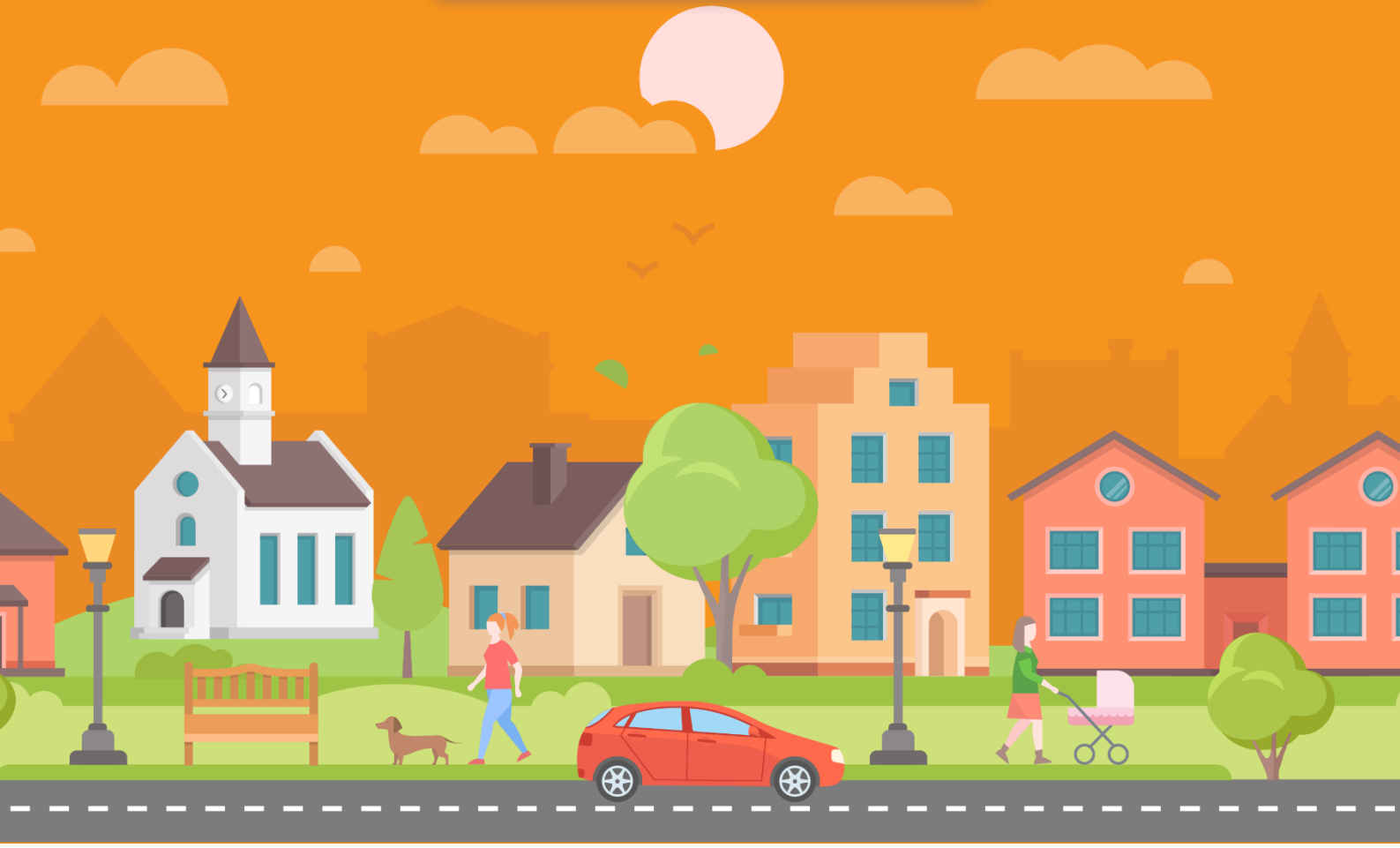
Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL

Te Mahere Whakawhanake Anamata 2024

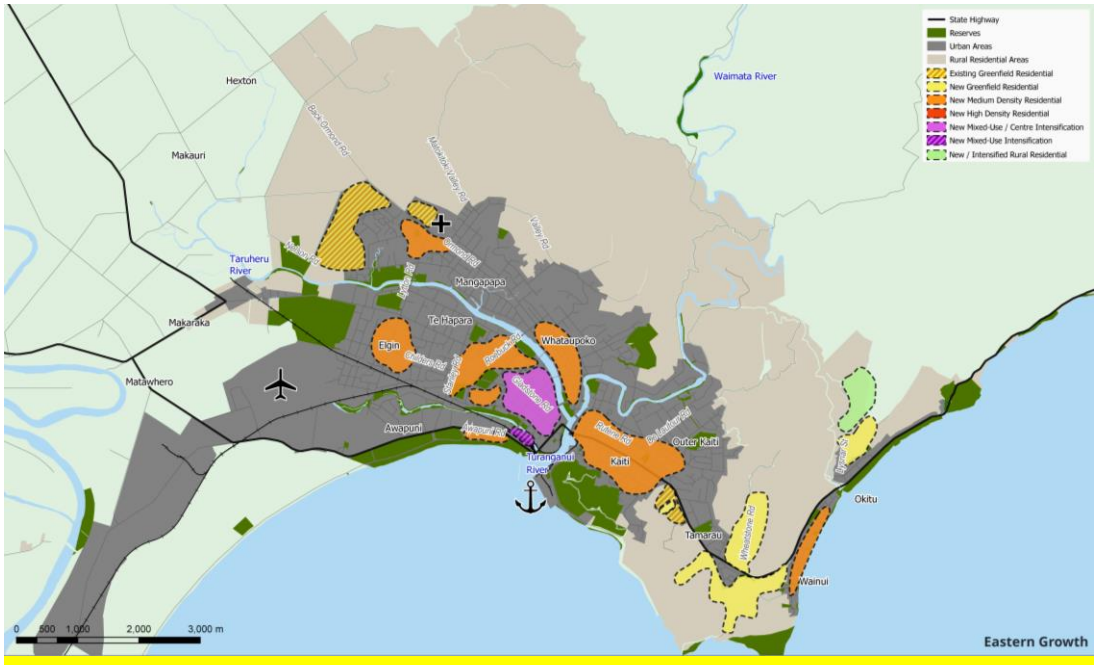
Tairāwhiti Future Development Strategy 2024

Technical Report



Contents

Contents



Appendices

Appendix 1: Key stakeholders

Appendix 2: Market Economics Capacity report

Appendix 3: Constraints and opportunity mapping

Bibliography and references

List of common terms and acronyms

1.0 Purpose and structure of report

The purpose of this report is to provide an overview of the methodology and analysis undertaken to prepare the Tairāwhiti Future Development Strategy (**the FDS**) for Gisborne and the wider Tairāwhiti region, including identifying and evaluating potential future growth areas that informed the preparation of the FDS. This report sets out the inputs, assumptions and technical work that supports the FDS.

The FDS engagement move away from the formal hearings process used for more RMA specific policies, towards a flexible and enabling form of the public expressing views in a more informal manner. Submissions can be provided online via email, verbally to council nominated staff and councillors at open days as well as online webinar events. All "submissions" received through these engagements will be recorded in an appropriate manner that meets the mandatory requirements of Section 83 of the Local Government Act.

The FDS is a spatial strategy, that does not have effect until enforced through the District Plan provisions. Given the spatial nature, the direction does not consider growth at site specific levels but general areas which can support growth."

The report is structured as follows:

Section 2 sets out the relevant background including the statutory requirements for the FDS contained in the National Policy Statement on Urban Development 2020 (**NPSUD**). This section also provides a high-level overview of the processes used to develop the FDS.

Section 3 provides an overview of the process and methodology used to develop the FDS.

Section 4 provides an overview of the key inputs and assumptions used to prepare the FDS including:

- a summary of the housing and business projections contained in the Housing and Business Capacity Assessment undertaken in 2022;
- a summary of the opportunities and constraints analysis undertaken.

Section 5 sets out how the Council has worked with Treaty Partners to develop the FDS and summarises the outcomes of hui held with iwi and hapū representatives.

Section 6 details the consultation and engagement with the community and stakeholders in 2022 which informed the FDS.

Section 7 provides an overview of the infrastructure requirements for the FDS and the engagement and modelling completed to inform the FDS.

Section 8 sets out the objectives of the FDS and the process that was used to develop them.

Section 9 describes the evaluation framework that has been used to assess the broad spatial scenarios and individual growth areas.

Section 10 describes the spatial scenarios that have been assessed and sets out how they have been evaluated to arrive at the preferred spatial scenario – referred to in the FDS as the growth strategy.

Section 11 sets out the findings of the evaluation process for the detailed growth areas to arrive at the recommended strategy.

2.0 Background

2.1 Statutory Requirements

2.1.1 The Resource Management Act 1991

The FDS is a Resource Management Act 1991 (**RMA**) planning document. The purpose of the RMA is the sustainable management of natural and physical resources. In achieving this purpose, matters of national importance must be recognised and provided for (section 6 matters).

These matters of national importance are summarised as follows:

- The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and protection from inappropriate development (s6(a));
- The protection of outstanding natural features and landscape (s6(b))s;
- The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna (s6(c));
- The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers (s6(d));
- the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga (s6(e));
- The protection of historic heritage from inappropriate subdivision, use, and development (s6(f));
- The protection of protected customary rights (s6(g)); and
- The management of significant risks from natural hazards (s6(h)).

There are a range of other matters that must also be considered, and these are listed in Section 7 of the RMA. They include kaitiakitanga, the ethic of stewardship, the efficient use and development of resources, the maintenance and enhancement of amenity values and the quality of the environment, the intrinsic values of ecosystems and the effects of climate change. The RMA also requires us to take into account the principles of the Te Tiriti o Waitangi.

These matters have directly informed the FDS, through the objectives in Section 7 of the FDS, the framework used to guide evaluation of the growth options, and the way in which the FDS has been prepared, including the approach to engagement with iwi and hapū.

2.1.2 Local Government Act 2002

The NPSUD requires Council to use the special consultative procedure in section 83 of the Local Government Act 2002 (**LGA**) when preparing an FDS. This procedure sets out detailed consultation requirements. This requires the Council to identify and analyse the reasonably practicable options that are relevant to the proposal. This document sets out the reasonably practicable growth options for Tairāwhiti and evaluates them in detail. The evaluation is based on a comprehensive range of technical data. This evaluation takes into account the relationship of Māori and their culture and traditions with their ancestral land, water, sites, waahi tapu, valued flora and fauna,

and other taonga. The Technical Report below details the outcomes of engagement with iwi and hapū to date, outlined in Section 5.

2.1.3 National Policy Statement on Urban Development 2020

National Policy Statement on Urban Development 2020 (**NPSUD**) (view here) sets out the requirements for preparing an FDS.

The NPSUD is directive about how councils need to plan and provide for growth. The NPSUD seeks to promote 'well-functioning urban environments' and provide at least sufficient development capacity for expected demand over the next 30 years.

The Gisborne urban environment is identified as a Tier 3 urban environment by the NPSUD. The NPSUD sets out specific requirements for Tier 3 urban environments and local authorities. This includes:

- Providing at least sufficient development capacity to meet expected demand for housing and business land; and
- Providing for intensification within the urban environment commensurate with the level of accessibility and demand.

While not directly required, Tier 3 local authorities are strongly encouraged to do the matters that Tier 1 or 2 local authorities are obliged to do under Parts 2 and 3 of the NPSUD. This includes the preparation of an FDS.

As set out in the NPSUD, the purpose of the FDS is:

(a) to **promote long-term strategic planning** by setting out how a local authority intends to:

  (i) achieve **well-functioning urban environments** in its existing and future urban areas; and

  (ii) **provide at least sufficient development capacity**…, over the next 30 years to meet expected demand; and

(b) assist the **integration of planning decisions** under the Act with **infrastructure** planning and funding decisions.

Objective 1 of the NPSUD is that New Zealand has 'well-functioning urban environments' that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

Policy 1 defines a 'well-functioning urban environment':

> *…urban environments that, as a minimum:*
>
> *(a) have or enable a variety of homes that:*
>
> *(i) meet the needs, in terms of type, price, and location, of different households; and*
>
> *(ii) enable Māori to express their cultural traditions and norms; and*
>
> *(b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*

(c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and

(d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and

(e) support reductions in greenhouse gas emissions; and

(f) are resilient to the likely current and future effects of climate change

The FDS must cover the urban environment at a minimum, but may also apply to a wider environment. For this FDS, the urban environment has been defined as Gisborne, areas bordering Gisborne and the townships throughout the region as identified in Figure 1 below.

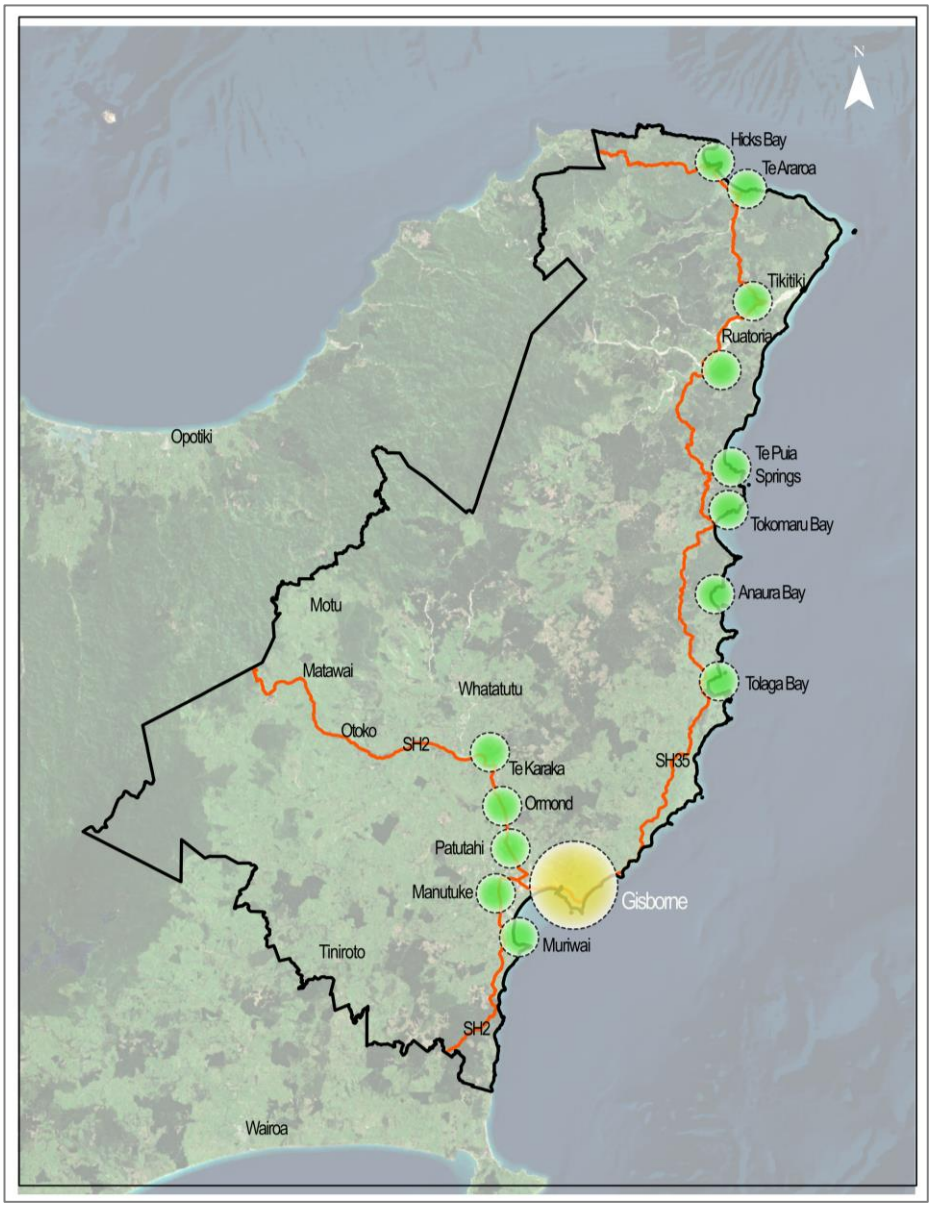


Figure 1: FDS Boundary

The FDS will inform the Tairāwhiti Resource Management Plan review. The NPSUD also strongly encourages that FDS's inform: long term plans, and infrastructure strategies in particular, as well as regional land transport plans; and any other relevant strategies and plans.

2.1.3.1 Core content requirements

The FDS is required to identify, on map or plan:

- Broad locations where development capacity will be provided.
- The development infrastructure[1] and additional infrastructure[2] required to support or service the capacity, including general location of corridors and other sites for infrastructure.
- Along with constraints on development, this FDS also identifies opportunities as these are important to consider when identifying broad locations for growth.

The NPSUD also requires the FDS to include clear statements of hapū and iwi values and aspirations for urban development.

2.1.4 Informing the FDS

The NPSUD requires that the FDS be informed by those matters set out in section 3.14 of the NPSUD. More detail for each of these is provided as follows.

The most recent applicable HBA

The Council have an updated HBA which was adopted in March 2022.

View the Gisborne District Council HBA here.

Further details on how the HBA has informed the FDS is set out in Appendix 2 of the FDS and Section 4 below.

A consideration of the advantages and disadvantages of different spatial scenarios for achieving the purpose of the FDS

Four potential spatial scenarios (broad locations for growth) have been considered as part of the development of the FDS. These spatial scenarios, along with the advantages and disadvantages of each are set out in Section 10. Section 10 also outlines other potential scenarios that were considered early in the process but not advanced to the evaluation stage for various reasons.

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[1] **development infrastructure** is defined by the NPSUD and means the following, to the extent they are controlled by a local authority or a Council Controlled Organisation (as defined in section 6 of the Local Government Act 2002):
(a) network infrastructure for water supply, wastewater, or stormwater
(b) land transport (as defined in section 5 of the Land Transport Management Act 2003)

[2] **additional infrastructure** is defined by the NPSUD and means:
(a) public open space
(b) community infrastructure as defined in section 197 of the Local Government Act 2002
(c) land transport (as defined in the Land Transport Management Act 2003) that is not controlled by local authorities
(d) social infrastructure, such as schools and healthcare facilities
(e) a network operated for the purpose of telecommunications (as defined in section 5 of the Telecommunications Act 2001)
(f) a network operated for the purpose of transmitting or distributing electricity or gas

The relevant long-term plan and its infrastructure strategy, and any other relevant strategies and plans

The Council's 2021 – 2023 Long Term Plan (**LTP**) and infrastructure strategy have been taken into account in preparing this FDS. One of the key drivers of the FDS, as reflected in the purpose, is to integrate planning decisions with infrastructure planning and funding. Taking stock of the Council's infrastructure planning has been critical to ensuring the overall growth strategy makes the most efficient use of existing and committed infrastructure. Engineers from the council have contributed to the development of the spatial scenarios and evaluation of potential growth areas, as well as identifying strategic development infrastructure.

Other relevant strategies that have been considered in the preparation of this FDS includes plans and strategies that relate to planning for growth and include:

- Tairāwhiti Resource Management Plan, 2018
- Tairāwhiti 2050 Spatial Plan, 2020
- Gisborne City Centre Spatial Framework, 2019
- Te Tairāwhiti Regional Land Transport Plan, 2021
- Te Tairāwhiti Regional Public Transport Plan, 2021
- Te Aitanga a Mahaki – Environmental Inventory, 2006
- Nga Ariki Kaiputahi Hapu/Iwi Management Plan, 2012
- Patutahi Township Plan, 2011
- Ruatoria Township Plan, 2011
- Te Araroa Township Plan, 2011
- Manutuke Township Plan, 2011
- Tokomaru Bay Township Plan, 2011
- Tolaga Bay Township Plan, 2011
- Te Karaka Township Plan, 2013
- Matawai and Motu Township Plan, 2011
- Tikitiki and Rangitukia Township Plan, 2011
- Tairāwhiti Regional Housing Strategy, 2022-2027

Māori, and in particular tangata whenua, values and aspirations for urban development

We have worked with iwi throughout Tairāwhiti utilising various forms of engagement to develop the FDS. We have incorporated iwi and hapū aspirations within the strategy. We have undertaken engagement with Tāmanuhiri, Ngāti Porou, Rongowhakaata and Te Aitanga a Māhaki. We have had ongoing korero, engagement and hui with iwi and hapū who wanted to be involved.

Section 5 below sets out the process for working with iwi and hapū, and the outcomes of these engagements.

The Council have worked with Iwi Technical Trial (ITT) representatives to understand mana whenua values and aspirations for urban development, as well as the challenges for mana whenua in

realising their aspirations. The ITT is a recently adopted arrangement between Council and the four iwi trusts representation of the iwi mentioned above. The FDS include the statement of iwi and hapū aspirations prepared collaboratively with those iwi who participated in the process.

The FDS objectives have been developed with input from iwi. Collectively, the 12 objectives seek to align with mana whenua values and aspirations, which is guided by an overarching objective where growth and development should revitalise and enhance Te Oranga o Te Taiao.

ITT representatives have assisted with the development and evaluation of the various spatial scenarios evaluated, as well as the identification and evaluation of growth areas.

Feedback received through the consultation and engagement required by clause 3.15

Clause 3.15 of the NPSUD requires the council use the 'special consultative procedure' (SCP) set out in section 83 of the Local Government Act 2002. The SCP requires the council to make the FDS available to the public and seek the public's views on it. This stage was carried out starting 20 November 2023 and concluded on 31 January 2024. Written and verbal feedback on the FDS received through submissions, and submitters received from FDS open day events to nominated council representation and via online engagement platforms (webinars). Submissions were analysed during February 2024, with the necessary amendments prepared and put forward to the Council on 14 March 2024, which was subsequently adopted.

The FDS has also been informed by earlier non-statutory consultation over February – April 2022 and October - November 2022, as set out in section 4 of the FDS and section 6 below. Outside of these consultation periods, the spatial scenarios remained on the GDC website with the ability for any member of the community to email the FDS project team with views and feedback. The purpose of this consultation was to ensure the community were informed of the preparation of the FDS, to give the opportunity to nominate growth areas for evaluation so that the project team could evaluate as many sites as possible as part of preparing the FDS, and to seek early feedback on the spatial scenarios and growth sites.

A review of previous feedback on other Council plans, such as the Long Term Plan and Tairāwhiti 2050 was also completed. This was to ensure community values already expressed to the Council were incorporated, where possible relevant in the FDS. Along with the NPSUD and other national direction, these themes arising from previous engagement have informed the development of outcomes and the growth strategy.

Clause 3.15 also requires the council engage with the following in preparing the FDS:

- Other local authorities with whom there are significant connections relating to infrastructure or community
- Relevant central government agencies
- Relevant hapū and iwi
- Providers of additional infrastructure
- Relevant providers of nationally significant infrastructure
- The development sector (to identify significant future development opportunities and infrastructure requirements).

Section 6 contains a summary of engagement completed to date that has informed the preparation of the FDS. This includes engagement with those entities listed above.

Every other National Policy Statement under the Act, including the New Zealand Coastal Policy Statement

The FDS has also been informed by the policy set in the following national policy statements[3]:

- New Zealand Coastal Policy Statement 2010 (NZCPS)
- National Policy Statement for Freshwater Management 2020 (NPSFM)
- National Policy Statement on Electricity Transmission 2008 (NPSET)
- National Policy Statement for Highly Productive Land 2022 (NPSHPL)
- National Policy Statement for Indigenous Biodiversity 2023 (NPSIB)

More detail on how these national policy statements have informed the FDS and the supporting evaluation process are set out in the sections below.

[3] Note that the other NPS, are not considered to have any particular relevance to this draft FDS and have not informed the preparation of the draft report.

3.0 Methodology

3.1 Introduction and timeline

The preparation of the FDS started in January 2022. The methodology applied to develop the FDS followed the broad stages set out in Table 1 below. Note that Stages 7 and 8 are future stages and are still to be undertaken.

Table 1: FDS methodology

Stage	Key tasks
1 – Review of baseline information and spatial analysis (January – March 2022)	• Review of existing plans and strategies and other available information, identify information gaps • GIS mapping of relevant matters, prepare draft opportunities and constraints mapping • Initial meetings with GDC staff and infrastructure providers – e.g. resource consents and policy planners, infrastructure engineers, transport, environmental • Site visits (Gisborne and surrounds, rural and coastal townships) • Work with GDC to develop approach to iwi and hapū engagement
2 – Engagement round #1 (February – March 2022)	• Continue iwi and hapū engagement • Workshops #1 and #2 with Councillors • Workshop #1 with key stakeholders (online workshop) • Community engagement (webinars and growth site nomination)
3 – Start FDS development (May – August 2022)	• Develop FDS objectives and indicators of success • Develop framework for assessing growth areas (multi criteria analysis (MCA) and traffic light approach) • Identify potential growth areas and develop spatial scenario options (eastern growth, western growth, intensification, dispersed growth), workshop with subject matter experts • Evaluate infrastructure requirements to support spatial scenarios

Stage	Key tasks
	• Continue iwi and hapū engagement
4 – Engagement round #2 (September – October 2022)	• Workshop #3 with Councillors • Workshop #2 with key stakeholders (online workshop) • Community engagement (drop in sessions, feedback on objectives and spatial scenario options, postcards from the future (schools)) • Continue iwi and hapū engagement
5 – Site assessment (November 2022)	• Refine growth area assessment matrix • Assessment of growth areas – GDC staff, project team, iwi technicians • Councillor workshop #4 (brief new councillors on FDS, update on FDS progress)
6 – FDS development (November 2022 – August 2023)	• Evaluate spatial scenarios and determine preferred scenario. Each growth area and spatial scenario was investigated on their performance during Cyclone Gabrielle and other recent weather events • Seek advice on GHG emissions associated with draft scenarios • Confirm growth areas to include the FDS • Councillor workshop #5 (preferred growth scenario) • Confirm supporting infrastructure requirements • FDS and supporting technical report • Continue iwi and hapū engagement
7 – Consultation on draft FDS (November 2023 – January 2024)	• *Council meeting to adopt draft FDS for consultation* • *Special Consultative Procedure (formal notification, submissions, consultation events)* • *Submissions analysis*
8 – Update and finalise FDS (February 2024 – March 2024)	• *Updates to the FDS following consultation and relevant amendments considered and updated* • *Council meeting to adopt FDS*

4.0 Inputs and assumptions

4.1 Introduction

This section covers the various inputs and assumptions that have informed the FDS. This includes residential and business land growth projections, as well as mapping that has assisted with the development of spatial scenarios and identification of growth areas.

4.2 Growth assumptions

4.2.1 Evidence base

The Council's Housing and Business Capacity Assessment (HBA) provides detailed forecasts for residential and business growth over the next 30 years.

The HBA can be found here:

- https://www.gdc.govt.nz/__data/assets/pdf_file/0023/36491/Tairawhiti-Housing-and-Business-Capacity-Assessment.pdf

The HBA provides demand forecasts under a medium growth scenario. For the purpose of the FDS, the demand projections have been included and further adjusted so we can also understand what growth will be under a high growth scenario. The FDS plans for the high growth scenario to ensure that there is enough capacity in the pipeline, should growth turn out to be higher than the medium growth forecast.

4.2.2 Residential growth

The population of Gisborne is currently estimated at 50,700. Based on a "medium-high" population projection the population is projected to increase by 8,760 people to reach 59,460 by 2050.

Building on the Council's Housing and Business Assessment we anticipate that we will need to provide for an extra 1,280 dwellings in the short term, 2,570 dwellings in the medium term and 5,360 dwellings in the long term within Gisborne's urban areas. This includes the competitiveness margin required under the NPS-UD and the latent demand for 735 dwellings, included on a preliminary basis from the Public Housing Register.

The current planning rules provide capacity for about 29,300 additional homes in Gisborne however, of this plan enabled capacity only a limited amount is commercially feasible and reasonably expected to be realised refer Table 2 below. As a result, there is likely to be shortfalls in residential dwelling capacity within Gisborne's main urban areas in the short, medium and long terms. The estimated shortfalls are predominantly due to limitations in the supply of infrastructure-served greenfield land.

Housing affordability is a key issue within Gisborne as there are very few homes that are affordable to low-income households (11% of the current stock). However, at present, there are around 1,660 low-income households based on the 2022 HBA.

Table 2: Sufficiency of Reasonably Expected to be Realised Dwelling Capacity - Gisborne Urban Area

	Short-Term: 2020-2023			Medium-Term: 2020-2030			Long-Term: 2020-2050 (Current Prices)			Long-Term: 2020-2050 (Market Growth)		
	Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total	Detached	Attached	Total
DEMAND												
Demand	400	40	**400**	1,300	190	**1,500**	3,300	600	**3,900**	3,300	600	**3,900**
Demand + Margin	500	50	**500**	1,600	200	**1,800**	3,900	700	**4,600**	3,900	700	**4,600**
Demand + Margin + Latent	1,200	130	**1,300**	2,200	300	**2,600**	4,500	800	**5,400**	4,500	800	**5,400**
CAPACITY												
Existing Base	11,600	1,200	**12,800**	11,600	1,200	**12,800**	11,600	1,200	**12,800**	11,600	1,200	**12,800**
RER	600	300	**1,000**	1,100	600	**1,700**	1,600	1,000	**2,600**	1,800	1,100	**3,000**
Current + Potential Future	12,300	1,500	**13,800**	12,800	1,800	**14,600**	13,300	2,200	**15,400**	13,500	2,300	**15,800**
SUFFICIENCY	Current and Potential Future Capacity (RER) vs. Demand (Incl. Margin + Latent Demand)											
Net	-500	180	**-300**	-1,100	300	**-800**	-2,900	140	**-2,800**	-2,700	300	**-2,400**
Percentage	96%	114%	**98%**	92%	117%	**95%**	82%	107%	**85%**	83%	115%	**87%**

Source: M.E Gisborne Residential Capacity Model, 2021 and M.E Gisborne Residential Demand Model, 2021.

4.2.3 Business growth

Gisborne has a solid agriculture base with the Rural General zone covering most (94%) of the district (778,000ha), followed by Rural Production zone (1.4%). Therefore, a large portion of the district's employment is located outside the business zones. At the urban (and town areas) level, the business-related zones have around 46ha of vacant land. This equates to 20% of the total business land. Based on the current zoning, and assuming that development will take place up to the 80th percentile (of Floor Area Ratio), then there is capacity in Gisborne to accommodate 5,030 additional employees in the main business zones. Based on the 2022 HBA, there is sufficient capacity across all the business zones over the short, medium, and long term to accommodate growth.

The redevelopment capacity and vacant capacity both contribute to the ability to accommodate growth however, if no redevelopment opportunity is taken up there is still enough capacity to accommodate growth and Gisborne Central will still have around on average 67% of currently vacant area, available. Overall, the scale of the supply, in terms of vacant and redevelopment capacity, compared to the growth outlook (and demand for space) shows that there is a large surplus of land. The areas around the central city (inner, outer commercial zones) will see a gradual intensification of land use and the area around the CBD capturing a larger share of total activity.

