. consider the potential purchase of other sites for surface car parking, in order to offset changes resulting from current city investments and projects.
11. explore seasonal uses of the Hub during periods when cruise operations and peak tourism activity are not taking place.

Supporting Investigations and Due Diligence

The following summarises broader considerations and investigations undertaken for the Transport Hub Strategy:

Dalton Street –

Current city investments such as Te Kete, and the private renovation of buildings within the Civic Precinct, have been the catalyst for relocation of the existing urban bus service from Dalton Street to the Transport Hub. Relocation allows for redesign of car parking and transportation offerings within Dalton, Station and Hastings Street. This includes:

- + The consolidation of urban bus services at another central location within the city, with preference for the Clive Square Bus Terminus.
- + Dalton Street is to be redesigned for car parking, retaining 2 bus stops near the intersection of Station Street servicing Te Kete.
- + Early concepts indicate that Dalton Street can potentially accommodate 10 additional car parks.

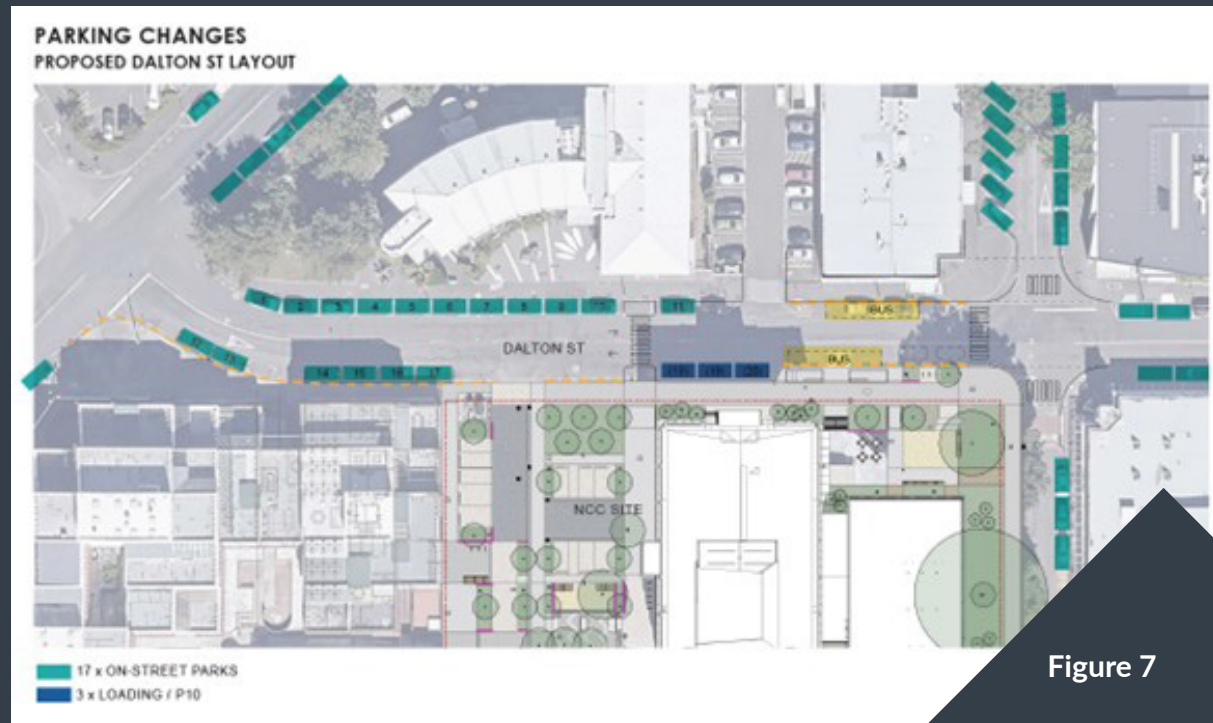


Figure 7

Indicative proposed Dalton Street car parking and bus stops

TRANSPORT HUB STRATEGY

New goBay Route –

This diagram shows the new goBay routes within the CBD, circulating through the Transport Hub as Napier’s central stop, looping along Dalton Street past Te Kete (the Civic Precinct), and continuing to the wider network.



Figure 8

Diagram - Urban bus route

Supporting Investigations and Due Diligence

34

Transport Hub Manoeuvring Trial –

A trial of bus manoeuvring was conducted at the Clive Square Bus Terminus on 13 August 2025, with representatives from NCC, HBRC, Tranzit, and goBay, concluding the following:

InterCity Specifications:

- + An 8.1 m long pedestrian island is sufficient to allow access to the back door of the InterCity bus and provide additional length beyond the door to the centre of the second wheel for the driver to access the luggage area.

goBay Specifications:

- + The goBus operators decided that a full-length finger island is not required for their service, instead a small sawtooth island will suffice for access to the front door only. goBus drivers will follow different loading and off-loading procedures when using the Transport Hub,

limiting passenger loading to the front door only.

Design Considerations:

The final design is to explore the inclusion of the following:

- + Islands only need to be 2 m wide and could be constructed from the eastern edge of the existing line marking providing an extra 1m for buses to manoeuvre. The existing line marking can remain.
- + Safety line markings to create a “keep clear” area on the footpath at the head of the bus bays, alerting pedestrians to buses overhanging the kerb.
- + Kerb / pram ramps at the end of the InterCity finger islands to enable driver access to the rear of the bus if required.

Refer figure 9 overleaf for site manoeuvring investigation diagrams and imagery.

TRANSPORT HUB STRATEGY

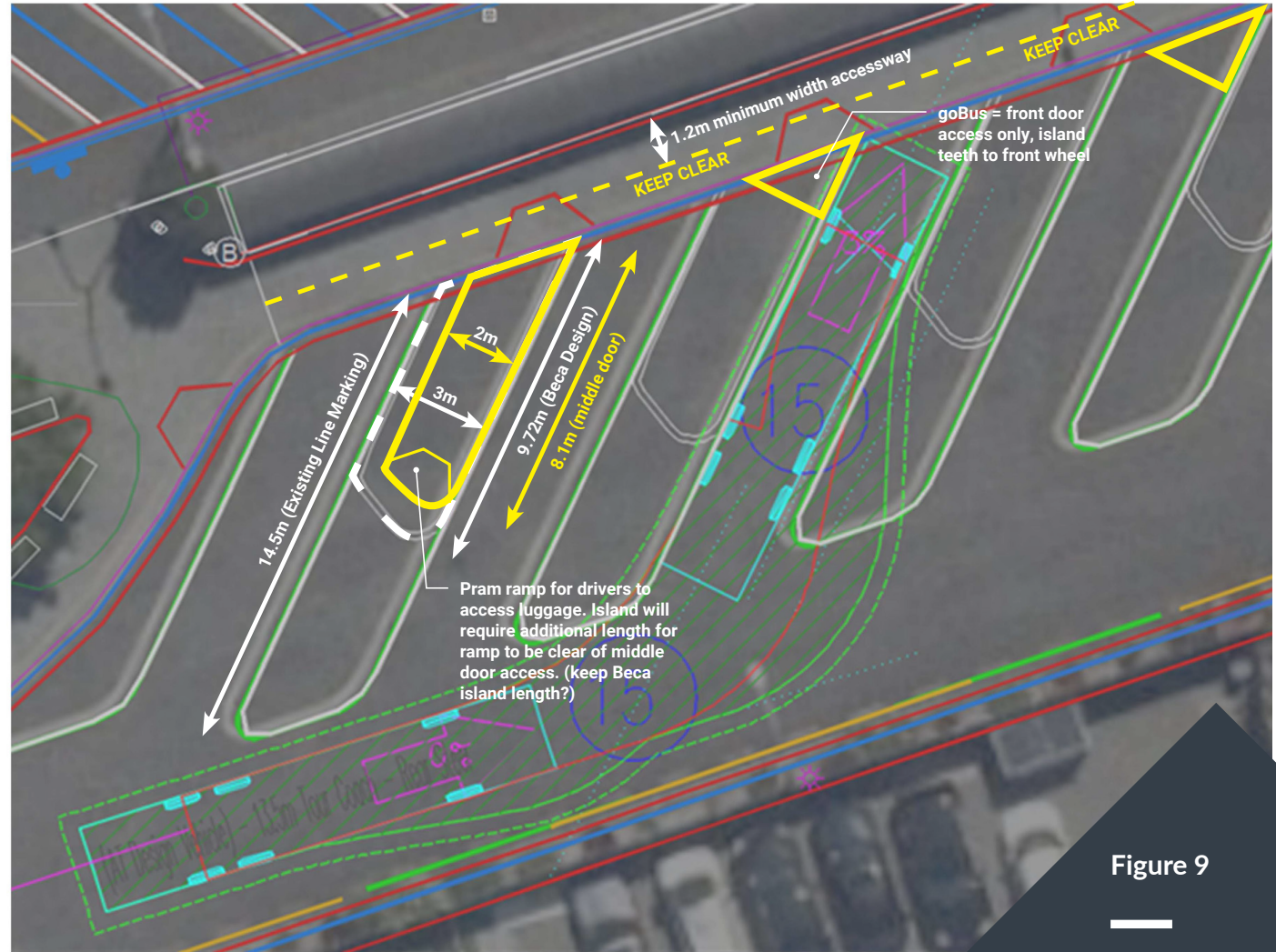


Figure 9

Diagrams - Site investigations and Urban Bus Manoeuvring Trials

Operational Outcomes

This strategy supports consolidating Napier City’s urban bus services at the Clive Square Transport Hub. It introduces measures to ease pressure on the bus network and activate the underutilised western edge of the CBD.

