



June 2019

GISBORNE CITY CENTRE

SPATIAL FRAMEWORK

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EXECUTIVE SUMMARY

Gisborne, like many smaller urban areas across New Zealand, has experienced an underperforming economy over a number of years as a result of the loss of key primary industries, low productivity and a changing global market place. Over the past 5-years, Gisborne has made significant steps to help address this by attracting people and capital into the region and improving the lives of existing residents with a series of interventions to support the regeneration of the City Centre and surrounding region.

The City Centre has many assets including its heritage buildings, extensive waterfront and coastline, a warm and sunny climate, and a rich cultural history which provide a unique point of difference for Gisborne that can help to attract investment whilst supporting the daily social, cultural and economic needs of its residents. However, in light of growing challenges around the protection of the region's elite soils, climate change, house price growth and the cost of maintaining and upgrading infrastructure there is clear need for the community and Council to start thinking about how best to utilise the City Centre whilst maintaining and enhancing its many assets.

The City Centre Spatial Framework has been developed as an action from the Gisborne Urban Development Strategy 2015 to help address some of the issues facing the City Centre whilst ensuring it remains a vibrant and attractive location of residents, visitors and business alike. At its heart, the Framework seeks to put the focus of the design and function of the City Centre back to people who are the City's greatest asset. The Framework seeks to consolidate the commercial core of the City to enhance its vibrancy and enable the reintroduction of residential activities into the City Centre and its fringes. The City Centre is ideal for residential development to support Gisborne's growing population. It is flat, within walking distance to natural amenities and provides easy access to businesses and services. To support this, the Framework sets out measures to increase the attractiveness of the City Centre as a place to live, work, play and relax.

The Framework is intended to help inform the development of the Tairāwhiti Spatial Plan 2050 and anticipates further engagement from the private as well as the public sectors will be required in its delivery. The strategy presented within is aspirational but has also been developed so that it is deliverable and can be scaled-up of the back of early wins from low-cost interventions. Some key elements such as the Grey Street Linear Park, require more detailed design work and thought to ensure Māori and other stakeholder's views can be captured in the design process.



1.0 INTRODUCTION

1.1 BACKGROUND



THE CITY CENTRE

The centre of a city traditionally functions as the confluence of business, culture, and social opportunities and is the focal point for important civic institutions. A unique and attractive city centre is a vital asset in the competition for talent and resources with other cities across Aotearoa-New Zealand and the quality of the centre of a city often comes to define its image in the eyes of residents and visitors alike.

Over the past 5-years, Gisborne has made significant steps forward with the regeneration of the City Centre and surrounding urban area through successful interventions such as the Urban Cycleways programme, Tairāwhiti Navigations, Inner Marina upgrades and redevelopment of vital community infrastructure such as the HB Williams Memorial Library and War Memorial Theatre but there remains more to do to realise the community's and Council's vision. There is currently a lack of a clear direction about the role and image of Gisborne's City Centre into the future which has impacts on the wider urban area. The City Centre turns its back to one of its most prized assets - its waterfront, retail is dispersed over a wide area, there is a lack of concentration of workers and residents to support existing retail within the core commercial area, and existing residential areas are cut-off from the City Centre by wide, heavily trafficked roads, car-parking and industrial land-uses.

The Gisborne City Centre Spatial Framework ("CCSF") has been developed to respond to previous work undertaken by Council that has identified a need to redefine and revitalise the Gisborne City Centre so that it remains the heart of the City and the Region, and to support the development of high-quality, affordable housing in and around the City Centre.

PURPOSE

The purpose of the CCSF is:

- To inform the development of the Tairāwhiti Spatial Plan 2050, and a subsequent review of the Tairāwhiti Resource Management Plan;
- To identify strategic residential development opportunities within the City Centre and adjoining urban areas to help support the City's forecast population growth over the next 30 years;
- To coordinate and prioritise further public investment in the built environment, streets, and open spaces in the City Centre; and
- To communicate a clear and coherent vision for urban development around the City Centre that provides confidence to private investors as to the quality of place and planned Council spending on infrastructure.

While the CCSF is focused on medium to long term investments over the next 30 years it also provides context and guidance to support short-term placemaking initiatives such as tactical urbanism. Tactical urbanism allows interventions to be prototyped, tested, and experimented with quickly, in a low-cost and easily-reversible manner prior to larger investments.

GISBORNE URBAN DEVELOPMENT STRATEGY 2015

The CCSF is an action first identified within the Gisborne Urban Development Strategy 2015 (“UDS”). The UDS identified three priority areas to focus on to support Council’s community outcome and vision:

Tairāwhiti First! First to see the light; First Choice for people and lifestyle; First choice for enterprise and innovation; First place for the environment, culture and heritage.

These were the protection of the elite soils of the Poverty Bay Flats, reorientation of the city to strengthen its connection to the coast and rivers, and providing integrated and efficient core infrastructure. In terms of urban development, the UDS highlighted that achieving its vision and priorities meant:

- Building and enhancing our network of cycle and walkways to create better connections and links to our beaches, rivers, reserves and the places we live;
- Designing new public spaces that can be enjoyed by everyone, all year-round, for all sorts of purposes – markets, festivals and events;
- Containing the urban area within the current boundary;
- Celebrating and enhancing our iconic places with design and artwork featuring the unique stories and interpretations of our tangata whenua and reflections of Tairāwhiti navigational stories;
- Recognising tangata whenua interests in decisions on land use and resource management;
- Ensuring Gisborne remains a place where neighbours look after each other and where you can bike to school or work safely; and
- Filling the city with people by encouraging the development of inner-city apartments and now vacant second floors.

NATIONAL POLICY STATEMENT - URBAN DEVELOPMENT CAPACITY

In 2017, Gisborne was identified as a “Medium-Growth Urban Area” within the National Policy Statement on Urban Development Capacity (“NPS-UDC”). This means that at least 4000 additional people can be expected to be living in Gisborne City over the next 30 years. This now presents a challenge as to where this growth can be accommodated. Gisborne City is subject to several constraints which limit the ability for the city to expand outwards. Specifically:

- the rural productive lands which are important in supporting the economy of the region need protecting;
- the hills surround the city are geologically unstable and not suitable for urban development; and
- the coastal environment is at risk from future sea level rise and coastal inundation.

As such, there is clear need for the community and Council to start thinking about how best to use the existing urban land that is available. This invariably includes exploring the potential for infill development and potential re-use or intensification of the City Centre. To respond to these challenges and opportunities, Council are preparing a spatial plan that will map out the “big picture” and set a long-term course for regional development, planning and decision making. The Tairāwhiti Spatial Plan 2050 will be a long-term strategy that sets the direction for development, investment and conservation within the City and region over the next 5, 10 and 30 years.

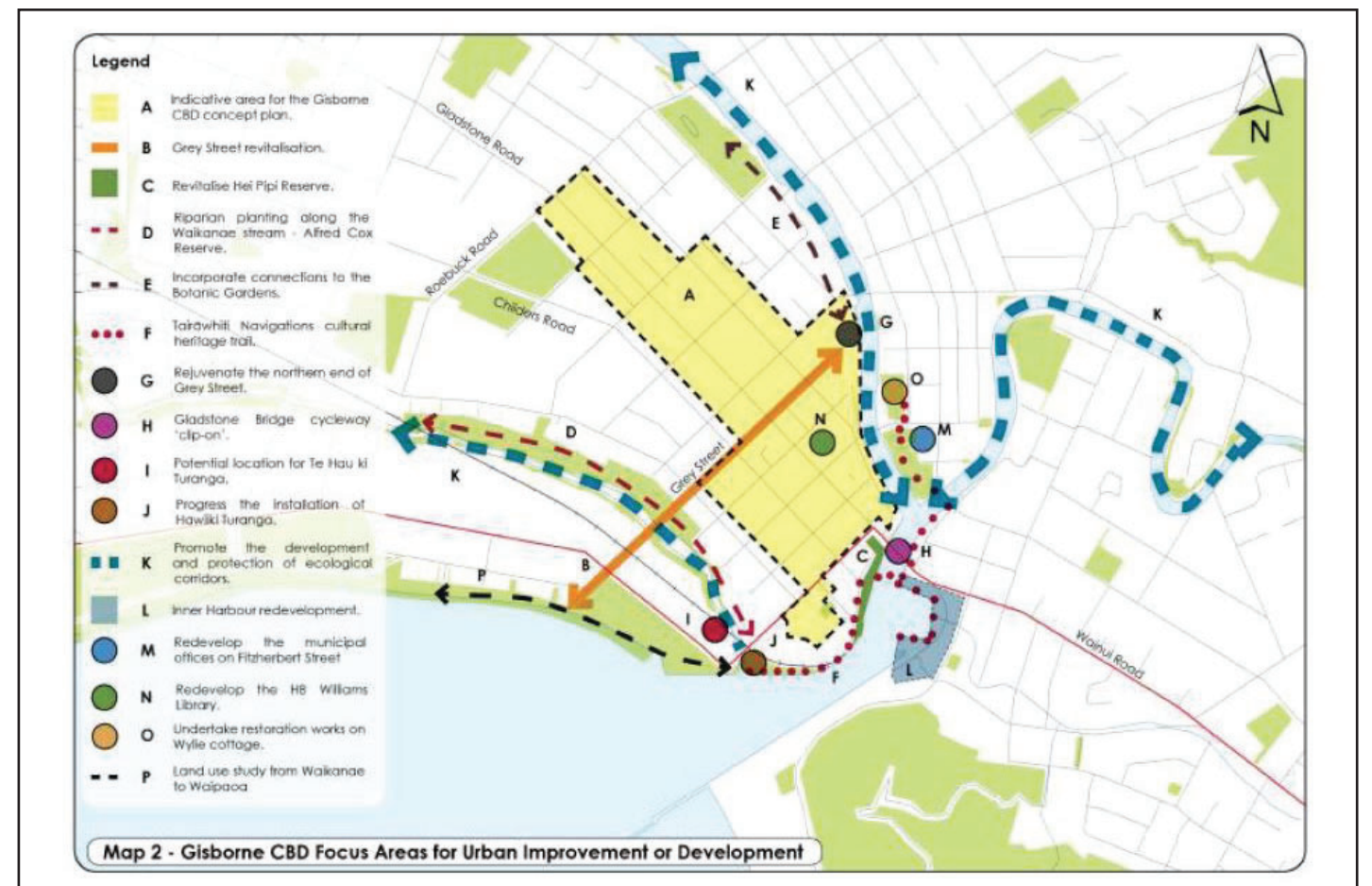
Key Priorities Ngā Whāinga Matua

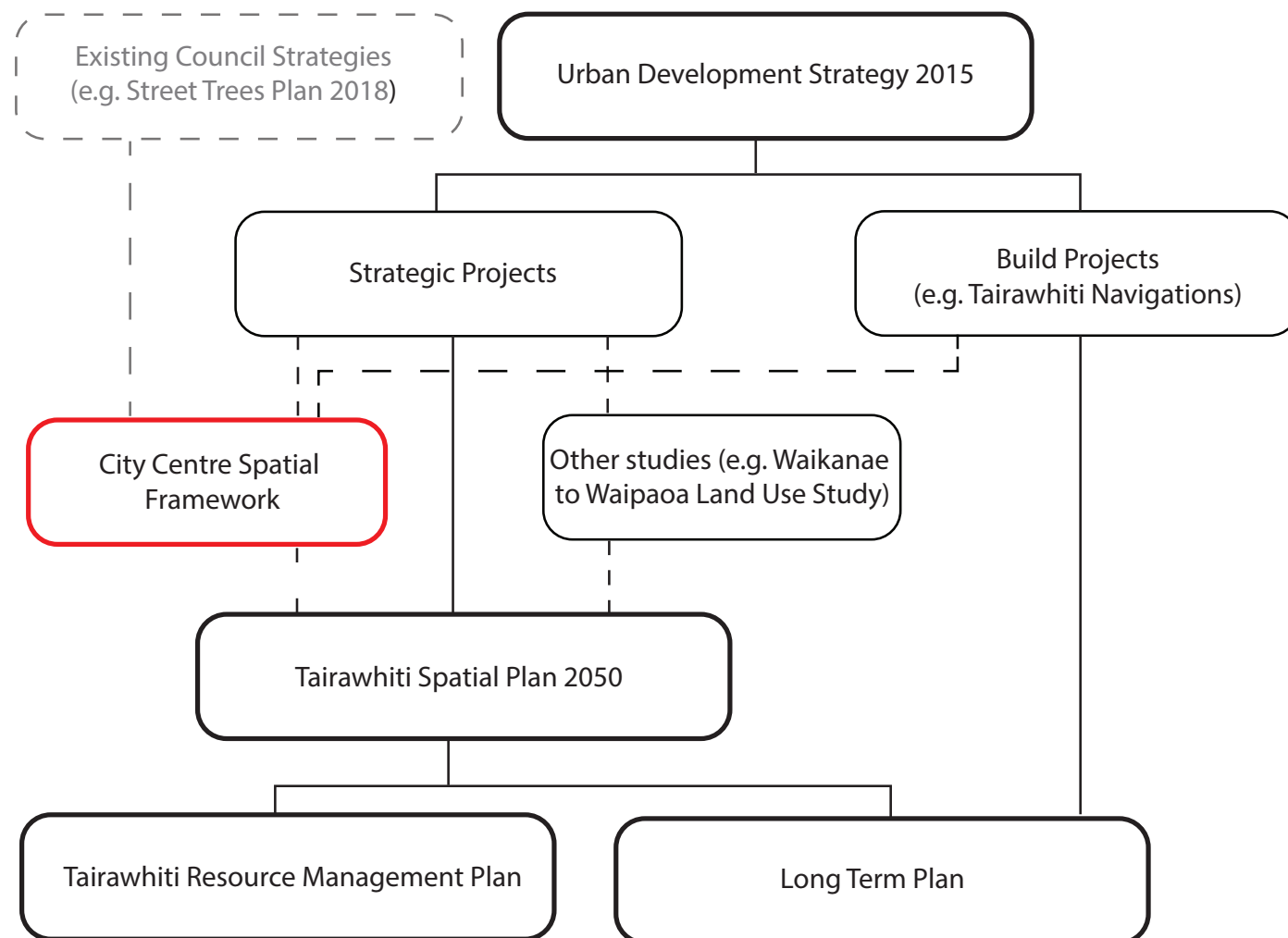
The UDS 2015 looks out over a 30 year timeframe and will be reviewed every five years.

For 2015-2020, Council has identified three key priorities that must be addressed as the foundation of the UDS 2015:

- 1 Protection of the elite soils of the Poverty Bay Flats**
 The Poverty Bay Flats comprise over 20,000 hectares of the most naturally fertile alluvial soils in the country right at the urban doorstep. Ensuring the urban area remains contained within the infrastructure footprint will assist its protection and maintain the balance between these two vitally important land uses.
- 2 Reorientation of the city to strengthen its connection to the coast and rivers**
 The Gisborne urban area is surrounded by a beautiful landscape framed by coastline and hills. Strengthening the physical and visual connections between the central business district (CBD) and the coast and rivers is vital to achieve Council’s Community Outcomes and Vision.
- 3 Providing integrated and efficient core infrastructure**
 Well planned and carefully managed infrastructure assets are critical to the day-to-day functioning and wellbeing of our communities. By ensuring the affordable and sustainable provision of drinking water, waste disposal, stormwater management systems and integrated transport networks, Council is future proofing our city.

10 Gisborne Urban Development Strategy 2015





REFERENCE DOCUMENTS

A considerable amount of work and analysis has previously been commissioned by Council looking at the City Centre and region as a whole. The CCSF seeks to build on this existing knowledge base and relevant consideration and reference has been given to the following documents to ensure alignment with Council's existing plans, projects and strategies:

- GDC Walking & Cycling Strategy 2014 (Abley Transportation Consultants);
- Gisborne Urban Development Strategy 2015;
- Gisborne Urban Cycleways Programme 2015-19;
- GDC Urban Design Guide for Commercial Development in Urban Areas;
- Tairāwhiti Navigations Masterplan 2017 (LandLAB);
- Waikanae to Waipaoa Lan-Use Study 2017 (Isthmus);
- Tairāwhiti Play Spaces Plan 2018;
- Tairāwhiti Parks & Open Spaces Plan 2018;
- Tairāwhiti Street Trees & Gardens Plan 2018;
- Our Future Plan – 2018-2028 Long Term Plan; and
- Gisborne Inner Harbour 2018-19 (LandLAB & BECA).

STATUS OF THE CITY CENTRE SPATIAL FRAMEWORK

This Framework is a non-statutory supporting document to the Tairāwhiti Spatial Plan 2050, and is an input to the refresh and review of the Tairāwhiti Resource Management Plan that has been developed in consultation with Council officers.

The Tairāwhiti Spatial Plan 2050 and the Tairāwhiti Resource Management Plan will provide the overall vision and direction that will guide the future development of Gisborne. The key moves and recommendations of this Framework are intended to be embedded in these documents, and will help to inform the strategic direction of the city centre in the Tairāwhiti Unitary Plan.

1.2 SCOPE

STUDY AREA

The CCSF encompasses an area of approximately 320 hectares. This includes the area currently known as Gisborne's CBD. This is the area which formed the original European settlement of Gisborne and is currently zoned for commercial activities within the Tairāwhiti Resource Management Plan and centred around Gisborne's "Main Street" - Gladstone Road - from Roebuck Road in the west through to the Tūranganui and Taruheru rivers along the north and east, and the Waikanae Stream to the south.

In addition to Gisborne's CBD, the CCSF recognises the important interrelationship between areas adjacent to the CBD. These areas which include the Inner Marina, the Civic Precinct centred around the peninsula of land between the Taruheru and Waimata rivers and the Awapuni area which encompasses the land between the Waikanae Stream and Waikanae/Midway beaches. These areas all feature key attractors and destinations which can contribute to the energy and vibrancy of the City Centre and the connectivity between these areas will be critical in supporting the outcomes sought by the community and Council.

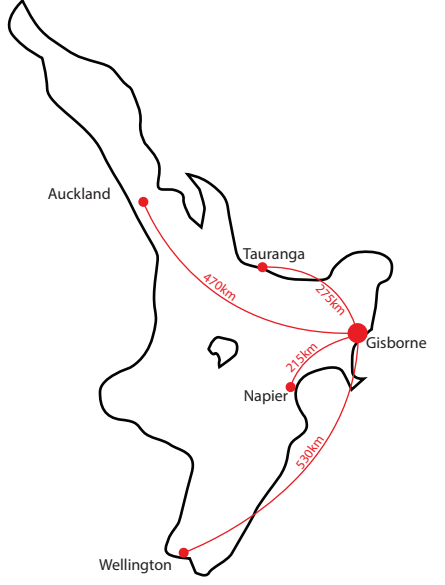


1.3 REGIONAL CONTEXT



LOCATION & DEMOGRAPHICS

Gisborne is the principle city of Gisborne District, located on the east coast of the North Island. The urban area encompasses approximately 1,800 hectares of land largely spread along the plains of the Taruheru and Waimata rivers.



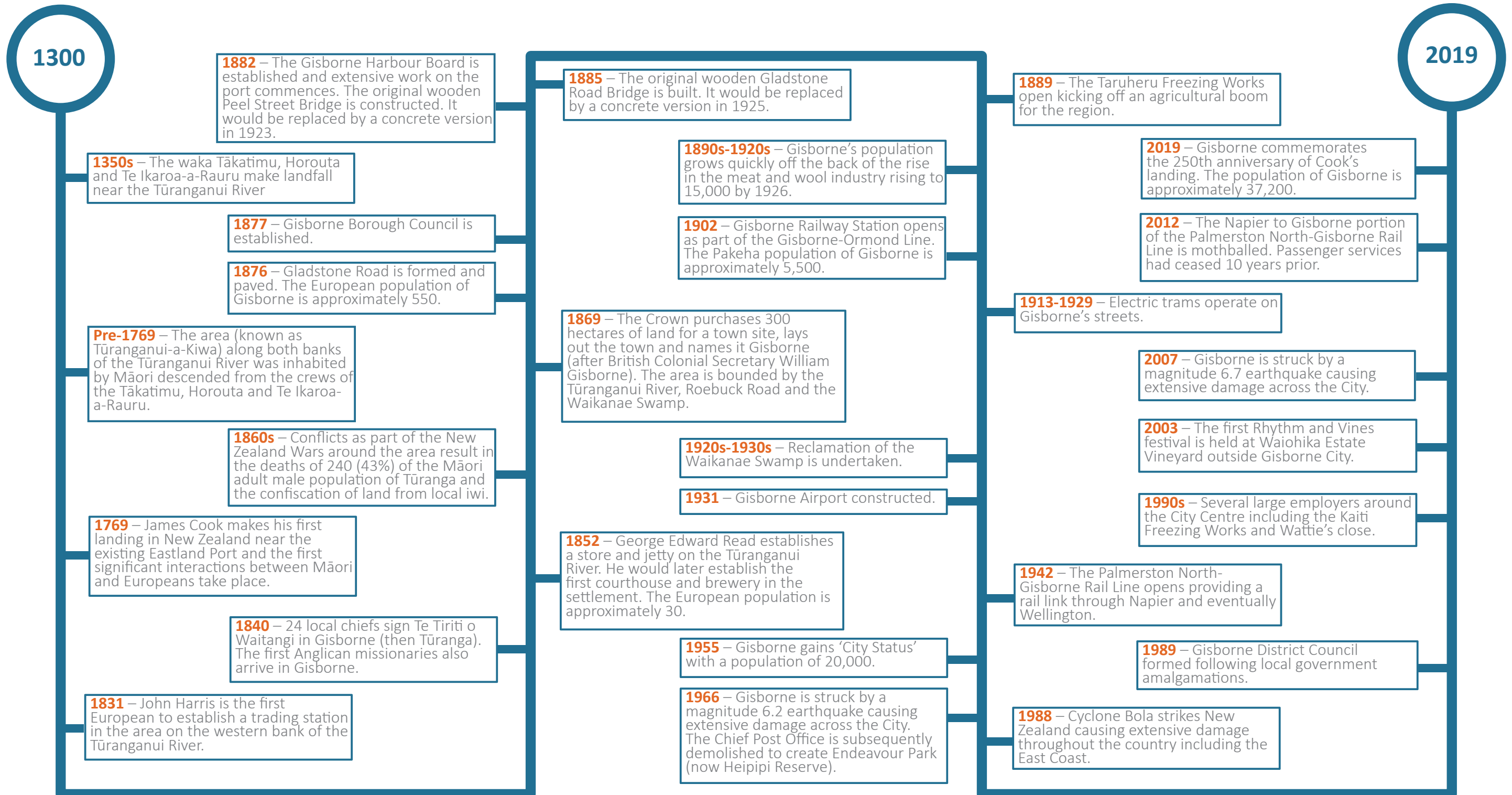
The Gisborne District has an estimated population of 47,900 (as at June 2016) of which at least approximately 31,000 live within the Gisborne City area. The District's population is forecast to grow by almost 1,500 persons (3%) to 49,390 in 2028. By 2043 the forecasted population is 52,065; a growth of 4,170 persons (8.7%) over the next 25 years.

Gisborne has the highest proportion of Māori of all regions in New Zealand, with 49% identifying as Māori in the 2013 census compared to 16% nationally. The region also has a higher than average population of those aged under 15 years (24.6%) and scores highly on the social deprivation index with weekly income levels below the national median.