The HBA identifies that there is sufficient capacity for business land over the next 30 years. Despite this, a large number of business uses / activities are occurring on non-business zoned land e.g. residential land. This is resulting in an efficient use of land across Gisborne. Given the sufficiency in capacity, there is no response needed in the FDS, however opportunities through the TRMP review to better concentrate businesses activities in business zones and support more efficient land use.

4.3 Opportunities and constraints

The FDS has been informed by the identification and mapping of a series of high-level opportunities, development constraints and areas for protection. Constraints are mandatory requirements for the FDS under the NPSUD, and identifying opportunities and areas for protection has assisted in identifying growth areas and assessing various spatial scenarios. Details of this

mapping is included in Appendix 3 of this document while a summary is contained within the FDS document.

4.3.1 What the NPSUD requires

Under Section 3.13(2) of the NPSUD, every FDS must spatially identify:

(a) the broad locations in which development capacity will be provided over the long term, in both existing and future urban areas, to meet the requirements of clauses 3.2 and 3.3; and

(b) the development infrastructure and additional infrastructure required to support or service that development capacity, along with the general location of the corridors and other sites required to provide it; and

(c) any constraints on development.

With regard to (b), "development infrastructure" and "additional infrastructure" are both defined terms within the NPSUD (see section 2 above).

4.3.2 Development Constraints (s3.13(2)(c))

There is no specific guidance as to what needs to be displayed in order to satisfy the requirements of (c) as set out in section 4.3.1 above. However, Policy 1 and Section 3.32 of the NPSUD do provide some indirect guidance as to the types of matters that may be relevant when identifying constraints on development for the purpose of developing an FDS. These are identified below along with their relevant statutory references:

- Current and future effects of climate change (e.g. coastal inundation) (NPSUD Policy 1(f));
- Coastal environment, wetlands, lakes and rivers (NPSUD Section 3.32(1)(a)/RMA s(6)(a); NPSUD Section 3.32(1)(b) – NPSFM);
- Outstanding natural features and landscapes (Section 3.32(1)(a) – RMA s(6)(b));
- Areas of significant indigenous vegetation and significant habitats of indigenous fauna (NPSUD Section 3.32(1)(a) – RMA s(6)(c); NPSUD s3.32(1)(b)/ NPSIB;
- Culturally significant lands, water, sites and wahi tapu (NPSUD Section 3.32(1)(a)/ RMA s(6)(e));
- Historic heritage (NPSUD Section 3.32(1)(a)/ RMA s(6)(f));
- Natural hazards (e.g. flooding, land stability) (NPSUD Section 3.32(1)(a)/ RMA s(6)(h));
- Highly productive land (NPSUD Section 3.32(1)(b)/ NPSHPL); and
- Nationally significant infrastructure (e.g. electricity transmission corridors) (NPSUD Section 3.32(1)(c) and (e)).

4.3.3 Summary of Spatial Data Captured

In response to the above, data was collected from a range of local and central government sources as well as infrastructure providers. Table 3 overleaf sets out the data sources that have been sourced or created as part of the development of the FDS to inform an understanding of development constraints across the project area and enable an assessment of the advantages and disadvantages of different spatial scenarios.

Table 3: Summary of Spatial Data Captured

Category	Layer	Source(s)
Natural Hazards	Coastal Flooding (1% AEP, 2m SLR)	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::coastal-flooding/about
	Slope Instability (Stability alert areas and steep land)	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::stability-alert/about; and Land over 20 degrees slope as derived from the NZ Contours (Topo 1:50k) layer (https://data.linz.govt.nz/layer/50768-nz-contours-topo-150k/).
	Land areas subject to liquefaction	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::land-areas-susceptible-to-liquefaction-/about
	Flood Hazard Areas	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::flood-hazard-areas/about
	District Plan Flood Zones	https://services7.arcgis.com/8G10QCd84QpdcTJ9/arcgis/rest/services/significant_flood_plains/FeatureServer
	Areas Sensitive to Coastal Hazards	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::areas-sensitive-to-coastal-hazards-asch/about
	Active Faultlines	GNS Science New Zealand Active Faults Database (https://data.gns.cri.nz/af/)
	Mud Volcanoes	Gisborne District Council supplied Shapefile (October 2022).
	Cyclone Gabrielle growth site impact assessment	Cyclone Gabrielle building assessment data from yellow and red stickered properties. Reviewed growth areas with Future of Severely Affected Land (FOSAL) categorisation maps.
Landscape	Coastal Environment	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::coastal-environment-overlay/about

	Parks & Reserves	https://geoportal-gizzy.opendata.arcgis.com/maps/parks-and-reserves/about
	Outstanding Natural Landscapes	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::outstanding-landscapes/about
Natural Environment	Wetlands	Gisborne District Council supplied Shapefile (October 2022)
	DoC Conservation Land	https://doc-deptconservation.opendata.arcgis.com/datasets/72354ba9bf7a4706af3fdfe60f86eea1_0/about
	QEII Covenants	https://services1.arcgis.com/3JjYDyG3oajxU6HO/arcgis/rest/services/QEII_National_Trust_Covenants/FeatureServer
	Land Use Capability (Highly Productive Land)	Manaaki Whenua / Landcare Research LRIS Portal (https://lris.scinfo.org.nz/layer/48076-nzlri-land-use-capability-2021/). Amended to exclude currently zoned urban or rural residential land.
	Terrestrial Areas of Conservation Value	https://services7.arcgis.com/8G10QCd84QpdcTJ9/arcgis/rest/services/plan_terrestrial_areas_conservation/FeatureServer
	Protection Management Areas (representative areas of natural ecosystems)	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::protection-management-areas/about
Cultural	Archaeological & Waahi Tapu Sites	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::archaeological-waahi-tapu-sites-1/about
	Māori Land	Māori Land Spatial Dataset (https://maorilandcourt.govt.nz/your-maori-land/maori-land-data-service/)
	Marae	https://services7.arcgis.com/8G10QCd84QpdcTJ9/ArcGIS/rest/services/Gisborne_Marae/FeatureServer
Infrastructure	State Highway Network	https://nzta.koordinates.com/layer/1331-nz-state-highway-centrelines-2012/
	Rail Network	https://data.linz.govt.nz/layer/50781-nz-railway-centre-lines/

	Bus Routes/ Bus Stops	https://services7.arcgis.com/8G10QCd84QpdcTJ9/ArcGIS/rest/services/bus_routes_stops/FeatureServer
	Cycleways/ Walkways	https://services7.arcgis.com/8G10QCd84QpdcTJ9/ArcGIS/rest/services/cycleways_walkways/FeatureServer
	Strategic/ Trunk Water Infrastructure	Refined dataset limited to treatment, storage and main transmission lines for potable, storm and waste water derived from: https://maps.gdc.govt.nz/arcgis/rest/services/Open_Data/GDC_utilties_water/MapServer; https://maps.gdc.govt.nz/arcgis/rest/services/Open_Data/GDC_utilties_wastewater/MapServer; and https://maps.gdc.govt.nz/arcgis/rest/services/Open_Data/GDC_utilties_stormwater/MapServer
	Airport Protection Overlay (Height & Noise Controls)	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::airport-protection-overlay/about
	Transmission Network (50kv and 100kv line + substations)	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::eastland-network-110kv/about
	Port Noise & Activity Controls	https://geoportal-gizzy.opendata.arcgis.com/maps/port-noise-and-activity-controls/about
	Natural Gas Pipeline	https://geoportal-gizzy.opendata.arcgis.com/datasets/gizzy::natural-gas-pipeline/about
	Schools	Ministry of Education Schools Directory (https://www.educationcounts.govt.nz/directories/api-new-zealand-schools)

4.3.4 Accessibility Analysis

An accessibility analysis has been undertaken to help inform assessments of each site and ensure the FDS is consistent with the NPSUD policy framework of establishing well-functioning urban environments.

Although reference to some form of accessibility analysis to help inform the plan development process under the RMA is new, accessibility analysis (or accessibility planning) is a well-established

concept in both New Zealand and overseas for a range of similar purposes. Waka Kotahi defines 'accessibility planning' as:[4]

> "*a structured process for the assessment of, and planning for, accessibility. It uses quantitative and qualitative data and employs tools such as geographical information systems to systematically assess a range of accessibility related information, including origins, the location and delivery of key activities and the transport links to and from them, and assist in the development of a set of accessibility indicators*."

Accessibility can most easily be defined as your ability to go places so that you can do things. The assessment of this is strongly driven by data (e.g. census, GIS) and is based on two key components:

1. The transport network serving any urban area (the how we travel); and
2. The spatial distribution and location of destinations or 'points of interest' (the why we travel).

Based on this, determination of the 'level of accessibility' within any given area of the Gisborne urban environment relative to another area needs to be informed by how many points of interest can be accessed within a given timeframe.

4.3.4.2 The Transport Network

The first step in measuring accessibility involves defining the transport network that contributes to accessibility. The general focus of the policy framework of the NPSUD is on travel via active or public transport which for GDC's area includes the bus network, cycle network and walking network.

In terms of the other elements of the active and public transport network, it is considered that the walking network should form the primary driver for an accessibility analysis for Gisborne. Cycling and public transport (and access to these networks) therefore forms a sub-set of a wider accessibility analysis. This is considered appropriate as:

- Public transport services are currently only available in Gisborne with relatively limited frequencies. There are some proposed expansions to the existing public transport network which are shown in the FDS infrastructure maps.
- For cyclists, assuming an average travel time of 15km/hr (which is at the slower end of typical cyclist speeds) the entirety of the Gisborne (e.g. Makaraka to Wainui Beach) could be traversed within a 40-minute journey time. In reality, journey times are likely to be shorter for the majority of cycling trips with the various centers and most major local destinations within a 15-minute cycle from anywhere in the study area.[5]
- The compact nature of the Gisborne urban area means goods and services are all easily accessible within relatively short timeframes via either cycle or public transport. This means an overemphasis on cycling or public transport within the analysis would not provide a meaningful difference to understand the differing levels of accessibility from one area to the next.
- Where the cycling network is assessed, its consideration within any analysis should be limited to any existing or planned separated cycleways and shared paths that form part of an integrated network that connect key centres and destinations. On-road facilities (e.g. a painted

[4] Chapman & Weir (2008) *NZ Transport Agency Research Report 363 'Accessibility Planning Methods'*

[5] It is also assumed that the increased uptake of electric cycles is likely to further reduce potential journey times for this mode.

lane on a busy road or freight route) or more broadly the road network provides a limited degree of access for the general population by cycling due to perceived and real safety issues. Such environments have been identified as major barriers to greater uptake of cycling by a wide range of users.[6] As such, whilst destinations may be in theory cyclable within relatively short journey times, this option is likely only to be taken up by a very small percentage of the population and would be considered inconsistent with Policy 1I of the NPSUD which requires consideration of accessibility for all people by way of active or public transport.

When undertaking an assessment of accessibility, it is important to note that this policy framework does not explicitly exclude accessibility via private motor vehicles. However, in the Gisborne context, where the majority of the population live in a relatively compact urban area unencumbered by significant congestion issues, access to goods and services via private vehicle is relatively easy from everywhere. As such, consideration of accessibility in terms of private vehicle use is unlikely to provide a useful understanding of how different areas may perform in terms of meeting the requirements of the NPSUD. In line with other NPSUD objectives and policies which seek to support a reduction in greenhouse gas emissions, a detailed consideration of accessibility via private vehicle is not considered necessary to inform this FDS.

4.3.4.3 Destinations

The NPSUD policy framework and guidance provides an outline of the destinations which need to be considered when seeking to establish a 'level of accessibility'. This includes jobs, commercial services, community services, natural spaces, and open spaces.

NPSUD guidance states that commercial activities include those that serve the needs of the community (e.g. shops) and provide people with employment. Community services include health care, education (including universities and tertiary training institutes), cultural activities (e.g. Marae) and land or venues for sport and recreation. A 'range' of services, as required by NPSUD Policy 5(a) should be thought of as a variety of commercial and community services that serve the needs of the catchment when implementing this policy. For example, a doctor and/or pharmacy, school and/or kindergarten and a café and shops would be considered as providing a range of services.

When considering what destinations should be considered there is a need to establish the walking catchments that should apply for an accessibility analysis across Gisborne. NPSUD Guidance[7] notes that not all places are equal and different locations with different characteristics may often have different-sized walkable catchments. A general approach adopting 5 or 10-minute walking time catchments (approximately equivalent to a 400m / 800m walking distance at an average walking speed of 5kmph[8]) as a starting point is consistent with standard national and international practice. However, consideration also needs to be given how far people walk and what types of destinations they are walking to for higher values amenities (e.g. the City Centre). A summary of the destinations identified across Gisborne and applicable catchments considered in set out in Table 4 below.

Table 4 - Accessibility Analysis Destinations & Catchments

[6] Auckland Transport. (2016). *Evaluating Quality of Service for Auckland Cycle Facilities,* page 5.
[7] MfE. (2020). *Understanding and implementing intensification provisions of the NPSUD.*
[8] Based on the 85th percentile walking speed of 1.3m/s. Waka Kotahi. (2009). *Pedestrian planning and design guide,* Section 3.4.

Destination	Catchment 1	Catchment 2
City Centre	400m	800m / 1200m
Suburban Centres (incl. rural towns)	400m	-
Primary Schools	400m	800m
Secondary Schools	800m	1600m
Full-service Supermarket (e.g. Countdown)	400m	800m
Smaller Supermarket (e.g. Four Square)	400m	-
Medical Facilities (e.g. hospital, medical centre, Plunket Clinic)	800m	-
Pharmacy	800m	-
Bus Stop	200m	-
Open Space / Reserve	400m	-
Marae	800m	-
Access to Cycle Network	250m	-

Once points of interest have been identified, values were attributed to each of these based on their importance in supporting day-to-day needs of residents with a greater weighting given to access via walking through the use of multiple catchments (if relevant). For more important destinations, two (and three in the case of the City Centre) separate catchments were identified (e.g. 5-minutes/ 400m, 10-minutes/ 800m). Where multiple catchments for the same destination are present, areas within both catchments (i.e. an area 4-minutes' walk from a primary school falls within both the 5-minute and 10-minute catchments) benefit. For example, those living within a 5-minute catchment of a primary school vs a 10-minute catchment clearly have a greater level of accessibility to that particular destination which would need to be recognised within the assessment. The weightings are then used to derive an overall accessibility score by combining the total value of all catchments covering any given area. The output of these calculations was then spatially displayed as a heat map to demonstrate overall accessibility on a 5-point scale between 'most accessible' (red), moderately accessible (orange) and least accessible (tan). This is shown for the Gisborne urban area in Figure 2 below. The same process was undertaken for all of Gisborne's rural towns and settlements.

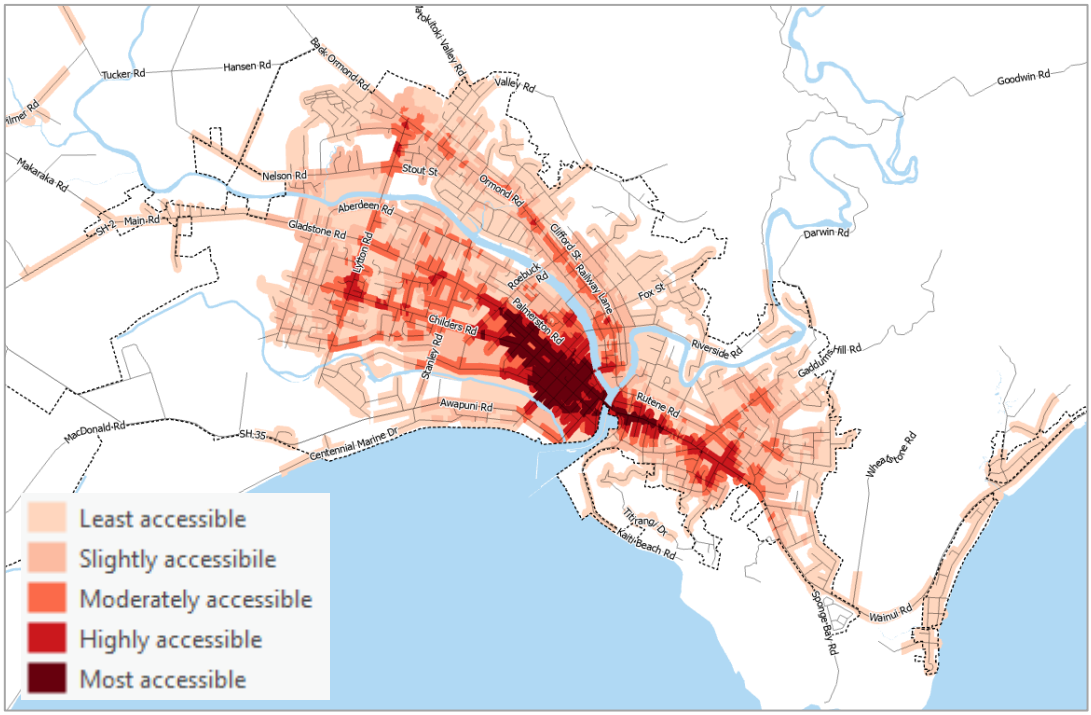


Figure 2 - Transport Accessibility Summary - Gisborne Urban Area

The outcome of this analysis indicated that areas around the City Centre, extending along portions of Childers Road, Ormond Road, and Wainui Road are considered the most accessible in the urban environment and should be a focus for supporting intensification to help meet future growth requirements. Secondary centres such as Elgin, Kaiti and Lytton West also perform relatively well and would also be suitable as priority areas to support/ enable greater levels of intensification. In terms of potential greenfield development, areas around Wainui were assessed as least accessible due to the low-proximate access to the City Centre. Areas surrounding the Taruheru Block in the vicinity of Hansen and Cameron roads are located within close proximity to the moderate to highly accessible suburb of Lytton West.. Accessibility in these areas these would likely be further supported from more localised provision of amenities (e.g. a new park, retail/ community facilities) if development of a sufficient scale is undertaken in these locations. Greenfield development may also help support improved levels of accessibility within existing urban areas through the expansion or increased frequency of public transport routes and cycling infrastructure to service these areas.

4.3.5 Demand Analysis

Policy 5 of the NPSUD requires councils to consider the impacts of demand when assessing intensification in urban areas. To help address this, a simple demand analysis consistent with MfE guidance has been run utilising Tairāwhiti's rating database. This analysis maps both the Land Value to Capital Value Ration (LV2CV) as well as the land value per sqm to provide a proxy for potential redevelopment and intensification opportunities of market-led housing[9]. The outcome of this analysis is to provide additional scoring for those brownfield sites more suitable for intensification

[9] There are other forms of housing provision (e.g. social housing, community housing or Papakainga) where land value does not provide an adequate proxy for demand as there is often a reduced or nil profit motive justifying development. As such, consideration of other factors like Kāinga Ora land ownership patterns can be supplemented to provide an understanding of potential demand.

and inform potential building heights and density assumptions to assist with understanding potential capacity.

The LV2CV identifies two categories of areas of those ratios between 0.50-0.75 and those ratios above 0.75. Typically, the higher the ratio the more supportive a site may be for intensification in terms of its feasibility for redevelopment. Land values per sqm have also been calculated for all rateable parcels within the Gisborne urban area based on the rating database. Land values are considered to be a strong indicator of where, without budget constraints, people would prefer to be. That does not mean that no one wants to live in areas with lower land values. People often have links to neighbourhoods that may lack the location or amenity that make some areas more expensive which are nevertheless strong drivers of where people may choose to live (i.e. this is not to say there is not 'demand' to live in areas without high land prices). Overall, the best indication of what area people value most on average and in aggregate is land prices there.[10] As the requirement for a demand analysis relates to intensification of the existing urban environment, greenfield sites were not considered as part of this analysis.

4.3.5.4 Findings

The analysis indicates higher valued land concentrated in coastal location (e.g. Wainui and Awapuni) and close to rivers (Inner Kaiti and Whataupoko) demonstrating areas of high natural amenity are sought after by residents. Newer greenfield development in areas like Sponge Bay and the Taruheru Block are also notable for their high land values which is likely influenced by a premium on development ready vacant land. In terms of the LV2CV Ration, this does not provide any clear pattern with ratios above 0.5 dispersed across the urban area. Ratios above 0.75 are more dispersed with some concentration observed around the City Centre, vacant lots and industrial areas.

[10] Auckland Economic Quarterly, May 2021, accessed 14 June 2022, from https://www.aucklandcouncil.govt.nz/about-auckland-council/business-in-auckland/Pages/economic-advice.aspx

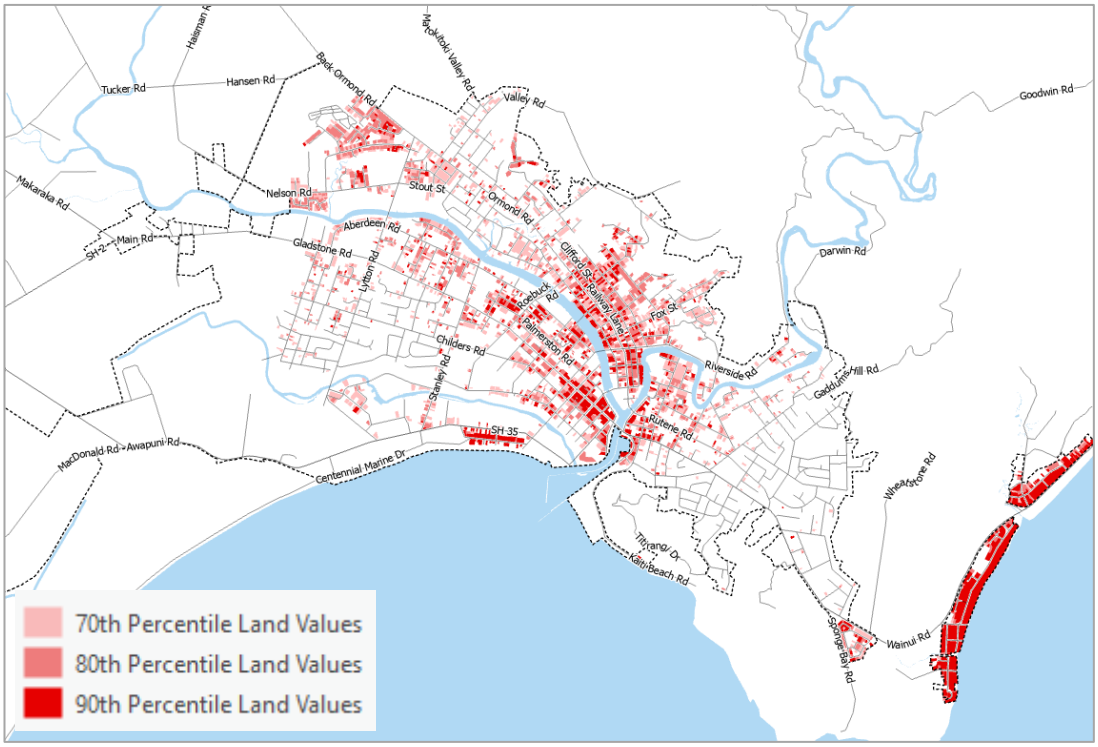


Figure 3 - Top 30 percent of properties by land value in the Gisborne Urban Area

5.0 Tangata Whenua / iwi and hapū

5.1 Introduction

Council aims to be a good Treaty Partner with tangata whenua. During development of the FDS the team wanted to ensure future decisions on the FDS were informed by tangata whenua, and that policy / planning within the FDS was jointly authored and tested with tangata whenua. engaging early and throughout the development of the FDS.

In doing so the FDS aligns with our internal Te Tiriti Compass, which takes a Te Tiriti o Waitangi articles-based approach.

Te Tiriti Compass

Council have formulated a framework towards achieving effective and meaningful collaboration with tangata whenua within Tairāwhiti. This framework aims to go beyond existing Te Tiriti obligations placed upon Council through legislation and national guidance.

The Te Tiriti Compass is based on a framework represented by four articles:

- Kāwanatanga – Governance
- Tino Rangatiranga – Self Determination
- Ōritetanga – Equity
- Whakapono – Protection of customs and faith

A Te Tiriti Compass lens has been applied throughout the development of the FDS when engaging with tangata whenua. A product of this relationship is the establishment of an Iwi Technical Trial (ITT).

Iwi Technical Trial (ITT)

Council and Tairāwhiti iwi took a significant step forward for the Tairāwhiti environment and relationship with the inauguration of ITT in November 2022.

The ITT intends to incorporate individual iwi positions and mātauranga (intergenerational knowledge) to guide new environmental planning outcomes for the region, that is reflective of a te ao Māori perspective to resource management.

The 12-month trial ensures that the review of the Tairāwhiti Resource Management Plan (TRMP) includes a hapū/iwi lens from tangata whenua in the region. The ITT consists of four technical experts appointed by four iwi trusts mentioned above. The members will directly contribute to the drafting of the TRMP review, of which the FDS is a strategic policy informant.

Council worked together with ITT representatives from the inception of the trial to date, which will be outlined in section 5.5 below.

5.2 Resource Management Act 1991

The FDS is being developed under the requirements of the NPSUD under the RMA. With respect to iwi and hapū engagement, Part 2 of the RMA includes a variety of provisions relating to Māori values and engagement that relate to the development of the FDS. The most directly relevant include:

Section 6 Matter of National Importance

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

(e) The relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.

Section 7 Other Matters

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to :

(a) Kaitiakitanga.

Section 8 Treaty of Waitangi

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

Part 2 has strong directives regarding iwi and hapū values that are carried through to lower order provisions of the RMA. There is a clear obligation for Councils, as Crown Treaty partners, to take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) which include partnership, good faith and early engagement. These provisions also inform the NPSUD addressed below.

5.3 National Policy Statement Urban Development

In accordance with the RMA provisions, the NPS includes the following relevant provisions to iwi and hapū engagement:

Objective 5

Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

Policy 9:

Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, must:

a) involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and

b) when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and

c) provide opportunities in appropriate circumstances for Māori involvement in decision-making on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori and issues of cultural significance; and

d) operate in a way that is consistent with iwi participation legislation.

3.13 Purpose and content of FDS

(3) Every FDS must include a clear statement of hapū and iwi values and aspirations for urban development.

3.14 What FDSs are informed by

(1) Every FDS must be informed by the following:

(d) Māori, and in particular tangata whenua, values and aspirations for urban development.

Following on from the strong directives in Part 2 of the RMA, the NPSUD includes specific and directive provisions relating to the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) and effective consultation of iwi and hapū in the preparation of the FDS itself.

5.4 Local Government Act 2002

The councils must follow the special consultative procedure under the Local Government Act 2002 (LGA) before making decisions on the FDS. The LGA also contains a number of important provisions relating to local authority responsibilities to Māori and in relation to the Treaty of Waitangi.

Section 4 of the LGA addresses the Treaty of Waitangi and provides:

Section 4 Treaty of Waitangi

In order to recognise and respect the Crown's responsibility to take appropriate account of the principles of the Treaty of Waitangi and to maintain and improve opportunities for Māori to contribute to local government decision-making processes, Parts 2 and 6 provide principles and requirements for local authorities that are intended to facilitate participation by Māori in local authority decision-making processes.

Section 77(1) of the LGA provides:

A local authority must, in the course of the decision-making process,—

(a)seek to identify all reasonably practicable options for the achievement of the objective of a decision; and

(b)assess the options in terms of their advantages and disadvantages; and

(c)if any of the options identified under paragraph (a) involves a significant decision in relation to land or a body of water, take into account the relationship of Māori and their culture and traditions with their ancestral land, water, sites, waahi tapu, valued flora and fauna, and other taonga.

The other obligations to Māori under the LGA include that a local authority:

(a) Section 81 - must provide opportunities for Māori to contribute to decision-making processes;

(b) Section 82 - must ensure that it has in place processes for consulting with Māori.

Consequently, the LGA requires careful consideration of Māori values and views in LGA decision-making processes.

5.5 Iwi and hapū engagement process

The team approached tangata whenua engagement with an open mind, with an aim to engage tangata whenua in a manner that is meaningful and takes shape around important future planning for iwi. Tangata whenua engagement, alongside other stakeholder engagement, has be an on-going process throughout the development of the FDS.

Iwi/ hapū across Te Tairāwhiti are represented by the 4 iwi that hold statutory acknowledgement over the FDS focus area:

- Ngāti Porou.
- Rongowhakaata.
- Ngāi Tāmanuhiri, and
- Te Aitanga a Mahaki.

Early invitations were extended to the four iwi trusts to engage on the FDS and ascertain if iwi express an interest in this strategy, and if so, how they wish to be engaged with in this kaupapa. Hui were initially slow to occur, but did begin in the middle of 2022.

5.5.1 Summary of feedback received through engagement

Details of engagements with iwi/ hapū recorded in the table 5 below, with a summary of some engagements following table 5.

Table 5 – iwi/ hapū engagements**Date of engagement**	**Detail of engagement**
8 March 2022	Ngati Porou Radio Interview on the FDS
31 September 2022	Iwi trust Chief Executives Workshop on TRMP Review, including the FDS. The focus of this wānanga was to discuss the various workstreams of the TRMP. Under the UGD workstream, questions were put forward to iwi trust Chief Executives to obtain their perspective on the topics and some of the question raised on the FDS were: • What are the major constraints to whanau accessing housing across the region? • Do you want to identify preferred growth sites and/or no-go areas, or should this come from hapū/whanau engagement? • What are the key values that you would like included in assessing if sites are suitable for development? • A kaitiakitanga lens agreed upon by the respective iwi trust chief executives as well as individual iwi aspirations towards urban development.

10 August 2022	Muriwai Community at Muriwai Marae – Wānanga 1 (Summary below)
24 August 2022	Te Aitanga a Mahaki at Takipu Marae - Wānanga 2 (Summary below)
20 October 2022	Te Aitanga a Mahaki at Takipu Marae - Wānanga 2 (Summary below)
19 May 2023	Te Runanganui o Ngati Porou – Online hui with Iwi trust Chief Executive, ITT representatives and GDC Chief of Strategy and Science. The discussion related to understanding the future development housing aspirations for Ngāti Porou. The Huxley Road site and former Rifle Range site are being explored for future residential growth opportunities for TRONPNui.
11 July 2023	Te Aitanga a Mahaki – Online hui with iwi trust Chief Executive, GDC Chief of Strategy and Science and UGD staff. Discussion on the FDS preparation including a general update and iwi aspirational sites for future growth. Several short term housing projects together with the Tūranga Tangata Rite housing and health precinct adjacent the Gisborne Hospital. Medium-long term aspirational growth sites for Te Aitanga a Mahaki could not be provided as the iwi trust currently in treaty settlement process. GDC team explained that council could explore FDS review triggers based on iwi treaty settlements once complete and the land is under the ownership of a particular iwi. This would allow iwi to be in a better position to discuss future spatial growth opportunities for the settled land.