Operational Solutions –

Emerson Street Enabling Works:

In March 2025, Council endorsed the inclusion of Transport Hub within the Emerson Street Stage 1 project as part of the “enabling works”. The implementation of Emerson Street Stage 1 together with the Transport Hub will provide a much-needed bookend for Napier’s retail sector and enhance the value of other Council investments in the area, benefiting both the community and local businesses.

The detailed design for the Transport Hub encompasses the existing Clive Square Bus Terminus and Clive Square West.

The Transport Hub:

The reconfiguration of the Transport Hub includes provisions for:

- + goBay – urban bus services for Napier and Hastings
- + InterCity coach services
- + ‘Locky Dock’ e-bike docking and charging stations and bicycle parking
- + Car parking and mobility car parking
- + An enhanced pedestrian environment including new footpaths on the western edge of Clive Square.

goBay and InterCity:

The Transport Hub will continue to serve as the drop-off and pick-up location for InterCity services and will also become the new central city stop and layover area for goBay. Existing bus parking bays within the Clive Square Bus Terminus will be retained, with new raised platforms constructed to ensure kerb-height accessibility.

Operation of the Hub will be governed by a Memorandum of Understanding between Napier City Council (NCC), Hawke’s Bay Regional Council (HBRC), and Tranzit.

The configuration of buses within the Hub is critical, as simultaneous arrivals and departures across routes enable efficient passenger transfers.

TRANSPORT HUB STRATEGY

Traffic Modelling:

To support the design process traffic modelling was undertaken to assess the impact of combining goBay and InterCity services in one location. The study concluded only minor network performance effects and that the replacement of signaled intersection to roundabouts (Carlyle and Milton) would reduce delays and enhance the resilience of Napier’s overall road network.

Vehicle Tracking and Road Geometry:

Vehicle tracking has been carried out to ensure intersection geometry accommodates safe and efficient bus manoeuvring within the precinct.

Traffic Flow and Direction:

The Emerson Street and Transport Hub upgrade includes changes to traffic direction, including the introduction of one-way traffic flow within the precinct as depicted in Figure 10.

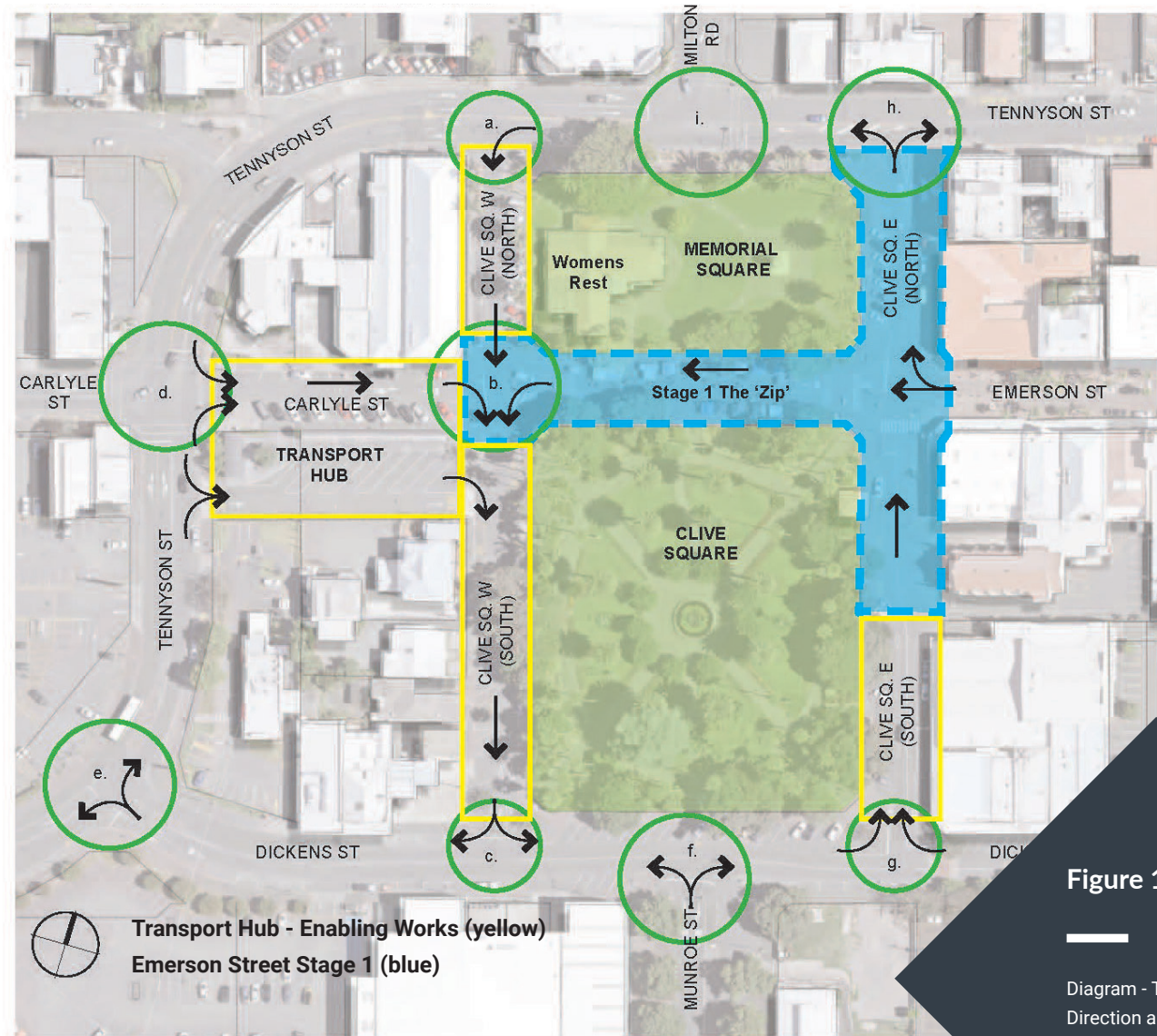


Figure 10
 Diagram - Traffic Direction and Intersection Modelling

TRANSPORT HUB STRATEGY

38

Operational Layout - Urban Buses

A series of “Operational Layout” options were presented to key stakeholders and reviewed as part of Traffic Modelling and a Road Safety Audit, with the aim of determining a preferred layout for a ‘baseline’ everyday scenario. The following summarises the baseline operational decisions developed for the Transport Hub:

Baseline Layout –

- + The Transport Hub remains as the Napier stop for InterCity buses and will also become the new central stop and for goBay with primary stops located in Bays A to E within the existing “terminus”.
- + Clear allocation of urban bus bays within the terminus are shown with new finger islands for pedestrian safety. Refer Figure 11 overleaf: blue InterCity and green goBay.
- + Clive Square West has been redesigned to allow for up to 6 buses to stack on the eastern edge of the roadway: bay 1 and 2

behind Memorial Square, have been allocated to commercial tourism services and loading (pink) but could remain as car parking or have a seasonal use. The 4 bays against Clive Square are allocated to the urban bus services (green) for layover or additional stops. This will be determined by HBRC and providers.

- + A new 2.0m wide footpath is to be constructed against the Clive and Memorial Square edge to allow safe and accessible passenger queuing and kerb height access to buses. Construction of the Clive Square West/Transport Hub “enabling

works” will be completed by November 2026 a part of the Stage 1 Emerson Street Upgrade.

- + Car parking is retained elsewhere within the precinct (yellow / mobility-red) to services existing businesses.

Next Steps –

- + HBRC representatives are comfortable with combining operations, but suggested that any third-party operators will need to be monitored. HBRC, Tranzit, and NCC would operate the Transport Hub under a tripartite Memorandum of Understanding (MOU).