URBAN CHRONOLOGY

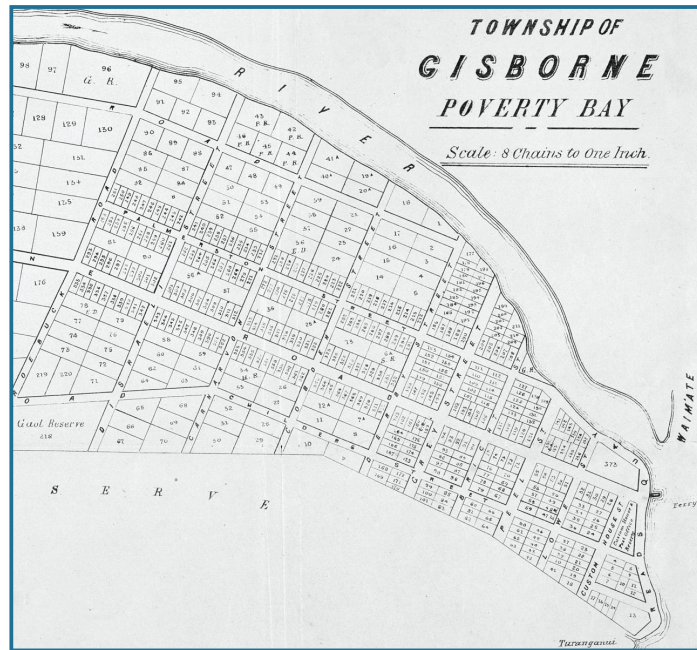
The City Centre occupies the majority of the original European township established in the 1869. More broadly, the City Centre is of national historical significance for its role as a landing site for three waka as well as the original landing site of James Cook which resulted in the first meaningful contact between Māori and Europeans. Both Māori and European settlement has played a major role in influencing the spatial development of the City Centre itself and wider Gisborne township. For example, early European trading stations were located to take advantage of Māori settlements in the area which then became the locations for governmental and administrative buildings which are some of the defining features of a town or city centre. This history also provides an anchoring narrative for Council's Tairāwhiti Navigations project.

1.4 HISTORY



ESTABLISHING MODERN GISBORNE

The majority of the existing study area was laid out and established as part of the original Victorian settlement of Gisborne between 1870 and 1900. This plan (as shown below) established a traditional orthogonal grid structure centred around Gladstone Road and was characterised by a compact block and lot structure around the south end of town gradually expanding in size as the town spread to the north west. The land around Waikanāe Creek and Waikanāe Beach was set aside as a “Native Reserve” for use by local tangata whenua.



A map of Gisborne from Wise's directory of New Zealand for the years 1875-6 (source: Auckland Libraries Heritage Collections NZ Map 6540)

By the early 20th century, continued population growth driven by the meat and wool boom in the area had seen the town expand along the flood plains of the Taruheru, Waimata and Tūranganui rivers encompassing the majority of the study area. These areas were connected by a series of new bridges (including Gladstone and Peel). In addition, much of the former Native Reserve had been reclaimed or filled in and developed into the rail station and additional residential housing. This area was again characterised by a compact block and lot structure typical of residential subdivision of the time.

1.5 COLONIAL SETTLEMENT



1910 Street Map of Gisborne overlaid on a 2017 aerial photo of Gisborne (source: Auckland Libraries Heritage Collections NZ Map 5489)



Aerial photo of Gisborne CBD ca. 1920 (source: Alexander Turnbull Library)

2.0

SPATIAL ANALYSIS

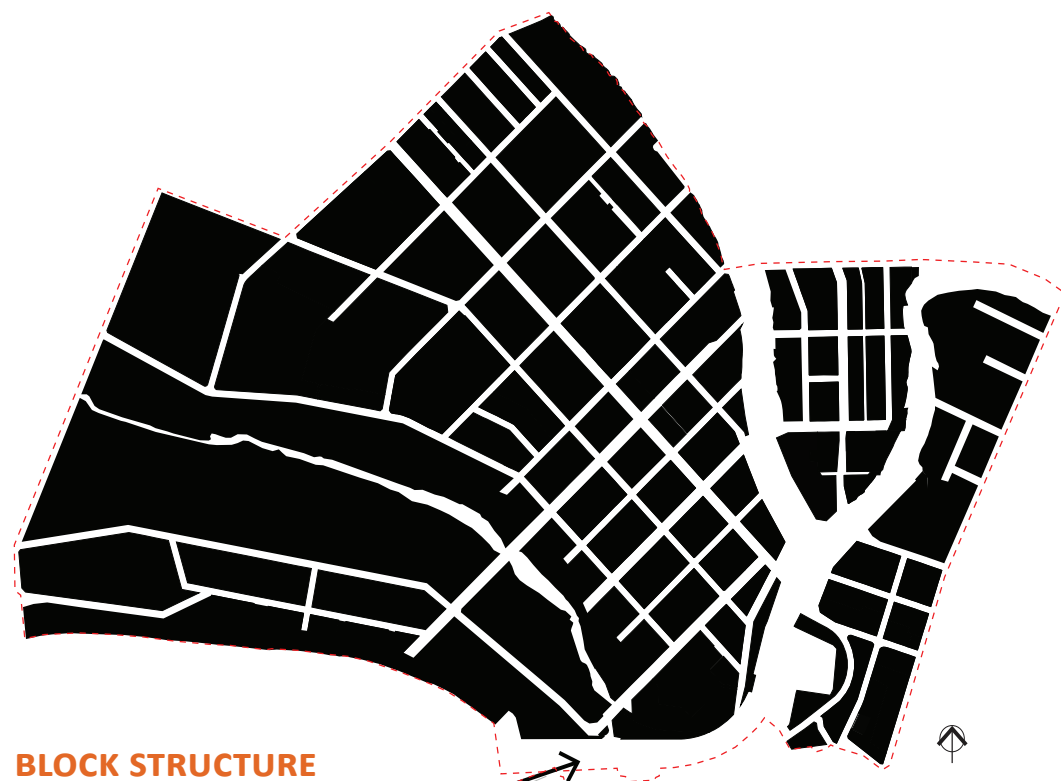
2.1 URBAN MORPHOLOGY

ANALYSIS

As established by the original subdivision plans of Gisborne, the City Centre is supported by a strong rectangular street grid and small block sizes that facilitates easy and efficient movement for pedestrians, cyclists and vehicular traffic. Key radial arterials such as Ormond, Palmerston, Gladstone and Childers roads as well as State Highway 35 provide direct routes into the City Centre from the wider Gisborne urban area and region.

The 'Figure-Ground' diagrams to the left help to demonstrate the form and function of the CCSF study area. Commercial and industrial areas are easily observable by the scale and location of buildings and block sizes. Similarly, the extent of vacant sites or areas dedicated to surface car parking around large format retail units is clear. The majority of the study area is characterised by low rise, one to two storey buildings with some increased height observed around the southern end of Gladstone Road. This additional height serves to reinforce this area as the "core" of the City Centre.

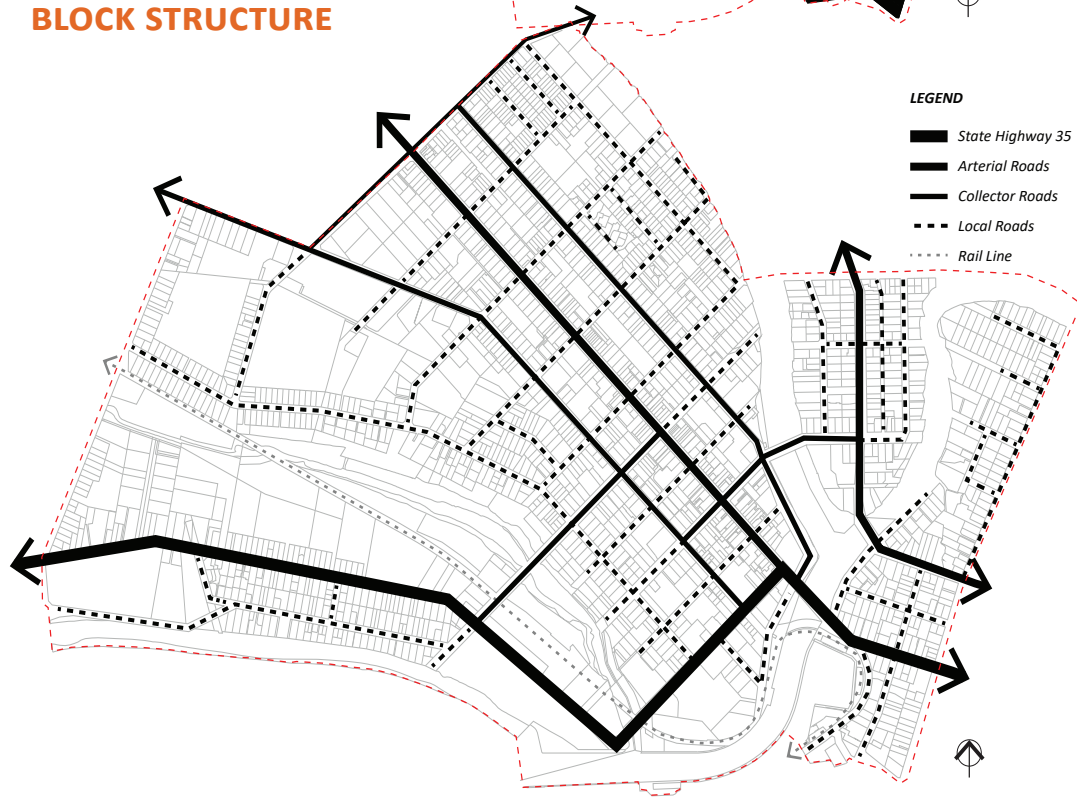
In residential areas, it is also evident that infill housing development either through subdivision or more intensive forms of housing, such as duplexes, has previously been undertaken around the City Centre. Such a process would have been easily facilitated by the large individual lots sizes (1000m²) established by the original subdivision of Gisborne. Whilst there appears to be further potential for infill housing around the City Centre it is unlikely to be sufficient to substantially increase the population around the City Centre or address the future housing requirements of the region over the next 30 years.



BLOCK STRUCTURE



BUILDINGS



STREET NETWORK

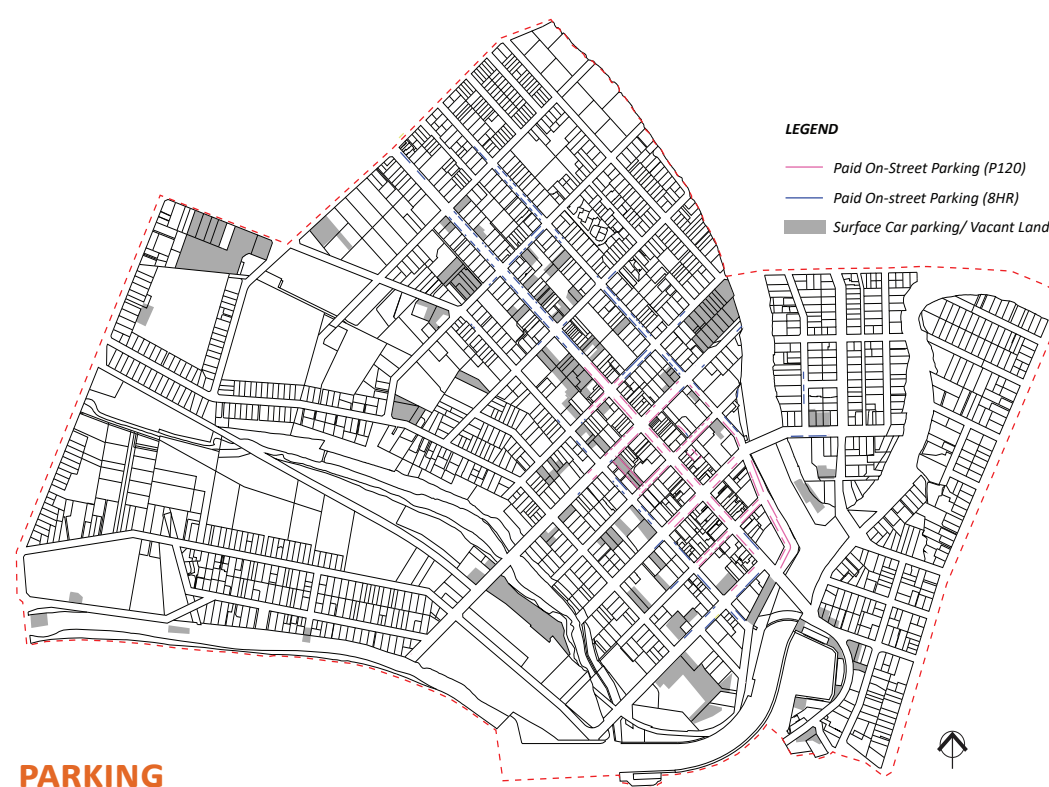
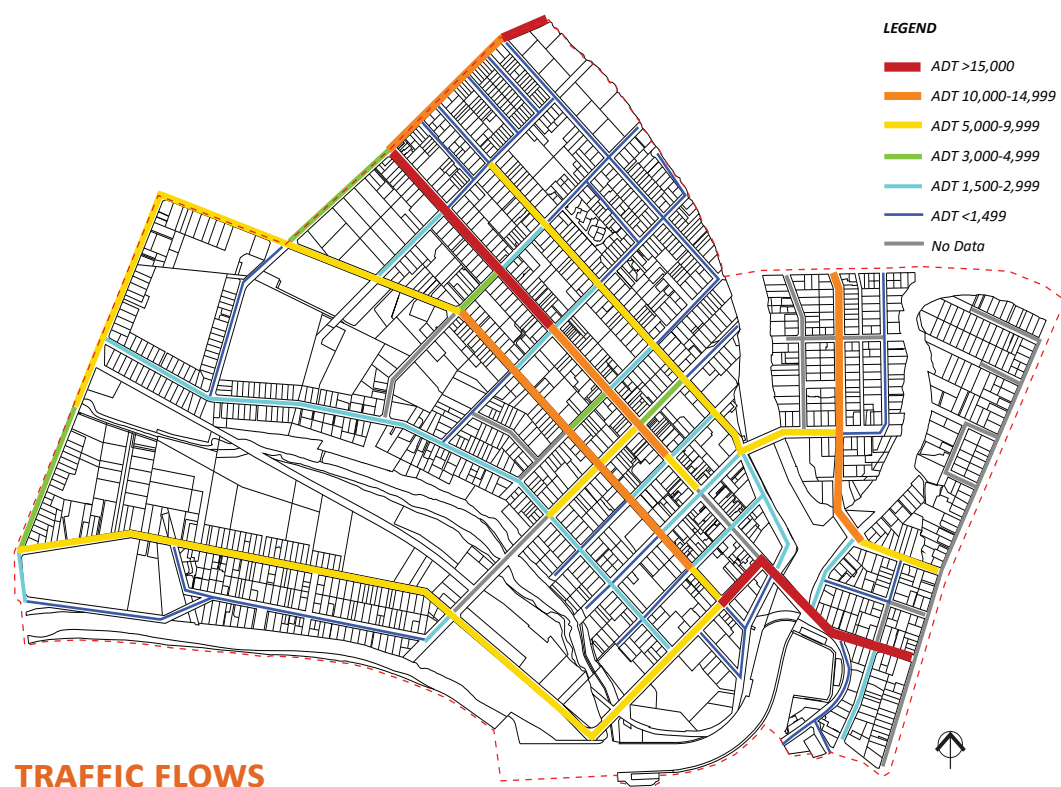
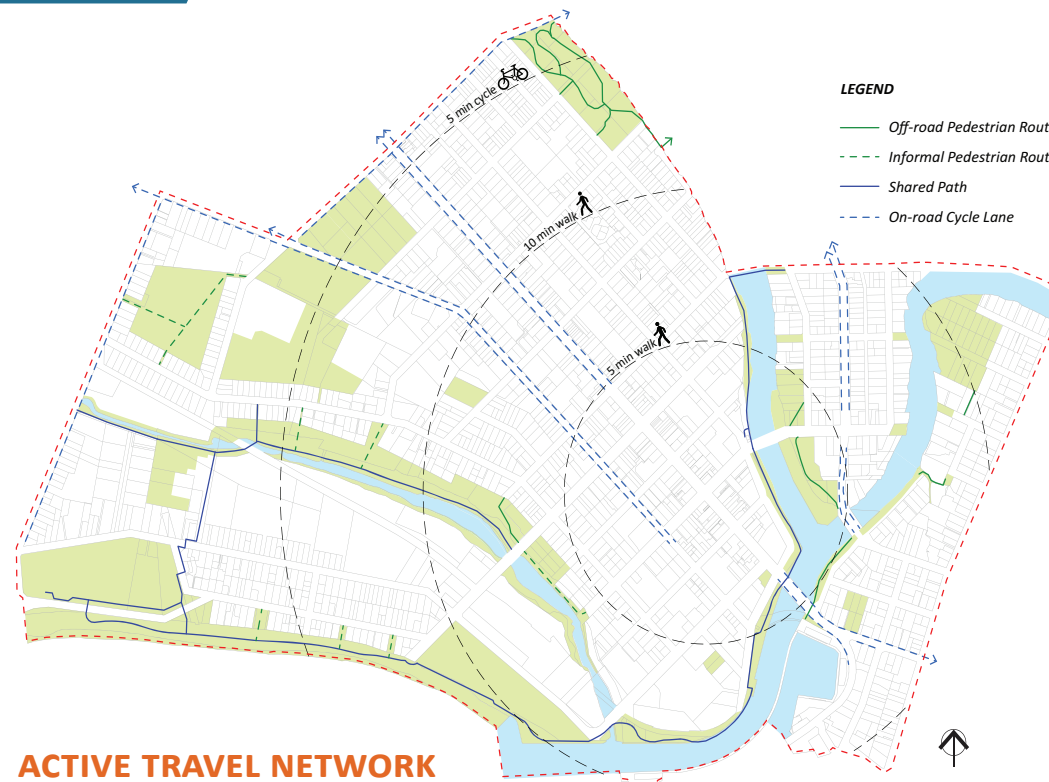
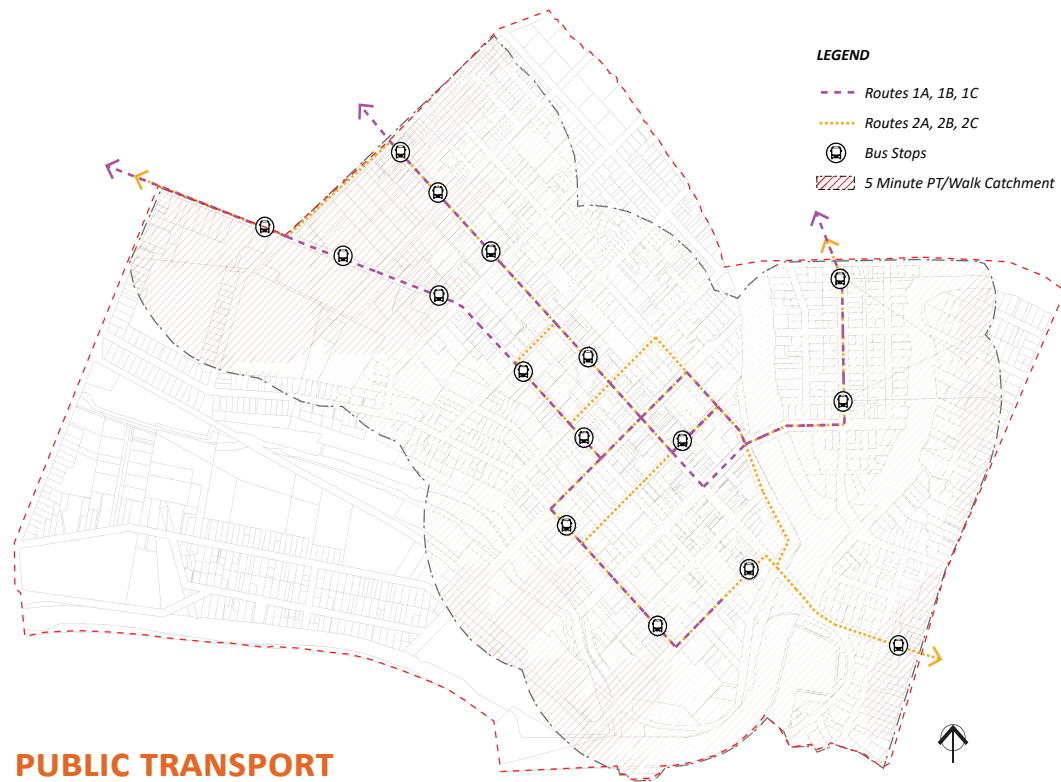
- LEGEND**
- State Highway 35
 - Arterial Roads
 - Collector Roads
 - - - Local Roads
 - ... Rail Line