A summary of Iwi hapū/whanau feedback was:

- Reframe everything around Kaitiakitanga or Te Taiao
- Combine Mātauranga knowledge with Western Science to take care of te Taiao.
- Growth that negatively affects the kai moana should be avoided.
- Existing industrial areas need looking at because some are located where discharges can affect the awa and te moana.
- Past growth has often pushed Māori out
- Our people are your people

- Iwi/hapū/whanau narratives should be reflected in their spaces
- Don't just accept growth for growths sake.
- The rules need to be for the many, not the few.
- Provide for multiple houses on a site – maintain style of living, multigenerational.
- Change reflects out place – biodiversity and te taiao.
- Our homes are protected from climate change.
- Impacts on our way of life are minimised so our practices flourish.
- We are sustainable, self-sufficient, resilient, and adaptable.
- Our whanau are not at the back of the queue for homes.

5.5.2 Engaging the Iwi Technical Trial (ITT)

Council and Tairāwhiti iwi took a significant step forward for the Tairāwhiti environment and relationship with the inauguration of ITT in November 2022.

The ITT intends to incorporate individual iwi positions and mātauranga (knowledge) to guide new environmental planning outcomes for the region, that is reflective of a te ao Māori perspective to resource management.

The 12-month trial ensures that the review of the TRMP includes a hapū/iwi lens from tangata whenua in the region. The ITT consists of five technical experts appointed by four iwi trusts mentioned above. The members will directly contribute to the drafting of the Tairāwhiti Resource Management Plan (TRMP) review, of which the FDS is a strategic policy informant.

The FDS team worked together with ITT representatives from the inception of the trial to progress three key sets of work listed below:

Engagement

Iwi Technicians expressed interest in providing an iwi lens and contributing to the FDS in a meaningful way. Workshops and meetings were held collectively, and individually in some instances, to present the three key areas below to work together. These initial meetings were held on the 5th, 12th and 13th of December 2022 to familiarise the Iwi Technicians with the tasks at hand and how they anticipate contributing to the focus areas. The product of engaging the ITT has proven extremely valuable in ensuring iwi have a space to share their views on future growth plans and strategies that contributes in shaping the future of Tairawhiti that reflects all views.

5.5.3 Iwi/ hapū value framework towards future urban development

GDC engaged with iwi/hapū throughout the development of the FDS to help capture the essence of iwi and hapū aspirations for urban development. For some iwi and hapū due to capacity and capability challenges, natural disasters, and other priority kaupapa, therefore engagement was minimal and at times not a priority.

Based on the engagement described in Table 5 above and engaging the Iwi technicians, a framework that highlights the themes captured through this engagement is outlined in Table 6 below.

Table 6 – Iwi/ hapū value framework

OVERARCHING ASPIRATION Te Oranga o te Taiao is at the centre of decision-making regarding the urban environment. As a community we are committed to prioritising the wellbeing of our natural surroundings in all urban-related choices, striving for a harmoniuos coexistence of vibrant communities and a thriving environment.	
Principles	**Goals**
Kaitiakitanga	We are dedicated to the responsible care and preservation of Te Oranga o te Taiao, recognising its essential role in sustaining life and economic vitatility.
Kotahitanga	We foster inclusive decision-making processes that recognise and provide for the Te Tiriti relationship with iwi and hapū whilst involving the diverse perspectives of communities and stakeholders.
Ko te taiao te mea nui	Sustainability guides our urban decisions, with a commitment to minimising environmental impact and promoting long-term ecological health.
Balanced Well-Being	We seek harmonious balance between vibrant urban communities and a thriving natural environment, acknowledging their interdependence.
Resilience and Adaptation	We prioritize resilience-building to address the challenges of climate change and natural hazards. Ensuring continued vitality of our urban areas.
Transparency and accountability	We maintain transparent processes and hold oursleves accountable to our commitment to Te Oranga o te Taiao in all urban-related choices.
Continuous Learning and Innovation	We embrace innovation and continuous learning to find creative solutions that benefit both the urban environment and the people.
Community empowerment	We empower communities to actively participate in shaping the urban environment, ensuring their needs and aspirations are heard and considered. This includes resourcing iwi and hapū to participate in a meaningful way.
Adaptive Governance	We employ flexible and adaptive governance strucutures that are compliant with democratic processes and Te Tiriti o Waitangi and evolve in response to changing urban and environmental dynamics.

Iwi technicians have advised that through the public consultation process GDC should seek iwi/hapū views on the proposed framework.

5.5.4 Iwi/ hapū aspirational statements towards urban development

The NPS-UD 2020 sets out a mandatory requirement for an FDS to reflect a statement of iwi/ hapū aspirations towards urban development. The statements below have been crafted by the respective iwi trusts:

Te Aitanga a Mahaki – Te Aitanga a Mahaki Trust

Toitu te marae a Tane, Toitu te marae a Tangaroa, Toitu te iwi.

If the domain of Tane Mahuta survives and prospers, if the domain of Tangaroa survives and prospers – then so too will the people.

5.5.5 Overarching Te Taiao objective

Te Oranga o te Taiao more specifically has been introduced through the RMA reforms, of which is reflected in the purpose of the Natural and Built Environment Act purpose. While the purpose of the new legislation is not directly relevant to the preparation of a FDS, this objective ensures Tairāwhiti's future development aspirations are shared with the purpose of future resource management system reforms.

The importance of ensuring te taiao is protected first before growth and development occurs is a common theme that arose from the engagements. In shaping the objectives for the FDS, it was clear the protection of te taiao was valued the highest. The team worked with Iwi technicians to formulate an overarching objective that recognises and upholds te Oranga o te Taiao ensuring growth and development does not diminish environmental values throughout Tairāwhiti.

"Growth and development must revitalise and enhance Te Oranga o te Taiao"

5.5.6 Iwi cultural values application in the MCA

The team have considered the impact of future growth areas in relation to sites and areas of significance to māori. The objective of the assessment was to include cultural value criteria as part of the MCA.

In Tairāwhiti, tangata whenua view the entire landscape as being representative of cultural values. There is a significant amount of history in Tairāwhiti, which connects tangata whenua to this unique region on the east coast of Aotearoa. ITT representatives have expressed that subdivision in areas of high cultural value to māori diminishes connections to these areas of significance, therefore it is imperative that future growth areas are appropriately considered. The cultural value assessment in the MCA sought to assess the level of impact future growth and development imposes on sites and areas of significance to māori.

A set of criteria was developed to assist in the application of growth areas to be assessed for cultural value impacts to be used in the MCA. The selection criteria was based on the definitions in Table 7 below:

Indicator	Criteria
Green	The growth area does not impact sites of cultural significance
Orange	The growth area may impact sites of cultural significance but has support from iwi and hapu

Red	The growth area negatively impacts a site of cultural significance (e.g. wāhi tapu/wāhi tupuna/other cultural landscape) and is not supported by iwi and hapu.

Table 7: MCA cultural values selection criteria

During hui with ITT representatives, the selection criteria was applied to the MCA together with iwi technicians providing their interpretation of the cultural values present in relation to the growth sites. Where iwi technicians were confident in applying the selection criteria, those sites were excluded from further consideration. Sites such as the Rail Station site and Scarlys Way were such sites excluded from further consideration in the MCA.

Iwi technicians did apply preliminary scoring on other growth areas but advised the FDS team that further engagement with their respective iwi would be required to confirm their views. In areas such as the CBD and existing built-up residential areas, sites of significance were known to be present, but the scale of development has completely diminished the value. Those sites were scored green.

Figure 4 below was prepared to assist iwi in applying the selection criteria to the MCA for cultural values. Illustrated in the map outlines the FDS growth areas in red outlines, and the current heritage data on the GDC database. The data illustrated archaeological and wahi tapu sites, heritage alert layers and protected watercourses.

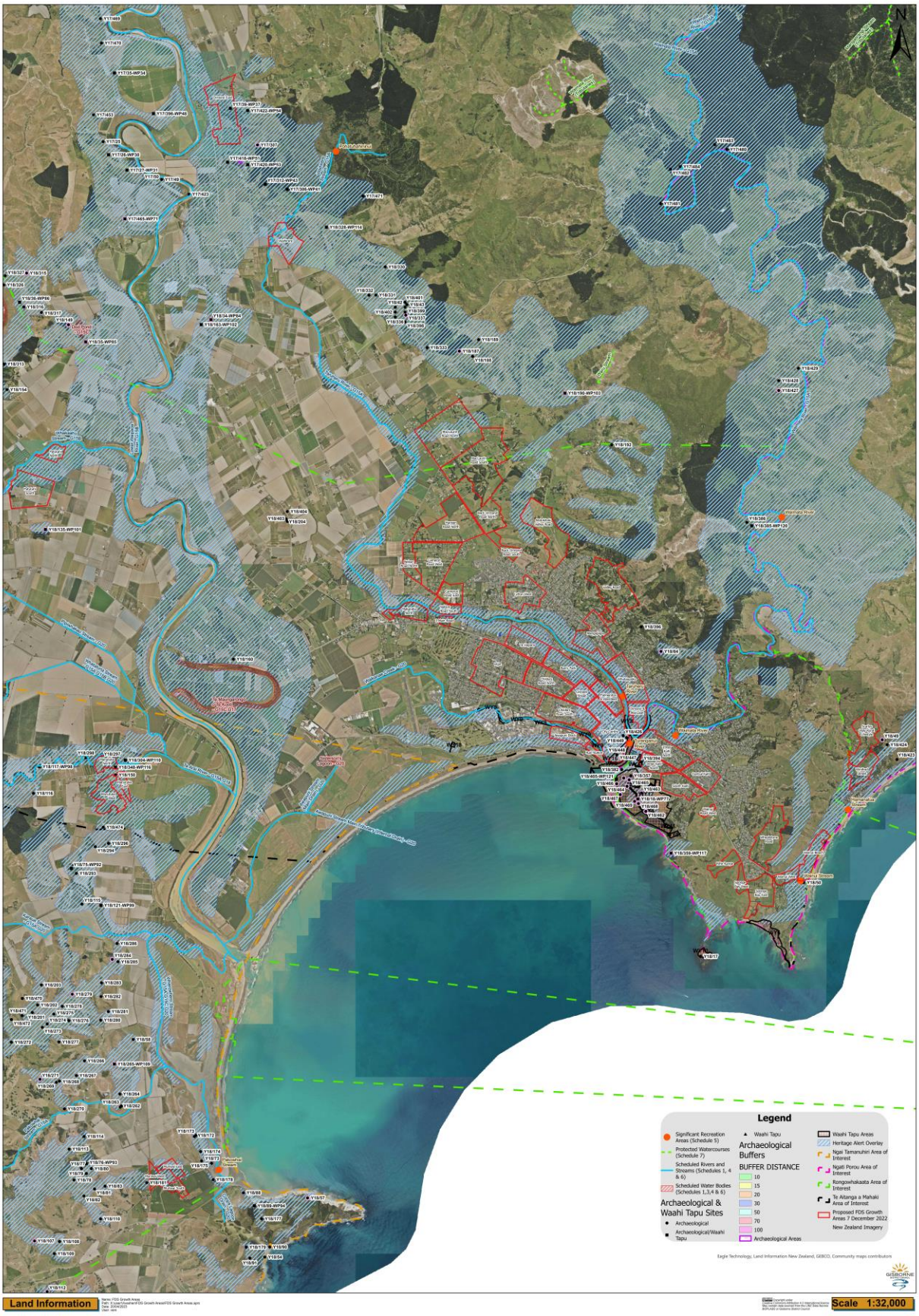


Figure 4: Current Heritage mapping

5.5.7 Supporting iwi with the tools required to enable decision-making

The FDS team checked in with iwi technicians progress at the beginning of 2023, to ascertain whether any further support in confirming cultural values in the MCA would be required and extended an option to explore wananga with iwi to assist the process. However, Tairāwhiti had experienced severe weather events in January and February in Cyclones Hale and Gabrielle respectively. The engagements with iwi were paused until June 2023 to allow iwi to provide full attention towards response and recovery efforts as future growth conversations would not be front of mind for many.

Further FDS engagements were picked up again in June 2023 with regular weekly/ fortnightly hui planned to advance the assessment of iwi cultural values to guide site selection. Council provided iwi the opportunity to hold wānanga individually confirm inputs into the MCA, together with the use of iwi nominated mātauranga specialists to support iwi. However, given the FDS timeframes, iwi advised that the wānanga could not be completed within the timeframes provided. It was acknowledged by iwi that the FDS process would proceed with the ability for more detailed cultural assessments and considerations during the TRMP review.

5.5.8 Looking Forward

Whilst a comprehensive assessment into iwi cultural values could not be assessed under the MCA to support growth area selection, it remains an important assessment to ensure future development does not diminish cultural values within the region. The TRMP workstreams remain committed in supporting this key piece of work, which will continue out of the scope of the FDS but continue through the development of the TRMP review.

A Historic Heritage Review is underway under the RPS workstream, which will review the information outlined in Figure 1. Once the review is undertaken, the results will allow iwi technicians and the TRMP workstreams to identify areas that are not suitable for growth and provide suitable protection measures to sites and areas of significance and reflected through the TRMP review.

6.0 Engagement to date

6.1 Our Approach

The FDS has been informed by the engagement required by Part 3.15 of the NPSUD. This includes engaging neighbouring local authorities, central government agencies, infrastructure providers and the development sector. The form and outcomes of this engagement is summarised below. Part 3.15 also requires engagement with relevant iwi and hapū. The process and outcomes from this engagement is set out in section 5 above. As well as the NPSUD mandated engagement and consultation, the Council opted to undertake early community engagement. The purpose of this engagement was to assist with community awareness of the project, seek early feedback on what is important for the FDS, for the community to let Council know of any growth areas they considered suitable for inclusion in the FDS and to test growth areas and spatial scenarios.

Engagement on the preparation of the FDS to date has been through online forums and in-person workshops and drop-in sessions. Most of the key stakeholder engagement was undertaken online due to Covid-19 restrictions and also in acknowledgement that a number of stakeholders e.g. government agencies are not all based in the region.

6.2 Community Engagement

The early phases of public engagement ran over February – April 2022 and October – November 2022. The aim of this was to introduce the project to the community, gain feedback on the overarching FDS strategic directions, for the community to put forward any potential growth sites and seek feedback on the draft objectives and spatial scenarios. The engagement included a mix of Zoom webinars, public meetings and workshops, media releases, council newsletters, website updates and social media posts. A summary of the approach is as follows.

GDC engaged early with the community via a number of channels including:

- Seven community webinars over Zoom in March and April 2022, all of which were recorded and uploaded to the FDS landing page on the Council's website. The date of the webinars were as follows:
    - 28 March 2022 (midday and evening session);
    - 29 March 2022;
    - 30 March 2022;
    - 11 April (midday and evening session); and
    - 12 April.
- Growth site nomination process on GDC FDS webpage over February – April 2022.
- Dedicated email address and enquiries service.
- Media releases:
    - Tairāwhiti Plan review underway 7 Dec 2021
    - Preventing a housing crisis 4 March 2022
    - Community sessions for FDS 10 March 2022

- Tackling Tairāwhiti's big challenges 19 April 2022
- Where will we build scenario preference 9 November 2022

- Newspaper articles/radio interviews:
  - RNZ Interview with Council Manager on FDS – 5 March 2022
  - Ngāti Porou Interview with FDS Lead on FDS 8 March 2022
  - Turanga FM talkback interview with Mayor Rehette Stoltz – 14 March 2022
- Social media: regular updates, reminders and advertising of webinar events.
- Rolling updates on the FDS landing page on the Council's website.
- Five Community drop-in sessions on the 13, 15, 16 and 21 November 2022.

An overview of the community engagement undertaken is set out below.

6.2.1 Community Webinars

Seven online community webinars were held by GDC over March/April 2022 to introduce the FDS to the public, to respond to any community questions and to encourage growth area site nominations through the online mapping tool. These webinars were advertised via a media release, social media posts, a Council website update and radio interviews.

A total of 16 people attended the webinars.

Questions and answers from the webinars were posted on GDC's website. The questions asked during the webinars included:

- Why is a future development strategy important?
- What timeline does it cover?
- How does the FDS fit in with the rest of the TRMP review?
- How does the FDS fit in with the Spatial Plan?
- What does a housing crisis mean?
- What will be done in the FDS/how will it reduce the cost of houses and land?
- How can the community be involved in the FDS process?
- How many houses does the FDS need to provide for?
- When will the FDS become operational and when will these changes be seen?
- How do you develop a city sensibly, and ensure services such as roads and soft infrastructure keep up with development?

6.2.2 Growth Site Nomination

The growth site nomination process commenced in February 2022, using an online mapping tool on the FDS webpage. Through this webpage, the community could nominate areas or sites they considered suitable for increased housing or business for consideration as part of the FDS process. Areas not considered suitable for housing or development could also be identified. The community could also provide general comments about an area. Once areas or sites had been nominated or

comments provided, the rest of the community could vote for or against the comment/nomination.

The growth site nominations were advertised on Council's website, social media, media releases, eNewsletters, the stakeholder workshops and community webinars.

A total of 47 people provided nominations or comments through this mapping tool. This included 36 site specific comments, one site flagged as not suitable for development and ten general comments provided about the issues and opportunities for development in various areas.

The key themes that emerged from this online tool included intensification, open spaces, infrastructure and site-specific development areas. These are mapped in Figure 5 and Figure 6 below and themes that emerged from these comments are detailed below.

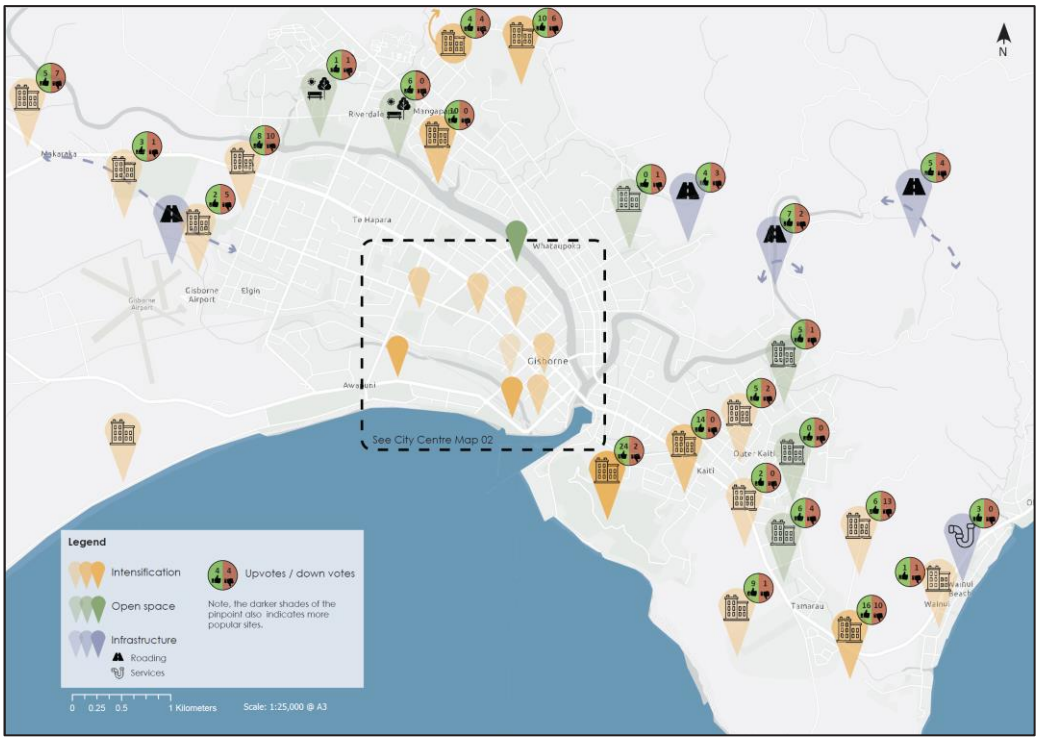


Figure 5: Map of the wider Gisborne area showing comments received during the growth site nomination process according to key themes.

Figure 6: Map of the Gisborne CBD showing growth site nominations.

Intensification

- Respondents suggested intensifying existing urban areas, particularly the CBD or close to the CBD in order to increase the housing stock and regenerate residential areas that are becoming rundown.
- Particular support for residential growth in existing areas given the high walkability and cycling opportunities.
- There were mixed views on the level of intensification that people would support from two storey buildings to higher density residential development. Re-using existing buildings in the CBD that are rundown was suggested.
- Some comments were made about the current restrictive planning rules that can constrain intensification. Whilst not directly related to the future development strategy, these comments provide helpful insight from the community on support for more enabling and intensive development.

Infrastructure

- The importance of providing infrastructure and services to enable development, particularly in areas outside of the urban area such as Wainui was highlighted. A number of suggestions were made for improvements to the roading network and providing new connections to enable development. This included a suggestion to investigate existing paper roads for their potential to increase accessibility to infill housing areas within the urban area and avoid sprawling outwards.
- Support for improving the cycling network, particularly alongside the river.

Open space

- Need to ensure accessibility to green spaces alongside new housing developments and supporting a well-connected open space network and biodiversity.
- Potential to rationalise the network given a number of the parks some are currently underutilised and expensive to maintain. This included suggestions for specific parks or portions of existing parks to be developed as they were considered to have issues with safety, amenity and maintenance. These parks are shown in Figure 5 and 6 above in the 'green' pinpoints with the intensification symbol.

Site Specific

- Approximately 25 site specific nominations were made for growth areas including:
    - CBD – support for city centre intensification in particular regeneration of rundown, taller buildings and other key corner sites as shown in Figure 6 above (CBD map).
    - Awapuni Road – converting from industrial to housing.
    - Matawhero and Makaraka – increase development between these areas.
    - Former railway station – support for medium to high density residential development.
    - Mangapapa, particularly Valley Road – support for intensification in the Valley.
    - Golf Course and AMP Showgrounds – support for intensification.
    - Wheatstone Road and surrounding hills – support for development.
    - Wainui and Okitu - there were mixed views about Wainui. Some members of the community supported development and the extension of infrastructure to enable this whilst others expressed concern that development will destroy the nature of the area.
    - Suggestion for residential development to connect Wainui Beach and Sponge Bay.
    - Tokomaru Bay – nomination made on behalf of iwi for papakāinga development as shown in Figure 7 below.

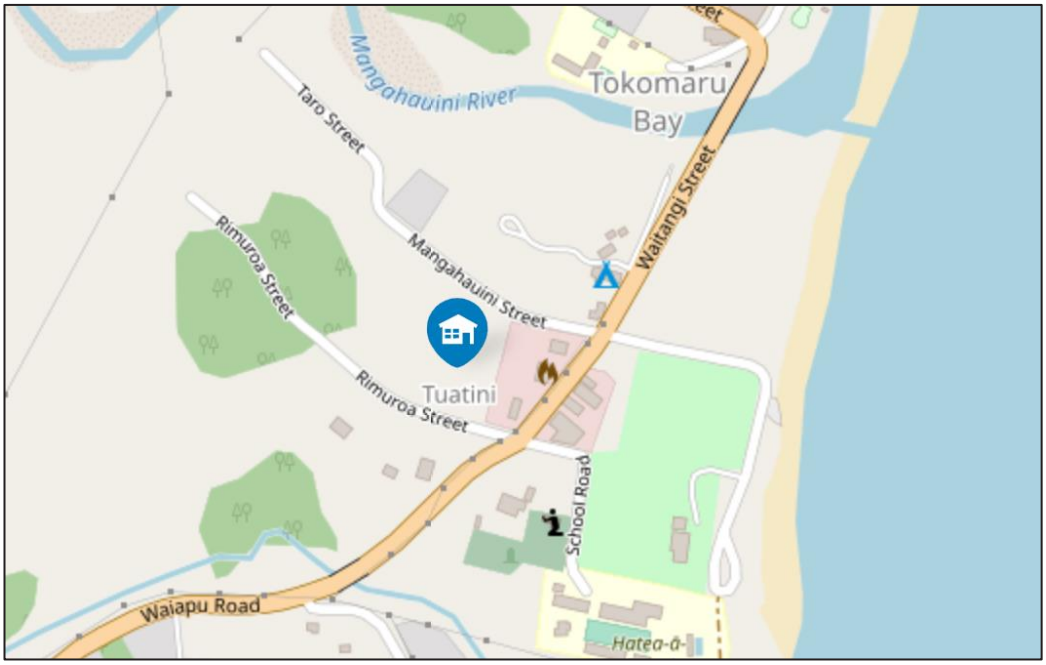


Figure 7: Tokomaru Bay growth site nomination

6.2.3 Community drop in sessions

The wider community were engaged over October and November 2022 on the FDS objectives and spatial scenarios.

A stall was set up at the A&P show presenting the FDS scenarios on 14 and 15 October 2022. The stall attracted a small number of both residents and visitors. A stall was also set up at the weekly Farmers Market on the 12 November 2022, called 'Where will we build Tairāwhiti. Key feedback received included:

- Intensification should happen but it is important that it is targeted to appropriate areas that can support increased heights and densities without negative repercussions e.g. blocking people's views.
- Some high-rise apartments could be a good solution to the housing problem in Tairāwhiti.
- City centre needs to be revitalised, including providing for residential uses above shops to support a more livable and vibrant city.
- Empty shops and buildings in the city centre should be repurposed for residential accommodation.
- Parks and reserves should be protected and not used for residential purposes. However conversely, some feedback suggested that there is an opportunity to build on under-utilised reserves and parks and improve the remaining parks with interactive and modern infrastructure.
- Do not create satellite subdivisions which are unconnected to the city centre.

In addition, a series of open-door community drop-in sessions were held on 13, 15, 16 and 21 of November 2022. Approximately 40 people attended the drop-in sessions. Key feedback from the drop-in sessions included:

- Past experience as a surveyor raised concerns for him around the development of the Sponge Bay, Wainui, and Rifle Range area as these were used for outflow drainage from all other land in the catchment in the past. Preferred the Western Growth Scenario, accepted the merits of intensification but "wouldn't want to live in there (high-density development) myself".
- Concerns about new development leading to increases in hardstand areas leading to increased stormwater run off into the Wainui Stream which is over capacity. The scenario preference was any scenario that did not include increased development in Wainui, regardless of any upgrades in stormwater infrastructure that could come hand in hand with the planning.
- Interest in current land uses and residential densities of the rural residential and rural lifestyle zones which are included within the proposed new greenfield development areas in the western growth scenarios. The reasoning behind this was that there may not be adequate archeological survey undertaken in these areas marked for development as land use has been pastoral/non intensive in the past.
- Build houses on the Gisborne Airport Land because it is owned by Council and the infrastructure is available.

6.2.4 Social media and website polls

Social media releases were posted for:

- Facebook post Tairāwhiti Plan review underway 7 Dec 2021
- Facebook post Growth site nominations open 25 April 2022
- Facebook post Where will we build 10 Nov 2022

From 9 – 28 November 2022 a poll was available on the council website as well as being advertised on social media called "Where will be build?" to seek community feedback on the draft spatial scenarios.

- 181 contributions were made from 163 individuals
- Scenario 1 – Intensification alone, was the preferred first choice for 40% and 2nd choice for 22% of participants.
- Scenario 2 – Western Growth, scored the second highest ranking at 33% first choice and 17% second choice.
- Scenario 3 – Eastern Growth, was the least preferred choice at 10% first choice and 25% second choice.

A summary of the feedback received through the where will build, is as follows:

- The focus should be on affordable housing and providing options for low and middle income home ownership. Intensification provides options for small families, couples or young professionals to live and work close to the city. Intensification in the Elgin and Te Hapara areas makes sense as the once undesirable housing close to the train line which has now been decommissioned, can now be attractive for first home buyers.
- Appears to be the best way to prevent urban sprawl taking over productive land needed for agriculture.

- Work on outdated infrastructure within the city is needed now. Designing and building this Infrastructure will allow Option 1 to happen. Option 4 will be an add-on to the first Option. Existing Educational Infrastructure are sited in the western areas of the City with additional space available. ie No Secondary school in the East. The existing non-reticulated water and waste water in the East ensures high implementation cost.
- Utilize the already existing multi story buildings in the immediate CBD for apartment type housing. Stop building multi-storey dwellings next to existing established single story dwellings in all areas, these breach privacy of the existing houses as they can see straight into neighbouring properties. Prevent more ugliness like Lytton West and Potae Ave
- Reticulating Wainui and revitalising the CBD should be givens and non-negotiable parts of planning for future development in Tairawhiti.
- I think it is important not to encourage growth west towards the good arable farm land. The land to the east is less viable for farming and allows intensification of Kaiti and Wainui.
- Preferred option 1 - Intensification to make greater use of existing resources. Encourages CBD revitalisation with more people living, working and shopping centrally. Seems to not take over productive land via Western Expansion. Eastern growth option may create traffic chaos over Gladstone Road Bridge.
- Definitely not Sponge Bay Area as it is a huge water catchment that already floods. Where would the water go?
- More sustainable, more cohesive city prepared for the future. Allow easier public transport encourage cycling and pedestrian areas. Smaller homes smaller environmental footprint. Change zoning to mixed use and neighbourhoods. Smaller sections and 'co owned' sections. Encouraging current home owners to develop and subdivide their sections.
- Intensification in town to keep infrastructure close to centre and revitalise city. It would be an opportunity to brand building to te tairawhiti image. People man live work and play in close proximity. Minimise impact of productive food lands.
- To contain urban sprawl and force development up rather than using Greenfield land.

6.3 Stakeholder Engagement

A core stakeholder group was identified in early 2022, with representatives from government agencies, iwi developers, developers, infrastructure providers, service providers, industry groups, large employers in the Tairāwhiti region and council-controlled organisations. Stakeholders engaged with included organisations or agencies with activities that influence growth in the region and those that provide development and additional infrastructure.

A list of key stakeholders involved in the preparation of the FDS is attached at **Appendix 1**. This group includes several of the agencies Council is required to engage with as set out in Part 3.15 of the NPSUD.

An overview of stakeholder engagement is set out below.

6.3.1 Stakeholder Workshop 1 and feedback

Two introductory workshops were held with stakeholders on the 28th and 29th March 2022 via Zoom. Approximately 45 stakeholders attended these workshop as well as a selection of

Councillors and key engineering and infrastructure Council officers. A total of 103 stakeholders were invited to attend.

The purpose of the first round of workshops was to introduce the FDS project and its purpose, outline the methodology, seek information to help Council with identifying opportunities and constraints, and seek feedback on the overarching themes for developing the objectives that will guide the FDS.

Each workshop was two hours long and included a presentation from the project team with two 'break-out room' sessions for focussed discussion where stakeholders were split into smaller groups for 30-minutes. The first of these discussions focussed on the opportunities and constraints mapping and the second was focussed on objectives topics.