TRANSPORT HUB STRATEGY

Baseline Layout

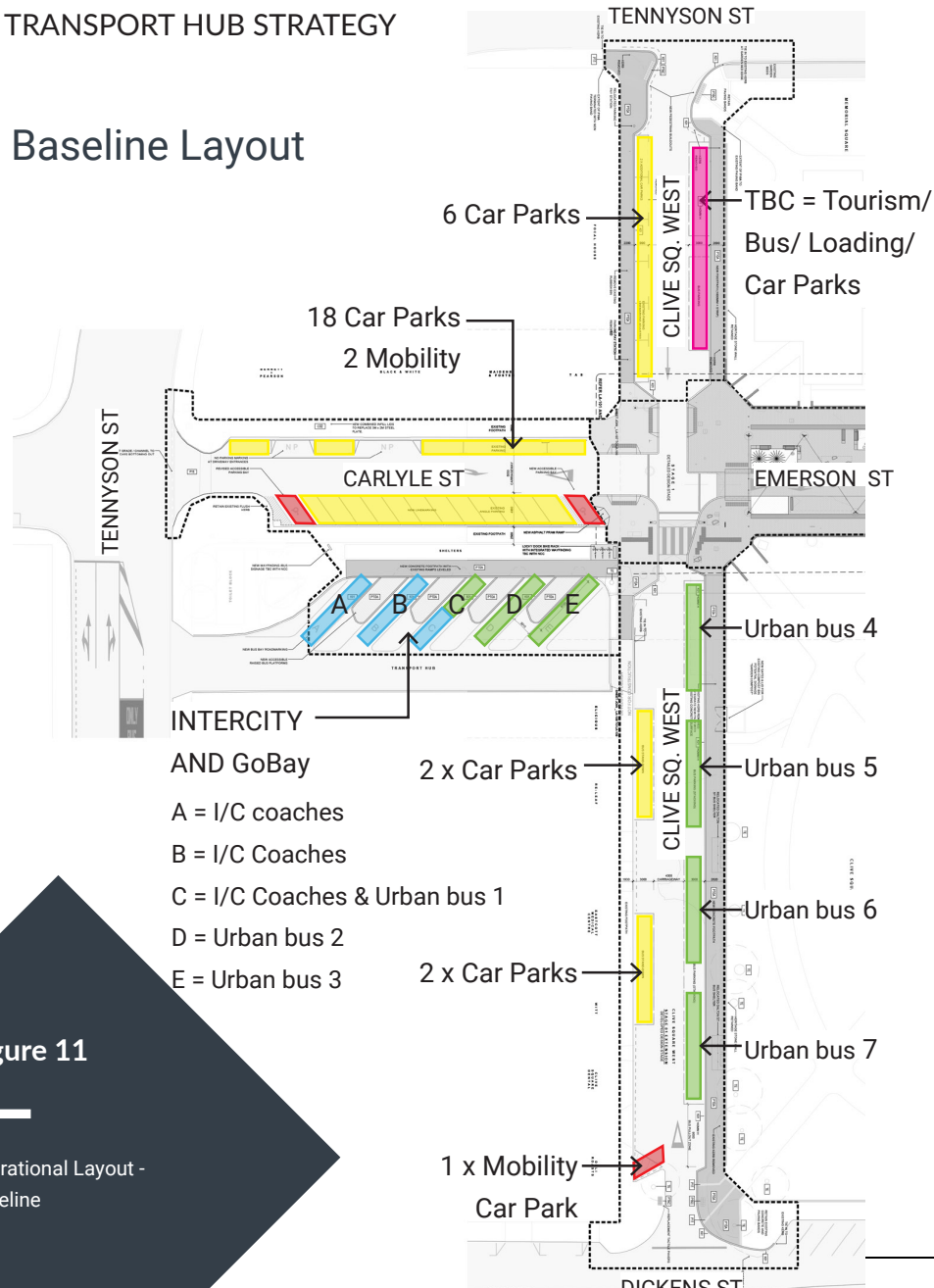


Figure 11
Operational Layout - Baseline

Pros

- + Provides a dedicated tourism/coach bay (pink), which reduces the likelihood of ad-hoc stopping and improves safety for larger groups of passengers with luggage.
- + Provides a tidy separation between InterCity (blue) and Urban Bus services (green), reducing potential for conflict and confusion among drivers.
- + Dedicated pedestrian islands within the Hub improves legibility, accessibility and pedestrian safety.
- + Allocation of Urban Buses within Clive Square West mirrors aspects of the existing Dalton Street hub which may improve predictability and familiarity for users.
- + Retention and enhancement of car parking on Carlyle St and Clive Square West services existing business.
- + Dual use bus and cars - allows activation year round.
- + No loss in mobility car parking.

Cons

- + Clive Square West car parks: Car parks close to driveways raises visibility risks for drivers entering or exiting, particularly with high numbers of pedestrians and cyclists present.
- + Mobility parking configuration: Angled mobility spaces differ from the dominant traffic flow and can create low-speed conflict.

TRANSPORT HUB STRATEGY

A Multi-modal Transport Hub

The Transport Hub Strategy has investigated accommodating alternative modes of transport by way of EV charging stations, parking for RVs/motor homes, and providing space for tourism operators to ensure the Hub is inclusive and adaptable to the future needs of the city.

- + **EV Parking and Charging:**
NCC’s Carbon Emissions Advisor has been working with Meridian Energy to find preferred locations for EV charging stations across Napier. Both Carlyle Street and Clive Square East were looked at as potential sites for 6 parking bays and charging stations.
- + Desktop investigations revealed that the above-ground charging infrastructure is too large for the existing Carlyle Street footpath, impeding pedestrian access, and would conflict with angled parking bays on

Carlyle Street and Clive Square East due to vehicle overhang.

- + The 90-degree parking on Munroe Street (behind Countdown) has been identified as a more suitable location for EV charging stations due to its wider footpaths, allowing infrastructure to be set back from the kerb; this site will be investigated separately from the Transport Hub Strategy.
- + **E-bike Parking and Charging:**
Napier City Council has been consulting with Locky-Dock to find locations to install their free, secure, parking, charging and wayfinding docks across Napier.
- + The Transport Hub was identified as a key location to support this infrastructure. The location on Carlyle Street, shown in Figure 12, is being investigated as a potential site for a Locky Dock station.

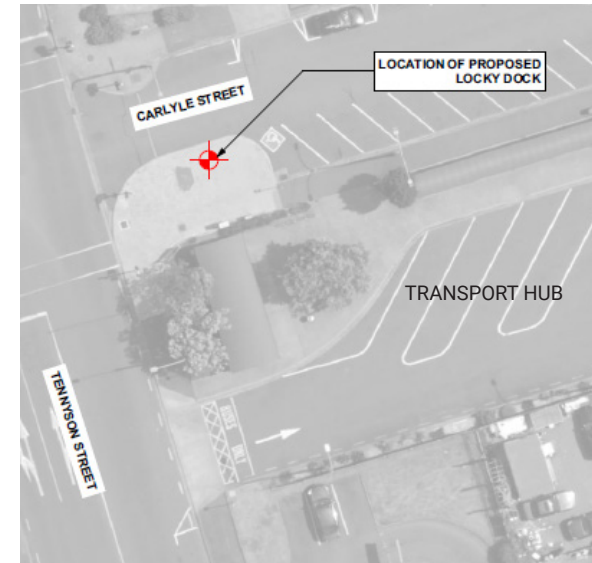


Figure 12
Locky Dock - Proposed location and draft render

TRANSPORT HUB STRATEGY

Parking Strategy

Emerson Street / Transport Hub Parking:

Car Parking in the project precinct will change as shown in the following schedule:

	PAID PARKING				FREE /120
	Clive Sq W	The Zip	Clive Sq W	TOTAL	Carlyle
EXISTING	35	14	42	91	21
PROPOSED SPACES	11	8	46	65	20
	-24	-6	4	-26	-1

- + 23 paid car parks will remain on Dickens Street adjoining the southern edge of Clive Square.
- + Figure 13 shows the final car parking layout for the Stage 1 Emerson Street Upgrade and Enabling Works.
- + Losses within the precinct can be gained elsewhere such as Munroe Street and Dalton Street (see Figure 14 over leaf).