BUILDING HEIGHT

- LEGEND**
- 1-2 Stories
 - 3-4 Stories
 - 4-6 Stories

2.2 ACCESS & MOVEMENT



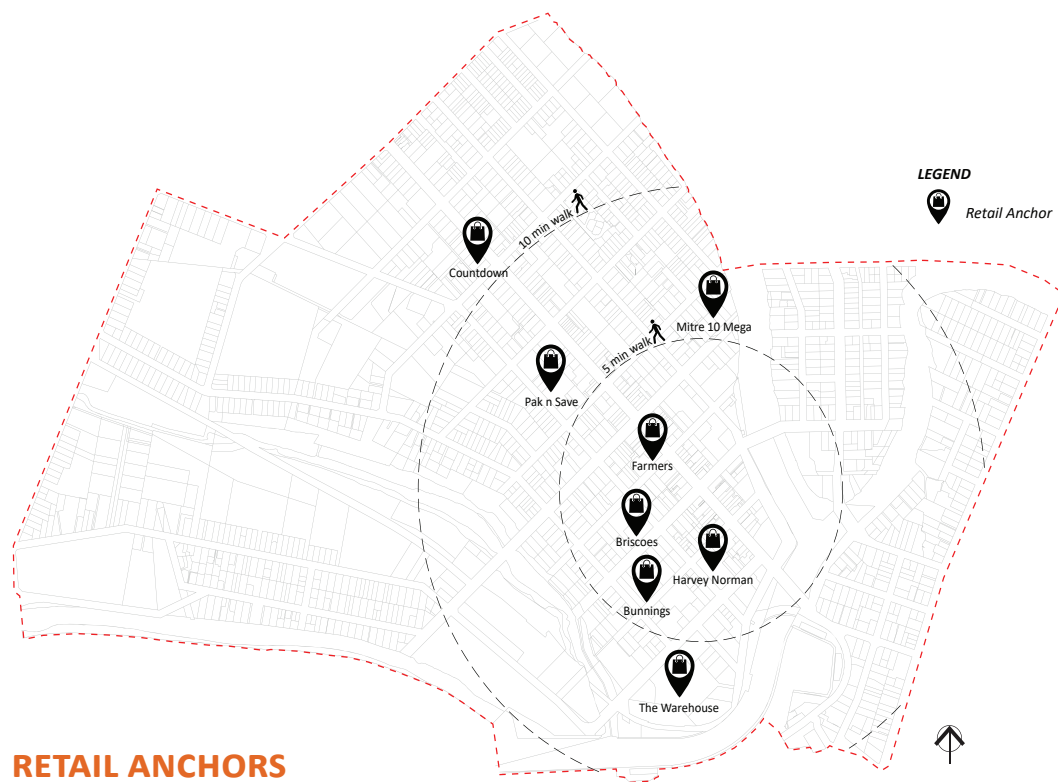
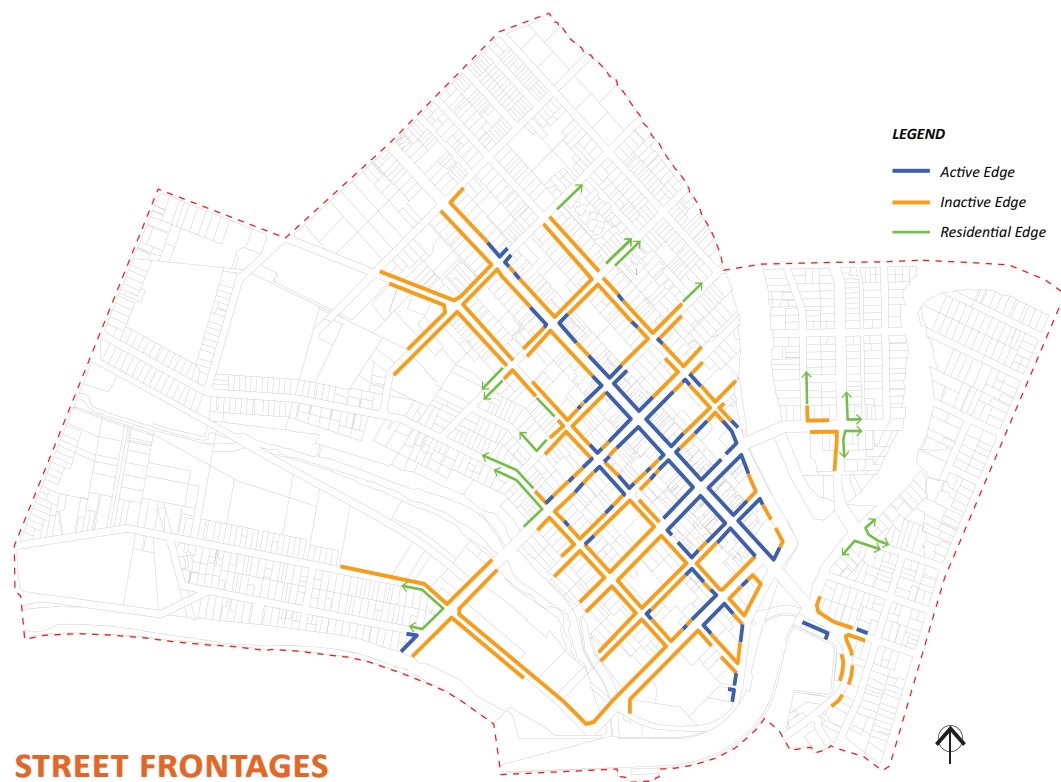
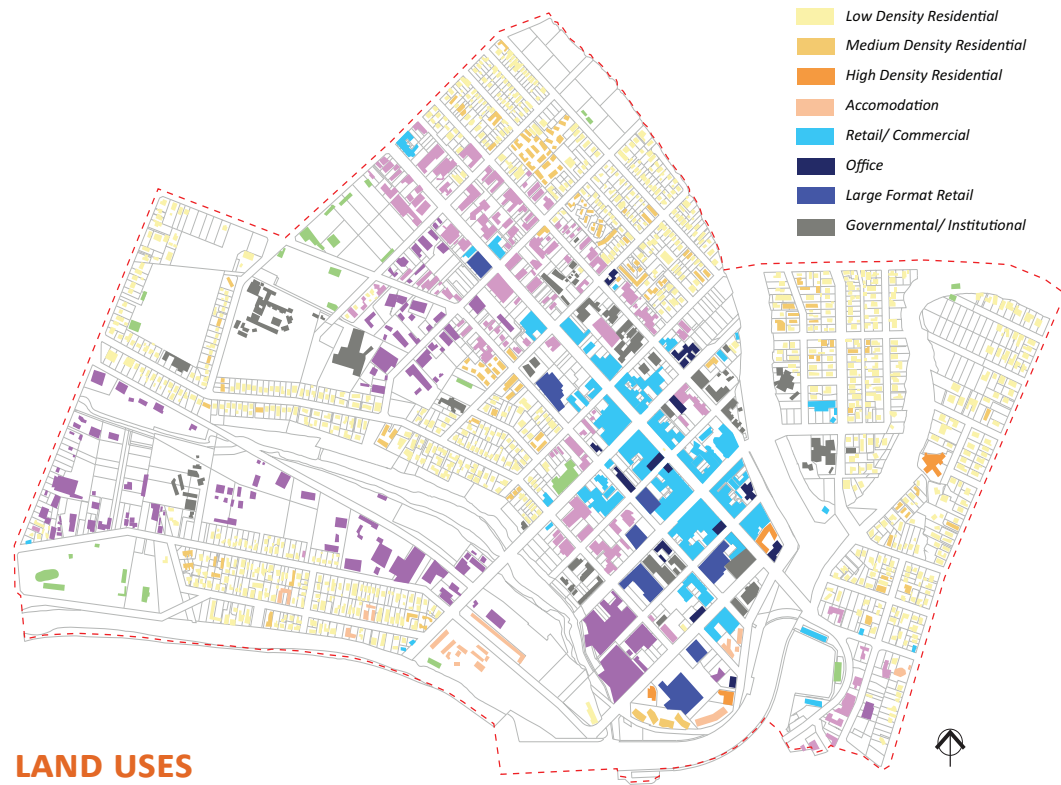
ANALYSIS

Gisborne is supported by two key bus routes (split into sub-routes) linking the City Centre via an interchange on Bright Street and key destinations including the Airport and Hospital as well as outlying suburbs. The majority of the City Centre and surrounds can be considered to have good Public Transport coverage with the majority of the area being located within 5 minutes' walk to the nearest bus stop. However, frequency and operating times limit the overall effectiveness of the service and means that it acts as a complimentary service to other modes of transport, especially for those with impaired mobility.

In terms of traffic, traffic counts indicate the heaviest vehicle flows occur along Gladstone Road, north of Cobden Street and Wainui Road/ Customhouse Street through to Childers Road. Heavier vehicle flows have also been observed along the main arterials of Awapuni, Childers, Palmerston and Ormond roads. These vehicle flows combined with carriageway width and lack of dedicated crossing points mean that these roads act as major barriers to pedestrian and cycling movements – especially for vulnerable road users such as children and the elderly. The majority of the east/west streets around the City are characterised by relatively low vehicle flows which raises the opportunity to reallocate existing street space to other uses.

In terms of the active travel network, radial cycle routes provide convenient and direct access to the City Centre from surrounding urban areas. Thanks to the flat terrain and street layout, the majority of Gisborne urban area is located within a 10-minute cycle (2.4km) of the City Centre. There are some gaps in this existing cycle network notably orbital or cross-town routes. Whilst there are aspirations to address this, the existing and proposed cycle network is targeted largely towards commuter cyclists. The introduction of segregated cross-town routes linking the key radial routes into the city will help the development of an active travel network which supports a wide range of trips via cycle. Completion of the network combined with Gisborne's topography, climate and lifestyle provides a solid foundation for the increasing the mode share of active forms of transport.

2.3 LAND-USE & AMENITIES



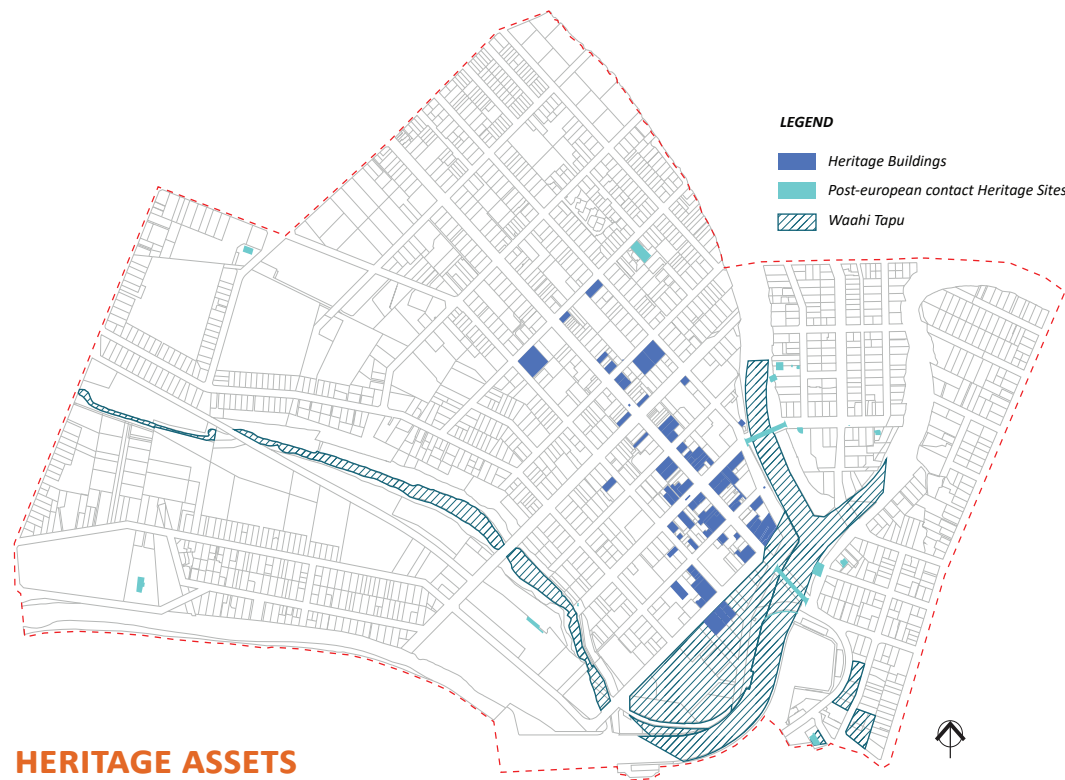
ANALYSIS

Within the study area retail and office activities are generally concentrated around the southern end of Gladstone Road between Grey Street and Wainui Road. However, retail activities do spread further to the north along Gladstone Road and the southern end of Childers Road. Civic amenities and governmental buildings are also concentrated within this part of the City Centre. Key retail anchors, which are significant trip generators in themselves, are generally located around the periphery of the core retail area and will likely be helping to pull retail energy away from smaller, independent businesses which are common around the southern end of Gladstone Road.

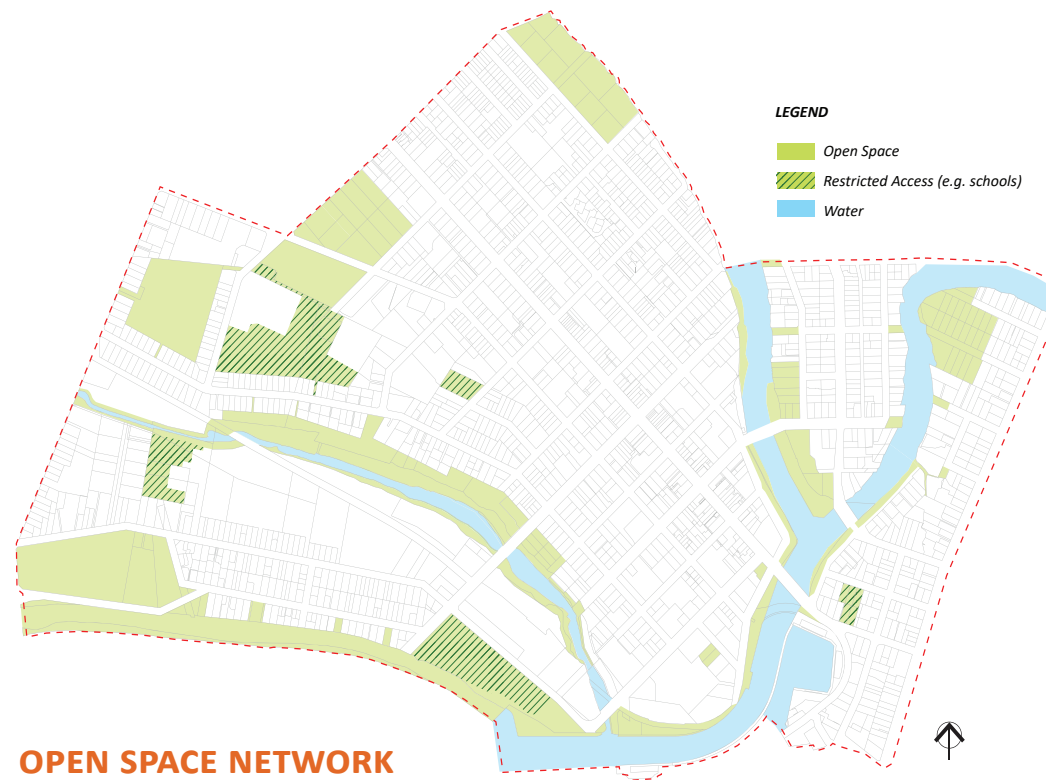
In terms of residential uses, the area features a small handful of examples of high-density residential housing along the river front with examples of medium density residential, such as duplexes, dispersed throughout the general residential area. Other important amenities such as schools, education facilities and religious buildings are distributed throughout the study area with a noticeable concentration to the north-west of the City Centre.

The north-western portion of the study area along Gladstone, Palmerston and Childers roads as well as to its west along Kahutia Street has a predominantly 'light industrial' use and function to it. An analysis of the existing lot pattern and that of 1910 indicates these areas have also witnessed site amalgamations as land uses have changed from residential to industrial. The observable pattern of development and use in these locations appears more closely aligned to an industrial area than the underlying "Fringe Commercial" zoning. These land-uses and building forms (i.e. those within the Fringe Commercial, Amenity Commercial and Outer Commercial zones) present blank or uninviting street frontages. During night-time hours this is likely to contribute to negative perceptions of these areas and raise issues around personal safety potentially inhibiting any increase in walking (and cycling) around the City Centre. In contrast, the commercial core of the city along Gladstone Road features continuous active edges and verandas which help to provide a more attractive, pedestrian scaled environment.

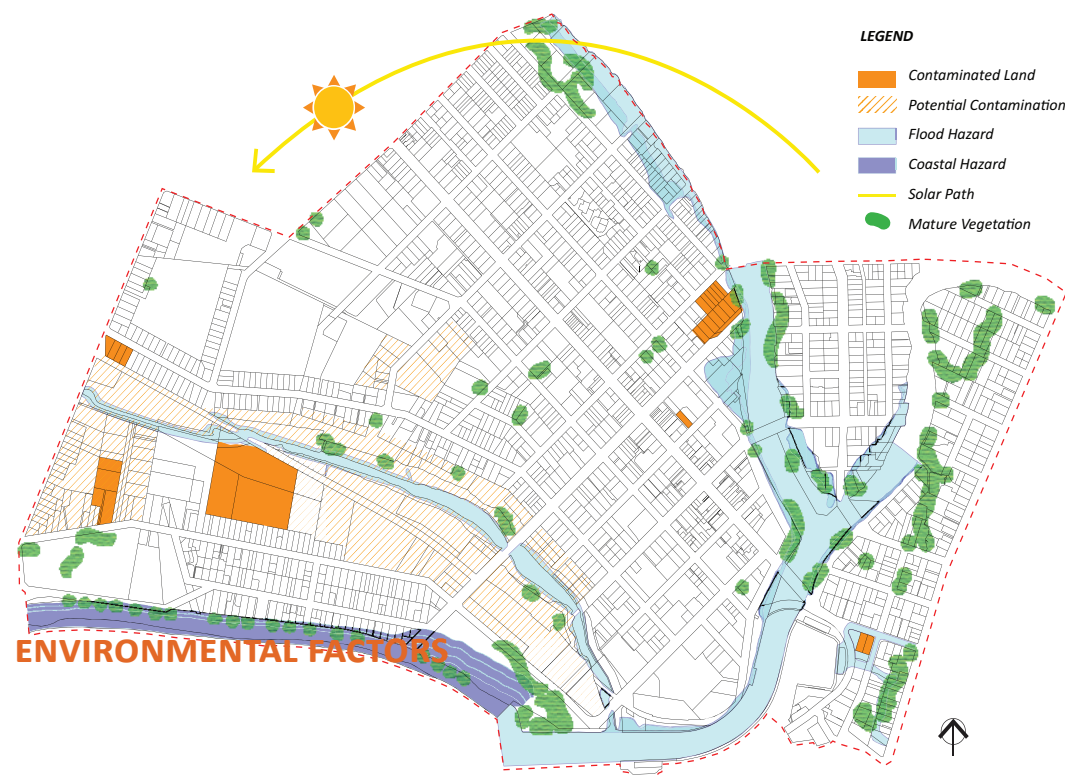
2.4 HERITAGE & ENVIRONMENT



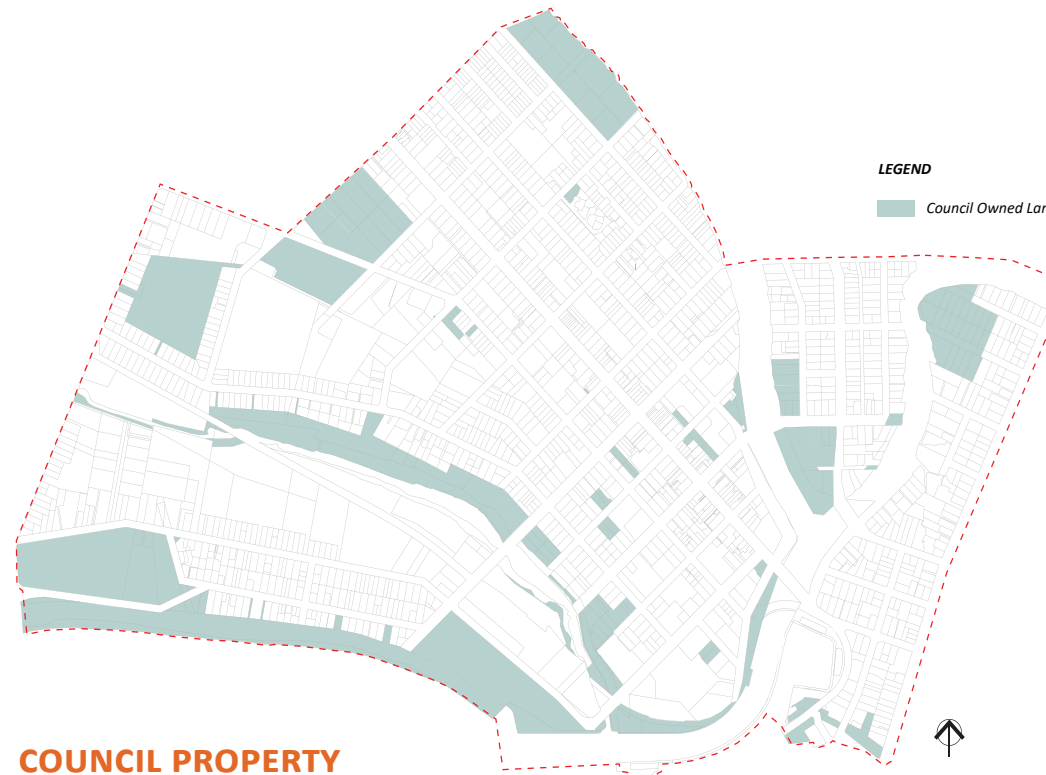
HERITAGE ASSETS



OPEN SPACE NETWORK



ENVIRONMENTAL FACTORS



COUNCIL PROPERTY

ANALYSIS

Gisborne’s heritage assets are concentrated around the City Centre are broken into three distinct groups – pre-European settlement, European/ Māori interaction and post-European settlement. The first two are predominantly located around the Tūranganui River which was the location of Māori villages as well as the earliest locations of European occupation in the 19th century. In terms of post-European settlement, the southern end of Gladstone Road features a concentration of Victorian and Edwardian buildings contributing to a strong sense of heritage character and amenity in this area. These heritage assets are also linked to other sites of national significance, such as the Cook landing site, via various walking and cycling upgrades being delivered as part of the Tairāwhiti Navigations project.

In terms of Open space, the network is concentrated along the river banks and coastline surrounding the City Centre. These spaces are generally well connected with one another via walking and cycling routes and feature points of interest such as historical landmarks. However, these connections generally circumnavigate the City Centre itself. With the core retail area there is no identifiable civic open space, all weather open space or facilities that cater for children. This represents a substantial shortcoming in Gisborne’s open space network. Civic or all-weather public spaces can provide important places for demonstrations, public gatherings and temporary events which can help provide temporary activation to an area. Outside of public parks, it is evident that the study area generally lacks mature vegetation which is important for providing shelter and shade throughout the year, as well as improving biodiversity and amenity.

In terms of general environmental characteristics of the study area, it is flat- siting predominantly between two and six metres above sea level with some risk of flooding and coastal erosion around the rivers and beaches. In terms of climate, the City is characterised by warm, dry summers and mild winters with high levels of sunshine hours throughout the year. The City is also afforded high levels of natural amenity due to the proximity of the Pacific Ocean and three rivers. Known contamination and potential contamination from uncontrolled fill also presents a risk to the viability of any future residential development around the City Centre.

2.5

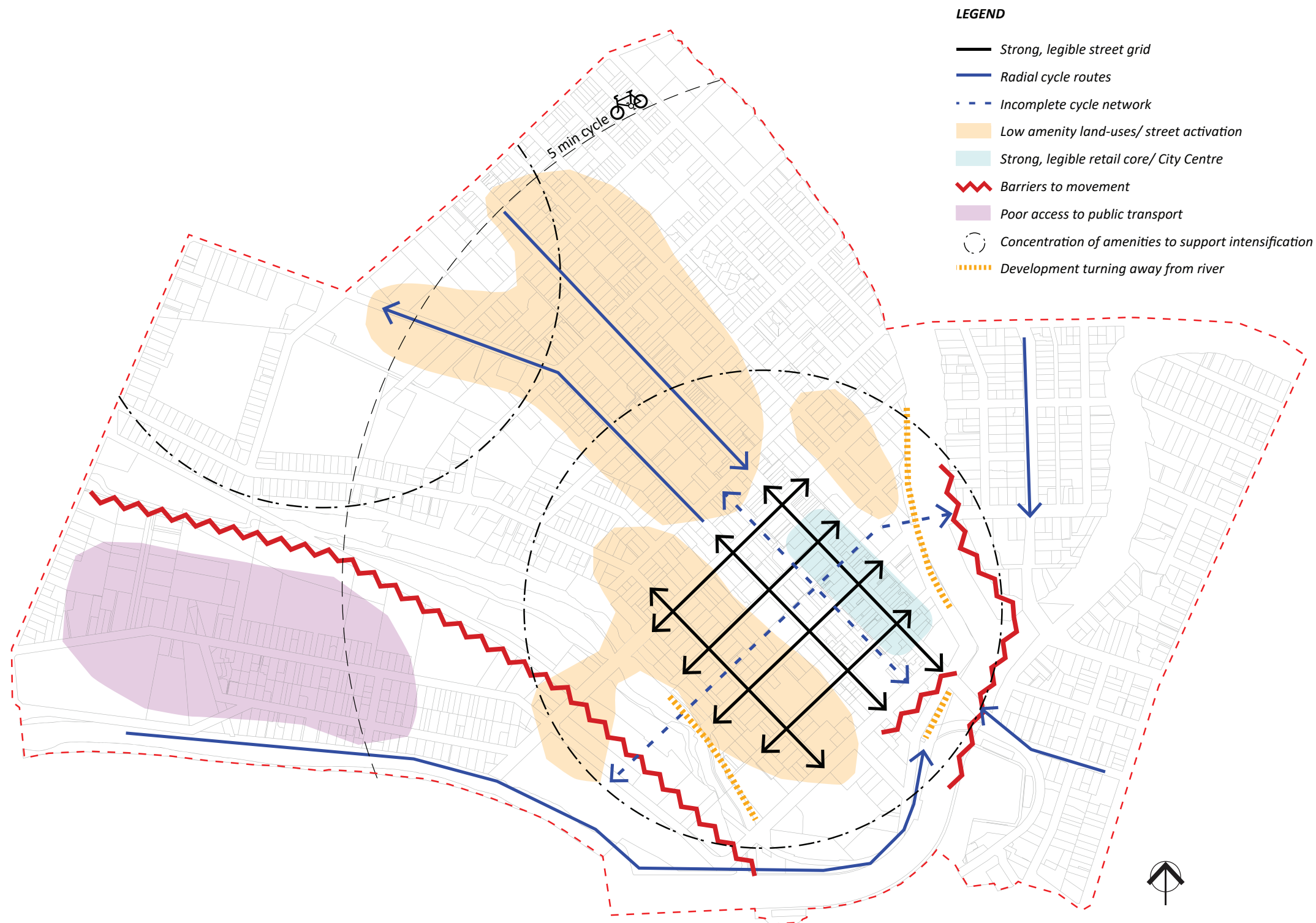
STRENGTHS & WEAKNESSES

SUMMARY

As set out in the preceding spatial analysis, Gisborne City Centre is supported by a compact block structure which facilitates easy movement via a range of modes. However, this is somewhat negated by heavy vehicle flows and some areas and street design which acts as a barrier to pedestrian movement – especially more vulnerable road users such as children, the elderly or disabled. In addition, larger block sizes around the Awapuni Block impacts on the permeability and connectivity of much of the study area with the coastline. The active travel network is generally well provided for along key radial routes into and through the City Centre from surrounding suburbs however further work is required to complete the network and make it more attractive to a wider user base for a range of different trip purposes. Combined with favourable climatic conditions, a generally flat land and relatively small size, Gisborne has the potential to be a national leader in walking and cycling.