Key themes that emerged from the focussed discussions included:

Opportunities:

- Intensification within the CBD for mixed-use, walkable, high-density developments that could create a destination with high levels of amenity, vibrancy and connectivity. Palmerston Road was suggested as a good example of higher density development. Awapuni Road was also noted as an example that could have increased densities and multi-storey development.
- There is both demand for higher density housing and land capacity within the CBD and surrounding areas. In particular, stakeholders commented that there are a number of older buildings in the CBD that are not fit for purpose and could be redeveloped into high density housing
- To provide for focused growth at smaller development nodes throughout the urban area that are well-connected to the CBD. Balance Street is a good example of this which fosters a strong community feel – providing this type of high amenity for all communities.
- Further investment in infrastructure, particularly the wastewater network, will provide opportunities for brownfield development.
- Protecting the waterways and surrounding areas and creating nature corridors alongside urban development to support biodiversity, walking/cycling connectivity and water quality goals.
- Harness the unique, innovative culture within Tairāwhiti that allows for constraints to be turned into opportunities if planned ahead. The current (as at March 2022) flooding emergency has illustrated the responsiveness of the community to get through crises and the opportunities that these crises can provide in shifting away from traditional processes.
- Papakāinga where there is high demand and existing solutions particularly from the Māori community. This includes developments using relocatable or tiny homes and more alternative housing type communal living arrangements that move away from the Eurocentric model.

Constraints:

- Infrastructural capacity was flagged as the most pressing constraint to development as it is insufficient for intensification. In particular, a lot of concern was raised about wastewater/stormwater network overflows during heavy rain events and water supply.
- The lack of capacity within the electricity network as a key constraint to development and commented that a number of recent subdivisions have not been progressed due to this.

- There has been limited investment in infrastructure and development in rural towns which is a barrier to growth in these areas, particularly as it relates to the three-waters network, roading, electricity and wifi.
- Whilst there is demand for intensification of urban areas, the existing TRMP poses a number of consenting barriers to delivering quality developments, particularly those that are mixed-use or higher density.
- Housing affordability was raised as a key constraint in the Tairāwhiti region, particularly due to these barriers to development within the TRMP and other environmental issues.
- The existing zoning provisions in the rural towns was also raised as a constraint, particularly as it relates to the scope of the residential zone.
- Some stakeholders also flagged that the existing urban structure and infrastructure in the city centre poses a constraint for this type of development.
- Most stakeholders shared the same view that highly productive land should be protected for productive activities and development should be focused within existing urban areas.
- Reverse sensitivity was also raised as a key constraint, particularly at the rural-urban edge. There was a clear preference from stakeholders to protect productive land from sprawling urban development in these areas.
- Natural hazards were noted as a key constraint including flooding, sea-level rise and earthquakes. Areas subject to these hazards were flagged as no-go areas.
- Geotechnical issues particularly as they relate to land instability around fault lines and steep hillsides as well as low soil quality due to the clay soils that makes development difficult and expensive.
- A number of comments illustrated the need to balance intensification with protecting heritage values in the CBD.
- The lack of affordable public transport and the difficulties in maintaining this was raised as a constraint, particularly to more remote areas of the region such as the coastal townships due to the capacity and quality of the roading network in these areas.
- It was noted that land banking is common within the region creates a challenge as it forces otherwise feasible development into areas that may be unsuitable, such as highly productive land.
- Stakeholders raised the importance of thorough and in-person engagement with rural communities to understand their aspirations for growth.

Objective Topics:

- Almost all of the stakeholders discussed the interconnected nature of all of the topics and the need for this to be reflected in the objectives. Some stakeholders suggested that problem/vision statements and three or four guiding principles could be used to direct the objectives and be used as a measure of success.
- Well-being, the natural environment and iwi/hapū values were suggested as the three guiding themes.

- A key focus of the discussion was on well-being and the importance of the objectives reflecting social well-being and the community element of growth.
- The top priorities for stakeholders were infrastructural capacity, the natural environment and climate change. Some stakeholders raised the opportunity for Tairāwhiti to act as a template or model for practical sustainability, achieved through innovative solutions that harness the relationship between all of the themes.
- Manaaki Tairāwhiti advised that in terms of the objectives they should;
    - be simple,
    - focus on the big issues,
    - have as much certainty as possible,
    - have clarity for developers to build around provisions, and
    - include a planning process that is efficient.
- Overall, many stakeholders raised the need for the objectives to be bold and innovative and it was suggested that the region could act as a model for quality growth and development in New Zealand.

Iwi/hapū

- Regarding iwi/hapū, stakeholders raised the need for a region-specific objective rather than just supporting the required engagement.
- A number of the stakeholders discussed the need to provide for the limited capacity of hapū through these processes and the associated challenges of this.
- Look to incorporate tikanga into growth and development principles.
- There is a need to move away from Eurocentric, individual housing typologies and towards more collective objectives.
- Various stakeholders discussed the need to reflect Te Tiriti o Waitangi principles and the equity of outcomes objectives.
- Cultural connectivity was raised as a key theme to guide an iwi/hapū objective.

Housing

- Objective should be focused on promoting intensification alongside some greenfield growth.
- Objectives relating to housing should be framed to support well-connected intensification where homes are accessible to amenities and public transport.
- The majority of stakeholders supported intensification of existing centres and flagged that there is demand for high density, multi-storey developments in Tairāwhiti. Palmerston Road was identified as a good example of development with higher densities that has been supported by residents.
- Various stakeholders raised the need for housing-based objectives to support change rather than framing increased intensity as a negative that detracts from existing character values.

- A number of stakeholders raised the importance of providing for a range of housing choices that reflects actual demand, particularly to support affordability and provide dwellings for low-income families.
- The importance of affordability was raised by a number of stakeholders, as well as the housing emergency in Tairāwhiti and nationally. It was raised by the project team that the Future Development Strategy could aim to address this through enabling land supply and choice.
- Alternative housing typologies such as co-housing and papakāinga were suggested.

Natural Environment

- The language of a natural environment objective was considered and it was suggested that 'enhancing' or 'improving' should be the focus as well as stopping any damage from happening.
- Some stakeholders (particularly Manaaki Tairāwhiti) discussed how there is little biodiversity left to protect so efforts should be focused on mitigating any further loss of biodiversity and improving existing ecosystems so that we can enable greater connection and interaction in the future.
- Flooding and wastewater overflows into streams was discussed as a key problem in the region that is impacting the health of the natural environment.
- Importance of the various aspects of the natural environment was discussed and the possibility of splitting these into different objective statements, particularly for freshwater and wetlands given its increasing importance in the region.
- Biodiversity was raised as a key thread that could tie the natural environment objectives together, particularly through creating ecological and recreational corridors along waterways. Integration with the proposed National Policy Statement for Indigenous Biodiversity was raised as an opportunity for integration, to increase biodiversity within urban areas.
- A suggestion was made about the opportunity to offset new developments by requiring native plantings.
- Many stakeholders highlighted the importance of ensuring that quality development occurs and is not at the expense of the environment, highly productive land or amenity.

Climate Change

- A number of stakeholders were advocates for cycleways and suggested new development should be used to fund future walkways and cycleways.
- Suggested that adaptation should be the focus and a risk mapping exercise should be undertaken as part of the FDS to consider the urban heat environment in relation to how new growth areas are designed and existing growth areas are redeveloped.
- Sea-level and river rise were discussed and the importance of having restrictions on development to address this through the TRMP (for example managed retreat)

Natural Hazards

- This outcome was not specifically discussed however natural hazards were raised as a key constraint to the region as above. More detailed resource management plan related provisions

were raised as solutions to this e.g. outright avoiding/preventing development in areas subject to sea-level rise.

Highly Productive Land

- Almost all stakeholders raised that highly productive land is an important environmental bottom line that should be factored into the objectives and should only be developed on as a last resort, if at all. The majority of stakeholders noted that all other options in terms of intensification and general infill within the existing urban environment should be explored and taken up before there is any consideration of development on HPL.
- Highly productive land was discussed extensively by HortNZ and other stakeholders based on the contribution that primary industry provides locally and nationally.
- The issue of reverse sensitivity was discussed particularly at the urban-rural edge and the importance of protecting rural activities from sprawling urban development.

Infrastructure

- With regards to infrastructure, many stakeholders raised the importance of using language that enables infrastructural capacity in a better way, particularly to support intensification of brownfield areas, rather than being prohibitive to future development and growth.
    - It was raised that it is critical to increasing development capacity in the region, particularly the CBD and providing for greater heights and densities through intensification and protecting development on productive land
- A suggestion was made about the importance of using urban design at the front of development design to ensure that infrastructural maintenance is low

Capacity

- Many stakeholders suggested that the FDS objectives could respond to the lack of housing and business capacity. It was raised that big companies are interested in investing in Tairāwhiti but are facing challenges in bringing staff to the region, particularly specialist workers because of the lack of capacity.
- Regarding development patterns, there was general support for intensification of existing urban areas and this should be focused at key development nodes.
    - Stakeholders suggested this could include intensification of the CBD as well as smaller communities that are well-connected outside of the CBD to provide diversity of choice and ensure that not all amenities are singularly located in the CBD.
    - It was raised that high density can be the aim, rather than just medium density.
    - Awapuni Road was flagged as a key development opportunity for multi-storey development (three-level buildings were suggested)
- Various stakeholders raised the criticality of increasing development capacity as well as improving the quality of the built environment.
- It was noted that across Tairāwhiti, there is currently a struggle in meeting the ‘average’ in terms of the amount of capacity required. Through the FDS and in particular the objectives, there were opinions that the focus should be on going beyond sufficient development capacity

and instead providing more capacity than what is required to try and get ahead of the curve and raise the bar.

6.3.2 Stakeholder Workshop 2 and Feedback

A second follow up workshop was held with stakeholders on the 25th October 2022 via zoom. Approximately 45 stakeholders attend the workshop sessions as well as a selection of Council officers. The workshop was two hours long and included a presentation from the project team.

The purpose of the second workshop was to test the FDS objectives and seek feedback on spatial scenarios and growth areas.

Key themes that emerged from the focussed discussions included:

- Generally, there was support from stakeholders on the process to date and how stakeholders have been engaged.
- Most stakeholders supported the 'western growth and intensification' option and noted that growing west appears to strategically make more sense than the other spatial scenarios due to factors such as the location of existing infrastructure.
- The Awapuni block could be better utilised under all the spatial scenarios to deliver on higher density residential housing.
- There was support for the consideration of equity, affordability and access for to housing under each scenario.
- All scenarios presented can deliver greater capacity than required in the short, medium and long term. All stakeholders supported providing for a spatial strategy that can deliver more than sufficient capacity.
- While Kaiti has reasonably significant infrastructure constraints, providing for growth in Kaiti and out east of the Gisborne urban environment would have an added benefit of being able to address present overflow issues.

6.3.3 Targeted Stakeholder Engagement

In addition to workshops with key stakeholders, targeted one on one meetings and workshops were held with some specific stakeholders which is outlined below.

6.3.3.5 Kāinga Ora

Direct engagement was undertaken with Kāinga Ora over two separate sessions during the preparation of the FDS. An initial workshop session was held on 19 May 2022 where the FDS process was introduced and Kāinga Ora presented potential opportunities for growth areas, see Figure 8 below.

Figure 8: Kāinga Ora Identified Growth Opportunities

A second follow up workshop session was held with Kāinga Ora in October 2022 to present and seek feedback on the FDS objectives and spatial scenarios. Key feedback from Kāinga Ora included:

- Any growth planning must include suburban centres planning.
- A combination of Intensification and Eastern growth is preferred, although intensification should be extended to more of the inner Western suburbs.
- Support the inclusion of papakāinga in the objectives, and needs to apply to urban areas and also to land not necessarily identified as Māori Land on the title.
- Intensify around walkable catchments.
- Complete centres hierarchy assessments to determine business and commercial growth areas.

6.3.3.6 Waka Kotahi

GDC engaged with Waka Kotahi to inform the preparation of the FDS. Feedback from Waka Kotahi reinforced the need to focus housing development and growth around walkable catchments to commercial activities and community services, in particular around the center of Gisborne. Waka Kotahi confirmed that there are constraints in the capacity and quality of the road network, specifically up and along the coastline in Tairāwhiti with many of the roads requiring repairs.

6.3.3.7 Developers

GDC engaged with developers to inform the preparation of the HBA and the FDS. Approximately 12 developers were invited to attend community webinars and stakeholder workshops. Many of the developers in Tairāwhiti are iwi led agencies or social housing providers. Feedback from developers overwhelmingly confirmed the current housing crises in Tairāwhiti and the need for affordable housing solutions to meet the diverse needs of the community. In terms of growth areas, most developers were supportive of intensification outcomes, developing within and around central Gisborne and smaller neighbourhood centres e.g., Kaiti and Elgin.

6.4 Young People and Youth Engagement

The Local Government Act 2002 requires consideration of the views of people effected by a matter, both now and in the future. This is especially important for addressing the needs of young people (rangatahi) in the FDS. Young people represent the largest pedestrianised portion of the community; walking, using public transport and biking.

Drawing from previous work undertaken as part of the GDC *What's up Rangatahi? Survey 2022)* the following concerns of rangatahi and how they relate to the FDS were identified.

(1) Not enough going on for youth – **Recreational facilities and living connected communities**

(2) Global warming, the environment and sustainability – **Public transport, connectivity, biodiversity & waste**

(3) Uncertainty around COVID-19 and the effects on our community

(4) Rising drug use from the younger generations

(5) The housing crisis and not being able to afford a house – **Affordability, intensification, housing types, housing ownership option continuum**

(6) The divide between vaccinated and unvaccinated

(7) Gisborne becoming run down/ ghost town – **City centre revitalisation**

(8) Racism and cultural inequality – **can be partly addressed by urban design in creating a place/neighbourhood/CBD we can all identify with.**

(9) The amount of homelessness and public drinking – **helped by City centre revitalisation**

(10) Waste/ sewage being released into our awa

(11) Lack of support within communities for mental healthcare

(12) Job security - **helped by City centre revitalisation, increased assurance around home ownership**

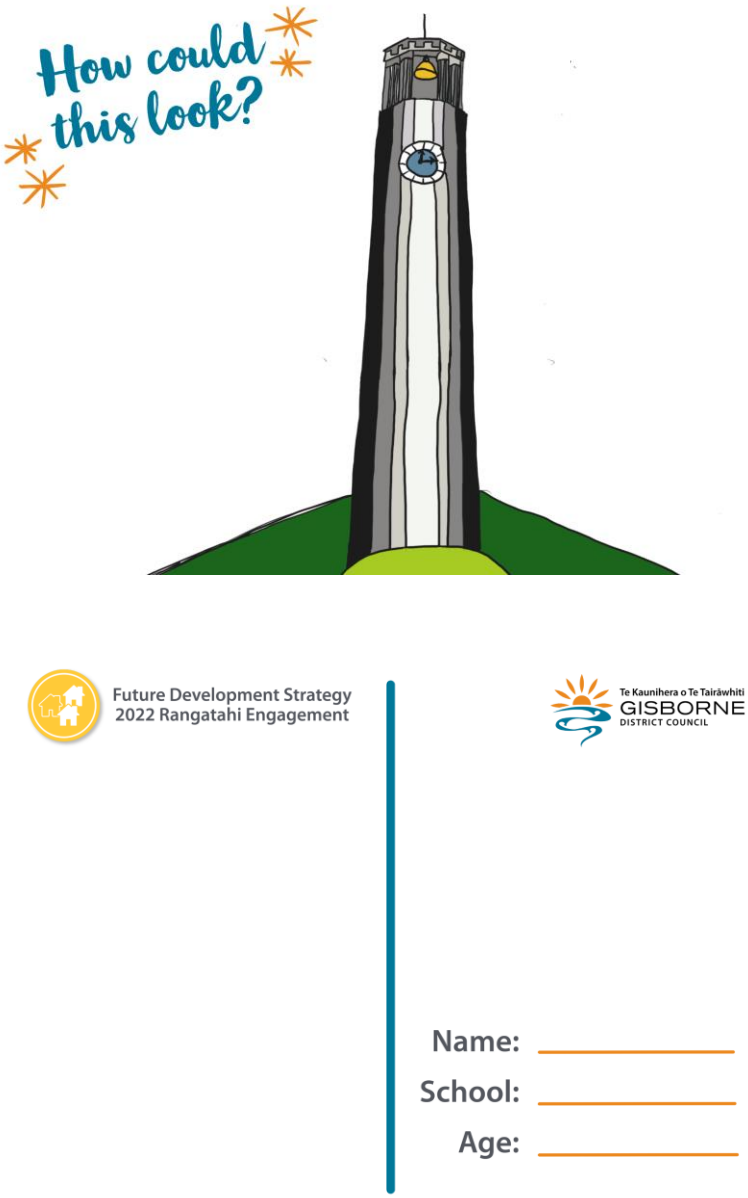
In addition to the above, a 'postcards from the future' exercise was undertaken to enable rangatahi to express their views on the future of the Tūranga CBD or the parts of the city that they specifically identify with. Using an existing relationship between Council and schools and kura through the Enviroschools project, postcards were provided detailed with line drawings of a recognisable CBD area. Rangatahi were asked questions to facilitate their ideas around the future of the city and then instructed to draw and colour what changes they would like to see with a focus on aspects of the strategy that directly affects them – housing, connectivity, public transport, sports and recreation facilities etc.

The question prompts provided were:

Over the next 30 years…

- Do you think the city could be better?
- What changes would make living in Gisborne better?
- What would you change about the city?
- What could be done to improve the environment, global warming, or sustainability?

- What housing problems do you see?
- What could help this and where?
- What transport issues to you find?
- What changes could help this, and where?



A total of 62 postcards were completed and returned to Council staff. Students that responded were mainly from Awapuni School, Wainui Beach School, and Te Kura Kaupapa Māori o Kawakawa mai Tawhiti and of ages 8-17. Each postcard was made by a single student or a team of up to four students and included at least 3 points of discussion. Some key themes that arose from this exercise relevant to the FDS were:

- The need to identify sustainable freshwater supply to meet our growing residential population needs – i.e individual dwelling rainwater collection

- The need to save money/reduce pressure/build capacity on wastewater and water supply infrastructure
- Increased supply and maintenance of public/community services and facilities – i.e public toilets, rubbish bins, free Wi-Fi capability, library improvements, roller-skate rink, motocross facility, beach cleaning, bird sanctuary, water fountains at sportsgrounds
- The opportunity to create a youth technology innovation centre – i.e for app and game technology creation
- Address housing affordability
- Address homelessness/ provision of homeless shelter
- Increased Urban greening/biodiversity/ natural habitat for native birds
- Increase supply of housing (some responses even specifically nominate the Kaiti area for this)
- Encourage and enable renewable energy sources
- Improvements to water management and recycling capabilities
- Electric public and individual transport encouraged
- Increased job supply
- Increased quality of home building materials
- Multi-story apartments encouraged in the city Centre
- Reduce urban sprawl
- Too much traffic
- Public food forests/community gardens to increase food security against climate change and reduce financial pressure for low-income households.
- Better accessibility to rural east cape residential areas.

6.5 Consultation – Special Consultative Procedure on Draft FDS

Consultation on the draft FDS was carried out between 20 November 2023 to 31 January 2024. The reason for going beyond the minimum 1-month period was to accommodate the end of year holiday period. The following events were planned to engage with the public using various platforms:

- 1 In-person “Have your say” event at the council with delegated councillors present
- 2 Online webinars
- Saturdays Farmers market stall with a delegated councillor present
- Radio adverts
- TV adverts using a short animation.

The online webinar recording, and short animation in both te reo māori and english were added to the FDS consult webpage.

A total of 73 submissions were received within the specified consultation dates. 67 of these submissions were received via the online form, where the respondents we asked to respond to the three proposals and one open

comments section. 6 submissions were received via emails. The 2 late submissions were received after the submissions analysis, but will be considered in FDS Implementation Plan. The public were consulted on three main questions and a fourth open ended comments section to provide any general feedback across the entire FDS. The key themes are summarised below:

- protecting the environment but should be balanced with enabling development.
- the objectives should be more resilience focussed and observe historic heritage.
- Caution was expressed relating to Future Greenfield Reserve areas (Long term) being included in the FDS in excess of the HBA projections.
- The amount of intensification in some of the more established areas of Te Hapara and Lytton West was also raised.
- further information relating to intensification.

Recommended changes included:

- The overarching objective has been rephrased and incorporates part of the overarching iwi and hapū aspiration where "Growth and development must strive towards achieving a harmonious co-existence of vibrant communities and a thriving environment".
- The supporting objectives have been rephrased where possible based on suggestions from submitters to incorporate resilience of infrastructure and reuse where possible of historic buildings (He Hangata).
- Altering the FDS that the reserve area be considered as a Future Urban Zone (FUZ) this acknowledges that it may be an area suitable for urban development in the future but are not currently ready to accommodate such development.
- The Lytton West intensification growth area has been rationalised to clarify the school was not intended as a growth area and for growth to occur away from the river. This growth area would now support a reduced housing potential of 50 homes.
- The Te Hapara growth area has not been changed as this is a highly accessible area. Further consideration to the extent of growth enabled area will be worked through the provisions of the TRMP review.
- Once the FDS is adopted, an Implementation Plan will identify key actions to implement the growth areas and align with infrastructure delivery. In terms of the detail of zones, overlays and other matters they will follow later during the proposed plan changes to the TRMP.
- Following a request a definition of intensification has been included in the FDS glossary.

A copy of the FDS adoption report, submissions analysis report and full submissions document is available through the links below.[FDS full submissions document]

[Minutes of Council report adopting FDS]

[FDS adoption report Nov 2023]

[FDS submissions analysis report March 2024]

7.0 Infrastructure

7.1 Overview of NPSUD requirements

Section 3.13(2) of the NPSUD requires every FDS to spatially identify:

- The **development infrastructure**[11] and **additional infrastructure**[12] required to support or service development capacity, including the general location of the corridors and other sites required for infrastructure.

The consideration of infrastructure for the FDS is focused on '3 waters' being water (potable), wastewater and stormwater. This includes the provision of the current status quo, understanding supply, source, storage and capacity within the relevant networks of the core development infrastructure to meet and support development capacity. Other 'relevant infrastructure' such as telecommunications, electricity, transport (including roading and multi modal) and natural gas supply has also been considered.

7.2 Context

Below is an overview of the status quo environment and development infrastructure across Tairāwhiti. More recently, severe weather events such as ex-cyclone Hale and cyclone Gabrielle in February 2023 put tremendous strain on the regions development infrastructure. The water network was disrupted between the Waingake Water Treatment plant and Gisborne City, the road network experienced landslides and washouts at key points severing connectivity within the region.

7.2.1 Water

Tairāwhiti is a coastal region on the east coast which also sits at the convergence of the Waimata, Taruheru and Turanganui rivers. The primary water supply source for Gisborne and the wider region is from two main water catchments, the Mangapoike dams (Williams, Clapcott and Sang) and the Te Arai Bush Catchment, located approximately 40km southwest of Gisborne. This contributes a significant portion of the regions water supply, however, due to the risk of summer droughts and periodic flood damage, a secondary supply was provided from the Waipaoa River at Bushmere.

Current demand and water uses have put pressures on the sustainable limits of water resources in the Tairāwhiti region. Climate change, government freshwater reforms and dissatisfaction with current water management frameworks are intensifying competing tensions associated with freshwater use and allocation. Sustainable freshwater management and resilience is a priority issue for GDC and the regions water security future requires a long-term focus.

[11] **development infrastructure** is defined by the NPSUD and means the following, to the extent they are controlled by a local authority or a Council Controlled Organisation (as defined in section 6 of the Local Government Act 2002):
(a) network infrastructure for water supply, wastewater, or stormwater
(b) land transport (as defined in section 5 of the Land Transport Management Act 2003)

[12] **additional infrastructure** is defined by the NPSUD and means:
(a) public open space
(b) community infrastructure as defined in section 197 of the Local Government Act 2002
(c) land transport (as defined in the Land Transport Management Act 2003) that is not controlled by local authorities
(d) social infrastructure, such as schools and healthcare facilities
(e) a network operated for the purpose of telecommunications (as defined in section 5 of the Telecommunications Act 2001)
(f) a network operated for the purpose of transmitting or distributing electricity or gas

The primary source of Gisborne's water supply is the Te Arai River Catchment, which comprises 1,072.45hs (2,650 acres), travelling downstream from the Te Arai Bush Catchment Intake. This then connects to the pipeline of the Mangapoike Dams; made up of the 'Williams' Dam (earth) built in 1974 with a capacity of 2,291,864m3, and the 'Sang' Dam built in 1972 with a capacity of 347,568m3 which feeds into 'Clapclott' Dam (concrete) built in 1948 with a capacity of 1,121,365m3.

These three storage dams connect to the 'Fairview' Boost Pump Station, which connect to the Waingake Treatment Plant Complex to be intercepted for filtration, where it is then chlorinated and fluoridated before the continuation of flow to Gisborne. Within the Waingake Treatment Plant complex is an emergency pump-house for intake at Waingake.

From the Waingake Treatment Plant complex, the water supply then travels down to Gisborne via pipes, via the Te Arai Suspension Bridge and Matawhero (State Highway 2) Bridge, where it splits into several lines to distribute to the reservoirs.

There is a secondary supply from the Waipaoa River Treatment Plant Complex located in Bushmere, using the augmentation scheme to treat water. With two intakes from the Waipaoa River, the water travels through pre-sedimentation ponds, clarifier tanks, filter tanks and then to the filtered water reservoir before being piped to Gisborne.

Both the Waingake and Waipaoa River Treatment Plant Complexes provide the water supply for Gisborne that is generally stored in the following four reservoirs:

i. PA Hill Reservoirs – five small reservoirs designed to increase water pressure to higher-level residents during the peak draw off;

ii. Taumata Reservoir – storage capacity of 3,300m3

iii. Hospital Hill Reservoir – storage capacity of 38,000m3; and

iv. NOB Hill Reservoir – storage capacity of 8,800m3.

7.2.2 Wastewater

Tairāwhiti has one wastewater treatment plant which screens and then treats through a biological trickling filter for reticulated urban areas. Beyond the reticulated boundary, settlement towns and rural properties use a range of on lot septic devices which either discharge direct to ground (bio-cycle) or are pumped out (traditional).

The wastewater plant, constructed in 2010, was the first step in improving the quality of treated wastewater pumped into the bay. The wastewater network is supported by key interceptor pipelines and associated pumpstations which reach close to 20 other smaller wastewater catchments throughout the Gisborne area. These catchments are drained either through pump stations or via gravity and have a considerable range of capacity available in each.

The wastewater treatment plant can receive and treat up to 33,000m^3 of wastewater per day and currently has the ability to cater for an additional 2500 – 3000 new dwellings in terms of treatment and discharge. A critical component of the wastewater analysis was focused on the differing capacity currently available in each catchment, its nearest interceptor, gradient and general ability to be upsized or a new system installed all together. Figure 9 below indicates the current wastewater capacity per catchment. The figure spatially demonstrates that the areas closer in proximity to the wastewater plant have greater capacity in terms of storage and ability to move

wastewater through the treatment plant. The key mains network is in general good health but subject (as is the Water network) to constant renewals through the updated LTP.

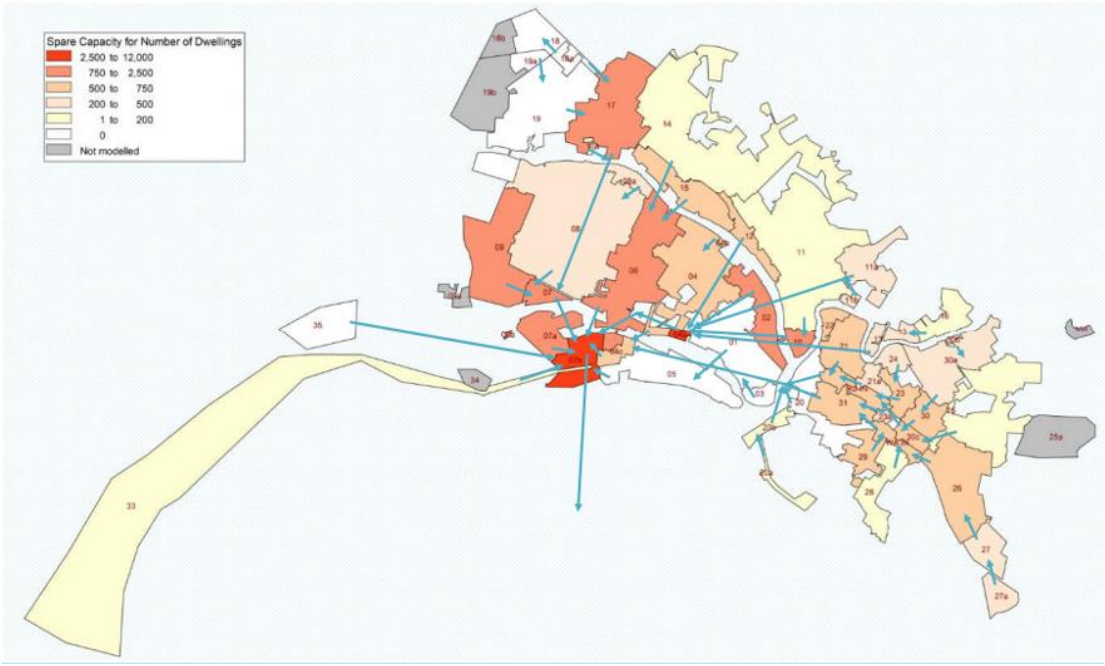


Figure 9 – Wastewater network capacity

Treated wastewater is pumped via a new outfall pump station to the existing marine outfall, 1.8km out to sea that runs perpendicular to Centennial Marine Drive.

7.2.3 Stormwater

Gisborne (urban area) is made up of **three** key Stormwater catchments that have been analysed to determine the opportunities and constraints of their stormwater networks to accommodate future developments. Each of these catchments were assessed as part of the growth scenarios discussed in Section 9.

The analysis below is made with the following high-level limitations and assumptions:

- The asset renewal timeframe for stormwater is assumed as every 100 years;
- The 2090 climate change scenario is used;
- The level of service target for GDC to be the 1:10 year ARI 2090 climate change scenario;
- Further investigations would be required, in particular some areas may be classified as wetlands under the definition of National Environmental Standards for Freshwater (**NES-F**)
- Overland Flow Pathway will need to be carefully considered and adequately engineered designed at development stage; and
- The general costs of infrastructure within greenfield development are lower than the ones in infill development.

Catchment 1 'Kaiti'

The catchment comprises both established urban growth areas and greenfield growth areas. There are a number of greenfield areas within this catchment, including Scarlys Way, Lysnar, Sponge Bay South and Wheatstone Road, which would require minor to moderate levels of upgrade to the public stormwater networks and drainages to accommodate future growth and developments (as impacts can be managed within development areas by private developers).