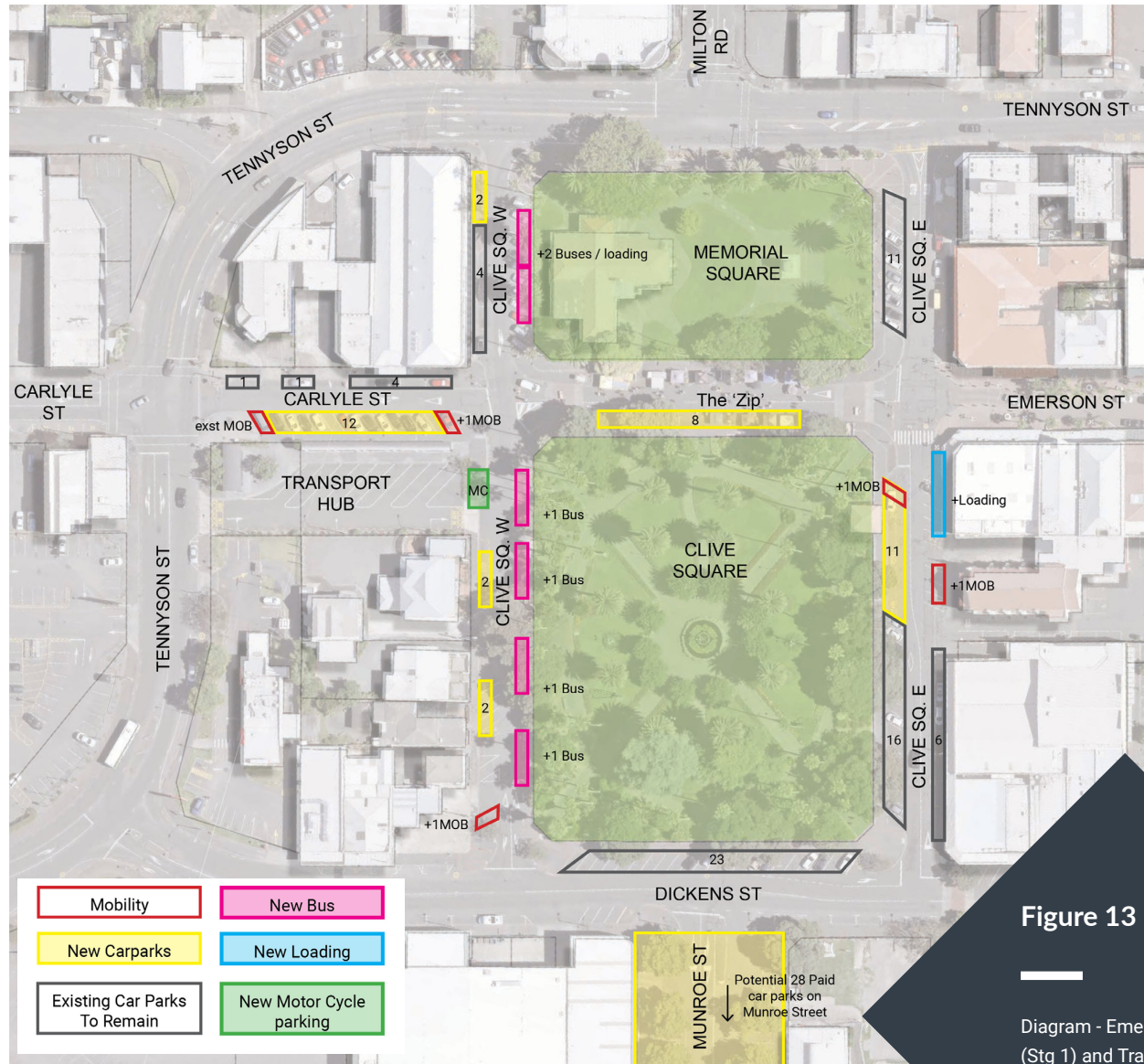


Figure 13

Diagram - Emerson St (Stg 1) and Transport Hub Proposed Car Parking

TRANSPORT HUB STRATEGY

Peripheral Parking Opportunities –

Dalton Street:

Removing 4 bus bays in Dalton Street would potentially see a gain of 10 car parks for the Civic Precinct.

DALTON STREET			
PARKING	EXISTING	PROPOSED	GAIN
Car Parking	7	17	10
Bus Bays	8	2	-6



Munroe Street:

If NCC were to monetise car parking within the northernmost block of Munroe Street, the city would gain 28 revenue-generating car parks.

MUNROE STREET			
PARKING	EXISTING	PROPOSED	GAIN
Car Parking	28	28	0
	<i>time limited</i>	<i>monetised</i>	

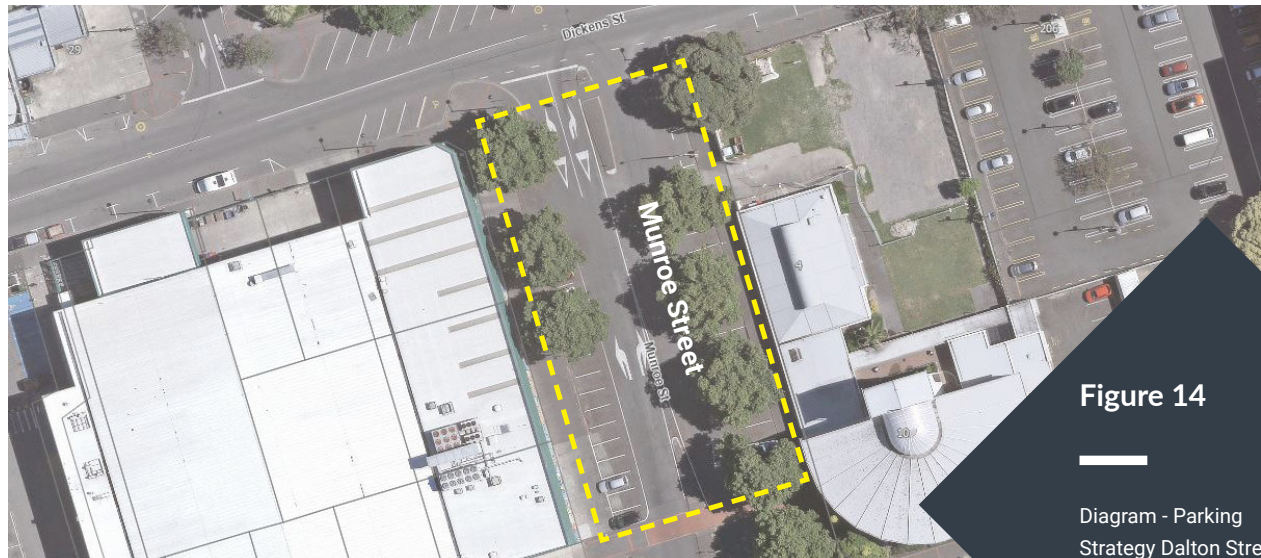


Figure 14

Diagram - Parking Strategy Dalton Street and Munroe Street gains and losses

NOTE: The proposed District Plan will not require any car parking to be provided at the area (or the city in general) in line with national policy (NPS Urban Development 2020).

Transport Hub Recommendations

To ensure the successful delivery of the Transport Hub Strategy, the following next steps, investigations and workstreams are recommended. Recommendations are not ranked in any order of importance.

+ 1 Multi-modal Transport Integration



- + Undertake further investigations to consider whether the Transport Hub, or broader precinct, can accommodate other modes of transport not currently allocated.
- + Seek to optimise passenger wayfinding experiences and clarity for multi-modal users. Integrate wayfinding strategies with the Emerson Street Upgrade, Te Kete and other peripheral Council investments to link initiatives.

+ 2 Connectivity and Network Optimisation



- + Enhance connectivity with key destinations and existing routes by testing additional stops, traffic signals, and journey times.
- + Evaluate car parking across the CBD network and integrate this into council master planning.
- + Communicate changes clearly via signage, wayfinding, and community updates (e.g. social media, news bulletins).



TRANSPORT HUB STRATEGY



+ 3 Bus Shelter Retrofit

Explore modifications to the existing bus shelter to discourage anti-social behaviour, including:

- + Installing armrests along the bench seating to discourage prolonged use.
- + Removing the lower glass panels and replacing them with perforated mesh to reduce opportunities for loitering.

Note: it is recommended that manufacturer 'Ara Shelters NZ' is contacted regarding retrofitting options - shown in the image adjacent.



+ 4 Digital Infrastructure

- + Explore real-time journey and timetable information, data integration, ticketing systems, and other transport management systems.
- + Consider back-up systems for resilience during power outages and technological disruptions.
- + Explore digital advertising for revenue generation.

TRANSPORT HUB STRATEGY



+ 5 Safe and Accessible Design

- + Ensure ongoing review and upgrades of the CBD to support full universal accessibility and safety.
- + Monitor and assess the need for additional CCTV and other safety measures.
- + Engage in multi-agency management to address safety concerns beyond infrastructure-based solutions.

+ 6 Sustainability and Environmental Considerations

- + Further inclusion of sustainable, energy-efficient transport modes and green infrastructure (e.g. solar, EV charging, electric buses).
- + Include the Transport Hub operations in environmental and natural disaster impact assessments and planning.
- + Ensure operations and management aligns with city emergency procedures, and regional and national resilience and climate strategy goals.



TRANSPORT HUB STRATEGY



+ 7 Road Network and Hierarchy

- + Continue analysis undertaken by Boffa Miskell on the CBD road hierarchy to determine the strategic purpose of each street (movement-focused/ amenity-focused/ or shared use). Refer also NZTA Waka Kotahi “Aotearoa Urban Street Planning and Design Guide”.
- + Explore network optimisations such as the replacement of signalised intersections to roundabouts identified in Traffic Modelling report i.e. Tennyson/Carlyle Street and Tennyson/Milton Street.

+ 8 Alignment with Regional Planning

- + Ensure the Transport Hub Strategy aligns with regional growth and development planning.
- + Consider acquisition of adjacent land for resilience and future expansion and capacity including end of trip facilities.
- + Undertake environmental scans - see recommendation +9.