The City Centre has an obvious commercial heart based along Gladstone Road from the intersection with Grey Street in the north through to Hei Pipi Reserve. The intersections of Gladstone Road with Grey Street, Peel Street and Customhouse Street all form important nodal points linking the City Centre with the wider urban area but are designed primarily to filter vehicular traffic around the City Centre. These areas have the potential to function more as areas of public open space for a wider range of users.

The concentration of heritage buildings around Gladstone Road creates an attractive, pedestrian scale environment. In contrast, land-uses and built form in areas immediately surrounding the City Centre provide a poor interface to the street and serve to isolate the City Centre from the surrounding suburbs. These land-uses, predominantly light-industrial in nature help to create a low-amenity environment that is unattractive and unsafe for pedestrians and cyclists and potentially inhibits the development of residential uses in these areas.

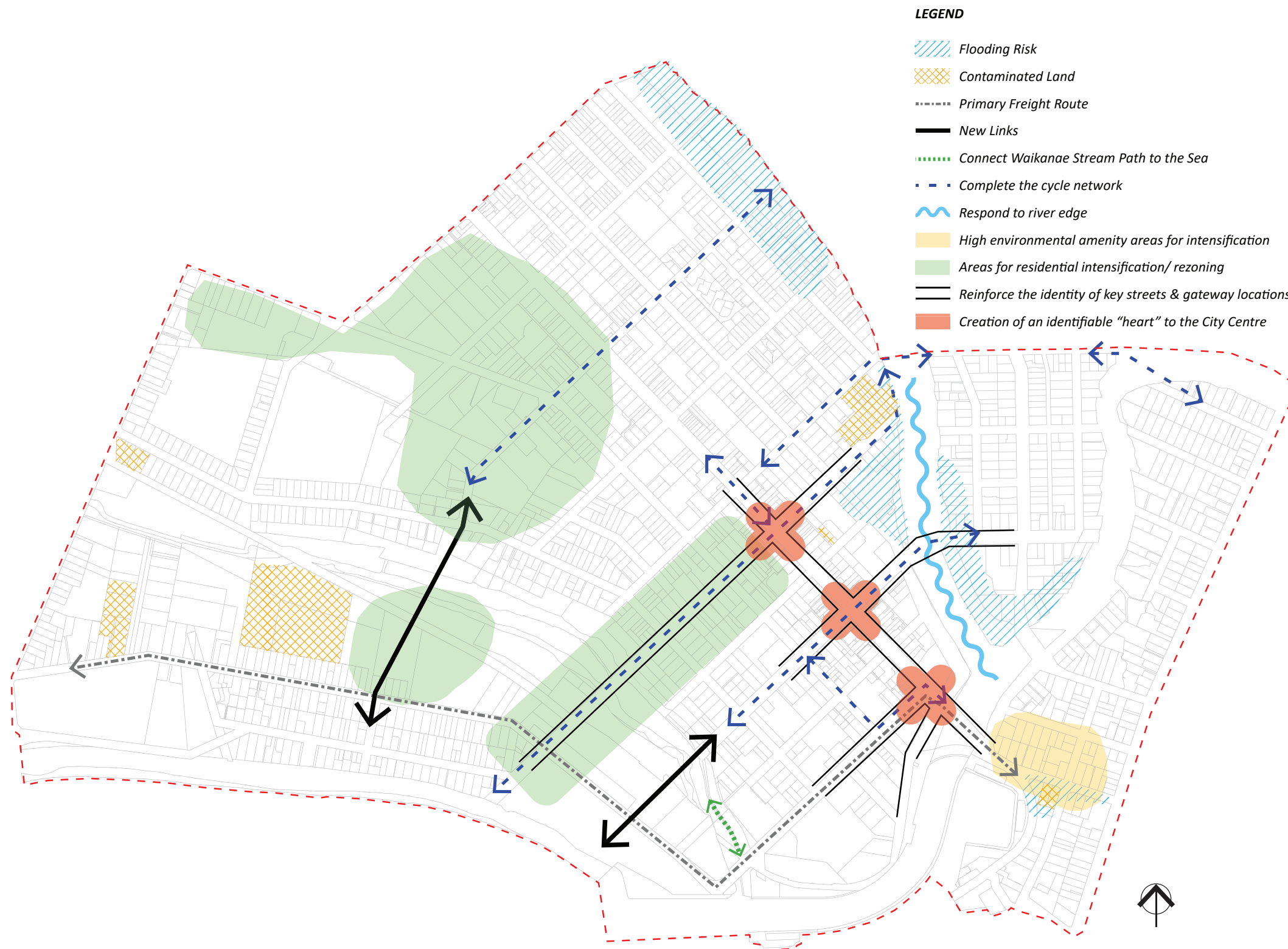


2.6 OPPORTUNITIES & THREATS

SUMMARY

Based on the preceding spatial analysis, there are a number of areas where opportunities for more city centre living should be explored and/ or encouraged. The major opportunities are focused around the northern and southern ends of Childers Road and the Awapuni Block on existing light industrial land. These areas are characterised by low intensity land-uses (or vacant sites) on large lots within good proximity to key amenities such as the coast and schools. There are also further opportunities to leverage of the existing amenity around the marina area combined with Council's upgrade to public space in this vicinity to accommodate residential intensification. Due to the existing land-uses in these areas, land contamination poses the biggest threat to residential development due to the potential cost to remediate land and make it safe for future occupants.

To support potential residential intensification around the City Centre, opportunities to enhance the open space network should be prioritised. New or improved open space can enhance amenity for existing or future residents and make the City Centre a more attractive destination for residents, visitors and business. This also provides the opportunity to address some of the identified deficiencies within the study area which include a lack of mature vegetation, places for children, all-weather/ paved public open space and completion of the cycle network. Studies indicating excess capacity for parking around the City Centre also provides the opportunity to reallocate existing road space to other uses to help make the City Centre a more attractive destination to support local retailers.



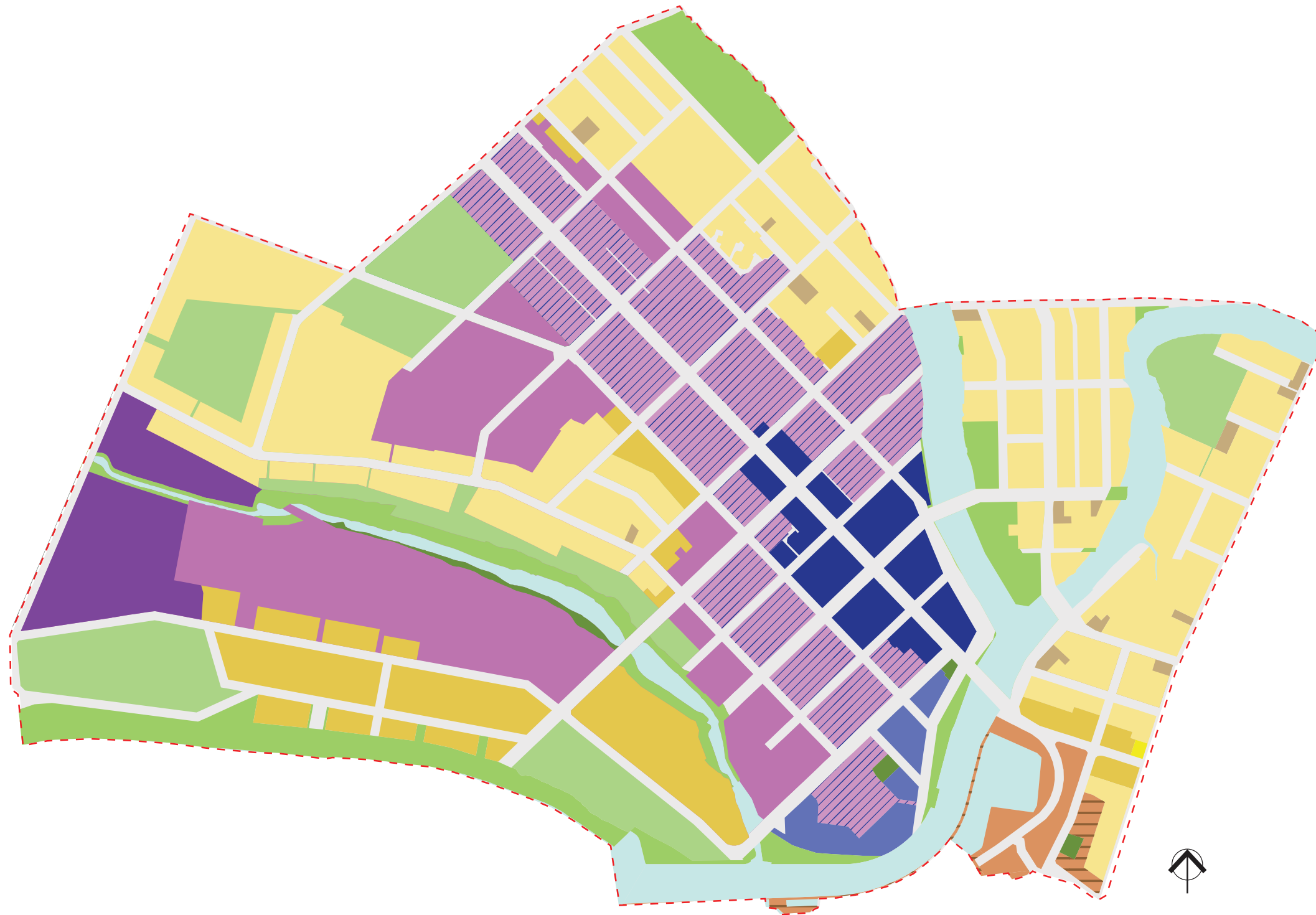
3.0

PLANNING FRAMEWORK REVIEW

3.1 ZONING

The study area incorporates 13 different zones under the Gisborne Tairāwhiti Resource Management Plan. Commercial and business related zones encompass approximately 125 hectares of this area with the balance made up of a mixture of residential, open space, roads and water.

This zoning framework was predominantly established under the former District Plan - a "First Generation" Plan developed by Council following the introduction of the Resource Management Act in 1991. With the exception of various plan changes and amendments to the District Plan the underlying zoning framework is now almost three-decades old. As such, this framework will have had a significant impact on how the study area has developed over this period.



LEGEND

- General Residential
- Inner City Residential
- Residential Protection
- Inner Commercial
- Fringe Commercial
- Outer Commercial
- Amenity Commercial
- Industrial
- Port A
- Port B
- Recreation Reserve
- Amenity Reserve
- Heritage Reserve
- Roads
- Water

GISBORNE TAIRĀWHITI RESOURCE MANAGEMENT PLAN

The Gisborne Tairāwhiti Resource Management Plan has been reviewed to identify any potential barriers to residential development in both the commercial and residential zones in which are currently in place around the City Centre.

Commercial zones policy framework

The overarching principle of the commercial zones policy framework is to provide for a diverse range of activities within the commercial zones while ensuring any potential adverse effects are avoided, remedied or mitigated and that the activity is of an appropriate scale and intensity for the zone.

There is no explicit direction in the objectives and policies as to the activities anticipated or provided for in the commercial zones; residential activities are not specifically mentioned in the objectives and policies however, this is no different to any other activity with the exception of retail. It is also noted that residential activities are permitted in all but the Outer Commercial Zone.

While the objectives and policies do not provide a clear direction on the types of activities acceptable within the zones (specifically residential), they do specifically seek to provide for a diverse range of activities within the commercial zones, provided the effects can be managed and contained. This policy direction does not create any theoretical planning barriers that would inhibit residential development occurring. On face value, the policy direction is very enabling and supportive of the potential ability for residential activities to occur within the commercial zones. However, this policy direction is also very enabling and supportive of land-uses which are not necessarily compatible with residential activities or do not provide levels of amenity that are necessary to support residential development or intensification. This is evident when looking at many of the activities which have established in the Fringe Commercial Zone around Childers Road & Palmerston Road. These include automotive repairs, trade suppliers, car yards, building yards and large format retail. The areas of residential within the Fringe Commercial Zone generally appear to be relics of the former wider use of these areas as residential during the early establishment and expansion of Gisborne in the late 19th and early 20th centuries.

While there is no explicit restriction on residential development, a key theme that emerges in the objectives and policies is the maintenance and enhancement of the amenity values of the commercial zone and the avoidance of adverse effects in relation to the existing environment. Issue DD2.2 states:

“Commercial activities located in suburban areas or rural settlements, zoned either commercial or residential have the potential to adversely affect the amenity values of the Inner Commercial zone and sensitive adjoining land uses.”

This is reiterated through the objectives and policies of the zone where a diverse range of activities are provided for on the basis that the adverse effects on adjoining land uses are avoided, remedied or mitigated. As such, consideration needs to be had as to how a residential land use may impact on the functioning of the existing environment. In theory this is not considered to be a significant barrier to residential development, but would likely be an important consideration in the site selection and design process due to potential effects around reverse sensitivity. This would likely act as an impediment to residential development in the Fringe or Amenity

Commercial Zones due to the nature of existing land-uses within these zones. These existing land-uses are likely to generate amenity effects outside of their site boundary (e.g. noise or smell) and would impact on the quality of any neighbouring residential development or increase the risk (and cost) of seeking resource consent to enable residential development due to reverse sensitivity effects on established businesses.

Commercial zones rules framework

The rule framework for the commercial zone is relatively permissive with respect to residential activities. Residential accommodation (permanent or temporary) is currently permitted in all commercial zones with the exception of the Outer Commercial Zone where it is provided for as a non-complying activity. There are no rules precluding notification of residential activities within these zones.

The key development controls of the Plan do not appear to inhibit residential development. The maximum building heights range from 10-14m which is considered adequate to facilitate the construction of a three-story residential apartment building. The yard controls vary depending on the zone, and it is noted that within the Inner Commercial Zone a continuous building edge is required along areas marked on the planning maps as continuous street façade. There are no density controls within the Plan and it is anticipated that any new residential building could be designed within the permitted building envelope. However, it is noted that the minimum site area for the Fringe Commercial Zone is 1,000m² and a minimum frontage length of 20m applies which could act as an impediment to medium density residential development such as terraced housing or duplexes especially in light of the risk of full or limited notification.

Residential zones policy framework

The overarching principle of the residential zones policy framework is to enable individuals to live and use their land as necessary and desired, whilst ensuring that impacts of any activities and adverse effects on the environment, including surrounding residents and land users are avoided, remedied or mitigated. The objectives and policies relating to the location and density of residential activities tend to focus on ensuring that residential development is located in areas that have sufficient physical infrastructure to accommodate the development as opposed to explicitly limiting medium or high-density developments to certain residential zones. For example, Objective DD1.3.4 reads as follows:

1. *“To enable the community to be mobile, and locate anywhere that does not compromise the capacity of the infrastructure systems to function, the amenity of the residential environment or the highly productive and fertile soils within the region”.*

Policies DD1.4.4.1 and DD1.4.4.2 read as follows:

1. "New development to be encouraged to areas where the effects on the physical infrastructure and/or life supporting capacity of the district's soils can be avoided, remedied or mitigated".
2. "Limit the density of development in urban residential areas according to the ability of the stormwater infrastructure system servicing the site to dispose of the potential run-off generated by the coverage of the site with buildings".

Another area of focus is ensuring that any new residential development maintains the levels of residential amenity experienced at the site and fits in with the character of the area. Policies DD1.4.2.7 read as follows:

- "Enable innovative design which reflects the character of the surrounding area by ensuring that:*
- a) the scale and design of additions, alterations and new buildings are compatible with the character and amenity, particularly visual amenity, of the site and the surrounding area;*
 - b) the location, form and scale of new buildings are compatible with that of buildings in the immediate vicinity of the site, and streetscape amenities can be maintained".*

There is no explicit direction in the objectives and policies as to the intensity of residential development sought in Gisborne; rather the policy framework is supportive and enabling of any residential development broadly, including medium density development provided adverse effects are managed. However, as is the case in other zones, consideration would need to be had as to how medium density development may impact on the functioning of the existing environment and whether it is an appropriate outcome for the area anticipated. This is not a significant barrier in theory, but is an important consideration in the site selection and design process.

Residential zones rules framework

Residential activities are permitted within in all residential zones, but are subject to a range of development controls, including density controls. A summary of the density controls (minimum site area) is shown in the table below for the residential zones within the study area:

| Zone | Minimum Site Area |
|------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|
| Inner residential Zone | 350m ² per dwelling unit |
| | 280m ² per dwelling-unit attached on one side to another dwelling-unit |
| | 250m ² per unit attached on two sides to other dwelling units (including vertically) |
| General Residential & Residential Protection zones (reticulated sites only): | 400m ² per dwelling-unit |
| | 320m ² per unit attached on one side to another dwelling-unit |
| | 250m ² per unit attached on two sides to other dwelling units (including vertically) |

Any residential activity that does not comply with the minimum site area controls above would default to

a restricted discretionary activity where compliance with all other rules specific for a permitted activity is achieved. These include performance standards relating to vibration, nuisance, building length, minimum site area, recession planes, site coverage, yard distances, infrastructure, work and services, outdoor living areas, gross floor area for accessory buildings and financial contributions. Applications for restricted discretionary subdivision consents in these zones is also subject to the normal tests for notification as set out under the RMA.

There are planning barriers to achieving medium density residential development in Gisborne. The permitted activity controls are understandably limited in what they permit and as discussed above, where these are not complied with a restricted discretionary or discretionary activity resource consent would be required with full risk of public notification for any residential development. Likely having to require a restricted discretionary or discretionary activity consent would present time and cost barriers for the community and/or potential developers. The knowledge that public notification of a consent application for residential development may be required and the proposal subsequently being challenged is a barrier to easily enabling and encouraging medium density development. In addition, the minimum site areas are considered to be fairly generous if there is an aspiration to encourage more affordable accommodation in proximity to the City Centre. For detached dwellings, lot sizes of 250m² (provided they are appropriately proportioned) are sufficient to accommodate a one or two storey dwelling, off street parking and private outdoor space. For duplex or terraced housing, lot sizes in the range of 100-200m² can also be sufficient to accommodate a two-storey unit with on-site parking and private outdoor space.

SUMMARY

The Tairāwhiti Resource Management Plan is generally very permissive when it comes to enabling residential development with the exception of the the Outer Commercial Zone. There is a clear policy direction around enabling a diverse range of activities within the commercial zones, provided effects can be managed in order to protect the integrity of the zone. In terms of the commercial zones, the objectives and policies are focused on form, amenity, economic and social factors, and provided residential development can enhance these, the policy direction does not create any issues that we would perceive in achieving residential development. Instead, the enabling nature of the objectives and policies also facilitates the development of activities that are not compatible with residential development and offer poor amenity which is a vital component necessary to support residential development and/or intensification. This could be impacting on the potential cost or demand for residential properties in close proximity to the City Centre.

In terms of the development of more intensive forms of residential development in existing residential zones, the Plan allows the Council to exercise full discretion in deciding whether or not to notify or ultimately grant a consent. As such, there is limited certainty for the community or developers on being able to achieve medium density residential development which presents high risks, particularly in terms of potential costs and the viability of development.

Based on an analysis of the existing planning framework, it is considered that the City Centre would benefit from a comprehensive and simplified rezoning strategy to encourage the development of an area which provides for the types of amenity that attracts residential development and investment.

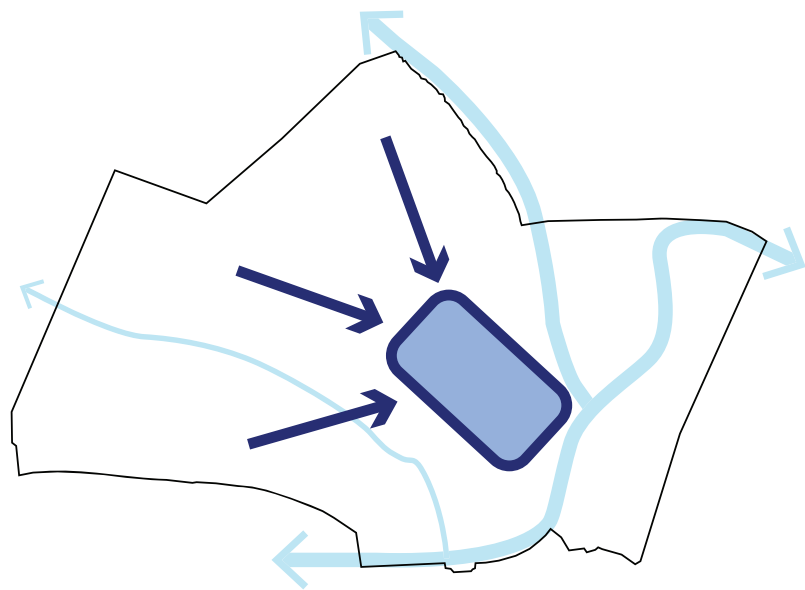
4.0

KEY MOVES

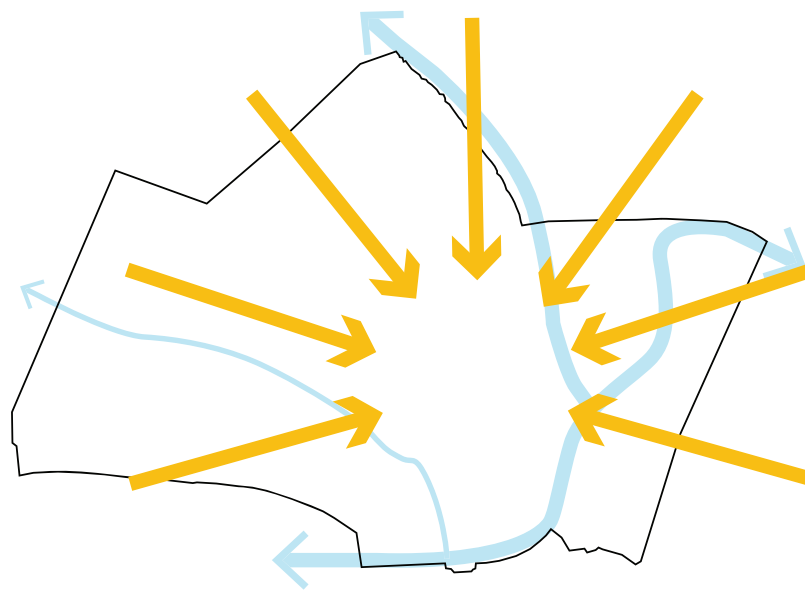
4.0 KEY MOVES OVERVIEW

PURPOSE

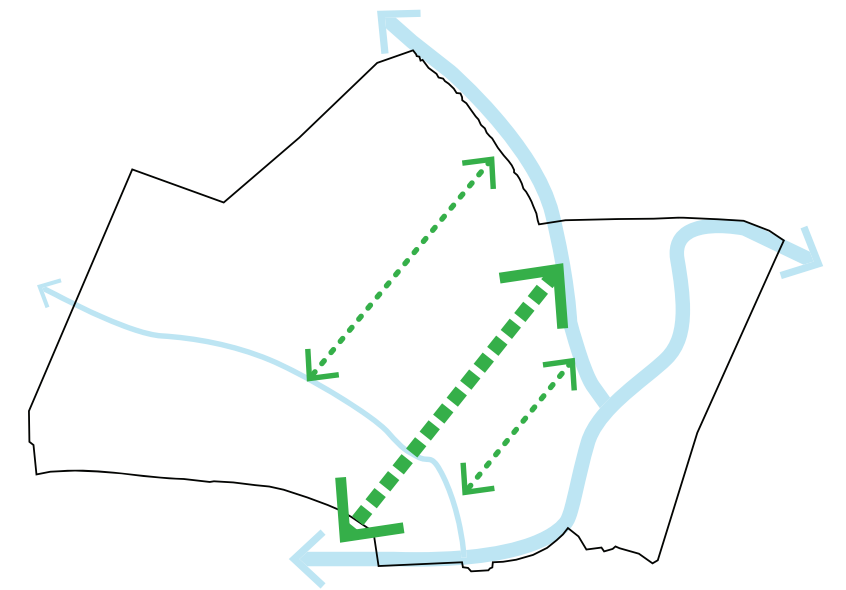
In order to support the community and Council's vision and aspirations for Gisborne and the City Centre, and based on the preceding analysis six key moves have been identified to form the basis of this Spatial Framework. These Key Moves are intended to build upon work already undertaken or commissioned by Council including the 2015 UDS and the Tairāwhiti Navigations project.