Flood plains would have to be excluded from development and protected. Areas like Sponge Bay North and Ellmers have been identified with significant level of public investment (major upgrades) required without negatively affecting the public drainage system, in addition to imposing significant stormwater quantity and quality mitigations requirements on the developers. In addition to significant stormwater attenuation requirements, Overland Flow Paths (OLFP) will also need to be adequately considered and designed with good engineering solutions in order to minimise any risks on adjacent land. Nevertheless, there are generally good opportunities to improve environmental values along watercourses and wetlands within this catchment, if adequate riparian buffers (including planting, floodplain connectivity, etc.) are provided for watercourses and stormwater flows are also managed to protect in-stream values in addition to flood management.

The existing urban areas within Wairere and Kaiti can incorporate intensification and smaller scale infill developments. On site/lot mitigation of stormwater effects for Wairere area could potentially be managed without the need for any work to the existing public system. However, there are challenges for the Kaiti area due to significant wastewater inflow and infiltration issues within the area and the limitation to discharge directly into the tidal zones or the watercourses. Any sub-catchment scale stormwater public network upgrade mitigations will need to be retrofitted into the existing urban area, which generally result in higher costs to Council. A combination of public and private investment is anticipated, with costs being imparted onto future developers and homeowners.

Overall, upgrades and/or extension of existing public networks would largely be depending on the location and circumstances of the growth area, at least a moderate level of upgrade to the existing public network would be required.

Catchment 2 'Northern'

The catchment comprises both established urban growth areas and greenfield growth areas.

Both the Cameron Road and Hospital growth areas would be able to discharge into existing watercourses then to the tidal Taruheru River, therefore the only affected components for stormwater system would generally limit to existing watercourses and land drainage. Limited further public network upgrade is anticipated to accommodate future developments. OLFPs will be located only on new growth areas or traverse open farmland and would have the sufficient capacity conveying 100-year ARI without flooding homes. Implementation of adequate stormwater quantity (including watercourse flow protections) and quality mitigations will be required for developers and homeowners. Flood plains would have to be excluded from development and protected.

There are good opportunities to improve environmental values along watercourses and wetlands within the Cameron Road growth area if adequate riparian buffers (including planting, floodplain connectivity, etc.) are provided for watercourses, and stormwater flows are also managed to protect in-stream values in addition to flood management.

The catchment comprises three existing urban areas (Lytton North, Whataupoko and eastern Mangapapa), which would allow for intensification and smaller site infill developments. There are however challenges to accommodate further developments under the existing public stormwater networks and at least some upgrade and/or extension of existing public systems would be required to relieve the capacity constraints within the system. Similar to all infill developments, all sub-catchment scale stormwater public network upgrades mitigations will need to be retrofitted into

the existing areas, which would generally impose higher costs to Council. A combination of public and private investment is anticipated, with costs being imparted onto future developers and homeowners.

Overall, there would need to be a moderate level of upgrade to the existing public network for both greenfield and existing urban infill areas is required to accommodate further growth and development.

Catchment 3 'Southern'

The catchment comprises mostly six or seven established urban growth areas, including the CBD and existing industrial areas.

Similar to the other urban areas, intensification and smaller scale infill developments would be the biggest opportunities for this catchment. There are significant challenges for Elgin, Roebuck, Te Hapara and the CBD to accommodate further growth under the existing system without any expensive upgrades, whereas the industrial areas, Anzac street and Roberts road would require minor to small scale public system upgrades. Developments would require all stormwater mitigations, including OLFP, to be adequately managed and implemented onsite at the developer's costs. A combination of public and private investment is anticipated, with costs which could be imparted onto developers and homeowners.

Overall, the catchment is challenging with all mitigation options needing to be retrofitted into the existing urban areas to accommodate further growth and developments, and the extent of development makes public stormwater upgrades difficult and expensive in some areas.

7.2.4 Existing Council Infrastructure Projects

<u>Wastewater Management Options</u>

Council continues to be committed to complete the wastewater treatment plant upgrade to improve water quality in Poverty Bay (Tūranganui-a-Kiwa). In 2010, a wastewater treatment plant was constructed as the first step in improving the quality of treated wastewater pumped through the outfall pipe into the bay. Council was required, by a resource consent condition, to implement further treatment, investigate options for alternative use and disposal of wastewater, and to make every effort to meet cultural objectives to stop discharging to the bay. The long-term goal is to remove all household waste from the bay.

The preferred treatment adopted by Council in the 2018-2028 Long Term Plan was an Alternate Use Disposal (AUD), which comprises of clarification (removal of solids) and UV treatment of wastewater, with a wastewater wetland constructed once an affordable, sustainable and viable use for the treated wastewater is identified.

Construction of the wastewater UV disinfection plant is underway, while the wetland is awaiting partnership with key stakeholders, including working with iwi representatives to progress the use of treated water. Once this has been confirmed, Council's preferred option is for construction of the wetland to commence in 2032.

<u>DrainWise</u>

Gisborne is experiencing significantly high volumes of rainwater (stormwater), which is putting pressure on the region's wastewater network. During intense or heavy rainfall, the stormwater is

inundating the wastewater network, causing sewage overflows onto private properties, our rivers and the sea, which poses significant health risks.

The DrainWise Programme is about working together with property owners and the community to resolve these problems with the wastewater and stormwater networks. Illegal spouting connections, broken gully traps on private properties and property flooding topping gully traps have been identified as the main contributors.

The DrainWise Programme is responding by:

i. Working with property owners to check gully traps and downpipes on their properties to check their condition; if minor repairs to gully traps are required, this will be repaired at no cost to the property owner.

ii. Upgrades and renewals of the wastewater network, at a cost of $17.2m over 10 years.

iii. Improving public stormwater network drains on private land, at a cost of $6m over 10 years.

iv. Raising awareness through education, by promoting good practices and running campaigns like 'Only Flush the 3Ps'.

Funding for the DrainWise Programme is entirely via Council, with $4.3m capital expenditure forecast for work on private property and $5.3m to upgrade the stormwater network in priority catchments. Operational budgets for DrainWise (including water supply and stormwater budgets) are $3.8m over the 2021-2031 Long Term Plan. If implemented correctly Drainwise has the potential to create additional capacity in the WW network through efficiencies in the built network which would ultimately help provide for the anticipated shortfall in housing over the medium to long term.

<u>Patutahi settlement Reticulation Option</u>

Currently reticulation of Patutahi settlement is not included in the current Council work programme.

Provision of water from the Waingake bulk supply main is difficult due to hydraulic pressure loss on other connections between Waipaoa Bridge and Gisborne. Connection to Patutahi from the bulk main has been previously rejected. There is potential for a large booster pump station to be designed and constructed on the bulk main. Modelling and hydraulic design has not been started to determine if this is a feasible option however, there is provision and funding (via Central Government) as a project for a water main installation from the Bushmere Road water main to Patutahi.

This new water main is being drilled under the Waipaoa River and will terminate at a truck and public filling collection point in Patutahi settlement. The hydraulic design for this scheme originally included provision of a trickle feed supplementary supply to the residential area of Patutahi settlement.

To install reticulation and point of use tank at each property for the treated water (rather than mixing with untreated rain water) and to provide a water pump and plumbing into each house (full reticulation) would cost circa $700,000 with provision of resident treated water tanks/pumps 2M.

7.3 Infrastructure Challenges

The section below provides a brief overview of the infrastructure challenges in Tairāwhiti.

Stormwater inflow/infiltration into wastewater network

The DrainWise programme seeks to solve issues related to inflow and infiltration of stormwater into the wastewater network, which result in health and environmental risks.

Council staff are working on a programme of work that leads to projects and tasks to reduce the frequency of overflows over time.

While some of the solutions involve new public drains on private property (funded by Council), other stormwater related work needs to be undertaken/funded by property owners who cannot or may not wish to contribute. DrainWise will have to employ a range of measures to encourage and support property owners.

Climate change

Over the next 100 years, we expect sea levels to rise, more droughts, more intense storms, less annual rainfall (but more rainfall in autumn than historically) and increased wind as a result of climate change.

Climate change will have increasing impacts on stormwater infrastructure, particularly in urban settlements and along coastal boundaries for example State Highway 2 and 35. For example:

- Some infrastructure will need upgrading to cope with more extreme weather events, and/or require repairs or replacement following more intense storms.
- Reduced levels of service for stormwater and drainage infrastructure due to rising groundwater levels and sea-level rise, and more intense rainfall events (unless upgrades occur).
- The viability of stormwater infrastructure in coastal reserves and roads may be threatened.
- Resilience to natural hazards in the form of options for provision of potable water supply, wastewater treatment and discharge, flooding and subsidence.

Design standards are already accounting for the projected changes to future rainfall patterns and intensities from climate change, however, the implications of changes in sea level rise on coastal communities and increased frequency of natural hazards (Cyclone Gabrielle) needs further consideration.

Freshwater Plan

Discharges from stormwater outlets are currently permitted. In order to improve water quality under the plan, there are significant financial implications due to the high number of outlets that make it difficult to monitor and control water quality.

Significant heavy rains continue to pose a substantial risk until network optimisation from the network model is complete, and private property flooding is reduced.

Limited information on asset condition to support asset valuations and renewal forecasts. Future modelling may show additional upgrades not currently budgeted for and inform future LTPs in line with the projected and preferred growth option.

Implications of increasing population and levels of service

The National Policy Statement for Urban Development 2020 requires the provision of sufficient capacity in Council's infrastructure networks to meet the diverse demands of its communities over the short, medium and long-term.

Population growth is projected to increase – this will mean more peak stormwater flows and contaminants to manage. Greater focus is required on critical assets and risks including maintenance, asset failure and health and safety risks.

Unclear ownership of, and responsibilities for maintaining some assets, such as streams and creeks through private property remains a risk as attenuation to pre-development flows with treatment will be required for new development across the catchment.

Solutions to reducing impacts of stormwater need significant council input and action as they lie across a range of areas and council functions, including planning, urban design, community engagement and consumer behaviour.

Water Reuse – Costs

A way to create efficiencies in both potable and stormwater water networks is to introduce and provide for 'Water sensitive' techniques. This manages both attenuation to slow down impacts of greywater but also opportunities for plumbed in reuse systems to alleviate peak demand and overall potable supply shortfalls. A more widespread deployment of stormwater mitigation designed to intercept and store/release water through soil or in-house reuse and a smaller impervious footprint could assist. Such techniques would be determined through District Plan and Integrated Catchment Management Plans (ICMPs) recommendations. GDC are preparing design guidelines that will include rain gardens and roof gardens for example.

7.4 Infrastructure modelling methodology and findings

A key consideration when preparing the FDS was understanding the current capacity of all infrastructure within the region, HBA summaries and projections, and any other relevant projections and information held by GDC through documents such as current and future LTPs.

The infrastructure methodology that was followed to inform the FDS and subsequent growth scenarios in summary is as follows:

1. Understanding and gathering baseline information to understand opportunities, constraints, capacity and costs of infrastructure. This included for example reviewing the LTP, Gisborne Infrastructure Strategy and the reticulated network.
2. Interviewing and extracting the knowledge of key GDC staff. GDC engineers provided technical inputs on the capacity of the existing three waters infrastructure network, specifically how many more households could be accommodated across the existing urban environment before any upgrades would be required. Additionally, the skills of an expert stormwater engineer was used to define catchments and map stormwater constraints.
3. Spatially identifying locations of key strategic infrastructure that exist, including trunk mains/interceptors, water sources and outfall location.
4. Analysing HBA shortfalls and converting to HUEs (household unit equivalents) to determine likely required infrastructure to respond to growth scenarios. This information was used to assist in MCA analysis. The analysis focused on four key categories, water, wastewater,

stormwater as well as supply and provision for power, telecommunications and transport (including public transport).

i. Data from previous modelling on wastewater was used and helped inform advice and scoring for wastewater catchment capacities. For instance, key catchment constraints were identified and considered when determining the location and requirement for a future wastewater treatment Plant and interceptor to convey future wastewater flows.

5. To support each spatial scenario, new infrastructure required down to specific sites and corridors were identified. GDC engineers calculated approximate costings of the potential upgrades and new infrastructure that would be required. Additionally, the timing for new and upgrades for infrastructure to support growth over the next 30 years was also identified in conjunction with current LTP and planned funding. Infrastructure moving forward was then categorised into either short, medium or long term delivery timeframes.

6. The information from above helped inform the preferred growth scenario with a particular consideration from a cost efficiency lens to help provide for affordable housing.

Each growth scenario, as explained in more detail below in 10.6 contains the high level assessment of what infrastructure would be needed and location. Justification of each scenario is expanded on for the relevant infrastructure components identified above.

7.5 Innovative Infrastructure Solutions

Pressure and a lack of capacity on WW storage, conveyance and processing is not uncommon within New Zealand. Equally the supply and provision of pressurised potable water is becoming more challenging. How built and proposed development collects, stores, treats and discharges stormwater is also becoming increasingly challenging. The need for Integrated Catchment Planning is a necessary requirement to integrate essential cultural, indigenous biodiversity and management of downstream erosion outcomes for fresh water. Other than the traditional approach to three waters planning Councils now need to endorse and promote additional methods for the supply and management of the Awa. Below is a non-exhaustive list of opportunities with a brief statement to begin to address innovative infrastructure solutions.

Water Reuse – typically through implementation via District Plans Councils can ensure through development, that surface water runoff is appropriately managed in accordance with a drainage hierarchy. A hierarchy could follow a similar approach to the below (example):

1. Retention for reuse (Rainwater tank for potable or non-potable reuse system)
2. Soakage techniques (management of minimum permeable surfaces, landscaping and rain gardens)
3. Detention and gradual release to a watercourse (tanks)
4. Detention and gradual release to stormwater reticulation

Land Dam Investigation – Opportunities to investigate areas close to the Waipaoa River Treatment Plant Complex where water will be pumped into large dammed lined land dams during high flow river events. Excess take will be stored and thereafter treated and used as an additional potable supply and resilience source.

8.0 FDS objectives

8.1 Development of FDS objectives

8.1.1 Introduction

A series of objectives have been developed to guide the direction of the FDS and inform the assessment of broad spatial scenarios and individual growth areas. The draft objectives have been prepared taking into consideration:

- Part 2 of the RMA and national direction (e.g NPSUD, NPSHPL, NPSFM)
- The four wellbeings (social, economic, environmental and cultural) of the Local Government Act 2002
- Tairāwhiti 2050 Spatial Plan and township plans
- Tairāwhiti Rau Tipu Rau Ora
- GDC Long Term Plan 2021-2031
- Feedback from the GDC planning teams (consents and policy)
- Feedback from Councillors
- Feedback from key stakeholders
- Feedback from the community
- Input from iwi technicians

The objectives are short guiding statements. They are aspirational, and the FDS sets out to achieve them as a whole. The objectives are interrelated and will need to be considered as a package. At times this will require trade-offs between sometimes competing objectives. The overall growth strategy proposal and the growth opportunities identified may not be able to satisfy all of the objectives, or similarly achieving one objective may mean that another objective is compromised.

The draft objectives are followed by a series of key 'indicators' ((a), (b), (c), etc) to assist in determining whether the objective has been achieved. The objectives form the basis for the growth areas assessment framework (further detail provided in section 9 of this report). The key indicators also inform the evaluation of sites in the growth areas assessment framework.

The overarching objective was developed in collaboration with iwi technicians.

8.2 The draft objectives

Growth and development must strive towards achieving a harmonious co-existence of vibrant communities and a thriving environment

<u>Te Taiao</u>

Growth and development supports protection of te Taiao, including its capacity to sustain life

Growth and development supports restoration of indigenous biodiversity and manages the impact on biodiversity, including minimising further loss

Growth and development occurs in accordance with Te Mana o te Wai

(a) Negative impacts on hydrology, water quality, habitats (wetlands, surface water, groundwater) are mitigated

(b) Growth areas do not result in loss of SNAs

(c) There are more areas of vegetation cover, particularly within the existing urban environment

(d) Opportunities for green infrastructure and multi-use reserves are supported where appropriate

Tairāwhiti urban environment supports reductions in greenhouse gas emissions

(a) Growth is integrated with and supported by transport opportunities (active and public)

(b) Vehicle Kilometres Travelled (VKTs) / vehicle dependency are reduced

He Tangata*Growth and development encourages, and where possible, facilitates the delivery of houses of a size and form, including adaptively reusing existing housing stock or buildings, that meets the diverse requirements of the people of Tairāwhiti*

(a) Zoning is enabling of intensification in appropriate locations

(b) Barriers to providing housing are removed/reduced

(c) Housing, development and design supports healthy connected communities

(d) A mix of housing being built in a variety of locations – apartments, family homes including multi-generational houses, affordable housing, employee/seasonal worker accommodation

(e) Provision for papakāinga, and māori led housing for māori

Communities grow in areas accessible by active and public transport to jobs, services and amenities

(a) Growth focussed in areas close to or accessible to Gisborne CBD

(b) Focus of growth in areas with high accessibility by public and active transport to essential services, employment, education and social opportunities

(c) Integration of supporting walking and cycling infrastructure

(d) Public transport services that meets the needs of the community (long term)

Communities are resilient to and can adapt to the future effects of climate change

(a) Growth areas are not located in areas with natural hazard risk that have the potential to become unviable due to climate effects (eg SLR, increased storminess, increased rainfall)

(b) Growth and development supports resilience

Communities are resilient to current and future risks from natural hazards

(a) Intensification and greenfield growth in areas where there is risk from natural hazards is carefully considered

(b) Growth areas are not located in high risk areas, e.g. areas where coastal erosion is/will occur, geohazards, areas subject to current or future inundation that could damage property and/or pose a risk to life

Development

Supply of land for housing and business exceeds projected demand

(a) Enough land is zoned at all times so that supply of land is not a barrier to delivering capacity

(b) Land supply supports affordability

(c) Land supply supports a competitive market

Growth and development supports the delivery of business land that meets the diverse needs of the Tairāwhiti economy

(a) Zoning that is enabling of different business activities in appropriate locations

(b) Zoning that supports a prosperous economy

(c) Business activities are located so as to manage the potential for reverse sensitivity

Growth does not occur on highly productive land

(a) Growth areas are not identified on highly productive land

(b) Growth into HPL only occurs if other non HPL growth options are exhausted and it is required to meet sufficient development capacity

Infrastructure is planned so that it integrates with and supports infill, intensification and greenfield and business growth areas

(a) Infrastructure is planned and supplied in a coordinated way

(b) Existing infrastructure is used efficiently

(c) Sufficient capacity and delivery of water, wastewater, stormwater, community and transport infrastructure

9.0 Framework for evaluation of spatial scenarios and growth areas

9.1 Introduction

The evaluation of the overall strategy, including the spatial scenarios and potential growth areas, was completed in two stages.

Stage 1 involved an evaluation of a series of broad spatial scenarios for accommodating growth in Tairāwhiti. This includes an analysis of the advantages and disadvantages of each spatial scenario (as required by the NPSUD) at a strategic level, which is informed by the opportunities and constraints mapping analysis along with the objectives set out above. Refer to Section 10 for this evaluation.

Stage 2 involved a more granular evaluation of potential growth areas within and close to the Gisborne urban area that contribute to the different broad spatial scenarios. 49 individual growth areas (or sites) have been assessed using a 'traffic light' evaluation against the FDS objectives and their indicators.

It is intended that any growth area suggested through submissions will also be evaluated against the objectives using the same assessment process.

9.2 Assessment of growth areas

The process used to assess the growth areas was as follows:

(1) **Identify** potential growth areas (see section 11 for description of how the growth areas were initially identified).

(2) **Map** growth areas using GIS. The growth area boundaries are deliberately 'blobby'. This is because the growth area boundaries area indicative only and not property specific. More defined boundaries, for example at the stage of rezoning land will be determined at the plan change/TRMP review stage. At this stage the boundaries follow a logical extent based on the surrounding environment, ground truthing through site visits and council staff input, and opportunities and constraints mapping. Each growth area has been assigned a label.

(3) Set out **assumptions** for each growth area including size of the growth area, typology and density of future development and the potentially realisable yield. A range of factors informed these assumptions including proximity to existing urban areas, topography, and the nature and density of existing development in close vicinity. Market Economics were commissioned to assess the potential yield from each growth area. A copy of this assessment is provided at **Appendix 2**.

(4) Undertake a **qualitative evaluation** of each growth area against each objective/indicator. This qualitative assessment used a traffic light approach:

(a) Green: the growth area aligns with/can align with the objective/indicator.

(b) Orange: the growth area partially aligns objective/indicator.

(c) Red: the growth area does not or is unlikely to align with the objective/indicator.

The opportunities and constraints mapping were taken into account when drawing the growth site boundaries. This means that several sites have been drawn to deliberately avoid significant growth constraints such as highly productive land.

For this stage it is noted that:

- In evaluating each growth area site-specific information has been used where that is available.
- The qualitative traffic light assessment against the objectives/indicators was undertaken by the FDS project team and council officers (including subject matter experts where available).
- At this stage, no objective has been given primacy, and the objectives are not ranked in order of importance. Therefore, other than in relation to no-go assessments, no single evaluation is of elevated importance.
- Some objectives have more than one category that has been evaluated, for example, water, wastewater, stormwater and transport have all been evaluated individually in relation to infrastructure. In other cases, for example in relation to the natural hazards and climate change objectives, the scoring was combined into one category. For this reason, the number of red/orange/green scores that a particular site receives is not necessarily indicative of the overall appropriateness or otherwise of the site for inclusion in the FDS. The framework is simply a tool to inform how growth areas score relative to each other for each category.
- One additional category that is not directly linked to one particular objectives has been included for 'other significant constraints', to allow assessment of whether the growth area has any important landscapes (e.g. outstanding natural landscapes), or is within he coastal environment.
- The ability to assess each indicator is limited for some objectives, where the ability to succeed will be influenced by other processes e.g. the TRMP review or other Council strategies.

(5) Once all sites were evaluated, a **review** of the growth areas with respect to the broad spatial scenario options was completed and an overall sense check undertaken.

(6) The evaluation will be **reviewed and potentially updated** during the SCP stage of the project based on feedback received in submissions.

Limitations of this assessment approach

The traffic light approach is one tool in the overall assessment process. There are some limitations with the site assessment approach which means it is not used as the sole determinant of which sites are included/ excluded from the FDS. These include:

- It captures information at a point in time and some relevant factors about options and available information about options can change significantly over the short, medium and long term;
- It compares sites relative to one another rather than a creating a simple pass/fail framework;
- It relies on a level of judgement being applied, rather than solely quantitative information.
- In some cases, the combined qualitative assessment may not cohere to the rational and integrated strategic approach to growth and development that the FDS seeks to achieve.

Therefore, in addition to assessing each growth area, the assessment of the growth areas at a wider/more strategic spatial scenario level is required. This is outlined in section 10.

9.3 Draft growth area assessment

A copy of the growth area assessment is provided on the following page in Table 8. The criteria used for the growth area assessment framework respond to the FDS objectives and are included in Table 7 below.

Table 7 – Growth Area Assessment Framework Criterion

Number	Category	Criterion
1	Housing delivery	Range of housing types which can be provided
2		Scale and capacity of houses
3		Located in areas of high demand
4	Accessibility	General accessibility by public and active modes of transport to jobs, services and amenities
5	Climate change; natural hazards	Natural hazard risk and resilience of area to future effects of climate change
6	Highly productive land	Impact on highly productive land
7	Natural environment	Te mana o te Wai
8		Impact on SNA and other biodiversity
9	Infrastructure	Efficiency of supporting potable water
10		Efficiency of supporting stormwater infrastructure
11		Efficiency of supporting wastewater infrastructure
12		Efficiency of transport infrastructure – including active transport infrastructure

	Housing – range of housing types	Housing – amount of capacity	Housing – located in area of high demand	Accessibility	Climate change; natural hazards	HPL	Biodiversity; Te Taiao	Te mana o te Wai; Te Taiao	Infrastructure (water)	Infrastructure (stormwater)	Infrastructure (wastewater)	Transport
E1 - Wheatstone Road												
E2 - Rifle Range												
E3 - Sponge Bay West												
E4 - Sponge Bay East												
E5 - Wainui West												
E6 - Wainui Road West												
E7 - Scarlys Way Rural Lifestyle												
E8 - Winifred Street												
I1 - South Kaiti												
I10 - Awapuni Block												
I11 - Rail Station												
I12 - Lytton West												
I13 - Childers Road North												
I14 - Te Hapara												
I15 - Barry Park												
I16 - Ormond & MacLean												
I17 - Whataupoko												
I18 - Mangapapa												
I19 - Wainui Beach												
I2 - Central Kaiti												
I3 - Inner Kaiti North												

I4 - Inner Kaiti South												
I5 - Elgin												
I6 - City Centre												
I7 - Palmerston & Aberdeen												
I8 - Childers Road South												
I9 - Disraeli Street												
N1 - Valley Road												
N2 - Matokitoki Valley Road												
N3 - Back Ormond Road South												
N4 - Back Ormond Road North												
N5 - MacLaurin Road North												
N5 - MacLaurin Road South												
R1 - Patutahi North												
R2 - Patutahi South												
R3 - Waihirere												
R4 - Manutuke North												
R5 - Manutuke East												
R6 - Manutuke West												
R7 - Muriwai West												
R8 - Muriwai East												
R9 - Muriwai South												
R10 - Ormond East												
W1 - Nelson Road North												
W2 - Nelson Road South												
W3 - 1 Main Road												

W4 - Cameron Road East												
W5 - Cameron Road West												
W6 - Makaraka North												
W7 - Hansen Road North												

Table 8 – Growth Area Assessment

10.0 Spatial Scenarios

10.1 Introduction

Spatial scenarios are broad options for how Tairāwhiti will grow to accommodate the projected population increase. They visually show strategic growth options for Tairāwhiti that:

- Provide **capacity;**
- Provide **choice;**
- Incorporate strategic supporting **infrastructure;** and
- Contribute to achieving the **objectives** of the FDS.

Along with the objectives, the spatial scenarios assist in identifying and understanding trade-offs at a strategic level and working out how new growth areas and sites considered for growth can be/are distributed.

Four broad spatial scenarios were developed following the development of FDS objectives and interrogation of the opportunities and constraints mapping. They illustrate the range of housing and business typologies anticipated, the likely capacity provided and the strategic supporting infrastructure.

The spatial scenarios evaluated have focused primarily on the urban environment as this is where the most capacity is required to be found to meet growth projections. Growth opportunities for rural townships and coastal settlements in Tairāwhiti are based on the individual business as usual demand profile for each area.

10.2 NPSUD requirements

The NPSUD requires that the advantages and disadvantages of different spatial scenarios are evaluated as part of preparing an FDS. The NPSUD does not specify what a spatial scenario is. It is considered that the spatial scenarios assist in responding to the following requirements of the NPSUD:

- Distribution of residential and commercial growth and related capacity estimates (Part 3.13(1)(a)(ii))
- Anticipated housing and business types at a high level (Part 3.13(1)(a)(i), and the definition of a well-functioning urban environment (Policy 2))
- Focus on accessibility, including public transport (Part 3.13(1)(a)(i), and the definition of a well-functioning urban environment (Policy 1))
- The spatial identification of development capacity, infrastructure and constraints (Part 3.13(2)(a)-(c)).

10.3 Developing spatial scenarios

Four core spatial scenarios were initially developed for consideration – Intensification, Western Expansion, Eastern Expansion and Dispersed Growth. As a result of potential infrastructure capacity constraints in Kaiti and Whataupoko, two further intensification sub-scenarios (or

sensitivity tests) were developed (Scenarios 1a and 1b) to better understand implications of intensification to particular areas within Gisborne to better information the overall assessment of advantages and disadvantages. A further scenario / sensitivity test (Scenario 2) was also considered for the purposes of understanding greenhouse gas (GHG) emissions implications of largely unrestricted growth where all growth areas were "unlocked" with the market deciding on the ultimate uptake of those opportunities.

A summary of the spatial scenarios considered is set out below. A * denotes a core scenario:

- Scenario 1 Intensification * - This scenario provides for medium to higher density residential intensification in and around the City Centre and other commercial centres across Gisborne.
    - Scenario 1a Intensification (excluding Kaiti) - This scenario provides for medium to higher density residential intensification in and around the City Centre and other commercial centres across Gisborne but excluded any intensification of existing urban areas east of the Turanganui River (e.g. Kaiti).
    - Scenario 1b Intensification (West Side only) - This scenario provides for medium to higher density residential intensification in and around the City Centre and other commercial centres across Gisborne but excluded any intensification of existing urban areas east of both the Taruheru and Turanganui Rivers (e.g. Kaiti, Whataupoko and Mangapapa).
- Scenario 2 All growth options – This scenario provides for widespread intensification across Gisborne as well as greenfield expansion in both easterly and westerly directions.
- Scenario 3 Eastern Expansion with some intensification* - This scenario provides for greenfield expansion east of Gisborne in and around the Wainui area as well as more moderate levels of intensification across the remainder of Gisborne.
- Scenario 4 Western Expansion with some intensification* - This scenario provides for greenfield expansion west of Gisborne in and around the Cameron Road and Makaraka areas as well as more moderate levels of intensification across the remainder of Gisborne.
- Scenario 5 Dispersed* - This scenario provides for greenfield expansion in both easterly and westerly directions with only limited intensification around the City Centre, Elgin and Kaiti.

These scenarios were used to help inform the spatial distribution of growth and help inform an understanding of how identified growth areas could contribute to the identified outcomes and meeting housing capacity requirements over the next 30 years.

10.3.1 Common to each urban environment scenario

A number of common assumptions were applied to all urban environment scenarios considered. This included:

- A provision for a broad variety of housing types that can enable different price points and tenures. All scenarios have assumed at a minimum that housing capacity targets will be delivered through some form of intensification and greenfield expansion. What varies between each of the scenarios is the scale, location and extent of housing types assumed.
- Projected business demand can be catered for in the existing zoned commercial / industrial areas.

- Where feasible housing capacity exceeds projected demand, it has been assumed that the capacity enabled under any given scenario will not be fully realised.
- All growth, regardless of location, would need to be supported by enhancements in transport infrastructure (e.g. bus route extensions or frequency enhancements).

10.4 Calculating housing capacity for the spatial scenarios

Understanding of the feasible or likely housing capacity of potential growth areas and spatial scenarios is a critical component of the development of an FDS. Capacity estimates serve three important functions for the development of the FDS:

- To inform the analysis of the advantages and disadvantages of each spatial scenario in terms of how individual growth areas or groups of growth areas contribute to providing for sufficient housing capacity over the long-term identified within the HBA;
- To inform the assessment and evaluation of potential FDS growth areas; and
- To inform a high-level analysis on the potential implications on existing infrastructure, the potential future infrastructure required to support them and a rough order of costs for providing this. Key infrastructure corridors and other supporting infrastructure is required to be identified as part of the FDS.

Market Economics were engaged to complete capacity testing to determine potential residential capacity for each of the spatial scenarios – refer to **Appendix 2** for the report.