+ 9 Environmental Scan

- Assess external influences, including:
- + Emerging transport trends, such as active travel, shared mobility, and on-demand services.
 - + Demographic shifts, such as population growth, ageing communities, and changes in travel behaviour.
 - + Economic factors, such as funding availability, cost of living pressures, and employment patterns.

TRANSPORT HUB STRATEGY

47

Future Opportunities

The following section of the Transport Hub Strategy highlights future investigations which are to focus on a the feasibility of relocating the Cruise Shuttle operations to the Transport Hub.

It is recommended that a working group be established with key providers, including Napier Port / Napier Cruise, Tranzit, NCC, and HBRC, to investigate the viability of rerouting cruise shuttle bus drop-off and pick-up to Clive Square West.

The working group will undertake a trial of the proposed shuttle route delivering passengers from Napier Port to Clive Square West via Tennyson Street -Clive Square West - Munroe Street -Vautier Street, returning to the Port along Marine Parade (refer proposed route diagram at Figure 16).

The trial will assess the route in terms of travel time, efficiency, and overall operational performance. It will also test the Traffic Management Plan (TMP) for the transport hub at Clive Square West and the surrounding precinct during both large and smaller cruise days. In addition, the trial will evaluate wayfinding, accessibility, safety, and any operational efficiencies that may be achieved at both ends of the shuttle journey – at the Port and at the transport hub.



Photo Source: Bay Tours

Alternative Operational Layout - Cruise Shuttles

A series of “Operational Layout” options were presented to key stakeholders and reviewed as part of Traffic Modelling and a Road Safety Audit, with the aim of determining a preferred layout to potentially be utilised on ‘cruise ship days’ managed under a Traffic Management Plan. The following summarises the operational decisions developed for “notional” cruise ship day operations:

Opportunities for a Cruise Ship Day Layout –

The Cruise Ship Day Layout is intended to provide an alternative location for Cruise shuttle drop-off and pick-up services if required. This is notional only and would require trailing and testing before adoption alongside decisions about broader strategic Asset Management priorities:

The notional Cruise Ship day layout includes the following:

- + The alternative “cruise” layout shown in Figure 15 allows for 6 bus stops for drop-off and pick-up

against Clive and Memorial Square (pink) and 4 bays for queuing / layover against the western footpath (green).

- + The layout would be controlled under a Traffic Management Plan (TMP) designed by a third party consultant.
- + The TMP could include public exclusion within Clive Square West only for smaller cruise liners, or closure of the whole precinct including Carlyle Street East, Clive Square West, The Zip, and Clive Square East for larger cruise liner days.
- + Commercial / private tour operator

pick-up and drop-offs could be conducted within ‘The Zip’ and Clive Square East under the TMP (similar to that utilised on Marine Parade.)

Next Steps –

- + It is recommended that a working group be established with key providers, including Napier Port / Napier Cruise, Tranzit, NCC, and HBRC, to investigate the viability of rerouting cruise shuttle bus drop-off and pick-up to Clive Square West.

NOTIONAL Cruise Ship Day Layout (TMP)

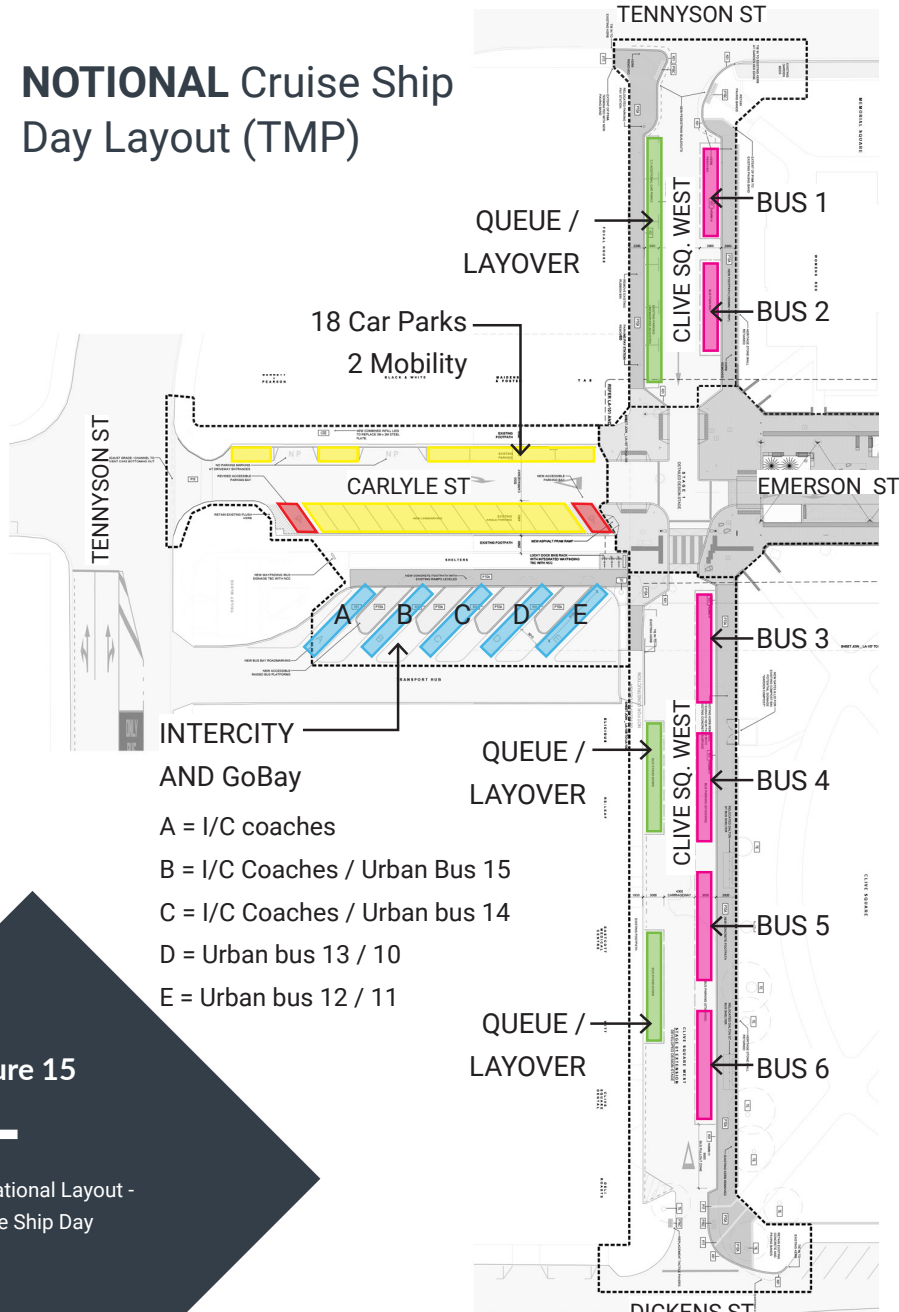


Figure 15

Operational Layout - Cruise Ship Day

Pros

- + Clear allocation of Cruise bus bays (pink) with layover / waiting bays (green).
- + Expanded and safe parking for buses.
- + Clear allocation of urban bus bays within terminal (blue) with new finger islands for pedestrian safety. Urban and InterCity buses are to share bays within the Hub during Cruise.

Cons

- + Possible tension when goBay and Intercity services are both at the terminal (blue). Requires advanced planning and TMP.
- + Urban Bus layover will be required to go elsewhere on Cruise days. Requires advanced planning and TMP.
- + Concern over layover buses idling in front of business during Cruise.*
- + Loss of car parking for businesses in Clive Square West on Cruise days.* Alternative car parking can be found within 50m radius (30-60 second walk).
- + Seasonal transition to Cruise layout / operations will need clear physical cues and well-defined management arrangements to avoid confusion, uncertainty and conflict.

**Note: Cruise only operates up to 54 days of the year (season dependant). This diagram shows maximum requirement for Cruise shuttle buses. Traffic Management Plan (TMP) requirements and parking allocations would be dependent on size of Ship and total passenger numbers. Smaller tourism operators (vans etc) could park in the Zip and Clive Square East under a TMP, as has operated on Marine Parade to date.*

TRANSPORT HUB STRATEGY

Notional Cruise Shuttle Loop –

This diagram shows the potential route for Cruise passenger shuttle drop-off and pick-up from Napier Port shown to loop through the Transport Hub at Clive Square West. This route is subject to future trials and testing.