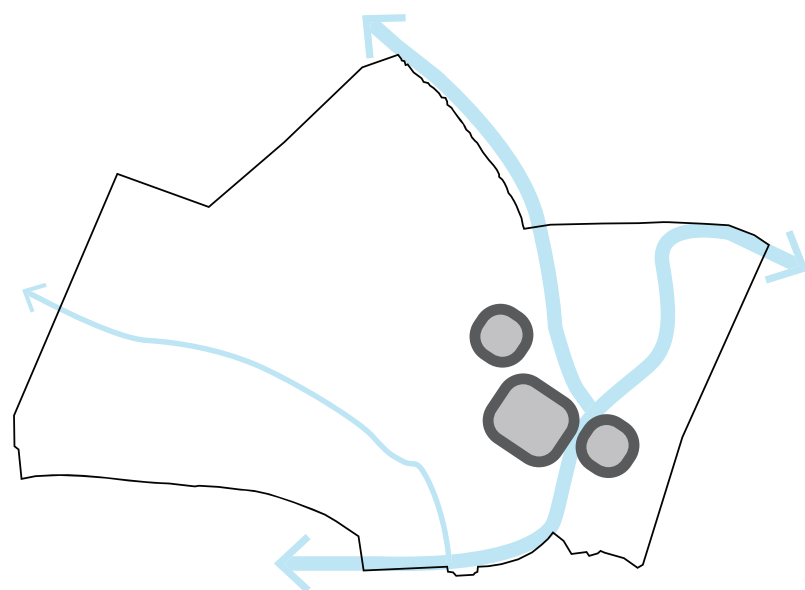
1. A COMPACT CITY CENTRE



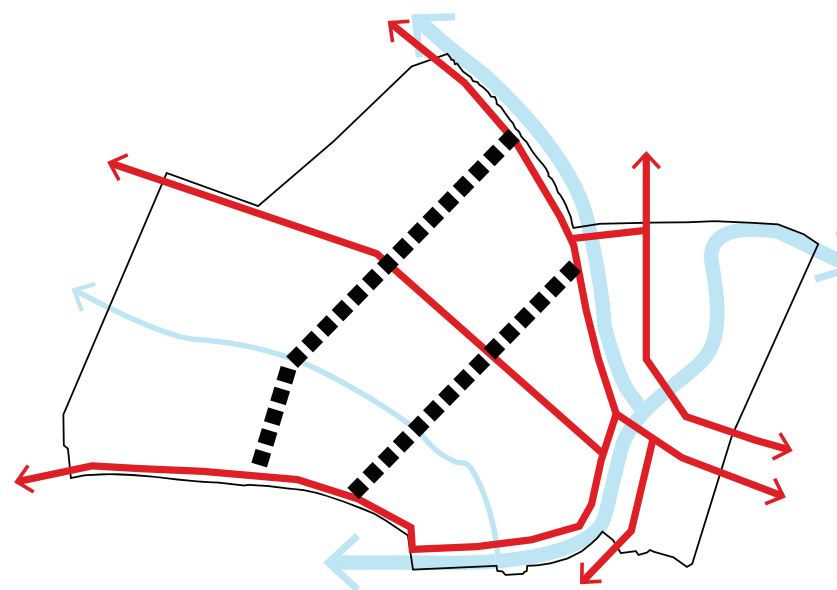
2. INTRODUCING RESIDENTIAL ACTIVITIES



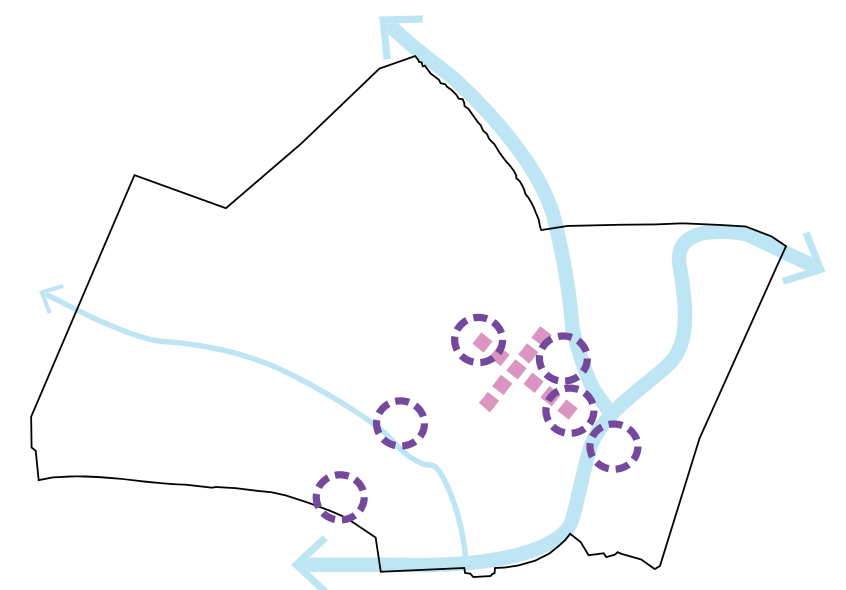
3. THE LINEAR PARK



4. GISBORNE TOWN SQUARE(S)

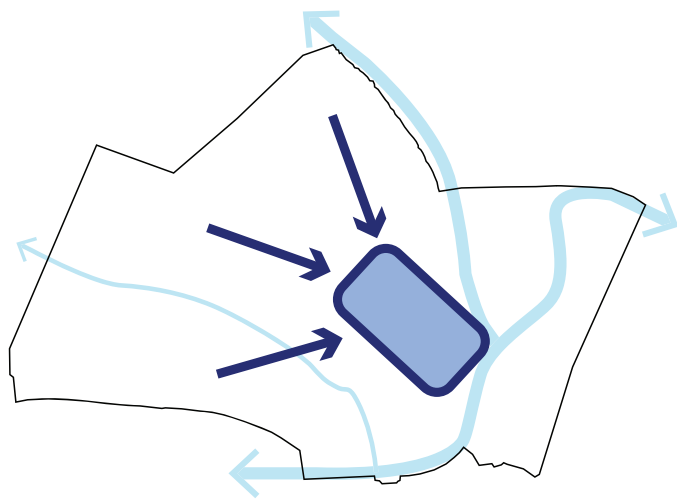


5. CROSS-TOWN CYCLE LINKS



6. TACTICAL URBANISM

4.1 A COMPACT CITY CENTRE



Based on a spatial analysis of the study area as well as on the ground observations and discussions from Council staff, it is clear that the retail/ commercial energy associated with a City Centre is dispersed over a wide area measuring approximately 2km long and 600m wide.

Combined with a significant overprovision of both on and off-street car parking, limited activation of the street edge and a street network which prioritises the movement of motor vehicles, this reduces foot-traffic (or removes it entirely) for local businesses and impacts on the attractiveness of the City Centre as a destination in its own right. This has a significant effect on the actual and perceived liveliness and vibrancy of the City Centre as shown in the images to the right.

In addition, many of the key retail anchors located in Gisborne are spread around the wider study area, on the periphery of the core “high street” section of Gladstone Road between Grey Street and Wainui Road. This pulls potential shoppers away from the core retail area along Gladstone Road, further reducing the concentration of shoppers and associated vibrancy of the City Centre.



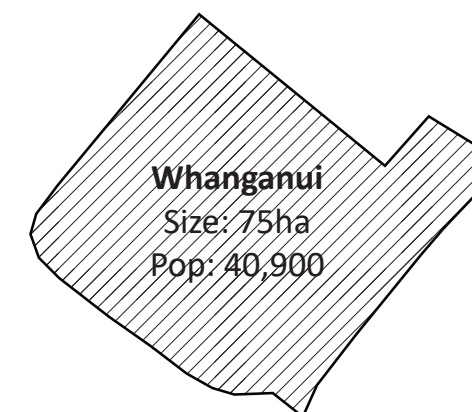
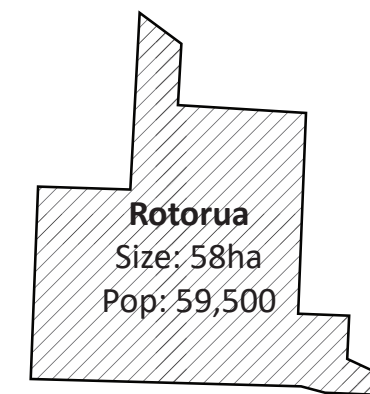
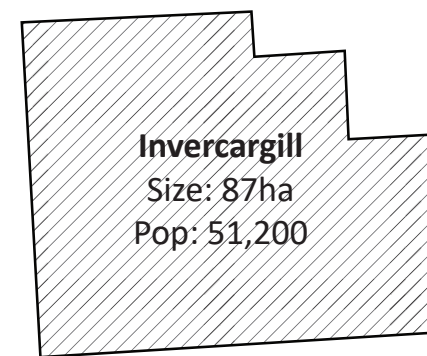
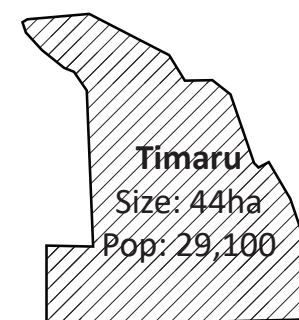
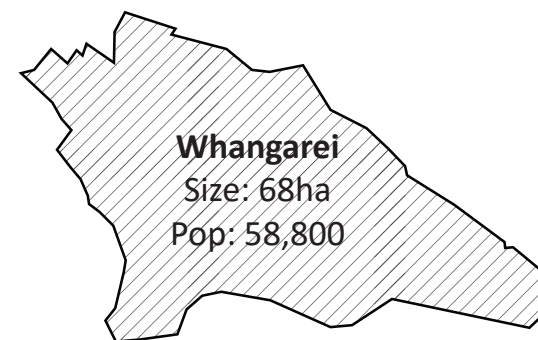
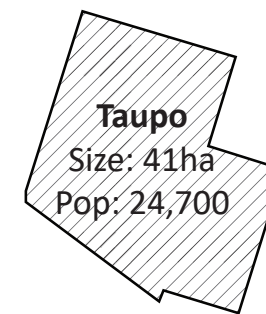
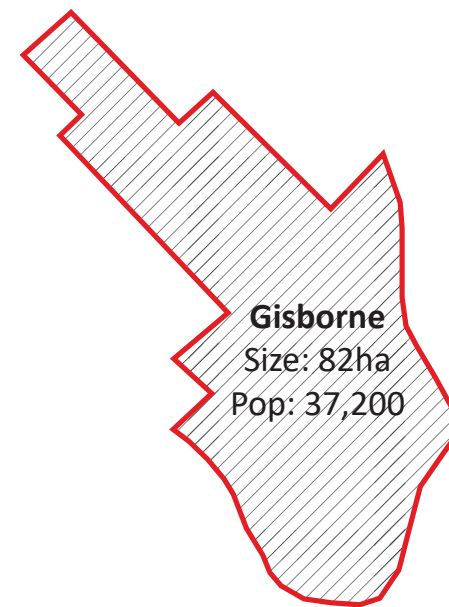
ON AND OFF SITE SURFACE CAR PARKING ADDRESSING THE STREET



WIDE STREETS WITH NO ACTIVATION/ VISUAL INTEREST



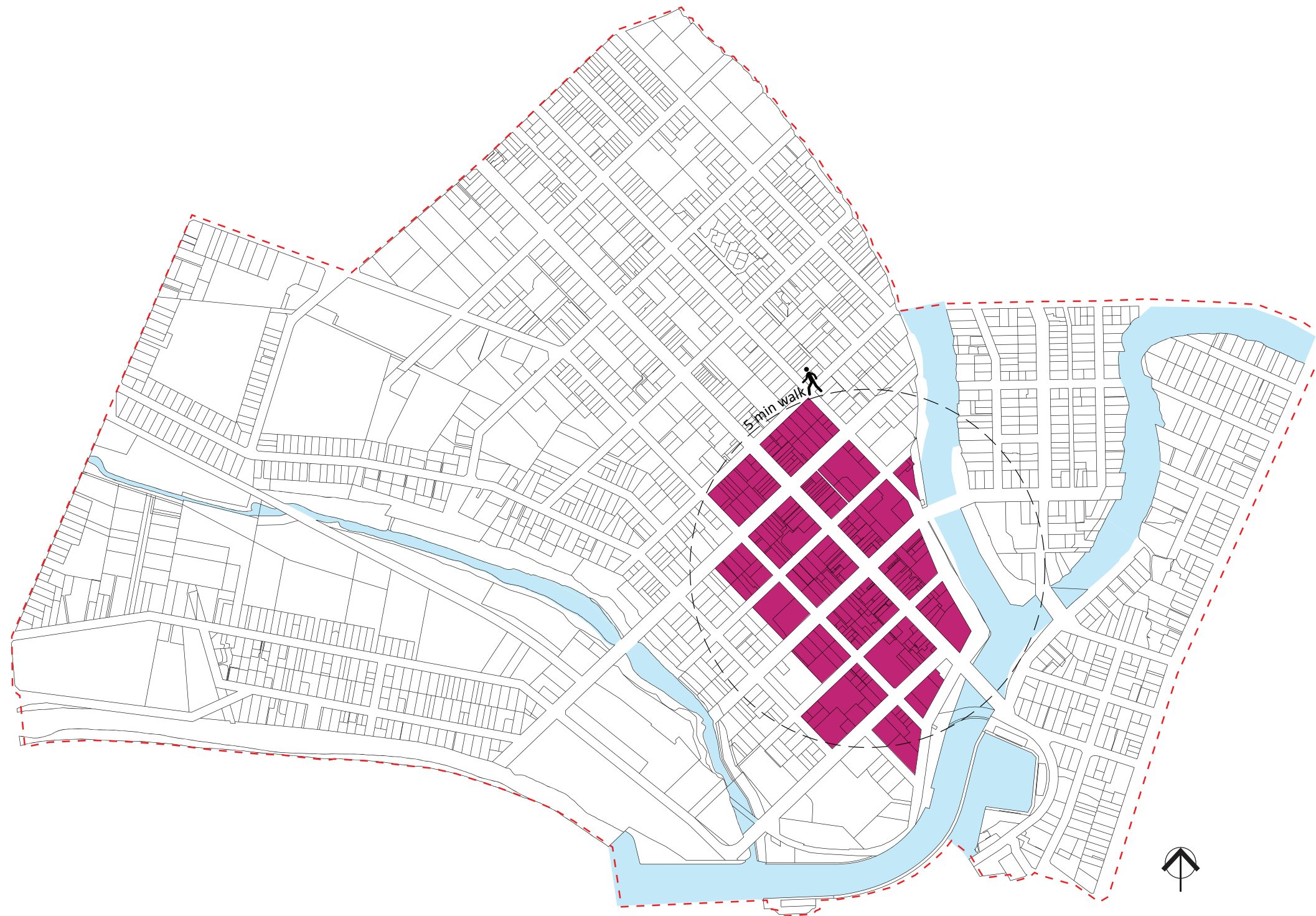
POOR INTERFACE BETWEEN BUILDINGS & THE STREET



COMPARATOR CITIES

Whilst there is no precise definition of a “CBD”, an analysis of other similarly sized regional centres across New Zealand indicates that the approximate extent of Gisborne’s existing CBD in comparison to the wider urban population which it primarily supports is large. For every hectare of “CBD” land, Gisborne has approximately 450 residents based on 2018 population estimates. In comparison, Invercargill has 590, Taupo has 600, Whangarei has 860 and Rotorua has 1025 residents. As a further comparison Auckland has a ratio of approximately 3,600 residents per hectare of CBD.

PROPOSED CITY CENTRE EXTENTS

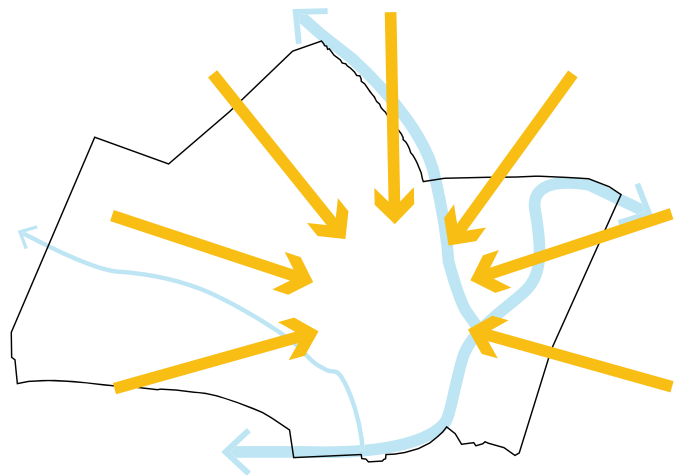


Critical to the future success and competitiveness of Gisborne's City Centre will be a concerted effort to re-concentrate retail and commercial activity in the central core supported by a reduction in commercially zoned land as illustrated to the left. This central core is contained within a 5-minute walk catchment from the intersection of Peel Street and Gladstone Road. As a rule of thumb, a 5-minute threshold (approximately 400m distance) is considered the distance people are willing to walk before opting to drive. Concentrating retail and commercial activity within a 5-minute pedestrian shed would reduce the requirement for individuals to drive between retail destinations currently spread around the Gisborne CBD and help to increase footfall and vitality around the commercial core.

This move has the potential to free up a considerable amount of existing urban land for re-use, reducing pressures around urban expansion into the Poverty Bay Flats as well as ensuring new development occurs in areas already supported by physical infrastructure limiting the potential burden on Council and ratepayers to fund additional infrastructure (for example new water reticulation). Related to Key Move 2 overleaf, it is also suggested that Council places a major policy focus in attracting residential land-uses back within the existing CBD boundaries and limiting the continued expansion of commercial activities at its periphery. A greater residential population will also benefit the wider urban area and region by ensuring future population growth can be located in closer proximity to existing jobs and key pieces of social infrastructure such as schools supporting the uptake of active modes of travel and reducing the need to drive across and through the City. Increasing the residential population around the City Centre will also change how the area functions throughout the day helping to support increased opportunities in hospitality, entertainment, retail as well as the night-time economy.

Although outside of the scope of this Spatial Framework, Council should also identify whether there is a need to increase industrial zoned land around the City and region to facilitate the future movement of existing or establishment of new light industrial businesses. Incentives to encourage existing operators to move out of the City Centre should also be considered.

4.2 INTRODUCING RESIDENTIAL ACTIVITIES



Gisborne is expected to accommodate at least 4,000 additional people over the next 30 years. This now presents a challenge as to where this growth can be accommodated. Based on current average household sizes of 2.7 people per household this equates to a requirement for at least 1,500 new homes. Forecast average household sizes are however anticipated to decrease across much of New Zealand, including Gisborne. StatsNZ's 'Subnational family and household projections: 2013 (base)–2038' is currently projecting that average household size in Gisborne will drop to 2.4 people by 2038 which would mean that an additional 1,666 new homes may be required. The reduction in average household size will largely be driven by an increase in 1-person households and couples without children.

As set out in Key Move 1 there is an opportunity to introduce residential uses into the City Centre and its fringe. Many of the areas currently characterised by semi-industrial, low amenity land uses which ring the City Centre were historically residential and based on aerial imagery were converted to commercial uses during the 1960s and 1970s.

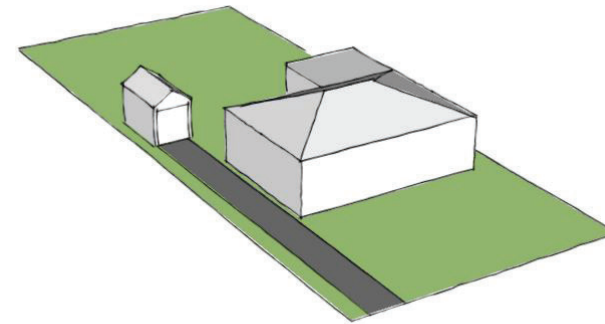
The introduction of more residential land within close proximity to the core City Centre will be a crucial element in improving the vitality of the area. Prior to the mass uptake of automobile use, residential uses

formed an essential component of the successful functioning of town and city centres. To support the development of residential development around the City Centre, it will be necessary to undertake a comprehensive rezoning exercise as part of the upcoming plan review process to provide a clearer direction to the market and future occupiers as to how the area is expected to develop and function.

As set out in the preceding sections of this report, whilst the existing zoning framework is generally very permissive it doesn't provide any clear policy direction or market certainty as to the amenity and character that is sought throughout existing commercial zones nor is there any certainty with regards to a decision or notification. Combined with the permissive nature of the zones this has in part encouraged the proliferation of low-amenity, non-residential land-uses across the existing CBD area.

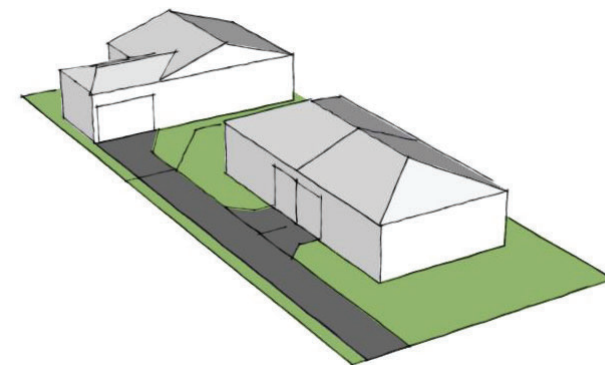
To encourage residential development in and around the City Centre it is recommended that minimum lot sizes for vacant sites are reduced and density controls are removed for integrated resource consents which combine subdivision and development (subject to design assessment as part of the resource consent process). Consideration should also be given to the introduction of rules precluding public or limited notification to provide more certainty to developers around the potential costs/ risks associated with seeking to redevelop land for residential uses.