Key findings of the report in relation to the FDS and spatial scenarios include:

- There is plenty of capacity within and surrounding the Gisborne urban environment for infill and greenfield development.
- The capacity required to respond to the shortfall over the short, medium and long term in Tairāwhiti can be delivered under any of the spatial scenarios described in Section 10.6. Each scenario can provide for sufficient development capacity as well as additional capacity for the future.
- In order to deliver the capacity required, it will result in increased development costs due to the infrastructure upgrades required. Some scenarios e.g. growing out to the west of Gisborne would result in substantially lower development cost per dwelling than other scenarios where the development costs are more significant per dwelling.

10.5 Greenhouse gas emissions

Specialist advice from consultancy MyImprint assisted in evaluating how the scenarios could contribute to achieving Objective 3 in relation to GHG reduction.

GDC's "State of our Environment 2020" report sets out that transportation was the second largest contributor to GHG emissions in the 2018/19 reporting year, totalling around 11%. It is estimated that two-thirds of transport emissions come from the light vehicle fleet and reflects existing travel patterns of residents which is itself influenced by existing urban development patterns and transport infrastructure.

In terms of factors that the FDS could influence (e.g. land-use patterns), it was determined that Vehicle Kilometres Travelled (VKT) would provide an appropriate estimate of likely GHG emissions

from future spatial scenarios. Other sources of potential GHG emissions (e.g. embodied carbon in housing or infrastructure construction) were not included in this assessment.

Findings within the assessment of GHG emissions from the different spatial scenarios supports the view of most literature on urban form - emissions are lower in areas which are closer to employment and education, as overall travel distances are reduced. A summary of the average emissions per house under each spatial scenario is identified in 9 below. Although the impact of urban development on the region's GHG emissions profile is likely to be relatively small (with agriculture forming the major source of emissions), the analysis undertaken demonstrates that the intensification scenarios (Scenarios 1, 1a and 1b) perform much better than the dispersed growth options (Scenarios 2 and 5).

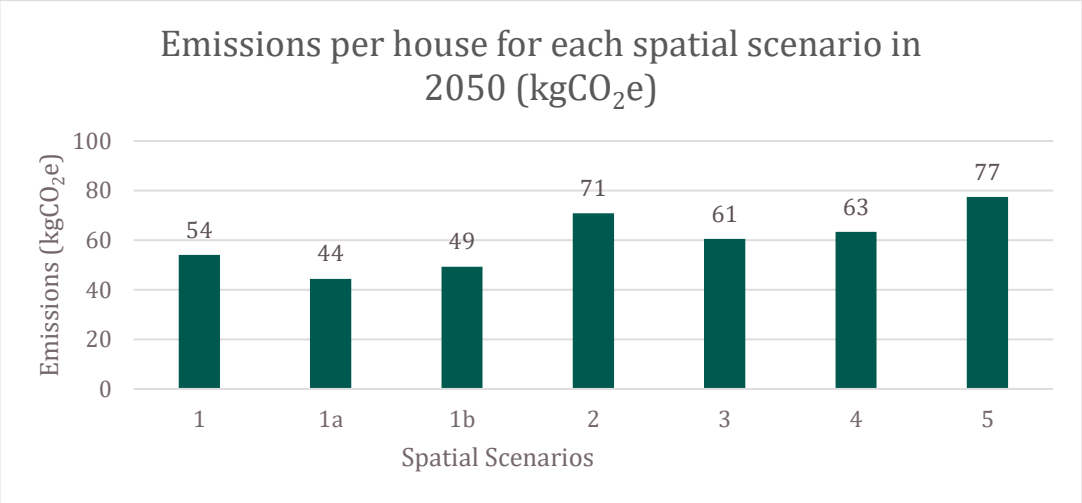


Figure 9 - Emissions Per House in 2050

10.6 Spatial Scenarios evaluated as part of the FDS preparation

10.6.1 Spatial scenario #1: Intensification Focus

Under this scenario the majority of growth is provided for via intensification, and a small amount of growth is provided for in existing greenfield areas near Back Ormond Road and east of Kaiti. Large areas of medium density residential are identified at Kaiti, near the city centre, Elgin, south of Awapuni Road and at the northern end of Lytton Road. High density areas are located in central Kaiti and around Ormond and MacLean streets. Mixed use and centre intensification areas are identified around the city centre and on the north side of Awapuni Road (the railway station and the Awapuni block).

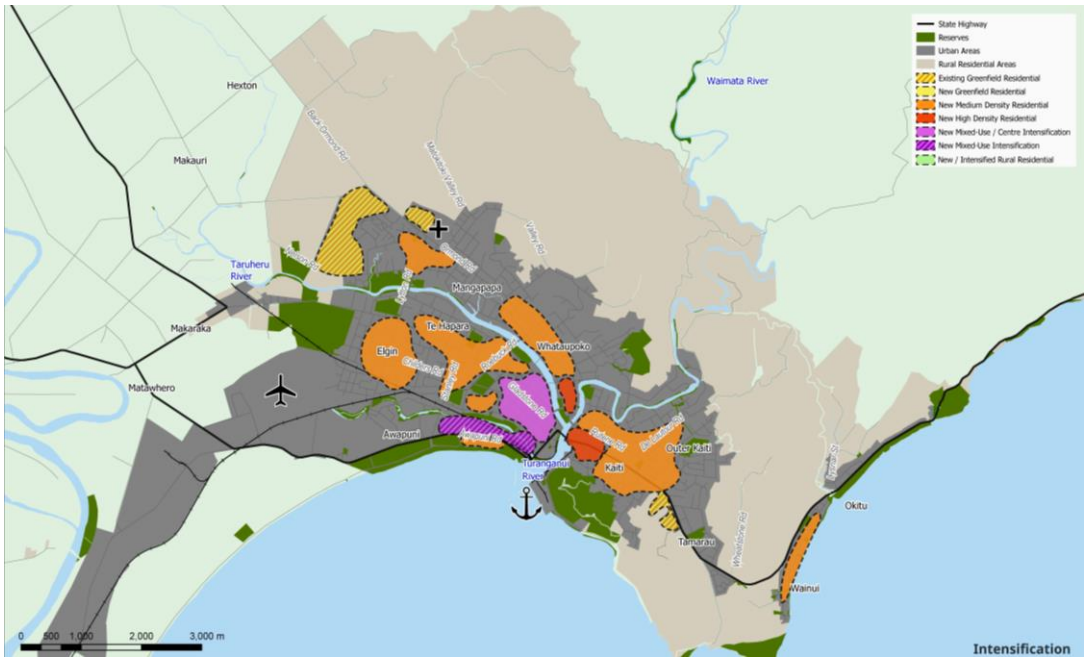


Figure 10: Intensification Focus Spatial Scenario Schematic

This scenario provides capacity for approximately 6,320 commercially feasible additional dwellings, in excess of the 5,360 required over the long-term.

Key infrastructure requirements to support this scenario are:

For Intensification only the cost and provision of both water and wastewater infrastructure would be a high proportion of both the western and eastern scenarios above.

Water

Water related works would require storage, booster pumping and delivery to eastern intensified infill areas through Knob Hill Reservoir and associated works. Long term Lytton Road and Makaraka Pump Station works would be required. Long term upgrades to the Waipaoa Water Treatment Plant and the Waingake Water Treatment Plant. A new reservoir (Taumata Reservoir) would be required long term with associated pump stations to ensure adequate water supply is enabled, particularly towards MacLaurin and Cameron Road Blocks. Options to enable an additional water source near the Waipaoa Plant is also a consideration in the form of 'land dams' is something that would require further investigation and analysis.

Wastewater

Predominate Infill growth would require upgrades by way of Grey and Stafford Street pump stations and rising mains. Long term there would need to be investment in an additional WW Interceptor and pump station to provide additional capacity in the network and service predominantly western development opportunities (noting additional capacity in the network would also be provided to benefit eastern and central infill options). Post any Interceptor delivery a new WW Treatment Plant would need to be considered. An indicative and potential location would be the current Gisborne Park Golf Club. Valley and Matokitoki Road growth would require new rising mains and connection to the reticulated network.

As discussed, additional housing is limited to circa 600 new dwellings in the east (Kaiti) without significant investment in WW infrastructure. A new Kaiti pump station and rising main is also required in the medium term to enable both capacity and delivery of WW to the treatment plant in Awapuni. The WW network through further innovation i.e. drainwise and network upgrades can create a small amount of additional capacity but long term a new WW treatment plant would be required to allow any more than the circa 600 dwellings for infill in the Kaiti area.

10.6.2 Spatial scenario #3: Eastern Growth Focus

Under this scenario, the majority of growth is provided in the eastern part of Gisborne. This includes greenfield residential growth areas between Kaiti and Wainui, including Wheatstone Road and Sponge Bay, and a mix of greenfield residential and new or intensified rural residential north of Wainui near Scarlys Way. Medium density development is located at Wainui, around central Kaiti, the city centre, Elgin and at the northern end of Lytton Road. Existing greenfield residential areas are retained on the north west outskirts of the city adjacent to Back Ormond Road.

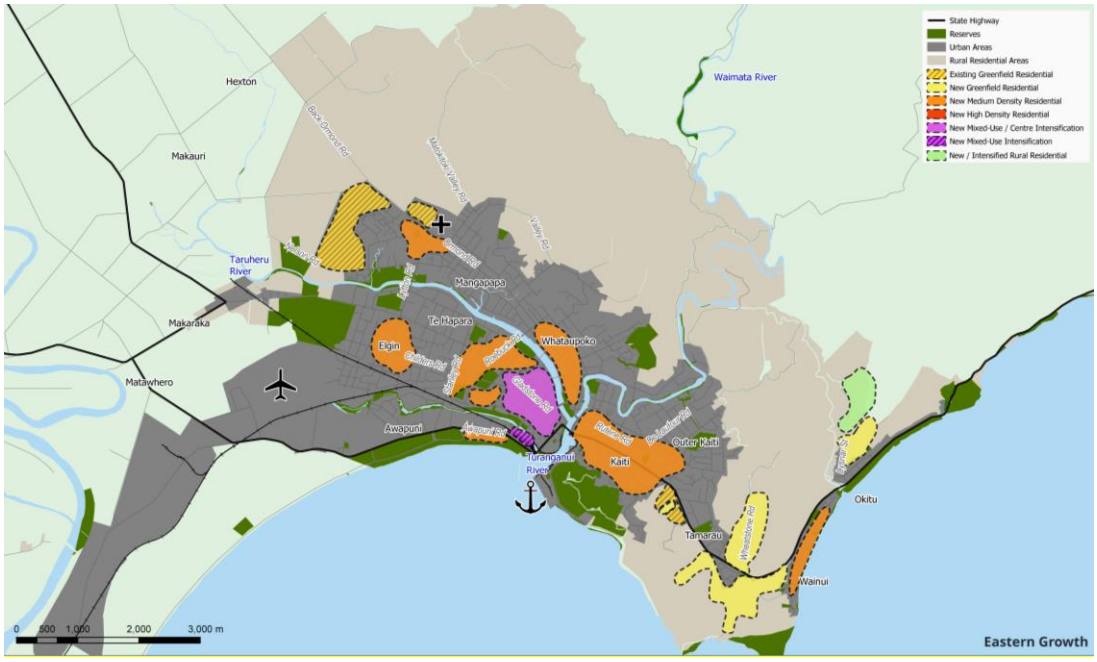


Figure 11: Eastern Growth Focus Spatial Scenario Schematic

This scenario provides capacity for approximately 7,260 commercially feasible additional dwellings, in excess of the 5,360 required over the long-term.

Key infrastructure requirements to support this scenario are:

Water

Water storage, booster pumping and delivery to eastern intensified infill areas is required in this scenario through Knob Hill Reservoir and associated works in the medium term. Long term Lytton Road and Makaraka Pump Station works would be required. Long term upgrades to the Waipaoa Water Treatment Plant and the Waingake Water Treatment Plant. Eastern growth is spatially further away from the Gisborne water sources and triggers the extension of the water main network towards Wainui (east).

Wastewater

Eastern growth is heavily constrained by the ability to store and pump Wastewater back to the Treatment Facility in Awapuni. Additional housing is limited to circa 600 new dwellings in the east (Kaiti) without significant investment in WW infrastructure. A new Kaiti pump station and rising main is also required in the medium term to enable both capacity and delivery of WW to the treatment plant in Awapuni. The WW network through further innovation i.e. drainwise and network upgrades can create a small amount of additional capacity but long term a new WW treatment plant would be required and situated to the east of the Waimata River to enable

greenfield growth towards Wheatstone and Wainui inclusive of Rifle Range and Sponge Bay blocks. This would be a significant investment for Gisborne and require careful consideration.

10.6.3 Spatial scenario #4: Western Growth Focus

Under this scenario, the majority of growth is provided in the western part of Gisborne. This includes large greenfield residential growth areas at Valley Road, Matokitoki Valley Road, Back Ormod Road, Nelson Road and Makaraka. New or intensified rural residential development is provided along Back Ormond Road and at the eastern end of Nelson Road. Existing greenfield residential areas are retained on the north west outskirts of the city adjacent to Back Ormond Road. Intensification is provided for in through medium density close to the city centre (eastern side of the bridge only) and mixed use in the city centre.

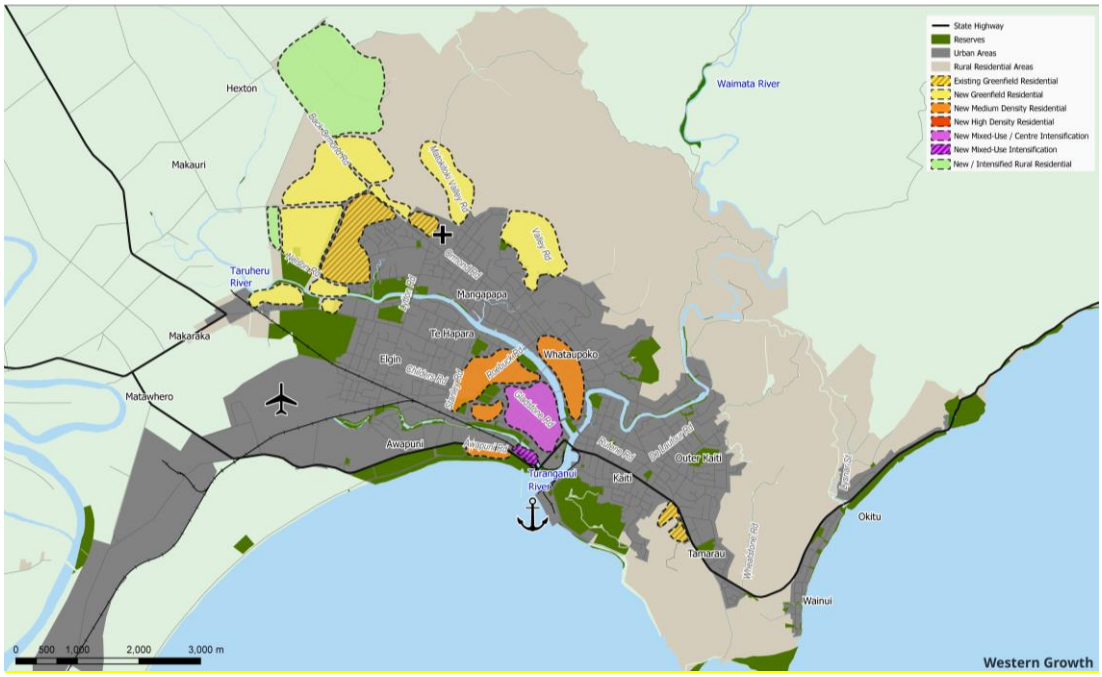


Figure 12: Western Growth Focus Spatial Scenario Schematic

This scenario provides capacity for approximately 8,325 commercially feasible additional dwellings, in excess of the 5,360 required over the long-term.

Key infrastructure requirements to support this scenario are:

Water

Water storage, booster pumping and delivery to eastern intensified infill areas is required in this scenario through Knob Hill Reservoir and associated works in the medium to long term. Long term Lytton Road and Makaraka Pump Station works would be required. Long term upgrades to the Waipaoa Water Treatment Plant and the Waingake Water Treatment Plant. A new reservoir (Taumata Reservoir) would be required long term with associated pump stations to ensure adequate water supply is enabled, particularly towards MacLaurin and Cameron Road Blocks. Western growth is ideal in terms of proximity (spatially) to the Waipaoa Water Treatment Plant and the Waingake Water Treatment Plant mains. Options to enable an additional water source near the Waipaoa Plant is also a consideration and western growth naturally endorses this.

Wastewater

Western growth in terms of WW capacity is favorable given the unconstrained network having multiple connections back to the WW treatment Plant and outfall. Western infill requires upgrades by way of Grey and Stafford Street pump stations and rising mains. Western Greenfield growth

long term would initially need to implement an additional WW Interceptor and pump station to provide additional capacity in the network and service predominantly Cameron Road and Moss Block development opportunities. Post any Interceptor delivery a new WW Treatment Plant would need to be considered. An indicative and potential location would be the current Gisborne Park Golf Club. Valley and Matokitoki Road growth would require new rising mains and connection to the reticulated network.

10.6.4 Spatial scenario #5: Dispersed Growth

Under this scenario growth is provided for through a mix of intensification and greenfield growth, both to the east and west of the city. Greenfield growth areas are located around Wheatstone Road, Sponge Bay, Matokitoki Valley Road, Nelson Road and Back Ormond Road. New or intensified rural residential development is provided along Back Ormond Road and at the eastern end of Nelson Road. Medium density residential is identified in areas close to the central city, with mixed use/centre intensification at the rail station and in the central city.

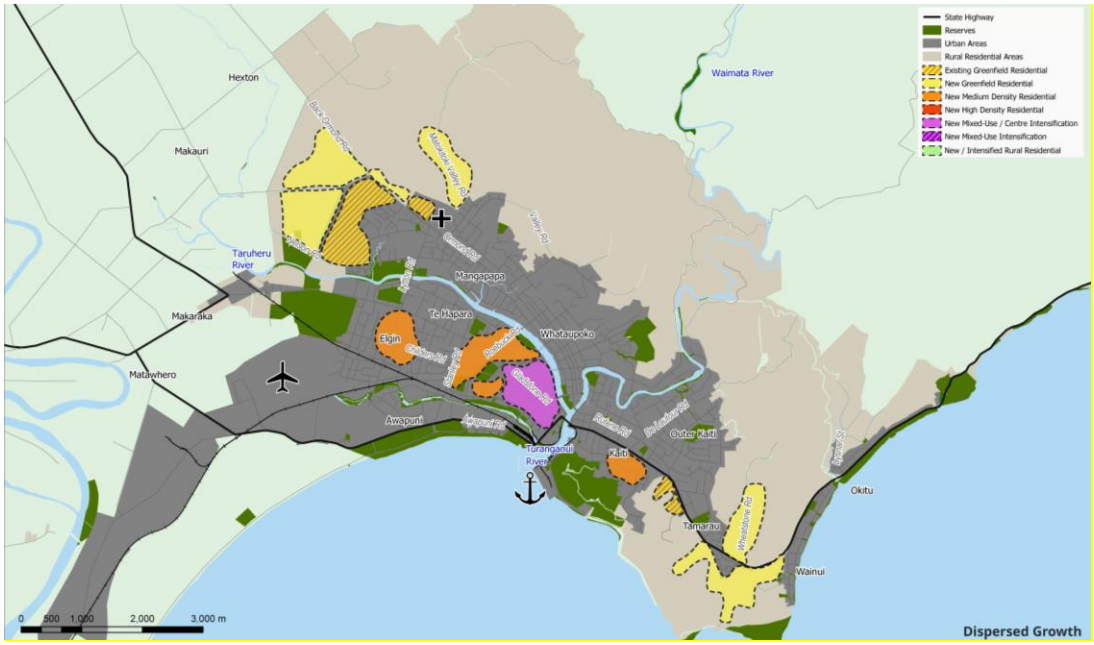


Figure 13: Dispersed Growth Spatial Scenario Schematic

This scenario provides capacity for approximately 6,445 commercially feasible additional dwellings, in excess of the 5,360 required over the long-term.

Key infrastructure requirements to support this scenario are:

For the Dispersed growth scenario, the cost and provision of both water and wastewater infrastructure would be a substantial proportion and combination of the three scenario infrastructure requirements commented on above.

Water

Water related works would require storage, booster pumping and delivery to eastern intensified infill areas through Knob Hill Reservoir and associated works. Long term Lytton Road and Makaraka Pump Station works would be required. Long term upgrades to the Waipaoa Water Treatment Plant and the Waingake Water Treatment Plant. A new reservoir (Taumata Reservoir) would be required long term with associated pump stations to ensure adequate water supply is enabled,

particularly towards MacLaurin and Cameron Road Blocks. Options to enable an additional water source near the Waipaoa Plant is also a consideration in the form of 'land dams' is something that would require further investigation and analysis.

Wastewater

Infill growth both western and eastern would require upgrades by way of Grey and Stafford Street pump stations and rising mains. Long term there would need to be investment in an additional WW Interceptor and pump station to provide additional capacity in the network and service predominantly western development opportunities. Post any Interceptor delivery a new WW Treatment Plant would need to be considered. An indicative and potential location would be the current Gisborne Park Golf Club. Matokitoki Road growth would require new rising mains and connection to the reticulated network.

As discussed, additional housing is limited to circa 600 new dwellings in the east (Kaiti) without significant investment in WW infrastructure. This is the same case for any substantial growth that would rely on municipal reticulation east of the Waimata River connection. A new Kaiti pump station and rising main would be required in the medium term to enable both capacity and delivery of WW to the treatment plant in Awapuni. This would need to extend to the proposed dispersed growth areas of Wainui and Wheatstone Road areas.

10.7 Advantages and disadvantages of spatial scenarios

As noted above, the NPSUD requires that the advantages and disadvantages of different spatial scenarios be evaluated as part of preparing an FDS. A high-level evaluation of the four different scenarios considered has been completed with respect to the following key matters:

- Housing demand / Capacity
- Infrastructure requirements
- Accessibility
- Greenhouse gas emissions
- Climate change / natural hazards

This evaluation is set out in Table to Table overleaf.

Table 8: Scenario 1 – Intensification Advantages and Disadvantages Evaluation

Advantages	Disadvantages
• Provides sufficient capacity • Does not include any growth onto areas of highly productive land • Urban form will better support a more efficient and frequent public transport system at a lower cost in the future • Urban form will better support emissions reductions by locating new residents in close proximity to existing services. Lowest greenhouse gas emissions per household of all scenarios considered. • Infrastructure delivery is more efficient than eastern and dispersed growth scenarios • Support for intensification during early stakeholder and public engagement • Provides the most opportunity to support city centre revitalisation • Utilises existing active transport link between City and Wainui	• Less opportunity for a variety of housing typologies in comparison to other scenarios which offer intensification and greenfield typologies. • Limited ability to enable existing residents to "decant" to outlying areas to free-up brownfield land for comprehensive redevelopment • Includes growth areas that are subject to one or more natural hazards, noting that this risk will be evaluated on a case-by-case basis as part of the TRMP review • Infrastructure investment required to service growth but less investment than eastern growth scenario. Large scale intensification in Kaiti particularly constrained. • Relies on all growth being delivered through intensification which may have slow uptake, increase cost and limit ability to meet short- and medium-term demand due to required plan review/ plan changes.

Table 9: Scenario 3 – Eastern Expansion Advantages and Disadvantages Evaluation

Advantages	Disadvantages
• Provides sufficient capacity • Does not include any growth onto areas of highly productive land • Provides for a variety of housing typologies in different locations • Provides for more housing well connected to areas with high natural amenity (e.g. Wainui beach, Sponge Bay) • Some opportunity to support city centre revitalisation • Could better support the case for extending public transport services to support existing communities in Wainui • Utilises existing active transport link between city and Wainui • Iwi / hapu development aspirations identified in Kaiti and near Sponge Bay	• Includes growth areas that are subject to one or more natural hazards, noting that this risk will be evaluated on a case-by-case basis as part of the TRMP review • Includes growth areas that have higher risk from natural hazards compared to the other scenarios • Would potentially give rise to higher greenhouse gas emissions than intensification scenarios. Comparable to western expansion. • Significant infrastructure investment required to service growth to east of the City • Some concerns raised during early public engagement about natural hazards risks in areas such as Sponge Bay

Table 10: Scenario 4 – Western Expansion Advantages and Disadvantages Evaluation

Advantages	Disadvantages
• Provides sufficient capacity • Does not include any growth onto areas of highly productive land • Provides for a variety of housing typologies in different locations • Infrastructure delivery is more efficient than eastern and dispersed growth scenarios • Efficiencies in infrastructure delivery from current westward greenfield growth pattern and infrastructure investment • Some opportunity to support city centre revitalisation • A number of key social infrastructure facilities are located close to the western growth boundary including Gisborne Hospital, Lytton High School, Nelson Park and Harry Barker Reserve that could service new development.	• Includes growth areas that are subject to one or more natural hazards, noting that this risk will be evaluated on a case-by-case basis as part of the TRMP review • Infrastructure investment required to service growth but less investment than eastern growth scenario • Would potentially give rise to higher greenhouse gas emissions than intensification scenarios. Comparable to eastern expansion • More fragmentation of rural/large lot residential land compared to other scenarios • Requires more investment in active walking and cycling connections when compared to eastern growth

Table 11: Scenario 5 – Dispersed Growth Advantages and Disadvantages Evaluation

Advantages	Disadvantages
• Provides sufficient capacity • Does not include any growth onto areas of highly productive land • Provides for a variety of housing typologies in different locations • Opportunity to support city centre revitalisation • Utilises existing active transport link between city and Wainui • Likely to deliver the most competitive land market opportunity due variety of growth opportunities • Some opportunity to support city centre revitalisation	• 2nd highest greenhouse gas emissions per household of all scenarios considered and highest of the core scenarios. • Includes growth areas that are subject to one or more natural hazards, noting that this risk will be evaluated on a case-by-case basis as part of the TRMP review. • Includes growth areas that have higher risk from natural hazards compared to the other scenarios. • Infrastructure investment required to service growth but less investment than eastern growth scenario.

10.8 Preferred spatial scenario for consultation

A refined version of Scenario 1 (Intensification) and Scenario 4 (Western Expansion) is the preferred development scenario for managing future growth and development across Tairāwhiti, and in particular the Gisborne urban environment.

The preferred spatial scenario shown below balances a mix of intensification and greenfield growth with the main focus of future development concentrated in and around the existing Gisborne urban environment in areas with less vulnerability to the effects of natural hazards and which are easier to support with new or upgraded infrastructure. It also relies on business as usual development in the rural villages and coastal townships in wider Tairāwhiti.

Under this scenario, the FDS will provide potential capacity for about 5,650 new houses in Tairāwhiti. Growth provided for via intensification is about 76%. This means that 24% of growth will be accommodated via greenfield residential or rural residential development. In addition, we have identified three “reserve” greenfield development areas in the vicinity of Hansen Road and Cameron Road which has the potential to accommodate a further 1,600 homes. More housing is provided for than the projected demand of 5,400 that is required to accommodate growth and demand over the next 30 years. We propose to provide additional capacity over and above the project demand and to signal some “reserve” areas due to the uncertainty on how the market will respond (especially with intensification opportunities) and to create greater competition with the local market to aid housing affordability challenges.

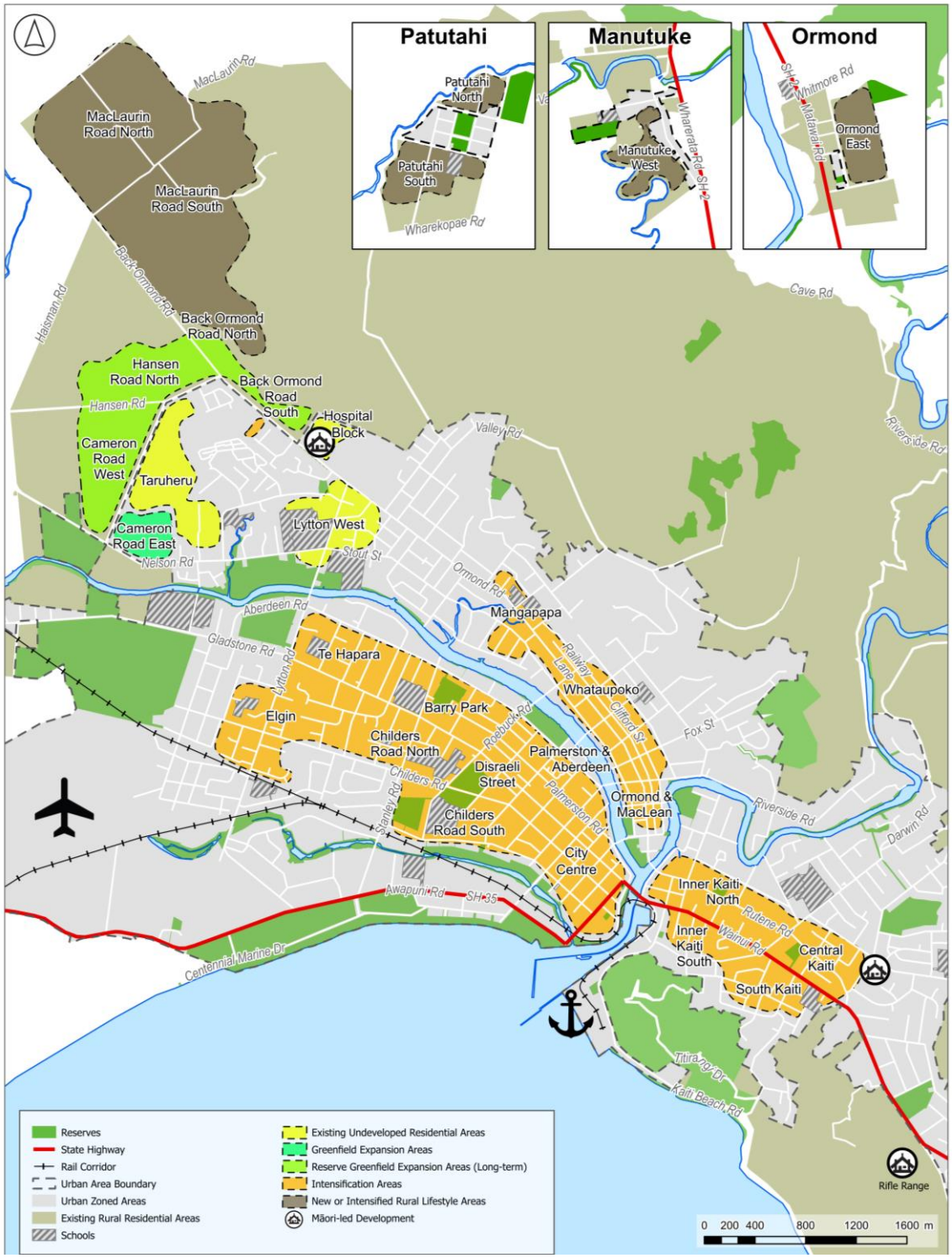


Figure 14: Preferred Spatial Scenario Schematic

10.8.1 Intensification

Up to 4,300 new homes are anticipated to be provided for via intensification over the life of the FDS. Intensification areas are proposed to be focused in and around area less vulnerable to the projected effects of climate change and natural hazards including the City Centre, westwards along

Childers Road, Gladstone Road and Aberdeen Road, Elgin, Whataupoko, Mangapapa,Lytton West and eastwards in Kaiti

It is anticipated that intensification would be delivered through a range of tenures (e.g. market, social, community and co-operative) and housing typologies. In terms of typologies this includes minor dwellings at the rear of existing homes, terraced houses, apartments and more intensive mixed-use schemes in centres that incorporate apartments above ground floor commercial uses. Broken down by broad areas, we anticipate new homes delivered via intensification to approximate:

- City Centre and surrounds – 1200 homes
- Te Hapara / Barry Park – 870 homes
- Kaiti Inner/Outer– 600 homes
- Elgin – 660 homes
- Whataupoko / Mangapapa – 670 homes
- Lytton West – 300 homes

This would represent a significant shift in growth for Gisborne where the majority of existing homes in the urban area are detached on relatively large sections. Due to this change, there are several factors which may impact on overall speed and uptake of intensification opportunities in Gisborne including:

- Greater levels of intensification would need to be facilitated by changes to the Tairāwhiti Resource Management Plan (TRMP). This requires undertaking plan changes in line with relevant statutory requirements and timeframes and is unlikely to support significant levels of intensification in the short-term.
- Planning frameworks are generally enabling in nature. This is to say that there is nothing to compel someone to develop to a site's maximum potential once any changes to the TRMP are implemented. They could opt to add an additional dwelling to the rear of the property or they could demolish their existing house and replace it with a half-a-dozen terraced houses.
- The willingness of a landowner to develop. In other words, just because a site is commercially feasible to redevelop it does not mean that a landowner will redevelop that property;
- The maturity of the attached housing market. The majority of existing dwellings in Gisborne are made up with detached dwellings on larger lots. As such there are likely to be existing capacity constraints within the building industry to construct more intensive housing typologies at speed. There is also a degree of uncertainty as to market demand for more intensive housing products which may result in a slower uptake of more intensified housing typologies.
- Alternative tenure and housing models (e.g. social housing, build-to-rent) have different commercial drivers than typical market housing. As such, these tenures or housing models may be more feasible in the shorter term.
- Proximate greenfield development may undermine delivery of intensification opportunities as they may provide more competitive housing products in terms of price and amenity for the local market.