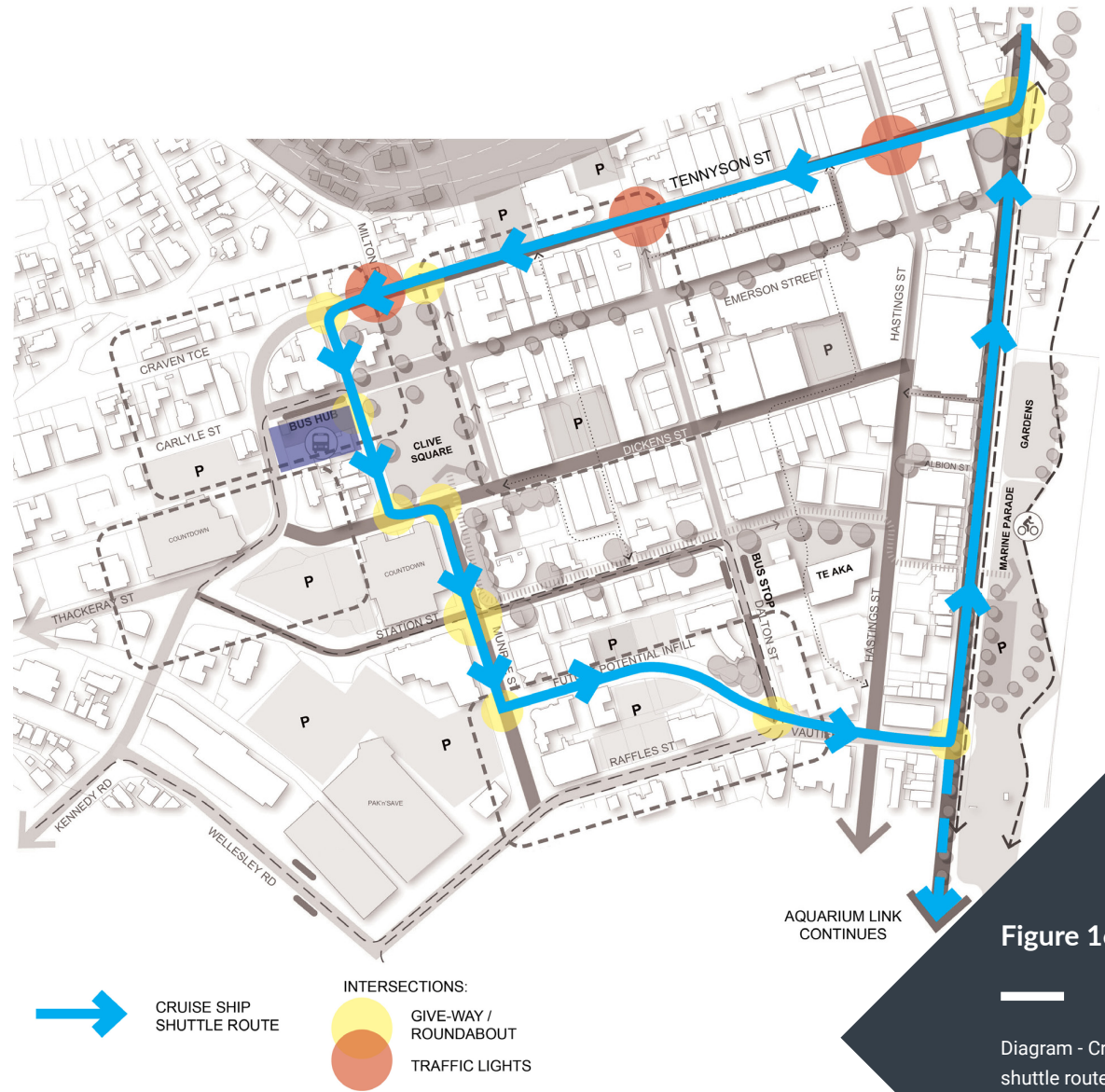


Figure 16

Diagram - Cruise shuttle route investigation

TRANSPORT HUB STRATEGY

Initial Cruise Shuttle Route Trial –

An initial physical trial of the potential cruise passenger shuttle route was conducted on 5 August 2025 at 8:30 am, with representatives from NCC, Napier Port, HBRC, and Tranzit. The trial aimed to assess whether the proposed route could be as efficient as the existing Marine Parade journey and whether the buses could comfortably navigate the streetscape, particularly in terms of corner geometry and turning manoeuvres. Two buses were provided by Tranzit for the trial.

Routes:

- + Proposed Route: Departure from Wharf 6 via the ‘Western Gate’ (No. 3), following the proposed “blue loop” through Tennyson, Munroe, and Vautier Streets, then returning to Wharf 6 via Marine Parade.
- + Existing Route: Departure from Wharf 2 via the ‘Main Gate’ (No. 1) to the i-Site along Marine Parade, proceeding to the Vautier Street roundabout, before returning to the Port.

Representatives were generally satisfied with, and pleasantly surprised by, the time efficiency of the proposed route. The route has been broadly endorsed, provided no additional impediments are introduced along the route which would increase operational cost i.e. raised pedestrian crossings or speed restrictions below 30 km/h.

- + It is recommended that additional trials and investigations are undertaken to test the viability of relocating/rerouting Cruise operations.



Operational Engagement Summary

Key Operators and Providers –



Operational Stakeholder Considerations –

The following summarises discussions and key considerations raised by operational stakeholders.

1. Congestion:

Operators raised concerns about whether buses would queue and cause congestion on Tennyson Street at the entrance to Clive Square West. Efficiencies are recommended at both ends of the route, with departures from the Port controlled and staggered to help mitigate potential congestion at Clive Square West. Open communication between the

Hub, the Port, and traffic management personnel will be essential to coordinate arrivals and departures. The “green” queuing bays shown in the “Notional Cruise Ship Day Layout” (Figure 15) have been included to help ease congestion. See also Note 2.

2. Traffic Modelling:

The traffic modelling report provided to stakeholders confirms that a satisfactory level of service would continue to be delivered within the CBD if cruise and urban bus operations were consolidated to the Transport Hub. NCC recommends that cruise operations at the Hub be trialled

prior to implementation and be subject to ongoing operational monitoring.

3. Combined Operations:

Operators asked how all operators would be combined within the Transport Hub. The Operational Layout suggests that under a combined TMP, goBay and InterCity would continue operating within the off-road terminus, but relocate their layover operations to a temporary alternative location. Cruise operations could then utilise the entirety of Clive Square West (and precinct).

4. Broader Route Matters:

Operators noted that the existing corner geometry and queuing patterns at Munroe and Vautier Streets can make bus manoeuvring difficult. They recommended that monitoring and reporting be undertaken during the first season

of operation to identify any safety related changes or upgrades that may be required.

5. Operational Costs:

Operators raised concerns about potential increased costs associated with longer journey times, noting that the extended route may require a larger fleet of buses to maintain existing service levels. They also highlighted the broader implications this may have for the viability of Napier's cruise offering.

6. Tourism Operators:

Operators raised the question of where commercial/ private tourism operators would park in the precinct. It was suggested that the TMP could cover these operations within Clive Square East and The Zip.

7. i-site Visitor Ambassador Service:

Napier Cruise has confirmed

that wherever passengers are dropped off, it is preferable to maintain a dedicated, visible and well resourced visitor welcome function at that location. Maintaining this visitor services will be critical to the success of any trial, preserving the overall cruise experience.

8. Public Communications:

Napier Cruise requires 24–36 months' notice to plan any new operations and manage publicity and communications. If changes to cruise operations are endorsed, it is recommended that Cruise and NCC organise a drop-in session, or consultation day, to outline the proposed changes. NCC, HBRC, goBay, and InterCity should arrange similar communications for urban bus services.

Supporting Investigations and Due Diligence

The July 2025 key stakeholder workshop identified the need for additional technical investigations, such as a Road Safety Audit and Traffic Modelling to assess the transport and safety implications of relocating Cruise shuttle operations.

Road Safety Audit –

Key stakeholders raised safety concerns regarding the potential rerouting of Cruise shuttle operations along Tennyson Street to the Transport Hub. As a result, NCC commissioned East Cape Consulting (ECC) to undertake a Road Safety Audit (RSA) of cruise operations as follows:

1. Existing Cruise passenger drop-off and pick-up services at Marine Parade
2. Changes to Clive Square W to expand the Bus Terminal into the surrounding precinct. (Note: the Emerson Street Project has a separate Road Safety Audit)
3. Review proposed Clive Square Operational Layouts and provide road safety recommendations

Note: Road Safety Audits are designed to identify safety issues. If there are no safety issues, then the need to provide measures is not required and the report will be silent on that issue.

1. Existing Marine Parade Operations:

The RSA for the existing Marine Parade Cruise operations identified various safety issues already known including:

- + too many buses arrive on site with insufficient space to safely park clear of the cycle lane and live lane compromising safety and increasing crash risk
- + the significant number of heavy vehicles further increases the risk and severity of crashes

Recommendations:

A number of recommendations are provided to improve safety at the Marine Parade including, but not limited to the following:

- + The removal of the [refuge] kerb build outs will provide more storage space for buses. Consider removing the crossing, including kerb build outs [refuge] and central median crossing infrastructure or/
- + Consider replacing the kerb build outs with a raised platform [to match other crossings] or/
- + Limit the number of buses on site at all times or/
- + Consider moving the cruise bus stops to a location with more space; for example, between Tennyson and

TRANSPORT HUB STRATEGY

55

Browning Street, or north of Browning Street.