It should be noted that merely re-zoning land will not enable change. In addition to rezoning, Council should also consider the role of other development incentives such as utilising existing Council land under a leasehold agreement with the private sector, reduced (or no) development contributions for those implementing medium density housing developments around the City Centre or rates rebates for pioneering residential development.

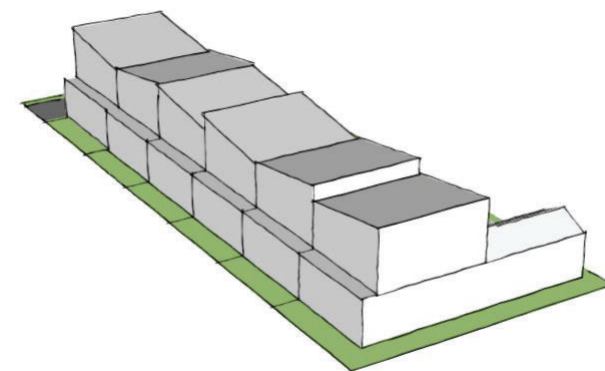


ACCOMODATING DENSITY

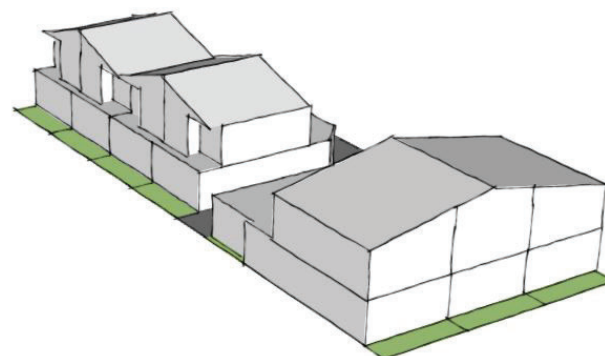
A STANDARD 1,000M² LOT, ON FLAT LAND, FOUND AROUND MUCH OF THE STUDY AREA PROVIDES SIGNIFICANT OPPORTUNITIES FOR INTENSIFICATION.



EXISTING PLAN PROVISIONS ENCOURAGE SUBDIVISION AND DEVELOPMENT OF THE FORMER 1,000M² LOT INTO A MAXIMUM OF 3 LOTS - COMPRISED OF A DUPLEX BUILDING AND DETACHED HOME.



A 1,000M² LOT CAN COMFORTABLY BE REDEVELOPED TO ACCOMODATE 6 TERRACED HOMES, WITH FLOOR AREAS OF 150M², WHILST STILL ENABLING ON-SITE PARKING, MANEUVERING AND YARD SPACE.



DEPENDING ON EDGE CONDITIONS, A 1,000M² LOT CAN BE REDEVELOPED MORE INTENSIVELY AND ACTIVATE STREET EDGES WHILST STILL RESPONDING TO THE BULK AND SCALE OF EXISTING RESIDENTIAL DEVELOPMENT.

POTENTIAL RESIDENTIAL REDEVELOPMENT AREAS



DEVELOPMENT CAPACITY MODELLING

The most obvious area for larger scale residential development is centred around existing commercially zoned land along Childers Street and the Awapuni Block to the north and west of core retail area of the City Centre as shown to the left. There are also further residential intensification opportunities that leverage of the existing amenity provided for around the marina area combined with Council's upgrade to public space in this vicinity. The land in these areas is flat and characterised by large, underutilised, low amenity commercial/ industrial sites under single ownership. They are also located in the nexus of important physical and social infrastructure as well as key natural amenities such as Waikanae and Midway Beaches and Alfred Cox Reserve.

A total area of 35.6 hectares has been identified for potential residential development in the short to medium term. It should be noted that the potential rezoning for residential uses and the theoretical development capacity is likely to be greater than those available from the sites identified. However, this theoretical potential has not been considered as it would likely require further site amalgamation. Development capacity modelling for the purpose of this Framework has focused on utilising the existing property boundary lines, and as such has not explored the possible implications of the amalgamation of properties. For larger sites such as the Awapuni Block, there would be merit in undertaking detailed masterplanning of these sites in collaboration with land owners and the community to ensure that future development can be delivered in a coherent manner while also being staged to allow for individual landowners to bring forward their sites as and when they are capable.

In addition to rezoning and development incentives it will be important to improve the general amenity of the City Centre. Amenity is crucial in attracting residential development. Expansions or upgrades of public open space and facilities as well as transport improvements identified in other key moves as well as existing Council strategies will also be important in ensuring residential development in and around the City Centre is attractive to the market.

MODELLING METHODOLOGY

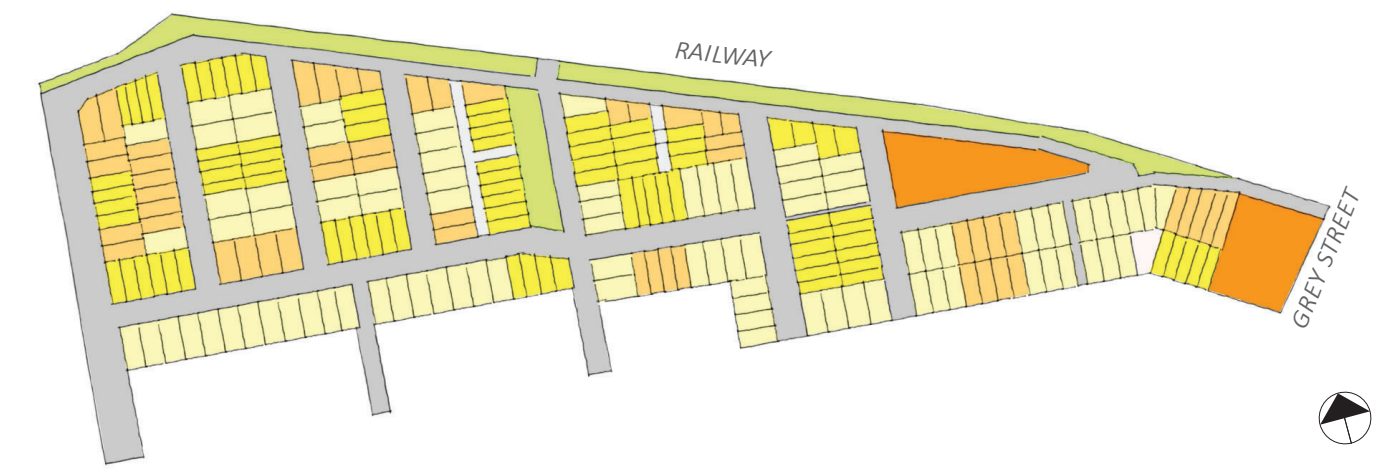
A modular approach as shown below has been adopted to test potential development capacity on development sites identified. By varying the width but ensuring block depth remains relatively consistent this enables lots to be interchangeable depending on the desired density and street edge condition that may be considered appropriate for a specific location.

In determining the potential development capacity, two scenarios have been tested. The first scenario is based on the existing density controls for the 'Inner Residential Zone' which enable one unit per 350m², duplex type housing on a lot size of 280m² and terraced housing on a lot size of 250m². The second scenario is based on removing density controls and features a variation in lot sizes from 175m² to 350m² with lot widths as narrow as 7m in addition to some limited provision for three-storey walk up apartments (identified as the orange lots opposite). Lot widths down to 7m still enable the development of duplex type housing and are also able to comfortably accommodate terraced housing which can typically go as narrow as 4.5-5m in lot width. In some instances,

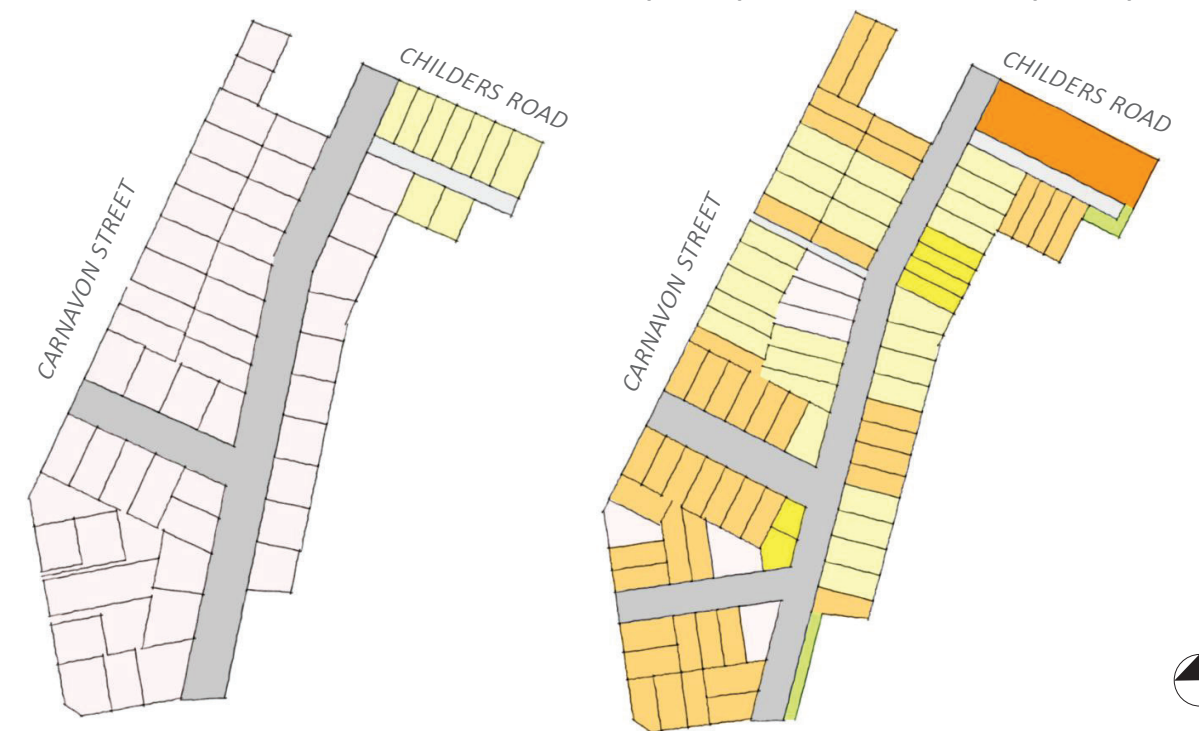
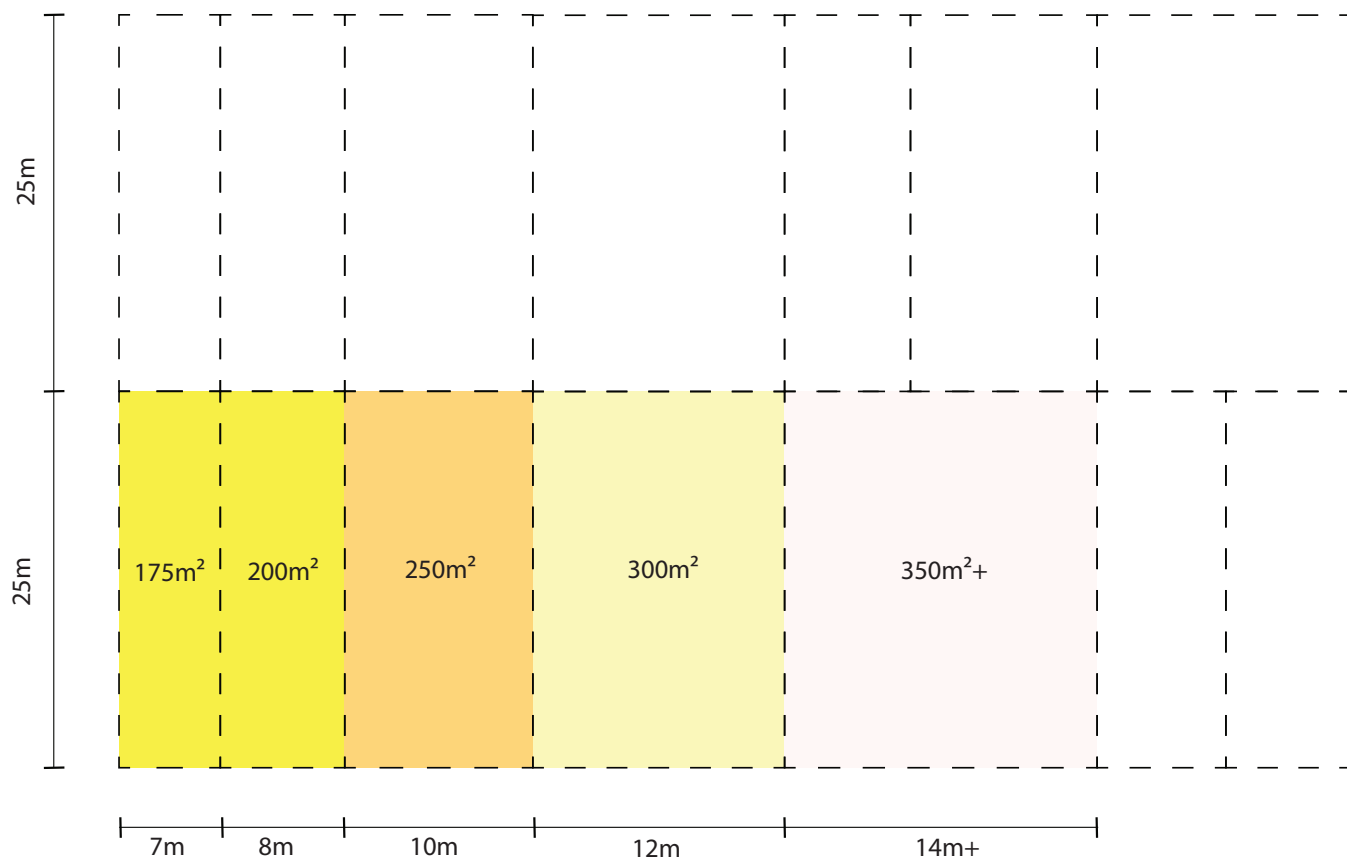
smaller lot depths have been assumed – for example, as much of the City Centre is based on a lot structure derived from 20m x 50m sites. The development of terraced or duplex housing can also successfully be accommodated on a lot depth of 20m.

Where new roads or links may be required, a width of 15m has been adopted. This enables two lanes of traffic (6.5m), a single row of parking bays (2.5m) and footpaths either side of the carriageway (3m). For larger amalgamated sites it has been assumed that approximately 25% of the site area will be dedicated to access and/or public open space.

Examples of how this approach has been applied to the 10.8 hectare Awapuni Block and 3.3 hectare collection of industrial and vacant sites at 152-174 Carnavon Street is provided in the figures to the right. Depending on the scenario adopted, between 250-380 new homes could be created across these two sites which equates to 15-22% of those required to accommodate Gisborne's anticipated housing growth.



AWAPUNI BLOCK - EXISTING DENSITY CONTROLS (ABOVE) V RELAXED CONTROLS (BELOW)



CARNAVON STREET - EXISTING DENSITY CONTROLS (LEFT) V RELAXED CONTROLS (RIGHT)

HOUSING TYPOLOGY PRECEDENT IMAGERY

The Table below provides a summary of the potential development capacity of the identified sites based on the two different density scenarios. This table shows that with the adoption of less restricting controls which promote the development of

typologies as shown on the right (combined with other enhancements as discussed in within the CCSF), a substantial portion of future homes growth in Gisborne could be accommodated in and around the City Centre.

| Site Name | Size (ha) | Capacity (low) | Capacity (high) |
|-------------------------------|-------------|----------------|-----------------|
| <i>Inner Marina Precinct</i> | | | |
| 52 Wainui Road | 0.1 | 3 | 6 |
| 19 Hirini St | 0.3 | 10 | 15 |
| Gisborne Bowling Club | 0.57 | 16 | 22 |
| Harbour View Marine | 0.33 | 11 | 13 |
| 1 Wainui Road | 0.19 | 12 | 12 |
| <i>Grey Street Precinct</i> | | | |
| 144 Peel Street | 1.44 | 38 | 54 |
| 156-158 Kahutia Street | 0.2 | 6 | 10 |
| 202 Grey Street | 0.126 | 5 | 7 |
| 155 Kahutia/197 Bright | 0.2 | 6 | 10 |
| 198 Grey Street | 0.1 | 3 | 6 |
| Bright St Car Park | 0.2 | 6 | 10 |
| 132 Childers Road | 0.48 | 13 | 20 |
| 100 Peel Street | 0.2 | 6 | 7 |
| 196-246 Childers Road | 0.4 | 12 | 15 |
| 245 Childers Road | 0.12 | 3 | 5 |
| 75 Grey Street | 0.6 | 15 | 30 |
| 41 Derby Street | 0.05 | 1 | 3 |
| 268 Grey Street | 1.22 | 29 | 40 |
| 154 Kahutia St | 1.1 | 24 | 34 |
| <i>Awapuni Precinct</i> | | | |
| 261-267 Grey Street | 3.5 | 64 | 90 |
| Awapuni Road | 10.8 | 200 | 277 |
| <i>Childers West Precinct</i> | | | |
| Old St Marys | 2.7 | 58 | 81 |
| Carnavon St West | 4.1 | 73 | 124 |
| Carnavon St East | 3.3 | 59 | 100 |
| 345 Childers Road | 1.7 | 40 | 63 |
| 124-126 Disraeli St | 0.28 | 8 | 16 |
| 106-120 Disraeli St | 0.66 | 18 | 23 |
| 406 Gladstone Road | 0.34 | 11 | 14 |
| 430 Gladstone Road | 0.2 | 6 | 10 |
| Total | 35.5 | 756 | 1117 |



3-STOREY TERRACED HOUSING - 4.5-7.5M LOT WIDTHS



MODULAR DUPLEX HOUSING - 8.5M LOT WIDTH



ZERO-LOT DETACHED HOUSING - 9.5M LOT WIDTH



ZERO-LOT PAPAKAINGA HOUSING - 9M LOT WIDTH

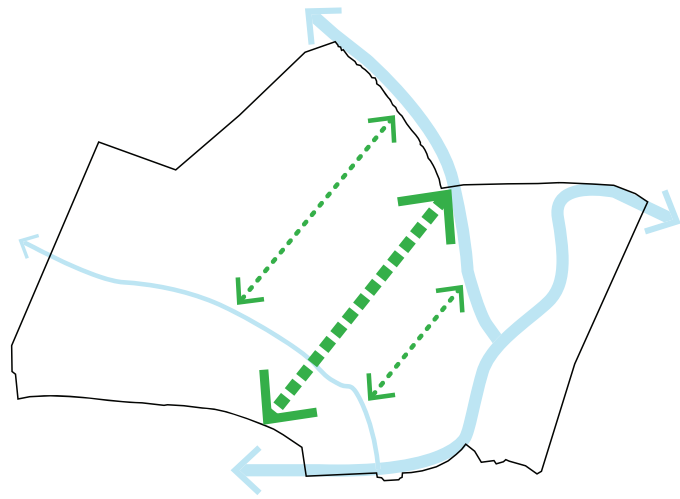


2-STOREY TERRACE HOUSING - 5.5M LOT WIDTH



2-STOREY TERRACE HOUSING - 6.5M LOT WIDTH

4.3 THE LINEAR PARK



Previous Council reports including the UDS, CBD Streetscape Assessment, Tairāwhiti Navigations and the Walking & Cycling Strategy have all identified the need to address the existing environment along several cross-town streets between the Taruheru River and Waikanae Creek. There is an aspiration to develop Grey Street into a strong pedestrian and cycleway axis to strengthen cross-town circulation via active modes of travel. In addition, the spatial analysis along with existing Council strategies such as the Street Trees Plan 2018 have identified a lack of mature vegetation across the City Centre and in particular, along the majority of streets which forms the primary area of public open space within the study area. Street trees are often planted sporadically along these streets and there is a lack of consistency in tree planting both in terms of size and species. This contributes to a number of issues around the character, amenity and vitality of the City Centre, the street network's ability to support active modes of travel, as well as adaptation and mitigation of the impacts of climate change. These streets are underutilised public open spaces as an area for play and leisure – their use is limited solely to a transport function that contributes nothing to the sense of place in the area. Cities are primarily places where people (as opposed to vehicles) concentrate, and they use streets for not only walking, but also resting, sitting, playing, and waiting. This requires making people the highest priority in street (re)design across the City Centre.

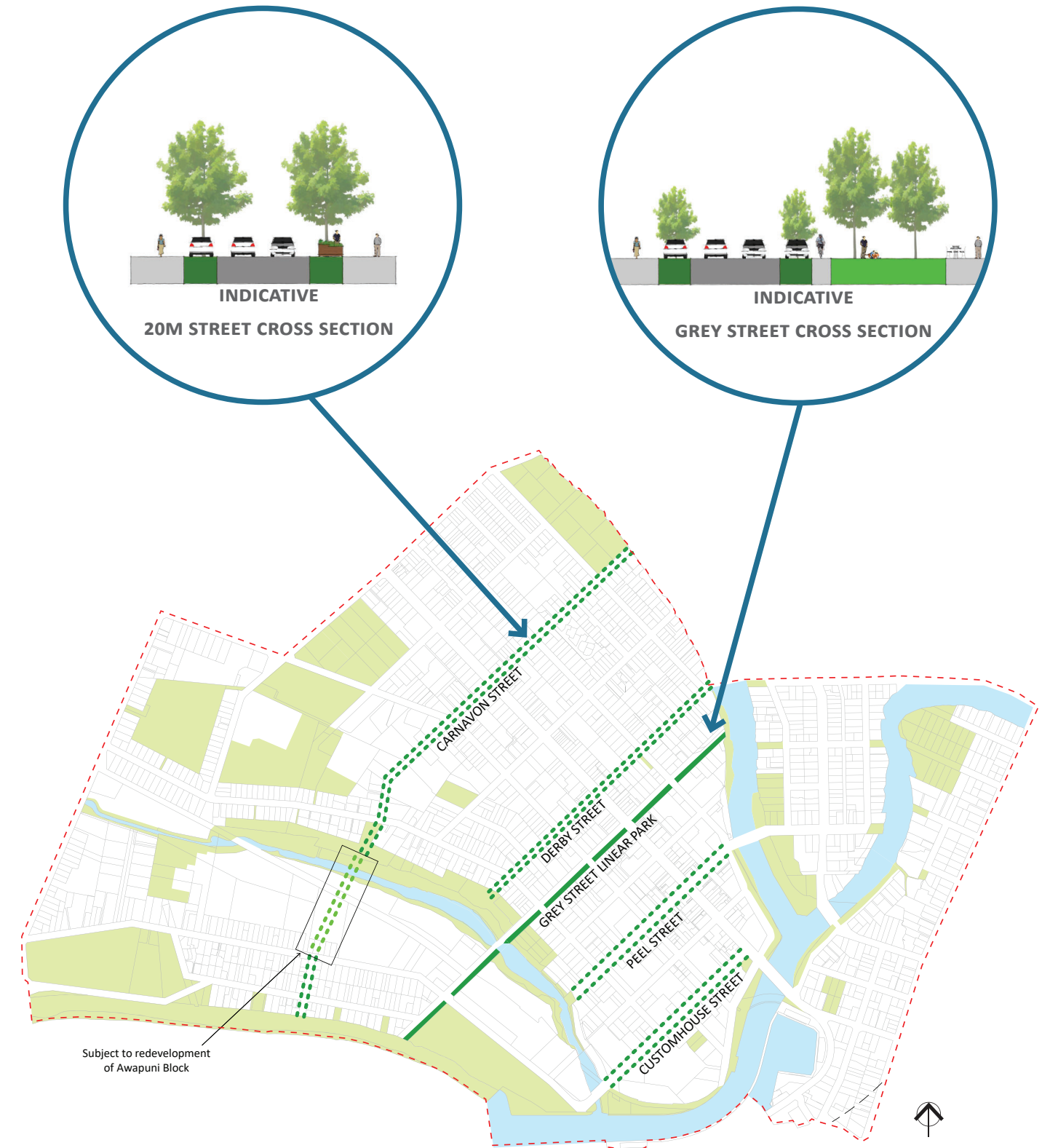
Urban Design Analysis
 Gisborne CBD Spatial Framework
 B&A Ref # 17198

To address the above matters as well as other issues identified within the spatial analysis (e.g. a general lack of mature vegetation within the City Centre, no all-weather public space, amenities for children), the development of a 'Linear Park' along Grey Street could act as a major catalyst for the revitalisation of the City Centre and its surrounds.