10.8.2 Greenfield Residential

A total of 780 new homes could be provided via greenfield residential development. The majority of this would be through development of already zoned (but still currently undeveloped) land at the Taruheru Block and adjacent to Gisborne Hospital.

New "reserve" greenfield residential areas are located to the west of Gisborne near Hansen Road and Cameron Road. Within these areas there is potential for approximately 1,600 new homes. This utilises land zoned rural residential to avoid future urban development on highly productive land.

The location of greenfield areas around the Taruheru Block and the nearby "reserve" areas makes best use of strategic infrastructure and provides the most cost effective approach to enabling growth for Tairāwhiti.

10.8.3 Rural Residential / Lifestyle

In addition to the above, a further 570 homes have been identified to be delivered in existing or intensified rural residential lifestyle areas west of Gisborne around McLaurin Road and in nearby townships of Patutahi, Manutuke and Ormond. Development at the scale anticipated in theses areas may need to be facilitated by minor amendments to the existing density controls within the Rural Residential Zone.

10.8.4 Business

There is sufficient business land in Tairāwhiti to accommodate future demand and growth based on land already zoned to support business and industrial uses. The FDS does not propose to identify any additional business land as it is not required over the next 30 years.

10.8.5 Infrastructure

The preferred scenario will provide the most efficient and cost-effective approach to growth in terms of key strategic infrastructure. Through limiting growth out east to only enable development to the extent the current infrastructure network can service avoids the need for significant and costly infrastructure upgrades. Key strategic infrastructure requirements that will be likely required to support the growth identified in the FDS include:

- Upgrades to the Waipaoa Water Treatment.
- Upgrades by way of Grey and Stafford Street pump stations and rising mains.
- An additional WW Interceptor ('North Western') and pump station to provide additional capacity in the network and service predominantly Cameron Road and Moss Block.
- Network wide improvements to cycling infrastructure (e.g. new segregated routes, improved lighting, priority crossing).
- Improved public transport and increase in frequencies and routes for the bus network.

11.0 Growth areas

11.1 Site Identification Process

A total of 50 broad areas for residential growth were identified for consideration in the development of the FDS.

11.1.1 Business Areas

No sites were identified as being required to accommodate future business uses (e.g. industrial) as the Housing and Business Demand Assessment identified more than sufficient plan enabled capacity to accommodate businesses uses over the life of the FDS, even if existing business zoned land it utilised for alternative purposes (e.g. residential).

11.1.2 Rural and Coastal Areas

With regard to Tairawhiti's rural and coastal communities (outside of those in the Waipaoa River valley), the Housing and Business CapacityAssessment identified no long-term growth pressures in these areas and more than sufficient plan enabled capacity (include vacant but zoned land) to accommodate any future residential growth should this be required. As such, no growth areas were identified or assessed for these areas as part of the development of the FDS.

11.1.3 Residential Areas

The residential growth areas included both urban and rural areas (i.e. brownfield and greenfield) and ranged in size from 3.6Ha to 156Ha. In all, the 50 broad areas for residential growth totalled some 1700Ha of land.

The identification of these areas was derived from a range of sources and factors. These included:

- Existing Council plans and strategies were reviewed to understand where growth opportunities had previously been identified;
- What the site's relationship with the existing urban zoned boundary or rural township was. Generally, land parcels that were contiguous with existing urban areas or rural townships were identified in preference to "leap-frogging" rural land to create new areas (or satellites) of urban development;
- Whether the site broadly fell within the areas identified within the draft spatial scenarios;
- Feedback from mana whenua regarding their aspirations for urban development;
- Feedback from key stakeholders and the community. This included an online mapping tool for the public to spatially nominate suitable locations for growth or flag areas that are not suitable;
- Discussions with Council planning staff on where there was known interest in development based on pre-application discussions or lodged resource consents;
- Consideration of the development constraints mapping. The constraints analysis also identified "no-go" areas such as conservation land where any new urban development was considered inappropriate; and

- Consideration of development opportunities with a focus towards providing greater levels of intensification of existing urban areas based on accessibility to a wide range of amenities (e.g. schools, parks, shops, employment).

For ease of assessment, cadastral boundaries sourced from Land Information New Zealand (LINZ) were used to define the broad growth areas identified above. In some instances, this resulted in Site's being identified that may have been subject to significant development constraints in part (e.g. flooding). Where this occurred, the Site was assessed as a whole and the ultimate boundaries were adjusted to remove those parts of the Site subject to significant development constraints if development over the remainder was still considered appropriate. This also resulted in recalculation of projected housing yields on a pro-rata basis to reflect the reduced area available for potential development. A summary of the sites considered in this assessment is provided in 12 below.

Table 12 - Growth Areas Assessed

Name	Area (Ha)	Uses Considered (Density/Type)	Included in FDS
E1 - Wheatstone Road	49.7	Greenfield Expansion (Standard)	No
E2 - Rifle Range	13.9	Greenfield Expansion (Standard/ High)	Yes – iwi aspiration site
E3 - Sponge Bay West	8.0	Greenfield Expansion (Standard/ High	No
E4 - Sponge Bay East	33.4	Greenfield Expansion (Standard/ High	No
E5 - Wainui West	11.0	Greenfield Expansion (Standard/ High	No
E6 - Wainui Road West	3.7	Greenfield Expansion (Standard/ High)	No
E7 - Scarlys Way Rural Lifestyle	36.9	Rural Lifestyle	No
E8 - Winifred Street	23.3	Greenfield Expansion (Low/ Standard)	No
I1 - South Kaiti	29.0	Intensification (Medium)	Yes
I10 - Awapuni Block	17.6	Intensification (Medium/ High)	No
I11 - Rail Station	4.7	Intensification (High/ Mixed-Use)	No
I12 - Lytton West	39.1	Intensification (Medium)	Yes
I13 - Childers Road North	40.0	Intensification (Medium)	Yes
I14 - Te Hapara	35.2	Intensification (Medium)	Yes

Name	Area (Ha)	Uses Considered (Density/Type)	Included in FDS
I15 - Barry Park	39.6	Intensification (Medium)	Yes
I16 - Ormond & MacLean	16.1	Intensification (Medium/ High)	Yes
I17 - Whataupoko	44.1	Intensification (Medium)	Yes
I18 - Mangapapa	43.8	Intensification (Medium)	Yes
I19 - Wainui Beach	23.8	Intensification (Medium)	No
I2 - Central Kaiti	27.4	Intensification (Medium)	Yes
I3 - Inner Kaiti North	44.0	Intensification (Medium)	Yes
I4 - Inner Kaiti South	18.1	Intensification (Medium)	Yes
I5 - Elgin	83.3	Intensification (Medium)	Yes
I6 - City Centre	61.9	Intensification (Centre)	Yes
I7 - Palmerston & Aberdeen	22.2	Intensification (Medium/ High)	Yes
I8 - Childers Road South	52.1	Intensification (Medium/ High)	Yes
I9 - Disraeli Street	18.4	Intensification (Medium/ High)	Yes
N1 - Valley Road	66.8	Greenfield Expansion (Low/ Standard)	No
N2 - Matokitoki Valley Road	58.5	Greenfield Expansion (Standard/ High)	No
N3 - Back Ormond Road South	12.7	Greenfield Expansion (Standard/ High)	Yes
N4 - Back Ormond Road North	50.8	Greenfield Expansion (Lifestyle/ Low)	Yes
N5 - MacLaurin Road North	104.1	Greenfield Expansion (Lifestyle/ Low)	Yes
N5 - MacLaurin Road South	156.8	Greenfield Expansion (Lifestyle/ Low)	Yes
R1 - Patutahi North	11.3	Greenfield Expansion (Low/ Standard)	Yes
R2 - Patutahi South	52.8	Greenfield Expansion (Low/ Standard)	Yes

Name	Area (Ha)	Uses Considered (Density/Type)	Included in FDS
R3 - Waihirere	30.7	Greenfield Expansion (Low/ Standard)	No
R4 - Manutuke North	12.8	Greenfield Expansion (Low/ Standard)	No
R5 - Manutuke East	7.0	Greenfield Expansion (Low/ Standard)	No
R6 - Manutuke West	29.7	Greenfield Expansion (Low/ Standard)	Yes
R7 - Muriwai West	8.1	Greenfield Expansion (Low/ Standard)	No
R8 - Muriwai East	9.7	Greenfield Expansion (Low/ Standard)	No
R9 - Muriwai South	10.2	Greenfield Expansion (Low/ Standard)	No
R10 - Ormond East	59.3	Greenfield Expansion (Low/ Standard)	Yes
W1 - Nelson Road North	18.5	Greenfield Expansion (Lifestyle/ Low)	No
W2 - Nelson Road South	13.8	Greenfield Expansion (Standard/ High)	No
W3 - 1 Main Road	4.5	Greenfield Expansion (Standard/ High)	No
W4 - Cameron Road East	18.2	Greenfield Expansion (Standard/ High)	Yes
W5 - Cameron Road West	65.5	Greenfield Expansion (Standard/ High)	Yes
W6 - Makaraka North	21.3	Greenfield Expansion (Standard/ High)	No
W7 - Hansen Road North	73.6	Greenfield Expansion (Standard/ High)	Yes

Growth sites considered throughout the course of the preparation of the FDS are identified in **Figure 15** through to **Figure 20** overleaf.

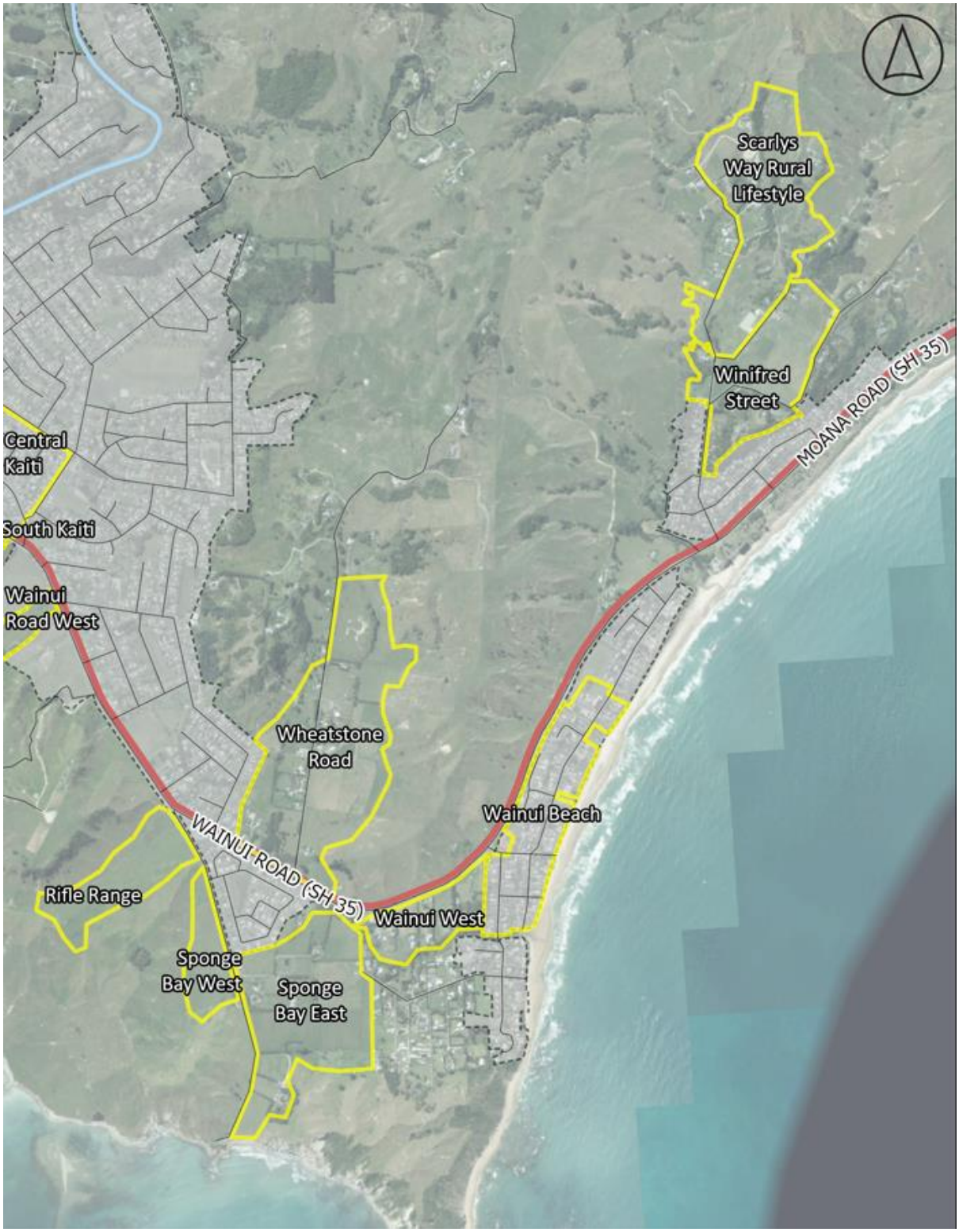


Figure 15 - Eastern Growth Areas Assessed

Figure 16 - Central Growth Areas Assessed

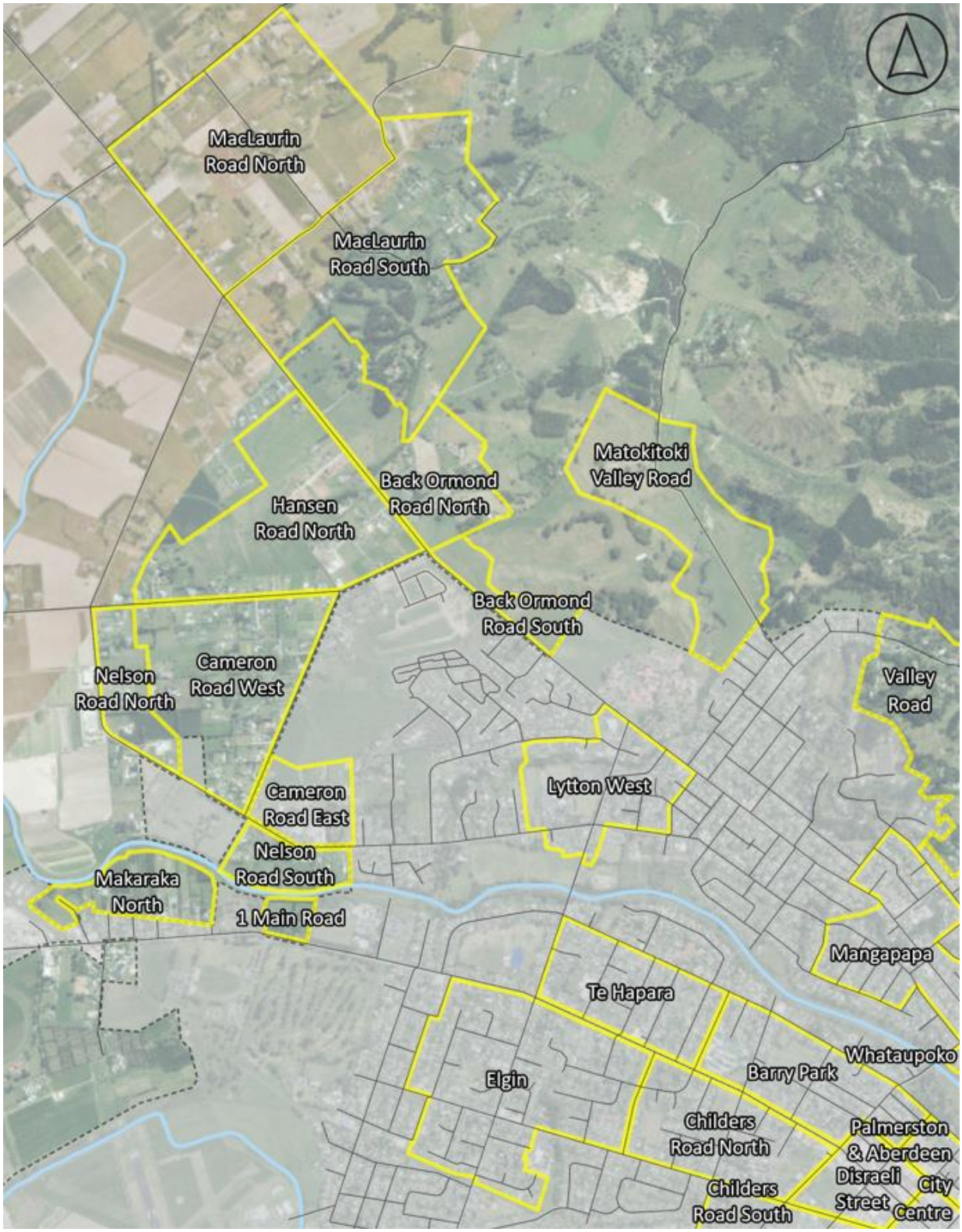


Figure 17 - Western Growth Areas Assessed

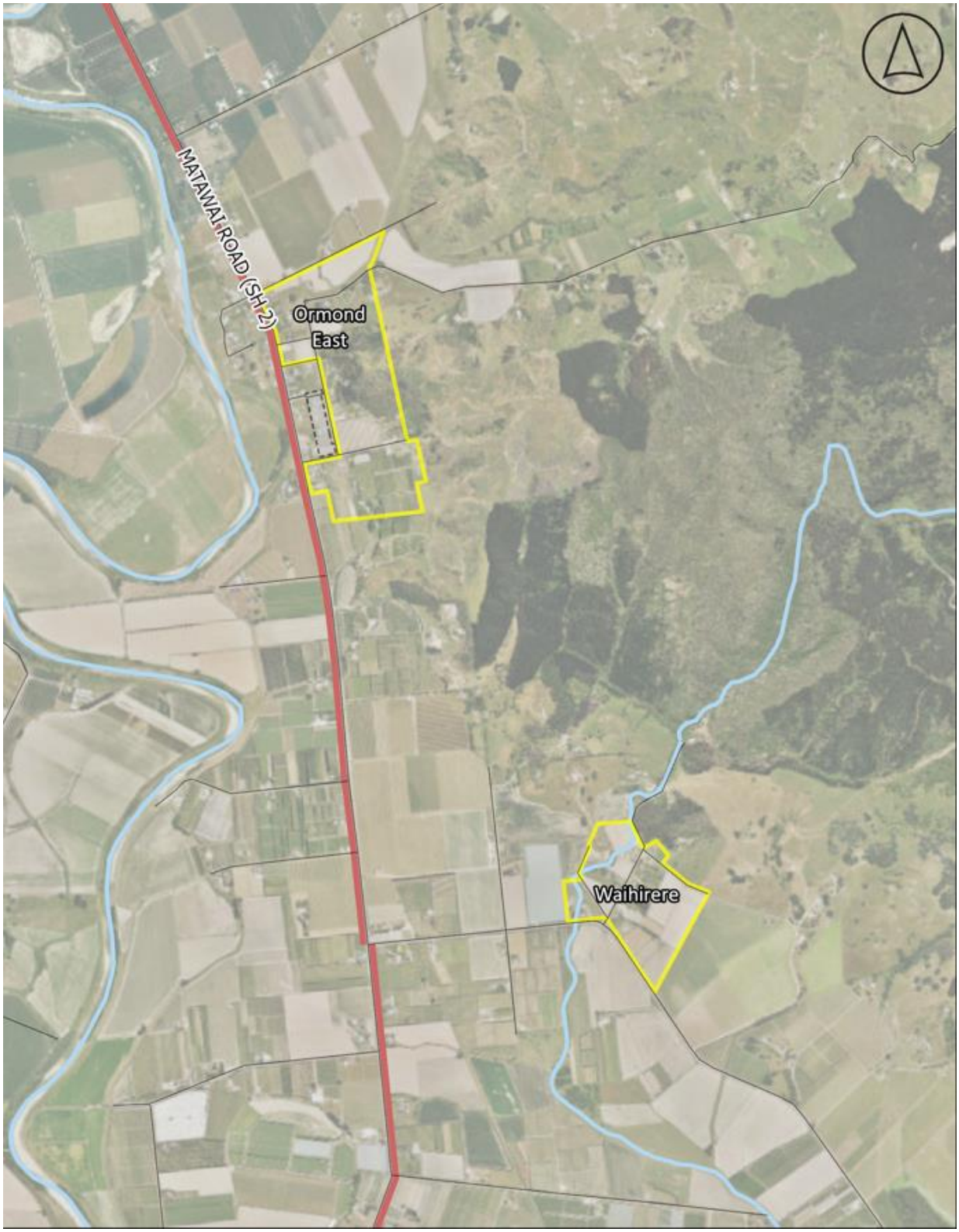


Figure 18 – Ormond and Waihirere Growth Areas Assessed

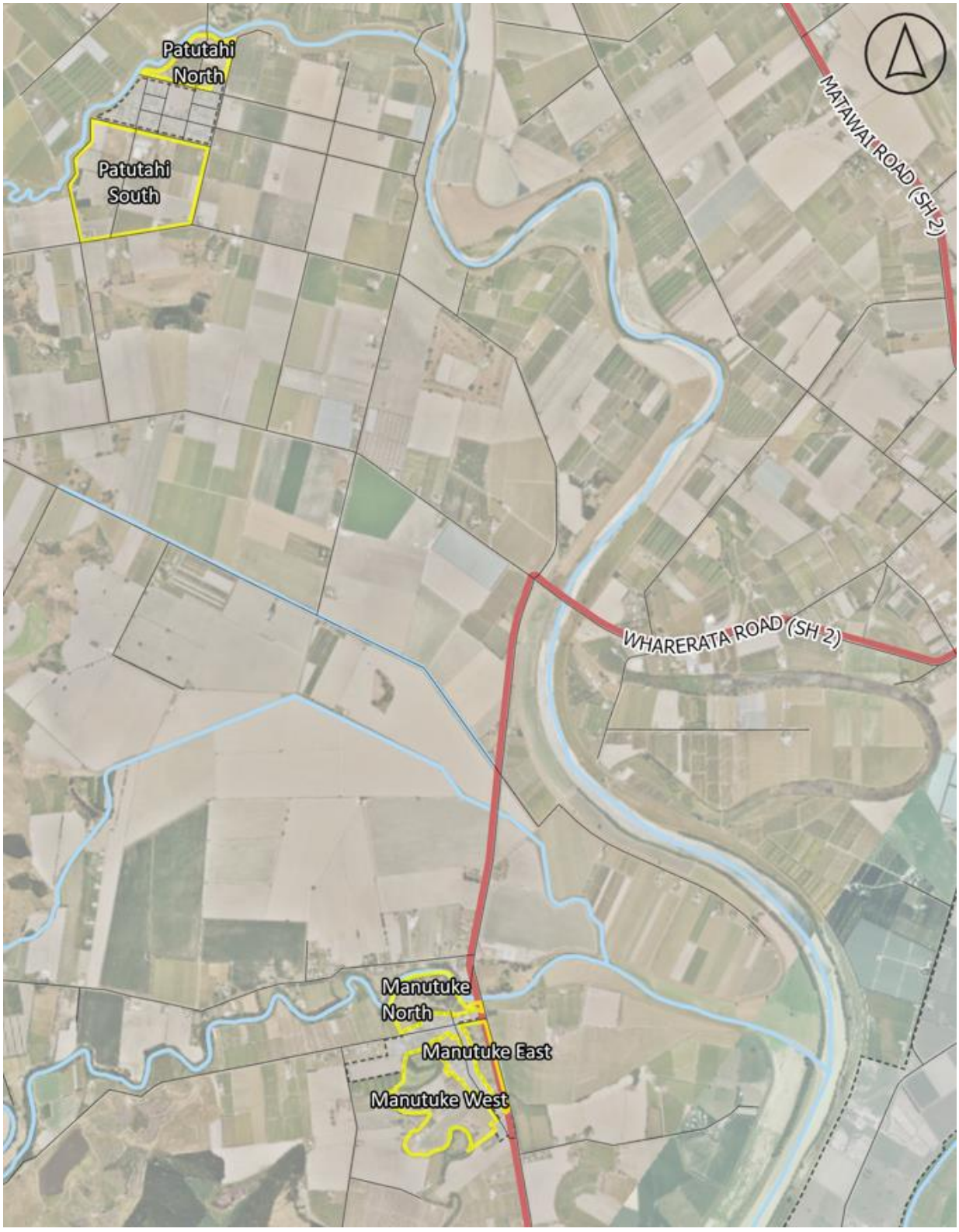


Figure 19 – Patutahi and Manutuke Growth Areas Assessed

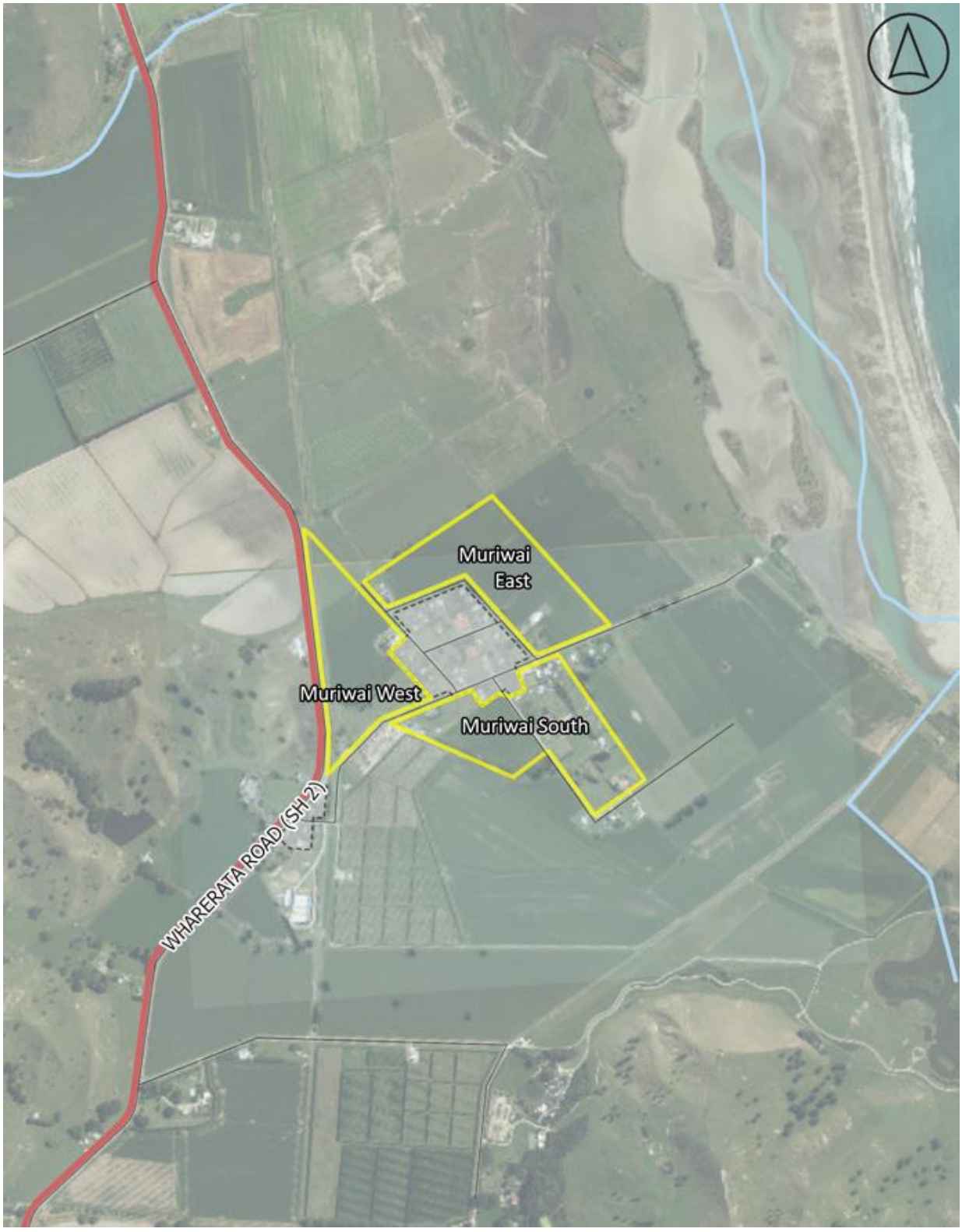


Figure 20 – Muriwai Growth Areas Assessed

12.0 Appendices

12.1 Appendix 1 – Key Stakeholders

Stakeholder Name	Sector
Firstlight Network	Infrastructure
Kiwi Rail	Infrastructure
New Zealand Transport Authority (NZTA)	Infrastructure
Eastland Group	Ports
Tairāwhiti District Health Board	Health
Fire and Emergency New Zealand (FENZ)	Emergency services
Opōtiki District Council	Neighbouring Councils
Wairoa District Council	Neighbouring Councils
Civil Projects	Property Developers
Iconiq Group	Property Developers
ML Group	Property Developers
S Ellmers	Property Developers
Currie Construction	Property Developers
ID Property	Property Developers
Architects 44	Architects
LDE	Consultants
GHD	Consultants
WSP	Consultants
AECOM	Consultants
Kereru Consulting	Consultants
Matai	Medical research
Eastland Institute of Technology (EIT)	Education
Te Wananga o Aotearoa	Education

Stakeholder Name	Sector
Heritage New Zealand	Heritage
Linnaeus	Research and Development
Kainga Ora	National Social Housing Developer
Ministry for Social Development	Central Government
Te Puni Kōkiri	Central Government
Ministry of Housing and Urban Development	Central Government
Ministry for Business, Innovation and Employment	Central Government
Ministry of Primary Industries	Central Government
Ministry for the Environment	Central Government
Tamanuhiri Tutu Poroporo Trust	Iwi
Rongowhakaata Iwi Trust	Iwi
Te Aitanga a Māhaki Trust	Iwi
Te Runanganui o Ngati Porou (TRONPNui)	Iwi
Te Runanganui o Ngati Porou (TRONPNui) Holdco	Iwi
TROTAK	Iwi
Toitu Tairāwhiti	Social housing developer
Hikurangi Enterprises	Social housing developer
Rau Tipu Rau Ora	Governance group
Manaaki Tairāwhiti	Regional Leadership group – Social Wellbeing
Trust Tairāwhiti	Regional Development Trust
Cedenco	Agriculture
Leaderbrand	Agriculture
Mangatu	Agriculture
BDO	Financial

12.2 Appendix 2 – Strategic Opportunity and Constraints Sieve Maps

Accessibility – Government direction requires the FDS to support an urban environment that has good accessibility for all people between housing, jobs, community services and open spaces, including by public and active transport. An accessibility analysis indicates that areas around Gisborne City Centre are the most accessible locations in the urban environment. Suburban centres around Kaiti, Elgin, Lytton West and Mangapapa as well as areas along key arterial routes are also identified as having relatively high levels of accessibility. Where the site conditions allow, these areas should be a focus for accommodating significant portions of future growth requirements to make best use of existing services. Across the region, areas such as Tokomaru Bay and Ruatoria are also identified as having moderate levels of accessibility.