2. Clive Square W Bus Terminal Expansion:

The RSA concluded that it did not require NCC to make significant changes to the design, or stop the project due to road safety concerns. Design recommendations were provided all of which are easily managed / mitigated through the detail design process including, but not limited to the following:

- + Turning, manoeuvring, line marking, signage and road island safety through design.
- + Improved pedestrian crossing points, signalised crossing, wayfinding and tactile indicators.

The broader Tennyson Street traffic environment was not mentioned, therefore no safety issues were identified.

3. Clive Square Operational Layouts:

As a separate but related exercise ECC was asked to include safety-based commentary on the proposed Operational Layouts.

Feedback has been incorporated into the finalised operational

layouts, which now serves as the “Baseline” layout for urban buses (figure 11), along with a simplified operational layout for the potential Cruise Ship Day’s (figure 15).

Both layouts share common risks associated with dual use, driveway visibility, and the seasonal relocation of layovers. It is recommended that the seasonal transition to “cruise ship days” include clear physical cues and well-defined management arrangements to avoid uncertainty and conflict.

Some further recommendations are:

- + The “Cruise Ship Day” layout is to be controlled under a Traffic Management Plan.
- + Commercial / private tour operator pick-up and drop-offs could to be located within ‘The Zip’ and Clive Square East under a TMP (similar to that utilised on Marine Parade.)
- + Road safety monitoring is to be undertaken throughout the first Cruise operation, followed by reporting and recommendations for the following year.

TRANSPORT HUB STRATEGY

Current Cruise Shuttle Observations –

Current Service Overview / Context:

The current cruise passenger shuttle service departs from Napier Port and travels along Marine Parade, dropping passengers at the i-Site, 100 Marine Parade.

After drop-off, the buses turn at the Vautier Street roundabout and return to the port for a repeat journey. Some trips continue along Marine Parade to drop passengers at the National Aquarium, depending on demand.

Typically, city drop-offs commence early morning and pick-ups are generally mid-afternoon, with some ships continuing into the late evening. The number of trips and services is dependent on the size and number of ships docked on any given day. Upcoming seasons are expected to include larger days of up to 8,000 passengers arriving.

Passenger shuttles currently utilise the bus bay directly in front of the i-Site, as well as the car parking bays in front of Par2 Mini Golf (Refer Figure 17).



Figure 17

Marine Parade i-Site cruise ship drop off highlighted red

TRANSPORT HUB STRATEGY

Current Service Operational Matters:

The following operational matters highlight broader transport safety considerations and contextual tensions relating to Marine Parade cruise operations. These observations relate to transport matters only and do not reflect the quality of the visitor experience provided by the i-site and Napier Cruise.

Two site visits were undertaken on 3 March 2025 (morning and afternoon), on the final large passenger day of the 2024/25 season. The following notes and photos reflect transport issues observed within the Marine Parade precinct during these visits.

The Napier Cruise Transport Management Consultant also provides an annual Transport Management Report outlining the season’s strengths and weaknesses and identifying areas for improvement to ensure the safety of visitors and the public. Matters highlighted in this report were observed on site and are

incorporated into the notes below.

Traffic Management:

- + Extensive traffic management planning (TMP) is required to ensure pedestrian safety and minimise jaywalking. Road cones are used prolifically at the i-site, Par2, the Sound Shell zebra crossing, and within the Herschell Street / Piazza area, detracting from the character of the Art Deco precinct (Figure +a – overleaf).
- + Traffic management activities and bus movements cause significant congestion at this location and there is considerable cost associated with TMP’s.

Pedestrian Jay Walking:

- + The median crossing point in front of Par2 is closed on cruise ship days (Figure +b), resulting in pedestrians jaywalking across the closed median.

Pedestrians are observed to regularly cross outside of the designated crossing points.

Heavy Vehicles:

- + Heavy vehicles using Marine Parade during cruise operations contribute to congestion and safety concerns. This is an ongoing matter that NCC is working to mitigate (Figure +c).

Bus Stops:

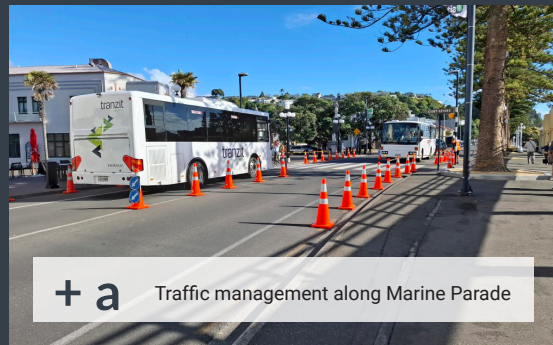
- + The existing pedestrian refuge build-outs fronting the i-site prevents three buses from safely stacking in the allocated bus bay. (Figure +c). The third (rear most) bus typically protrudes into the carriageway, creating both congestion and traffic safety concerns (Figure +d).
- + Two buses can comfortably utilise the Par2 car parking bays; however, space must be left to manoeuvre around the build-out enclosing the last (southern most) bay.

TRANSPORT HUB STRATEGY

Occasionally, buses stack side by side (parallel park) in this area if they are unable to access the i-Site bay.

- + Use of the Par2 car parks necessitates relocation of the existing mobility car park, which has led to confusion. When required, the car park is temporarily closed on cruise ship days, and a temporary mobility parking bay is allocated across the road.
- + Pressure on the bus stops can result in buses being directed to circulate via Vautier Street, looping back to Browning Street and the i-Site, with overflow also being located opposite the MTG
- + On high-volume cruise ship days (potentially involving three ships with between 6,000 and 8,000 passengers), up to 64 city car parks are closed to accommodate bus stops and tour bus parking. These

car parks are in a high demand area on the edge of the CBD. Closures include spaces fronting Par2 and the Marine Parade car parks extending from Tennyson Street north to the War Memorial, as well as car parks on Herschell Street (Figure +d).



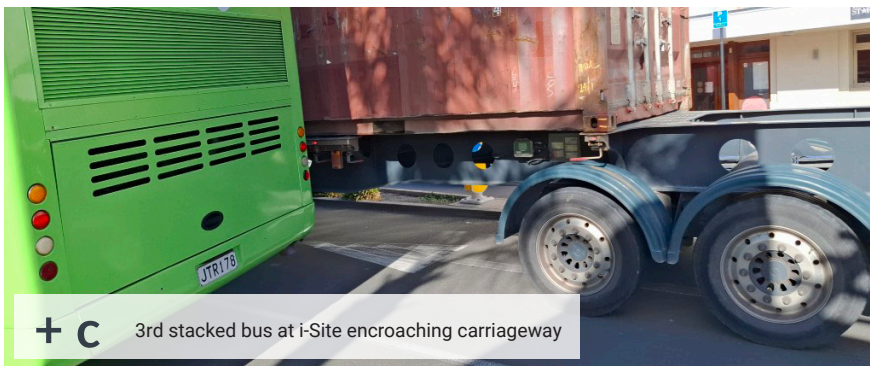
Recommendations –

If operations are to remain on Marine Parade, it would be appropriate for NCC to implement improvements to ensure the site operates at full capacity and remains safe from a transportation perspective.

Recommended changes include:

1. Removal of the crossing and refuge islands in front of the i-Site, at the southern end of the bus bay (Figure +b & +c).
2. Reshaping of the pavement and build-out enclosing the last (southernmost) Par2 car park bay. This may include the relocation of an existing streetlight.
3. Other recommendations included in the East Cape Consulting (ECC) Road Safety Audit (August 2025) could also be implemented.

TRANSPORT HUB STRATEGY



Traffic Modelling –

NCC commissioned Beca Transport Engineers to undertake SIDRA network modelling of selected intersections along Tennyson, Emerson, and Dickens Streets. The modelling assessed the network performance under increased goBay services, alongside the potential rerouting of cruise passenger shuttle buses to the Transport Hub.

Baseline testing assumed 8 buses per hour for goBay and 16 buses per hour for Cruise. A sensitivity test increased cruise buses to 40 per hour to reflect larger cruise ship days.

Baseline modelling concluded that consolidating and rerouting urban and cruise buses to the Transport Hub would have only minor impact on intersection performance across the network. Sensitivity testing showed a slight increase in delays at most intersections, but not to a level of concern.

The NCC Transportation team requested a sensitivity test including the conversion of two signalised intersections - Tennyson Street/Carlyle Street and Tennyson Street/Milton Road - into roundabouts. This change improved the level of service across all peak periods. The construction of these new roundabouts has been requested as part of NCC's future transport renewals programme and is recommended within the Transport Hub Strategy.