The Grey Street Linear Park should be supported by a number of enhanced "green links" along other key east/ west routes which connect major green open spaces and cross the City Centre such as Peel Street, Derby Street, Carnavon Street and Customhouse Street. These streets are local streets with existing low traffic volumes and primarily serve local people accessing shops and services. They have a reduced movement function in terms of the street hierarchy and their width also offers a significant opportunity to rethink how space is allocated and what alternative functions can be accommodated within the street corridor in line with the framework set out within the Street Trees Plan 2018.

GREEN LINKS

The City Centre will benefit from increased street tree planting as set out in the Street Trees Plan 2018. In line with the strategic framework set out within this plan, the "green links" should be the most intensively planted streets within the City Centre to signify the relationship with the surrounding open space network. Spacing between street trees should be as small as possible. The current car parking zones, where appropriate, should be replaced in part with a mix of tree planting (via build outs) and other placemaking elements such as model filters (refer to Key Move 5) and Parklets (refer to Key Move 6). This will enhance amenity within the City Centre and support street designs which slow vehicular traffic and can support increased walking and cycling. More intensive street planting will also increase shade during summer months to lower ambient temperatures in the surrounding area and capture stormwater, helping to mitigate against the impacts of increased intensive rainfall events.



GREY STREET LINEAR PARK

Central to the idea of creating more people focused spaces, reconnecting the City Centre with the surrounding natural environment and stimulating development is the Grey Street Linear Park. Grey Street extends 1.3km from Waikanae Beach in the south through to the Taruheru River in the north. With the exception of the bridge over the Waikanae Creek, the Street is 30m in width. Currently, the majority of the street is allocated to 2-lanes of general vehicle traffic, car parking and manoeuvring space.

Over its length, Grey Street moves through a range of different urban environments (e.g. the retail core along Gladstone Road or the open space area bordering Waikanae Creek). This creates a different character and usage pattern and provides important context in terms of how the redesign of Grey Street could take shape. Similarly, the final street (or park) design can help influence the desired character Council may have for the areas along the Street. However, the majority of its length is dominated by a typical cross-section as shown to the right. This provides poor legibility and amenity for the City's key cross-town street, in turn influencing low-quality built form along much of its length. The width of the carriageway and manoeuvring space for parking also make Grey Street difficult to cross and the treatment of major intersections such as Grey/Childers streets also acts as a barrier to movement for pedestrians and cyclists.

The Grey Street Linear Park would link the key existing open spaces of Waikanae Beach, Alfred Cox Reserve, and Taruheru River with Gladstone Road and could become a community focal point as well as an active space for recreation, exercise, leisure and storytelling. Just as road extensions or widening have historically enhanced travel for motorists inducing more traffic, superior street design can encourage more walking and cycling by making it more attractive. This is a critical element of a modern city as every trip begins and ends with walking, and therefore everyone is a pedestrian on a city's street at some point in time.

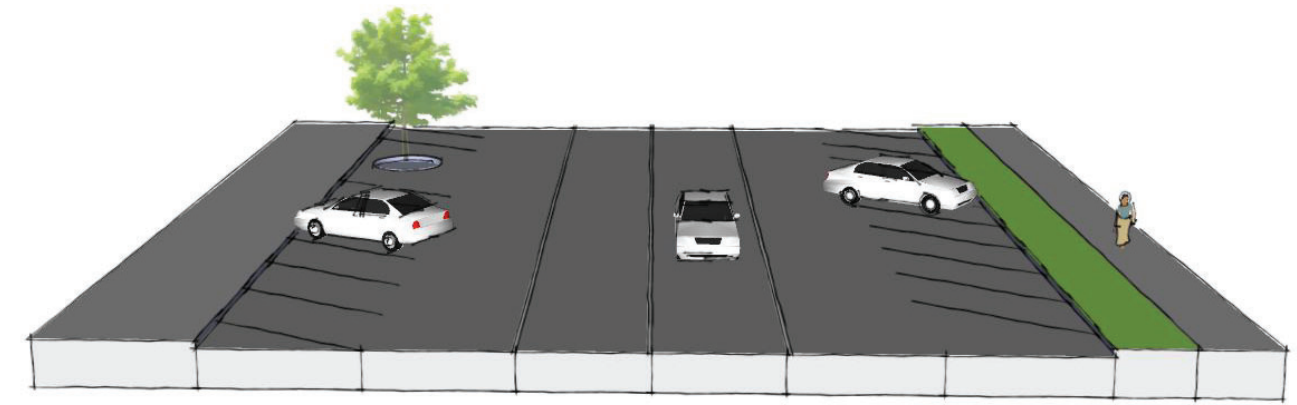
A potential cross-section is shown to the right. Within the 30m width of Grey Street it would be possible to accommodate a 9-10m landscaped park space whilst maintaining two-way vehicle flows, some on-street parallel parking interspersed between stormwater features such as raingardens, and footpaths on either

side up to 4m in width.

There would be a number of benefits in repurposing some of the existing space within Grey Street to a park-like function, notably:

- Increased biodiversity and habitat for birds and insects within the City Centre;
- It will compliment the City's natural character and identity by complementing and linking key natural features and public open spaces.
- Increased shade to provide relief to residents, workers and visitors during hot summer months. Large trees with good soil moisture can reduce local temperatures through shading and evapotranspiration and help reduce cooling demand and associated energy consumption of buildings through summer.
- Improved stormwater quality through a reduction of contaminants entering the stormwater system.
- Increased landscaping and planting complements the built environment, softens the appearance of hard surfaces, and provides a visual screen.
- Related to the above, improved outlook and amenity within the City Centre. In addition, international research has noted that properties on tree-lined streets are generally valued higher than those on streets without trees which in turn may improve the viability of redevelopment within this part of the City Centre; and
- Better public health outcomes through encouraging more people to walk and cycle.

The length of Grey Street would also enable for different park elements to be incorporated along its length (e.g. hard paved area for outdoor dining, playgrounds) and would serve to reinforce the City Centre as a destination where there a range of things for people to do. A linear park along Grey Street would also help bring the existing recreation and leisure network through the City Centre, rather than its current extent which is limited to the banks of the rivers and creeks which surround the City.



THE EXISTING GREY STREET CROSS SECTION



A CONCEPTUAL REDESIGN TO GREY STREET TO ACCOMODATE THE LINEAR PARK WHILST MAINTAINING KEY MOVEMENT FUNCTIONS



Beach Creek City Fringe Core River

THE LINEAR PARK SHOULD RESPOND UTILISE CONSISTENT DESIGN ELEMENTS WHILE RESPONDING TO THE LOCAL CONTEXT OF THE DIFFERING "PRECINCTS" THE STREET PASSES THROUGH

PRECEDENT IMAGERY



GREEN LINK - FRANKLIN ROAD, AUCKLAND CITY FRINGE, NZ.



GREEN LINK - GREYS AVENUE, AUCKLAND CITY CENTRE, NZ.



LINEAR PARK - DALDY STREET, AUCKLAND CITY CENTRE, NZ.



LINEAR PARK - MIRABELLE GARDENS, OLYMPIC VILLAGE, ENG.



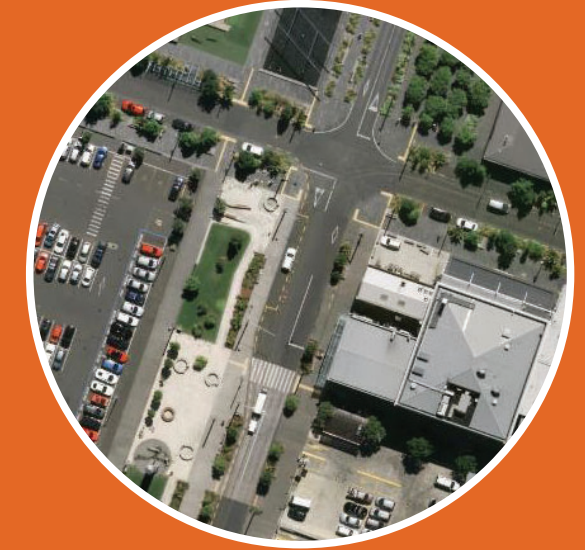
LINEAR PARK PLAY SPACES - THE GOODS LINE, SYDNEY, AUS.



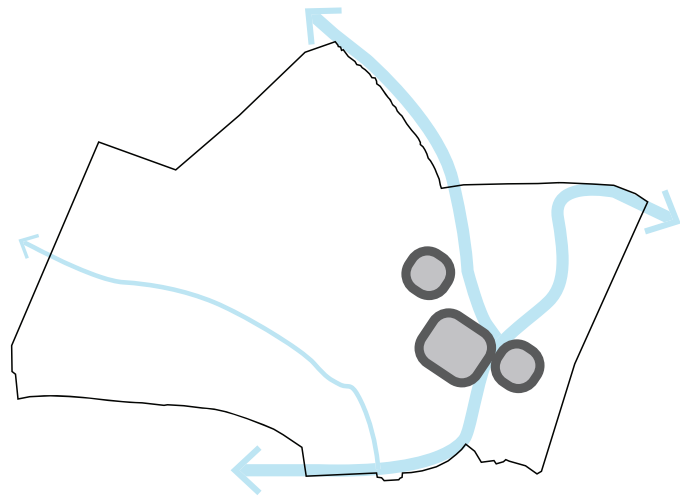
LINEAR PARK/URBAN PLAZA - LEWIS CUBITT PARK, KINGS CROSS, ENG.

**CASE STUDY:
DALDY STREET, AUCKLAND**

Daldy Street, in Auckland's Wynyard Quarter, is a 600m linear park currently under development which links the Waitemata Harbour with Victoria Park, a major public open space within central Auckland. Daldy Street has acted as a major catalyst for the redevelopment of this former industrial/ port area. Daldy Street provides a range of different spaces over its length which suit a range of different functions. These include: grassed spaces for relaxation, outlook and stormwater retention; play spaces for children and general activation of the space; and hard paved areas with water features or art which is used to reflect the history of the site. A consistent planting and furniture palette is used throughout the park which also provides important amenity and shade for users of this space. This park has been progressively developed in stages since 2012 as the area undergoes continued regeneration and redevelopment. Final completion is targeted by mid-2020.



4.4 TOWN SQUARES



The City Centre, and Gisborne more generally, currently lacks all-weather, paved open spaces (with the exception of streets, including Treble Court and future 'Arrival Plaza' being delivered as part of the Inner Marina upgrades). In addition, there are no obvious dedicated areas for civic functions to cater for important activities such as protests, commemorations or markets. A town square is a common feature of most "Western" towns and cities, including in New Zealand and often serve as the political, economic and social heart of an urban area. Such open spaces are generally of a size to enable large crowds to gather for events ranging from food or seasonal markets, rallies, concerts and celebrations which helps add to the diversity and use of the City Centre helping to attract more visitors into an area. The success of these spaces is generally derived from their location and proximity to the City Centre. Many retail or food and beverage outlets along with important civic buildings generally front onto these spaces, ensuring continued activity and interest throughout the day.

A brief visual analysis was undertaken of the City Centre to determine suitable locations for such a space. Existing areas of open space including the street network are considered the most viable options for the development of a new town square. The potential for land acquisition and building demolition around important heritage or civic buildings was discounted due to potential cost. As such, and based

on the spatial analysis undertaken in the preceding sections, the most logical place for the development of Gisborne's primary 'Town Square' was Heipipi Reserve and the southern end of Gladstone Road. Other potential locations for new town squares or plazas to complement the existing green and blue network of open space within the study area could include:

- Treble Court – This space could leverage of the recent upgrade to the HB Williams Memorial Library and other important locations in close proximity such as the Bright Street Bus Terminal.
- Lowe Street – east of Gladstone Road, this Street could be closed to through traffic to create a shared space/ plaza area with the Wi Pere Memorial and Taruheru River as a focal point. This location would also support the establishment of an amenable dining precinct to capitalise on the streets orientation and proximity to the river and Gladstone Road.
- The junction of Grey Street and Gladstone Road – the meeting point of Gisborne's two primary streets, this junction is bordered by some of Gisborne's tallest buildings and several heritage buildings and a new square in this location would complement the proposed Grey Street Linear Park and Council aspirations for a shared space along Gladstone Road.
- The junction of Peel Street and Gladstone Road – The block structure, street network, movement patterns and extent of primary retail frontages means that this junction reads as the true centre of the City.

Precedents of different types of squares and plazas with similar characteristics to the above examples are provided to the right and overleaf. Key characteristics of these spaces include the use of mature vegetation to provide shade and definition of spaces, street furniture to enable people to rest and linger in these spaces, and active frontages to provide vibrancy and a level of passive surveillance to support safety.



INFORMAL ROUNDABOUT/ PLAZA SPACE ON AN ARTERIAL ROAD - BEXLEYHEATH, ENG.



INFORMAL INTERSECTION TO CREATE AN URBAN PLAZA - HACKNEY, ENG.



CENTRAL PLAZA/ HERETAUNGA STREET - HASTINGS, NZ.



HEIPIPI RESERVE - GISBORNE'S TOWN SQUARE

The site is in an highly visible location, was identified as a key node within the Tairāwhiti Navigations Masterplan, and acts as a stepping stone between the City and the waterfront. This area is also bordered by important civic buildings including the Police Station and District Court (it is also visually connected with the Council offices) and is located at the crossroads of the City's important transport links from the north (Gladstone Road), east (Wainui Road), south (the Port) and west (Awapuni Road). Furthermore, Heiipi Park has significance to local iwi and for post-European settlement which provides a structing narrative to the future design and use of this site. Specifically:

- The Turanganui River, which would form the eastern edge of the square is unique in New Zealand's history in that it is the site where the first formal meeting between Maori and European took place;
- The site is the site of a pallisaded Māori village used by local iwi prior to European settlement;
- The area was the site used by early European settlers as a key trading post and area for meetings between Māori and European – the significance of this site in terms of trade and interaction could be reimagined through the introduction of farmers/night markets or street vendors to help activate the space and bring people back into the City Centre;
- The site was also the historic location of Gisborne's original Chief Post Office which housed a number of vital civic functions essential for day to day living including the telephone and telegram exchange, customs department, and local bank. The Post Office was the communication centre of Gisborne and provided a vital point of contact between other centres to foster commerce and growth of the City throughout the late 19th century. In addition, distances to and from most

towns and cities in New Zealand were historically measured from their respective main Post Office.

- Heiipi Reserve currently includes the carved canoe prow – Taiahu – which reflects back to the significant navigational history of the City as the landing site of three waka as well as Cook's first landing site in New Zealand.

A major barrier to the success of a town square in this location is the presence of State Highway 35 between Gladstone Road and Heiipi Reserve. State Highway 35 carries a high volume of vehicles including heavy vehicles associated with primary industries in the region travelling at speeds of up to 50km/h. Large vehicles present a significant safety challenge for vulnerable users such as cyclists and pedestrians, particularly seniors, children, and people with disabilities. To address this issue, it is recommended that vehicle speeds be restricted to 30km/h through this area. This is a safe speed for cycles to ride in mixed traffic and presents low risks to people walking along and crossing the street. This speed limit should be applied generally through the core City Centre area identified in Key Move 1. In addition, the carriageway could be raised and its width reduced through the removal of some vehicle movements such as left turns from Customhouse Street onto Gladstone Road, or straight through movements from Wainui Road to Gladstone Road.

An illustrative concept plan for how a town square in this local could be developed is provided overleaf.

CASE STUDY: JEAN BATTEN PLACE, AUCKLAND

Jean Batten Place was part of a wider upgrade to six streets and laneways in Auckland's City Centre. The project removed conventional kerbs and installed a single level paving surface across the full width of streets to create a series of shared spaces. This enhanced pedestrian connectivity within this area of the City Centre and provided much-needed outdoor space for adjacent businesses who subsequently expanded into these areas to provide outdoor dining for patrons. The success of the project in attracting footfall also encouraged the redevelopment of adjacent properties through the provision of several new retail tenancies along the eastern elevation of the Street (refer image bottom right). Jean Batten Place along with the wider Fort Street Precinct has subsequently been come to be viewed as an urban place/ destination in its own right.



Before



After

HEIPIPI PARK ILLUSTRATIVE CONCEPT & PRECEDENTS



1. TERRACING TO ADDRESS SLOPE & PROVIDE SEATING



2. RAISED CARRIAGEWAY BETWEEN PARK SPACES

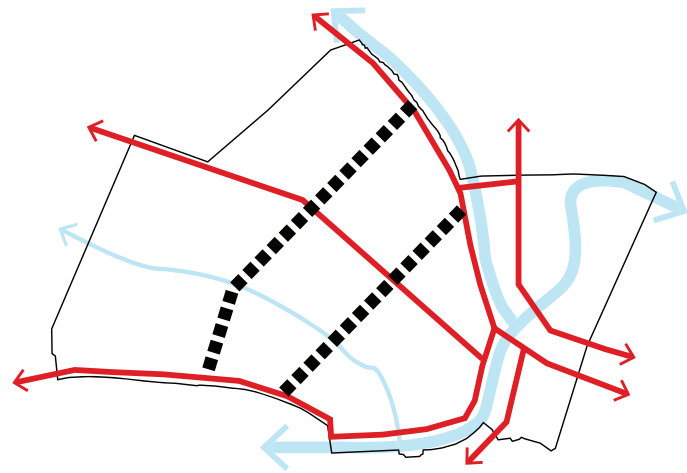


3. TREES TO DEFINE SPACE AND STRUCTURE



4. LANDSCAPING TO PROVIDE SHADE & VISUAL AMENITY

4.5 CROSS-TOWN CYCLE LINKS



Due to the nature of the region and limited alternative modes of transport (for example buses) available for those at the fringes of the wider Gisborne urban area, vehicle access into the City Centre via key arterial routes will remain an important requirement in ensuring the City Centre remains vibrant and successful. Increasing travel choices in Gisborne and becoming less reliant of cars will have a number of benefits in supporting a revitalised and vibrant City Centre. Specifically:

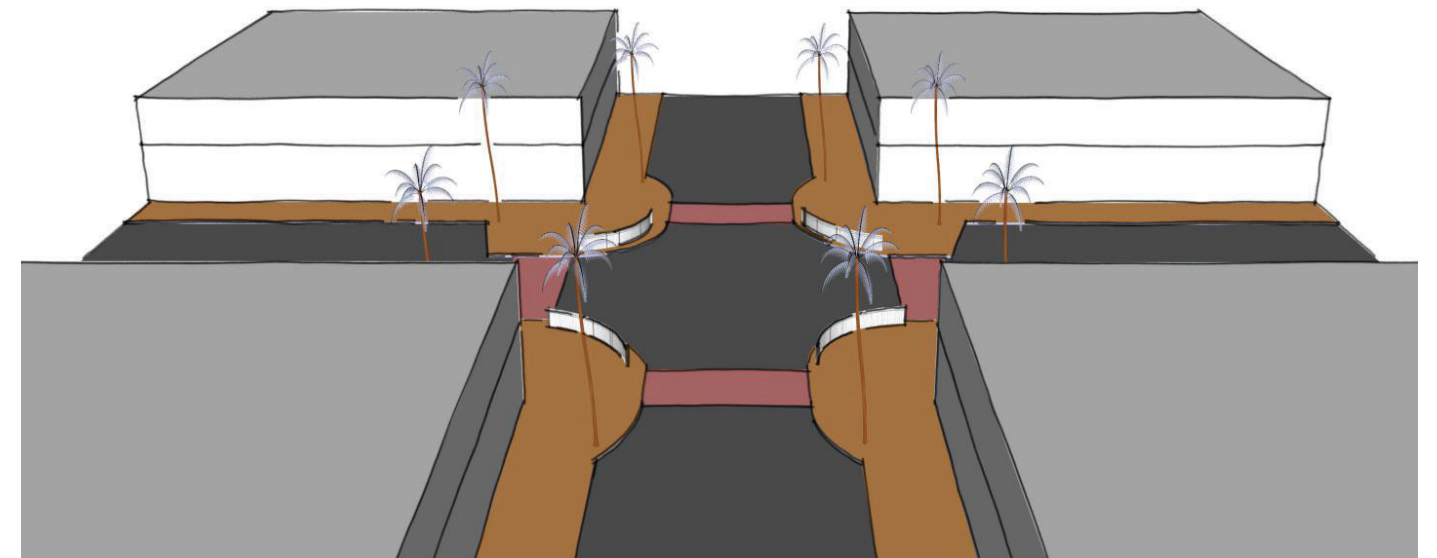
- Reduced vehicle use can support a reduction in the amount of land being dedicated for carparking (both on streets and within individual development lots). This enables creation of spaces for other uses such as public/ private open space or housing.
- Cycling is an efficient and cost-effective means of travel. A reduction in vehicle running costs and healthcare costs from reduced driving and increased cycling could save residents money that could be used for other purposes such as discretionary spending at local businesses.
- It can reduce demand on the existing roading network avoiding the need for expensive infrastructure upgrades to accommodate growth.
- Travel times for cyclists are more predictable than those driving. Cyclists are generally able to bypass traffic and don't have to worry about

searching for empty parking spaces.

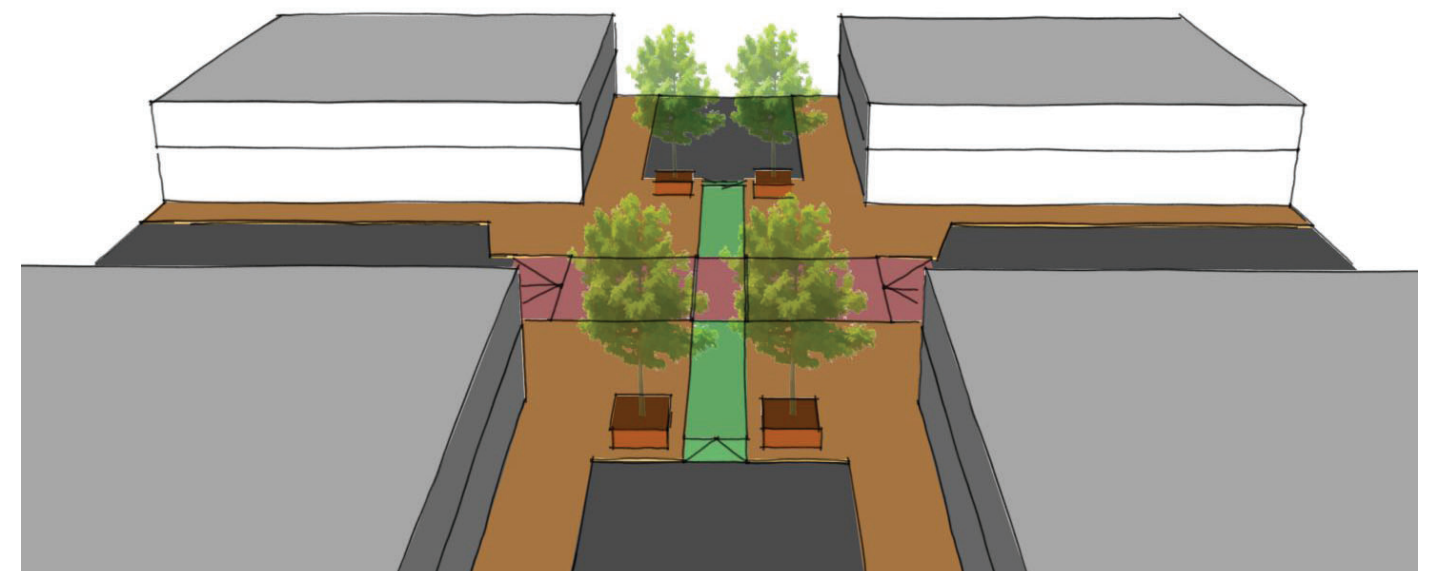
To support the above benefits, the development of cross-town cycle links and a strategy of filtered permeability is proposed.