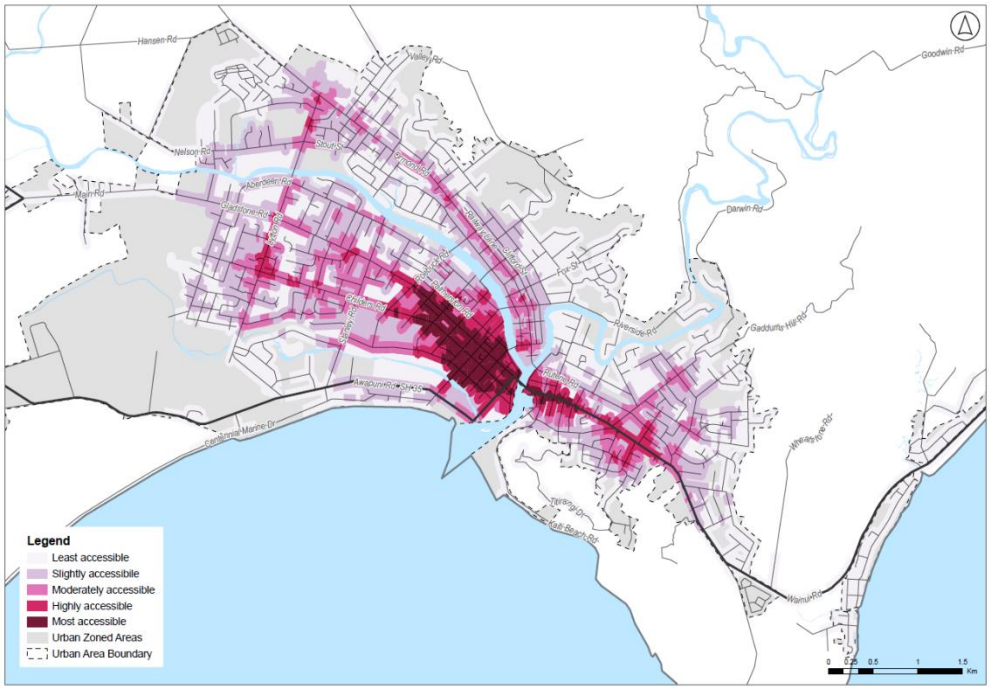


Figure 21 - Gisborne Levels of Accessibility

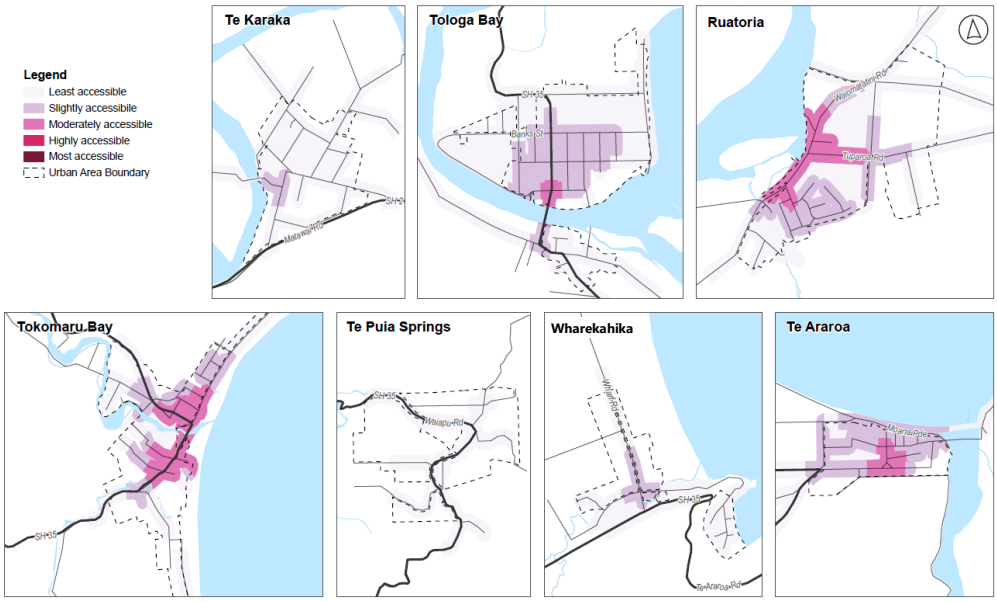


Figure 22 - Rural & Coastal Towns Level of Accessibility

Opportunities and Constraints

Regional map

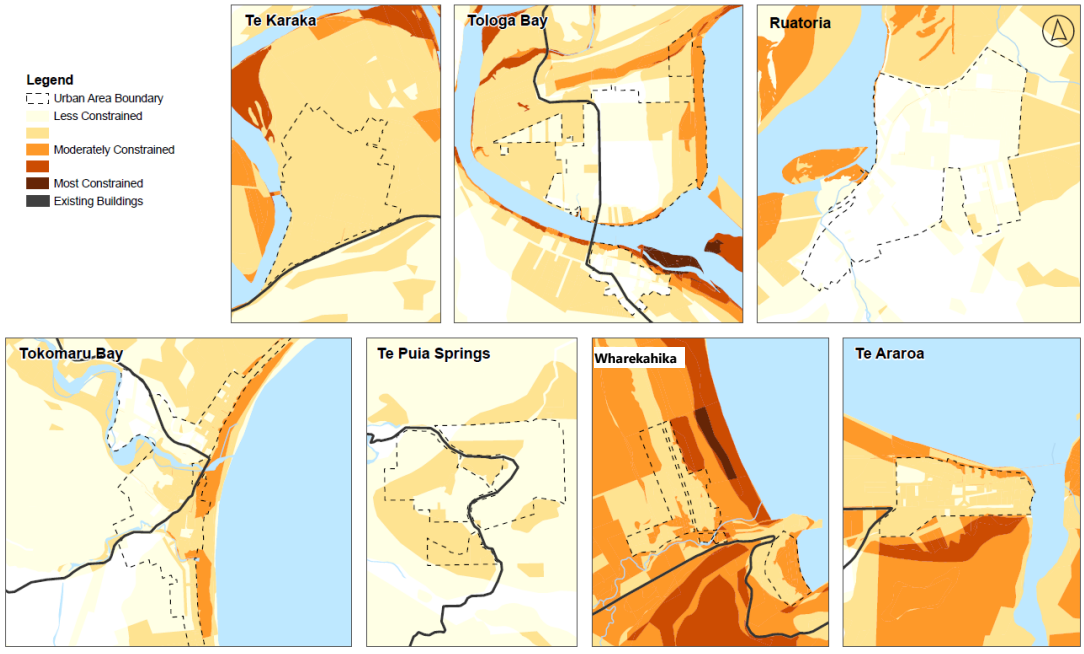


Figure 23 - Rural & Coastal Towns Constraints Summary

Productive Land – High quality soils cover a significant portion of the flatter land across Tairāwhiti, particular within the Poverty Bay flats area. Much of the land surrounding the Gisborne urban environment is currently in productive use and forms the heart of Tairāwhiti's horticultural and agricultural economic base. This land has intrinsic life-supporting value and enables us to grow food locally and more sustainably. Highly productive land is a finite resource and must be protected from urban growth, subdivision and rural lifestyle development under the NPSHPL. Highly productive land in Gisborne is located in areas that would otherwise be suitable for greenfield development given their good accessibility to the urban area, flat terrain and limited environmental constraints (**note** that the map below is initial mapping of HPL and will be subject to change and public consultation).

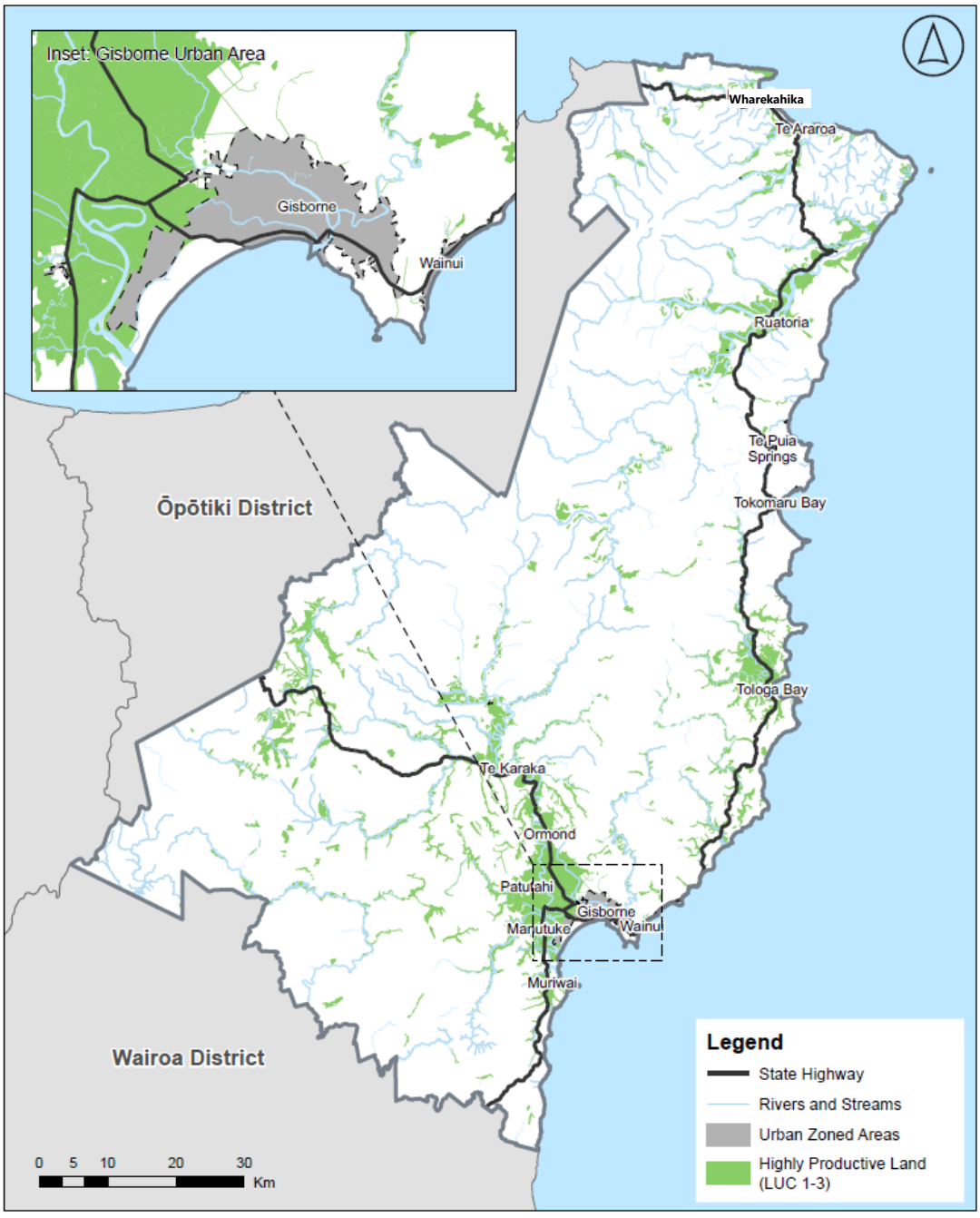


Figure 24 –Productive Land Constraints

Natural Hazards – Tairāwhiti is subject to a range of natural hazards, including coastal erosion and inundation, flooding, liquefaction, fault rupture and slope instability risk. A number of these are impacted by the effects of climate change, including sea level rise and increased rainfall. These hazards are present across large parts of the existing urban environment in Tairāwhiti, particularly Gisborne as well as greenfield areas and are a major constraint when considering the location of new growth, including potential areas for intensification. Tairāwhiti suffered severe damage from a series of weather events and Cyclone Gabrielle in February 2023 which caused widespread flooding and landslips, and significant damage to homes and infrastructure. The recovery phase is ongoing and updated technical information on natural hazards is being procured to inform the TRMP. The areas identified for growth in the FDS were checked and refined following the weather events.

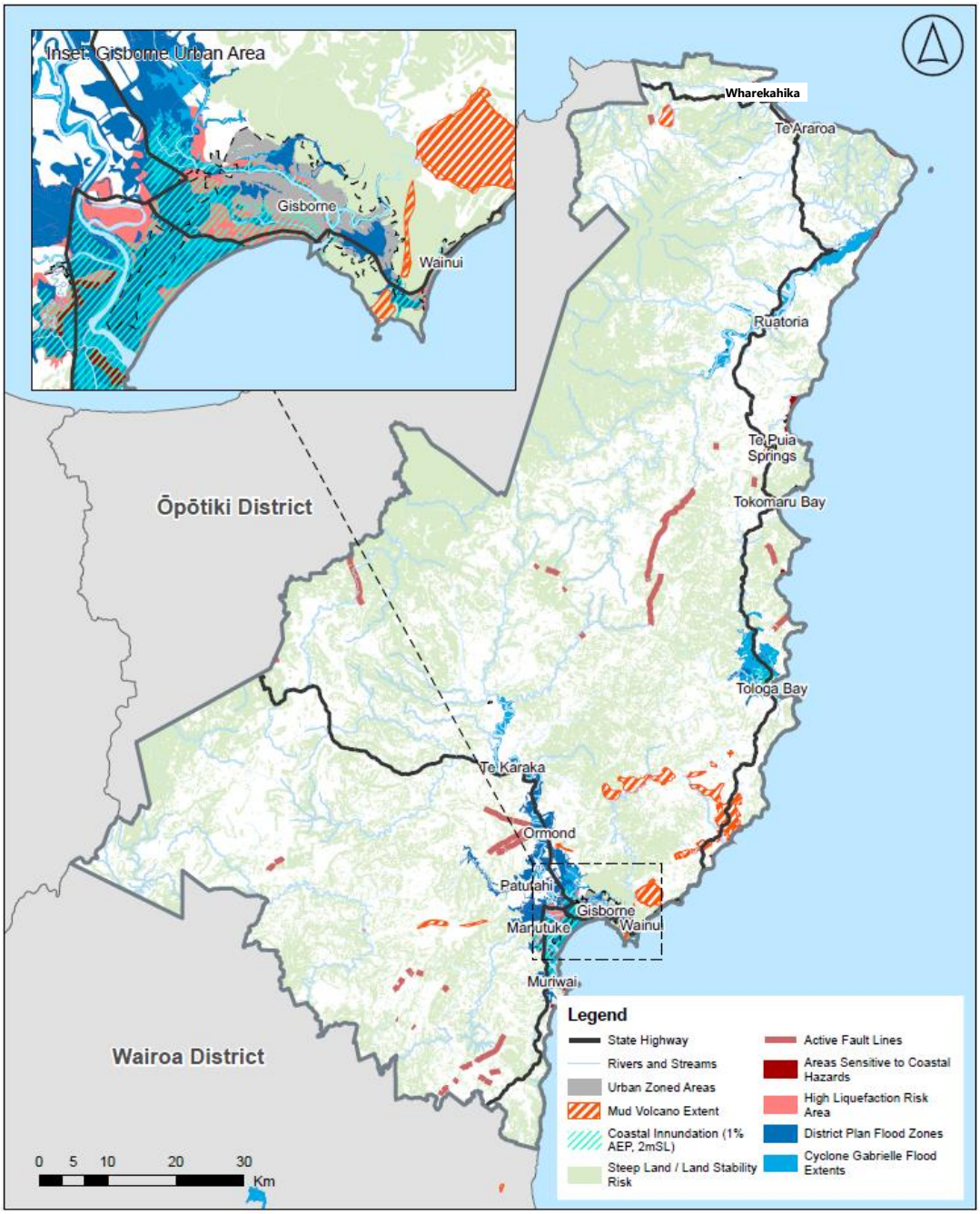


Figure 25 - Natural Hazards Constraints

Cultural – There are several features relating to mana whenua across the Tairāwhiti which are potentially sensitive to the impacts of new urban development. These include Marae, areas of waahi tapu, as well as areas with extensive archaeological evidence of Māori occupation. These features may also provide opportunities to support the development aspirations of iwi and hapū as well as the community more generally. Whenua Māori has also been identified as a potential constraint due to challenges around financing and tenure which can create practical barriers to urban development. However, it is also acknowledged that significant whenua Māori holdings in close proximity to the existing urban environment of Tairāwhiti offer opportunities to help fulfil iwi and hapū aspirations for urban development.

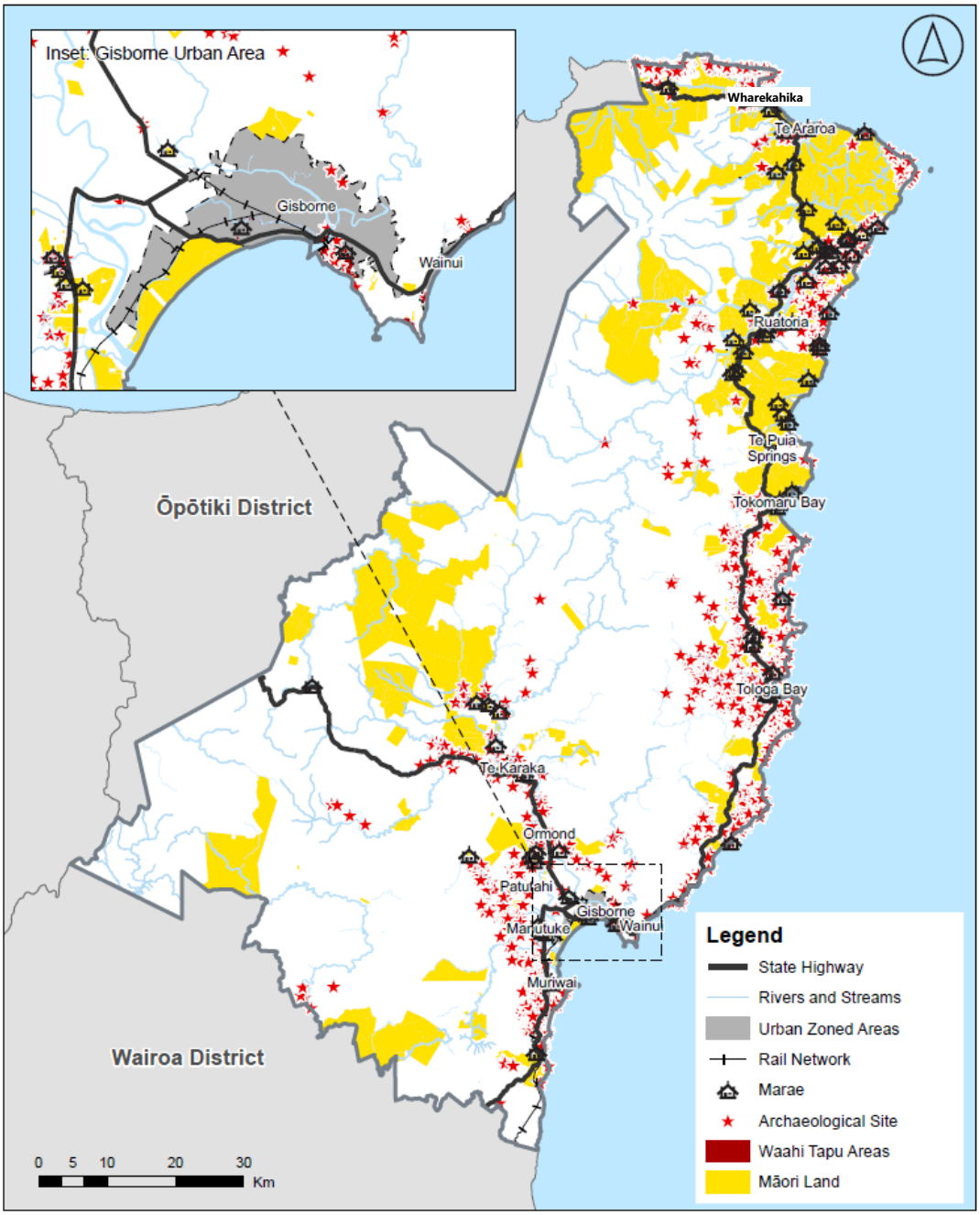


Figure 26 - Cultural Constraints & Opportunities

Natural Environment – A significant portion of Tairāwhiti's land is currently used for primary production (e.g. plantation forestry and agriculture). As such, the majority of significant environmental features, such as conservation land, are isolated from one another and concentrated in inland areas of Tairāwhiti. The extent of natural environmental constraints are limited around the existing urban environment in Tairāwhiti, with the main constraints to further growth related to watercourses, wetlands and the coastal environment. When considering the location of new growth, the presence of natural environmental features can also provide an opportunity for enhancement as well as providing natural amenity for future residents if growth is to occur.

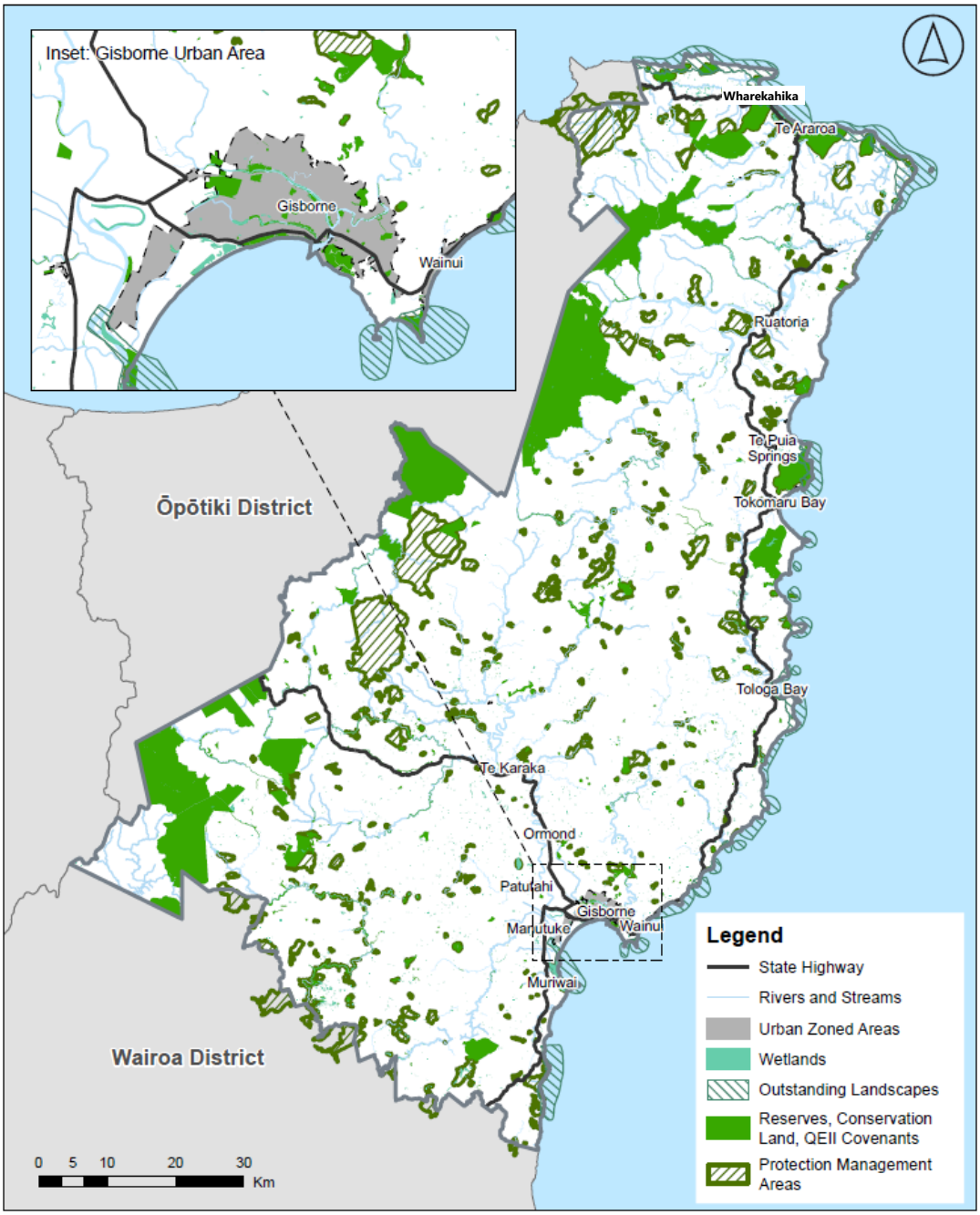


Figure 27 - Natural Environment Constraints & Opportunities

Strategic Infrastructure – Strategic infrastructure is critical in supporting the communities and economy of Tairāwhiti. This critical role means it is important to identify and protect this infrastructure from inappropriate development and ensure it is resilient from the natural hazards and the future effects of climate change. Strategic infrastructure of particular importance to Tairāwhiti includes trunk infrastructure for water and wastewater, the state highway network, and transmission corridors for electricity and gas. The airport and port are also important for the local economy and connecting Tairāwhiti with the rest of New Zealand. Enabling new growth in proximity to this infrastructure also has benefits in reducing the need for potentially costly network extensions.

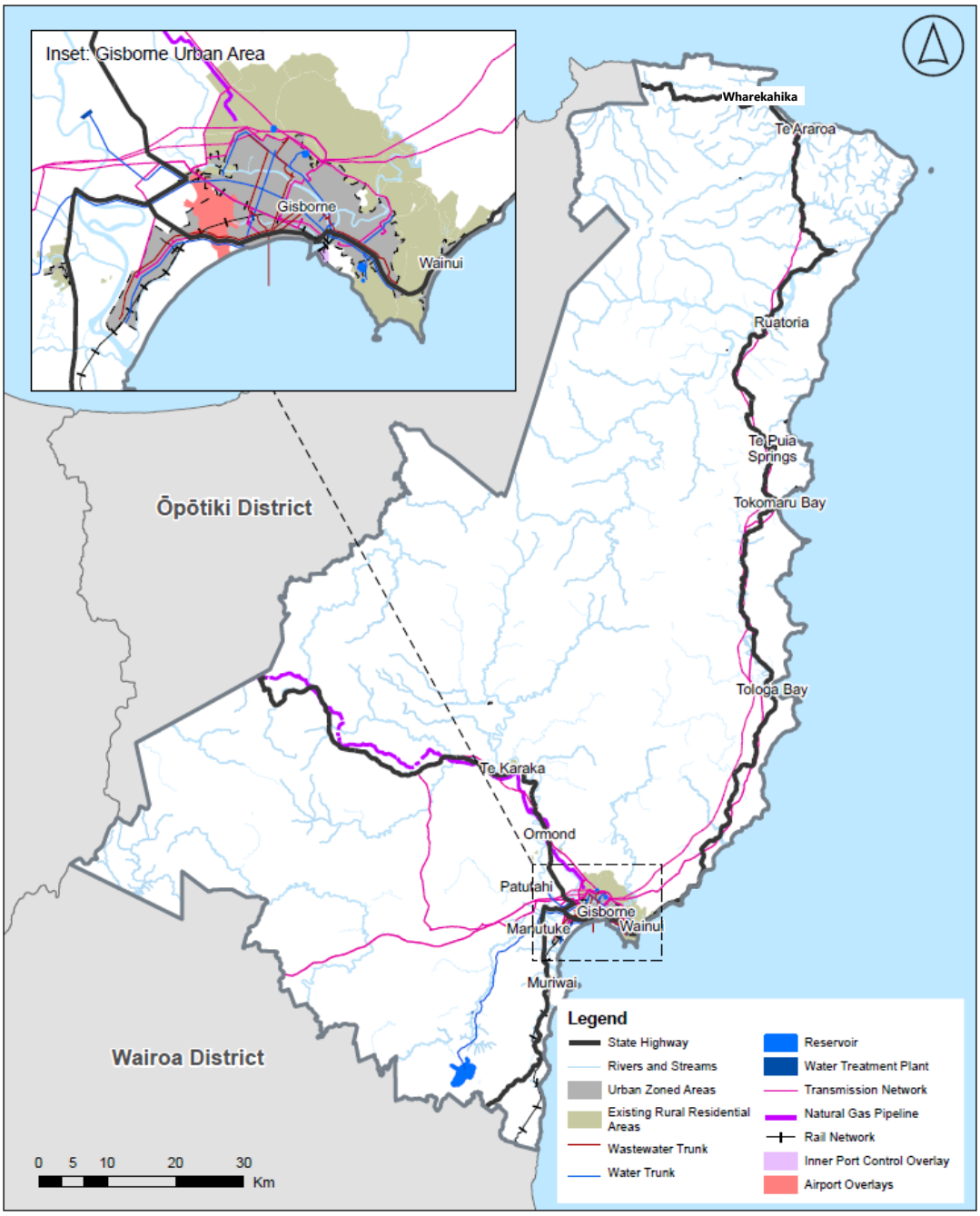


Figure 28 - Strategic Infrastructure Constraints & Opportunities