TRANSPORT HUB STRATEGY

60

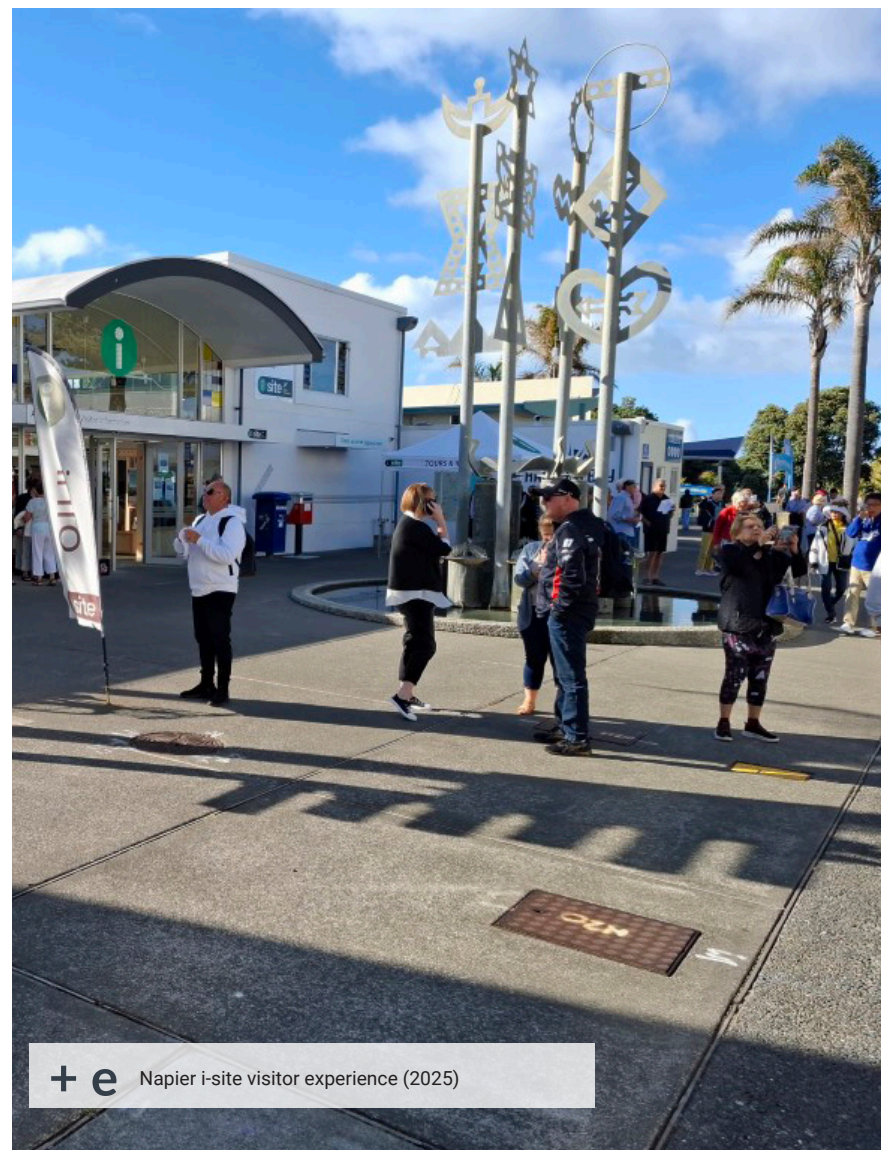
Napier Port Submission on the Future of the Napier i-site –

Stakeholder engagement highlighted the pivotal role the Napier i-site plays as visitor ambassadors, enhancing the experience and satisfaction of cruise passengers, as emphasised in the following excerpt from Napier Port's submission on the future of Napier's i-site:

"The Napier i-site plays a central role in delivering a quality cruise visitor experience:

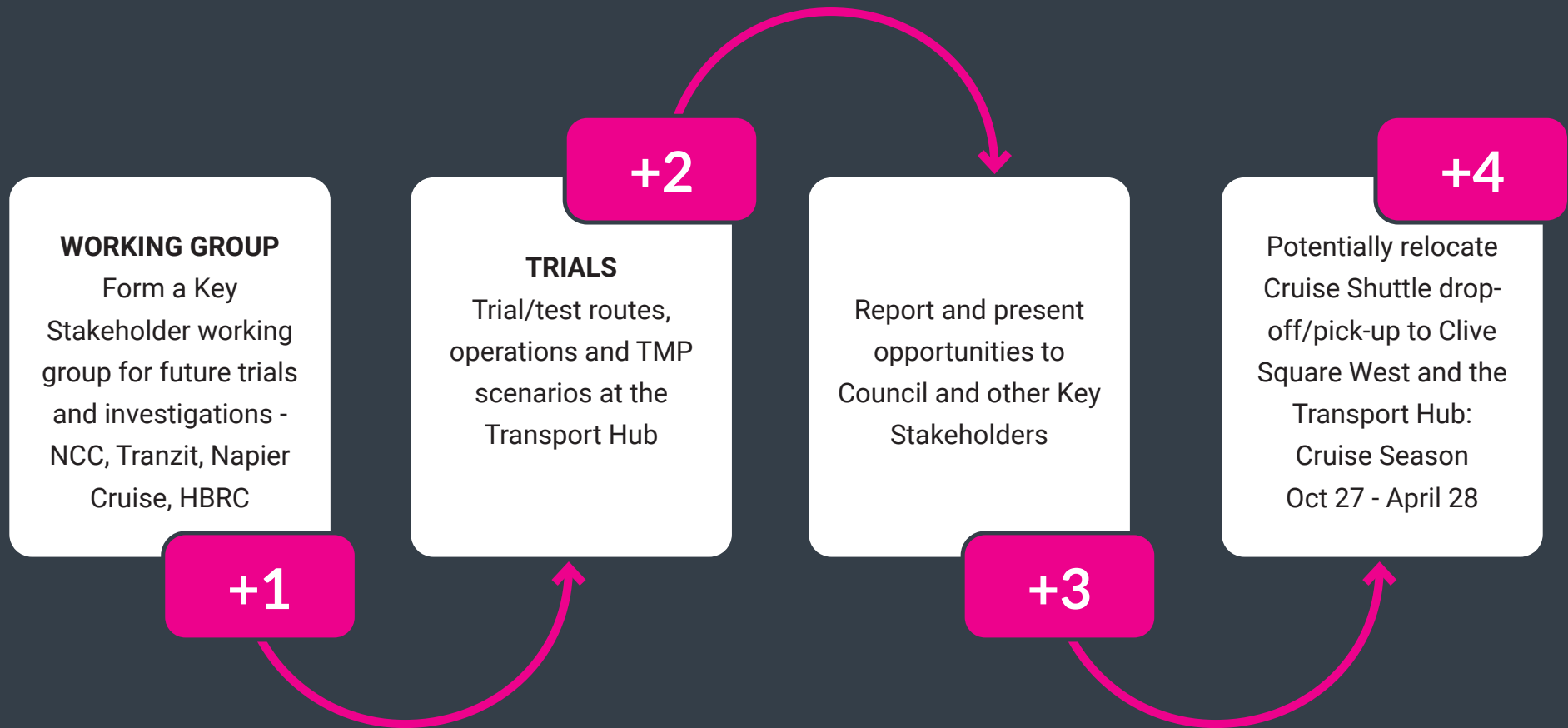
- + It is often the first point of contact for cruise visitors disembarking in the city.*
- + The i-site team works in tandem with transport providers and TMP staff to ensure safe and well-managed arrivals into, and departures from the city for cruise visitors.*
- + Staff provide up-to-date information, maps, visitor recommendations, and wayfinding support.*

...As the cruise visitor experience continues to evolve, it is essential that Napier retains a dedicated, visible, and staffed visitor information service at the cruise passenger drop-off and pick-up point."



+ e Napier i-site visitor experience (2025)

Recommended Next Steps





+

+

+

Conclusion

TRANSPORT HUB STRATEGY



The Transport Hub will serve as the western gateway to the CBD, strengthening the sense of arrival and identity at Napier’s western edge while guiding visitors along a natural progression from Clive Square to Marine Parade through the city’s retail core.

The Transport Hub Strategy is underpinned by stakeholder workshops, traffic modelling, road safety audits, and physical trials. Engagement throughout the process has been transparent and inclusive, with key partners actively involved.

Feedback has been positive, with strong support for the Western Gateway concept and the consolidation of urban and regional

bus services. Key themes from engagement highlighted the importance of managing traffic safety and minimising congestion to maximise efficiency, while considering wider impacts on CBD traffic flow.

The Transport Hub has been designed as a flexible facility, with provisions for monitoring operations to ensure it performs as intended. Broader city considerations, including ongoing access to car parking and opportunities for shared use and seasonal flexibility, have also been recognised as important to its success.

Future opportunities requiring further investigation and collaboration between Council and key stakeholders have been

identified. This includes the potential relocation of cruise shuttle operations to the Transport Hub, further consolidating Napier’s transport services. Any future changes will need to maintain high service levels, including efficient routes, clear communication and wayfinding, and a positive visitor experience.

Overall, the creation of a Transport Hub at the Clive Square Bus Terminus will not only enhance the western edge of the city but also act as a catalyst for activity and investment in the area. Creating a vibrant, high-quality destination will support community pride and strengthen Napier’s appeal for residents and visitors alike.