CROSS-TOWN ROUTES

As set out within the spatial analysis, Gisborne is generally well supported by radial cycle routes along the beach and major arterial roads such as Ormond Road, Childers Street (in part) and Wainui Road. These routes converge at the City Centre in the vicinity of Heipipi Park. However, a key gap in this network is the provision of cross-town (also known as orbital) cycle links. Within the Study area two key cross-town cycling links have been identified along Carnavon Street (from the Hall Street Footbridge to Waikanae Beach) and Derby Street (from the Derby Street Footbridge to Alfred Cox Reserve). These routes would connect with existing cycle routes provided along Ormond Road, Childers Street, Alfred Cox Reserve and Waikanae Beach and help to deliver a complete cycle network that can cater for a wider range of trips, be it for work or leisure. Provision of improved cycling infrastructure should also be provided for within the Grey Street Linear Park. Where possible these routes would be shared with vehicular traffic, albeit slowed and reduced in volume. Where necessary, for example crossings on major arterial roads or sections of streets with higher traffic and heavy vehicle volumes, physical separation would be required to ensure the route is safe and inviting for potential users. The provision of a network of interconnected cycle routes will be critical in boosting cycling (or movement via other wheeled mobility devices such as e-scooters) within Gisborne and reducing dependence on cars to travel around the City Centre and its surrounds. Evidence from Auckland's emerging cycle network has shown substantial increases in cycling numbers when individual cycle routes are connected with one another as compared with the creation of new cycling routes in isolation. This is often described as the "network effect".

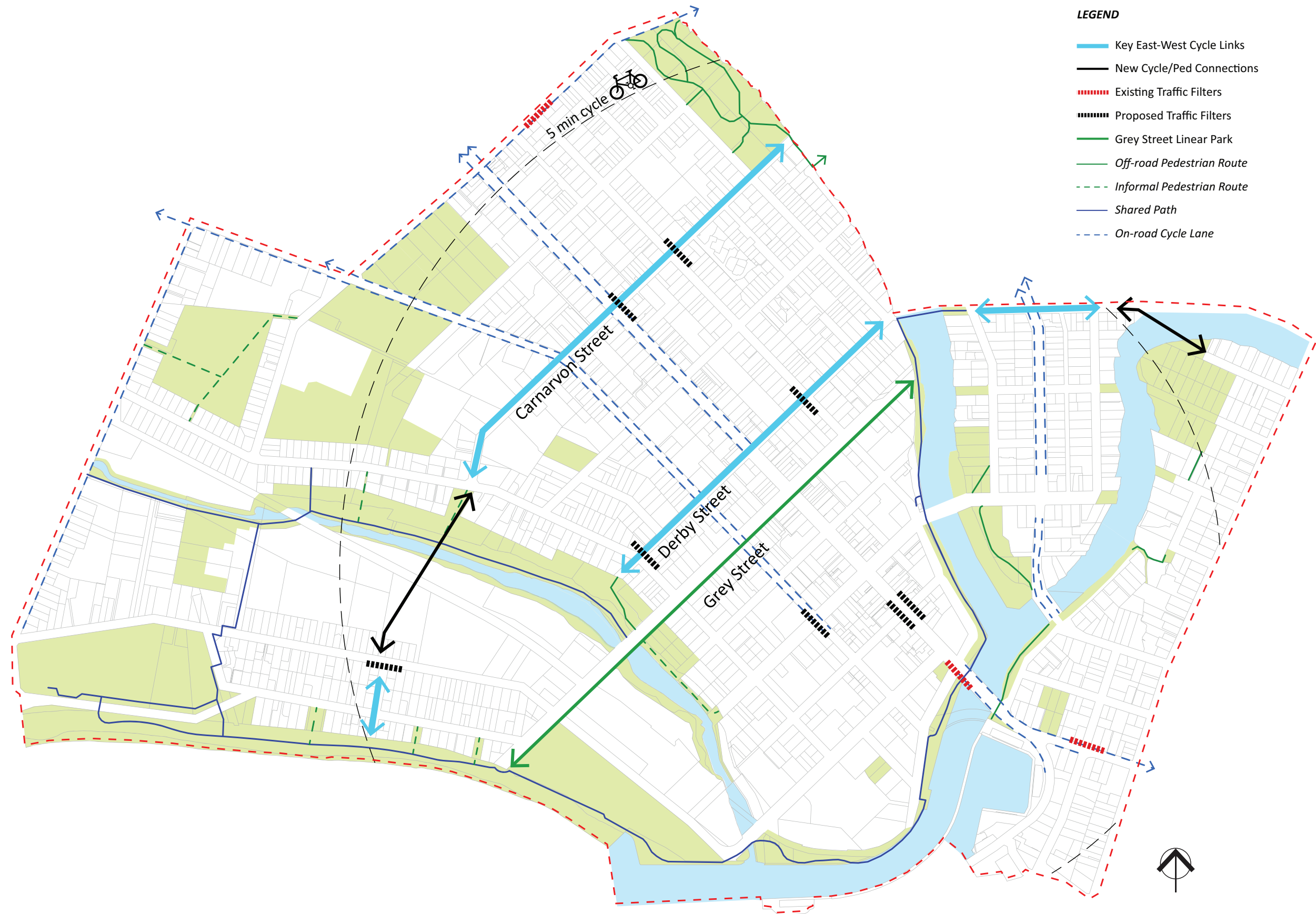


LOWE STREET/ GLADSTONE ROAD - EXISTING.



LOWE STREET/ GLADSTONE ROAD - POTENTIAL WITH FILTERED PERMEABILITY

PROPOSED CROSS-TOWN CYCLING STRATEGY



- LEGEND**
- Key East-West Cycle Links
 - New Cycle/Ped Connections
 - - - Existing Traffic Filters
 - - - Proposed Traffic Filters
 - Grey Street Linear Park
 - Off-road Pedestrian Route
 - - - Informal Pedestrian Route
 - Shared Path
 - - - On-road Cycle Lane

FILTERED PERMEABILITY

To further support the development of improved cross-town cycling in the City Centre, it is recommended that a programme of ‘filtered permeability’ is adopted by Council. Filtered permeability or modal filtering generally requires placing physical barriers at some intersections to divert some motorised traffic, while allowing other modes (walking and cycling) to filter through. The focus for filtered permeability should primarily be on and around identified cycle routes where they cross major arterials or connector routes as well as in the vicinity of schools.

Filtered permeability measures can be implemented quickly with a tactical urbanism approach using bollards or planter boxes (refer to Key Move 6). Alternatively, they could be incorporated with a more substantial public realm upgrade (for example, a new shared space/plaza on Lowe Street) to help in reducing motor vehicle volumes and speeds on specific roads. Filtering vehicles will help to significantly reduced traffic volumes and speeds along streets which improves cyclist comfort and safety. Both actual and perceived levels of comfort and safety have been shown to be critical in encouraging further uptake of cycling (and walking) as a safe and reliable mode of transport – especially for women and children.

Initially, it is recommended that some of the intersections along Lowe Street, Carnarvon Street and Derby Street be closed to through vehicular traffic onto major arterials such as Gladstone Road and Palmerston Road whilst still supporting cycle and pedestrian movements. Derby Street already forms a strong east/west cycle link with connection over the Taruheru River to Alfred Cox Reserve while Carnarvon Street could form a major cross-town cycle route combined with the development of the Awapuni Block. These could easily be done on a trial basis to assess the potential impacts with any remaining space being repurposed for activities such as outdoor dining, planting or play spaces to help address other issues identified across the City Centre.



EXISTING MODAL FILTER, PALMERSTON ROAD, GISBORNE.



EXISTING MODAL FILTER, READS QUAY, GISBORNE.



MODAL FILTER INCORPORATING GREEN SPACE, AUCKLAND, NZ.



LOW-COST MODAL FILTER (PLANTER & BOLLARD), WALTHAMSTOW, ENG.

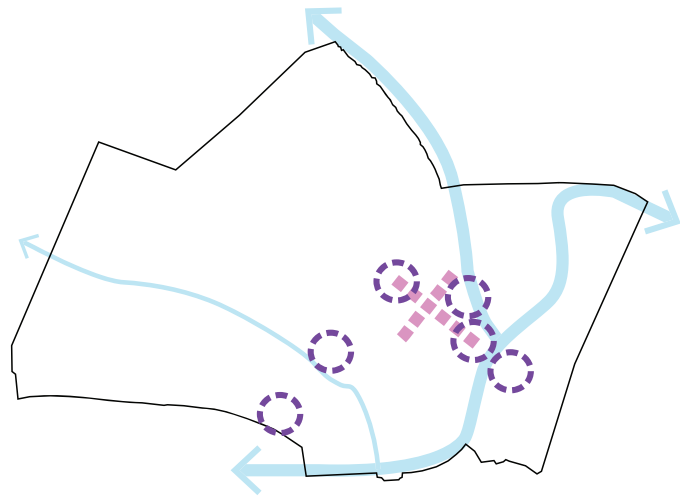


MODAL FILTER COMBINED WITH A RAISED CROSSING AND STREETScape UPGRADE, HACKNEY, ENG.



MODAL FILTER WITH LANDSCAPING, WALTHAMSTOW, ENG.

4.6 TACTICAL URBANISM



Tactical urbanism, also referred to as place activation, involves temporary or interim design changes for streets and public open spaces using low-cost materials. Temporary, light touch and low-cost projects can change the way a street or public space looks and feels can have a big impact on people's lives, and be the first step towards more permanent changes. Tactical urbanism could be an important tool to help deliver a City Centre that is more welcoming, greener, healthier and better for business as well as for residents and visitors.

These projects allow people to see how a new approach to the design of our public spaces can benefit them, showing the potential of their local streets for uses other than moving cars. These interim design strategies realise some of the benefits of a full reconstruction in the short term, and can ultimately help build local support for projects or test their consequences so that these can be addressed as part of a more permanent solution. In the short term, tactical urbanism will be important for helping to deliver more strategic, high-cost interventions proposed within the CCSF such as the Grey Street Linear Park.

The range of projects that can be delivered as part of a tactical urbanism approach is vast:

- a one-day closure of a street for a community festival or market;
- planting new flowerbeds;
- A pop-up outdoor cinema;
- a new street design tested for a limited period of time;
- repurposing parking spaces to provide outdoor dining space for cafes and restaurants during summer;
- a seasonal closure of a street to create an entertainment and dining precinct;
- art and lighting installations.

Examples of the type of measures that contribute to a tactical urbanism approach are provided in the images to the right.

TACTICAL URBANISM STRATEGY

To support this key move, it is recommended that a 'Tactical Urbanism Strategy' is developed to provide a framework for the implementation of a wide range of projects by not only Council but non-profit organisations, grass-root organisations, iwi, BIDs, schools and residents.

Key elements of this strategy would include both large and small-scale activation, parklets, events, funding, approvals and responsibilities. Many of the elements which make up tactical urbanism are addressed in some part in existing Council documents such as the 'Art in Public Places Plan' or 'Parks and Open Spaces Plan'. The 'Tactical Urbanism Strategy' would focus on the City Centre as a whole (and other centres around the region) to provide a clear, coordinated framework to support redevelopment and regeneration of the area.



STREET ACTIVATION THROUGH PUBLIC ART DISPLAYS - BATH, ENG. & GLASGOW, SCO.



PLACE ACTIVATION THROUGH TEMPORARY EVENTS (MARKETS & CINEMA) - HASTINGS, NZ. & AUCKLAND, NZ.



STREET ACTIVATION WITH TEMPORARY LOW-COST INSTALLATIONS - AUCKLAND, NZ.

LARGE SCALE ACTIVATION

Council and a range of local organisations already stage a number of events in the City throughout the year. For example, farmers and flea markets, food festivals, outdoor movies and a Santa parade. A common characteristic with many of these events is that they are staged outside of the core City Centre in areas like Kelvin Park, the Skate Park, Alfred Cox reserve and the Soundshell. This is in part due to a lack of suitable spaces for these types of activities to be held within the City Centre which Key Move 4 seeks to address. This is also a missed opportunity to help better activate the City Centre and increase footfall for existing retail tenancies of the back of these events. Whilst not all events the Council and other organisations stage would be appropriate within the City Centre, as part a tactical urbanism approach it is recommended that Council develops a strategy to increase the prevalence of events held within the City Centre by adopting measures such as temporary street closures to support events like the farmer's market, festivals associated with key events such as Matariki, or free concerts. During such occasions local businesses like cafes could be invited to 'spill out' into these spaces to provide further activation. A programme of activities throughout the year can act as trials to demonstrate to the wider community how streets and public spaces can be better utilised for activities other than car parking or the movement of vehicles and ultimately support aspirations for the permanent closure of some streets to vehicles or the introduction of shared spaces. A successful example of this type of approach can be found in Nelson City Council's temporary closure of Trafalgar Street.

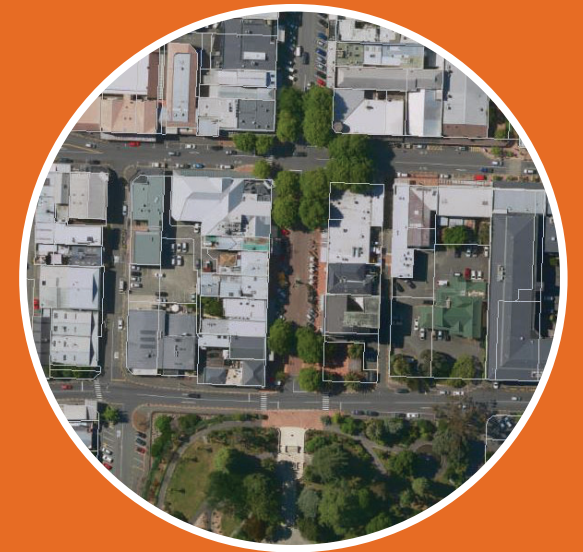
SMALL SCALE ACTIVATION

Another important aspect of tactical urbanism is activation. Activation of spaces is often a critical component in the long-term success of public realm interventions and can provide an important continuity in the attraction of people during more disruptive periods of larger scale interventions (for example, the Grey Street Linear Park). This means introducing elements within the public realm (before, during or after any interventions) that invite people to engage with and enjoy a public space, rather than just use it functionally or avoid it. By ensuring areas remain activated during periods of disruption, potential or actual negative impacts that can arise such as reduced footfall impacting on the viability of retail tenancies can be partially addressed engendering community and business buy-in to Council's strategy. Measures to support activation that should form part a Tactical Urbanism Strategy for Gisborne could include:

- A programme of frequently changing street art;
- Interactive public art or sculptures to play on or be photographed with;
- Public pianos or music equipment for public use;
- Book exchanges;
- More street games. For example, checkers or hopscotch;
- Basketball hoops, table tennis tables or other small-scale sporting attractions;
- Organised performances, busking etc.

CASE STUDY: TRAFALGAR STREET, NELSON

Nelson City Council has undertaken a number of temporary closures of part of Trafalgar Street in Nelson's CBD during summer months. The purpose of the temporary closures was to create an inviting, pedestrian-friendly space for residents and visitors to enjoy. Restaurants and cafes lining the street were invited to extend their dining areas into existing spaces utilised for car parking and traffic movement. The closures still enabled access at all times for emergency vehicles and access during specified hours, for example 07:00am - 09:00am for delivery vehicles. The closure was also used as a trial to test the feasibility of declaring Upper Trafalgar Street a pedestrian mall for four months every summer. The cost of the temporary closure and street improvements was offset by "licence to occupy" fees from the businesses who used the extra space during the closures. To help activate the space, greenery-filled planter boxes were introduced. Businesses provided couches, picnic tables and umbrellas so that people could



linger and relax in the space. Performances and events were also arranged to help draw people to the area to demonstrate alternative uses for the space. Following the closures, Nelson City Council has committed funding to a permanent closure of the street to vehicular traffic.



Temporary Street Closure - Trafalgar Street (source: Nelson City Council)

PARKLETS

In 2005, a group of designers and engineers in San Francisco took over a single metered parking space for a day. Instead of using it to park a car, they introduced a small grassed area with some tables and chairs to mimic a full-size park – a parklet. This act led to the establishment of Park(ing) Day and demonstrated how something traditionally used as a simple parking spot could be a catalyst for change.

Parklets are very small parks or mini-plazas that are constructed in on-street car parking spaces. Parklets are often constructed either where urban park areas are lacking or where footpaths are too narrow to provide adequate space for street furniture and vegetation. Parklets can significantly improve the appearance and function of the streetscape by reclaiming parts of the street for pedestrians and bringing visual interest and vibrancy to its immediate surroundings. The key to their success is often that the design and implementation of these spaces is community led.

Despite their success and increasing popularity overseas, parklets remain an underutilised tool to improve the quality of our environment in New Zealand. Currently in Gisborne, as with the majority of local authorities and road controlling authorities across New Zealand, there is no formal process or guidance about establishing parklets. A quick internet search revealed only Palmerston North City Council provides guidance and standards around the development and installation of parklets. Obtaining Council (or Road Controlling Authority) approval for the installation of a parklet should be simple and common process. As part of a Tactical Urbanism Strategy, it is recommended that Council puts in place a process to enable the wider community (as well as themselves) to quickly and easily establish parklets as a means of improving the vibrancy of the City Centre as well as introducing areas of shade and greenery which are currently lacking across the study area.

Many cities around the world have adopted Parklet design guidance and approvals process to help guide the community in the development, construction and operation of parklets. In addition, parklets should be considered (and specifically included) in any car parking strategy developed by the Council moving forward. Council could also look to create and/or sponsor a competition for local schools or businesses to create parklets to raise awareness of the benefits parklets can have and build momentum for their deployment across the City Centre.

The Parklet approach can also be used to support the installation of modal filters as discussed within Key Move 5.



PARKLETS PROVIDE A QUICK METHOD TO INTRODUCE 'GREEN RELIEF' INTO A STREET ENVIRONMENT



PARKLETS CAN BE USED TO EXTEND SEATING AND PROVIDE OUTDOOR DINING FOR CAFES AND RESTAURANTS



GAMES & PLAY SPACES WITHIN PARKLETS ENCOURAGE PEOPLE TO LINGER AND ENJOY STREETS

5.0 CONCLUSIONS

5.1 RECOMMENDATIONS

This Framework sets out 6 key moves to help continue the regeneration of Gisborne City Centre. Within these key moves there are a number of smaller scale measures or interventions that have been recommended to improve the vibrancy and attractiveness of the City Centre. These have included:

1. Reducing the current extent of the “Central Business District” related zonings to a core City Centre area centred around a 5-minute walking catchment from the intersection of Peel Street and Gladstone Road
2. Associated with 1 above, initiate a comprehensive review and amendment of the underlying resource management framework to enable and encourage consolidation and redevelopment of the City Centre.
3. Stimulate residential development opportunities in the City Centre through the rezoning of land, supporting the masterplanning of major redevelopment sites such as the Awapuni Block, or providing incentives via a reduction in development contributions or rates rebates for pioneering developments.
4. Reallocate existing road space to support the creation of the Grey Street Linear Park. This will enable the introduction of significant vegetation, landscaped areas, play spaces and areas for relaxation within the City Centre and will provide a legible ‘green axis’ linking the natural assets of the Taruheru River, Alfred Cox Reserve and Waikanae Beach with the City Centre.
5. Intensively plant several east-west connector streets which link the Taruheru River and Waikanae Beach to provide visual relief in the City Centre, introduce shade and biodiversity, a reprioritise walking and cycling movements between major open spaces.
6. Investigate the development of a ‘town square’ – a hard paved public open space – within the City Centre to support temporary events and host important civic functions.
7. Investigate the consolidation of temporary events such as Farmer’s Markets to spaces closer to the retail core of the City Centre to increase foot traffic for existing business.
8. Investigate the development of cross-town cycle links to connect existing radial cycle routes and provide a complete cycle network that caters to a wide range of users for a variety of trip purposes such as getting to work, going to the beach, getting to school or visiting friends and family.
9. Adopt a strategy of filtered permeability to promote an increase in cycling and walking across the City Centre.
10. Develop a Tactical Urbanism Strategy to provide a framework for the implementation of a wide range of place activation projects by Council and other organisations to support long-term change in how streets and public spaces within the City Centre are used.
11. Encourage the installation of Parklets across the City Centre to increase the provision of landscaping, street furniture, outdoor dining and play spaces. This could include the development of a guidance document setting out an approvals process to install parklets, sponsoring parklet competitions or acting as a “lead developer” to demonstrate the benefits for parklets in enhancing streetscapes.



5.2 IMPLEMENTATION



KEY MOVES

The identified key moves (and supporting projects) will assist with the improvement of the performance and vibrancy of the City Centre through place-based, urban design initiatives. To achieve this, the following principles have helped to inform the development of the key moves:

1. Funding will be limited.
2. The key moves seek to balance being aspirational and whilst also being deliverable.
3. The key moves needed to build on other projects already funded by Council and other relevant organisations. For example, Tairāwhiti Navigations.
4. The key moves have been scaled to enable 'early wins' with minimal intervention prior to larger scale interventions. For example, the cross-town cycle links and tactical urbanism key moves proposes minimal threshold treatments at the entrance to some streets rather than wholesale expensive street upgrades.
5. Gisborne District Council will need to partner with multiple agencies in both the public and private sectors to fund and deliver some of the key moves.

RESOURCE MANAGEMENT PLAN REVIEW

The Tairāwhiti-Gisborne Resource Management Plan is the key planning framework that guides development in and around Gisborne City Centre. While the Plan is very broad and permissive, it is considered that it does not actively support the goals and aspirations of the Council as set out within the Urban Development Strategy 2015 and Key Moves 1 and 2.

In some cases, it has been found that it promotes and enables outcomes that could be considered contrary to what Council is trying to achieve, for example it requires minimum on-site parking for activities across the City Centre promoting increased use of private vehicles to move around the area, and creates barriers for medium density residential activity through the use of density controls.

To support the aspirations of Council and help deliver the key moves set out within the CCSF, the City Centre would benefit from a comprehensive and simplified rezoning strategy as part of the Plan review process to encourage the development of an area which provides for types of amenity that attracts residential development and investment.

FUTURE DETAILED DESIGN

Many of the projects, strategies and recommendations identified in the CCSF will each be required to go through one or more detailed design stages. Public space designs such as the Grey Street Linear Park will need to be prepared by landscape architects and public space designers. During these stages of project development, important aspects such as, but not limited to: microclimate effects, Crime Prevention Through Environmental Design (CPTED), lighting, materiality, furniture, property acquisition, and plant and tree species will need to be addressed. In addition, statutory engagement and consultation with elected representatives, Council officers, the community, and local iwi will be required to ensure site specific issues can be addressed and the delivery of these projects can be funded.

5.3

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An aerial photograph of a coastal city at sunset. The sun is low on the horizon, casting a golden glow over the city and the surrounding landscape. A large river or bay winds through the city, with a marina filled with boats on the right. The foreground is dominated by lush green vegetation, including large-leafed plants and trees. The sky is a clear, deep blue, transitioning to a warm orange near the horizon.

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