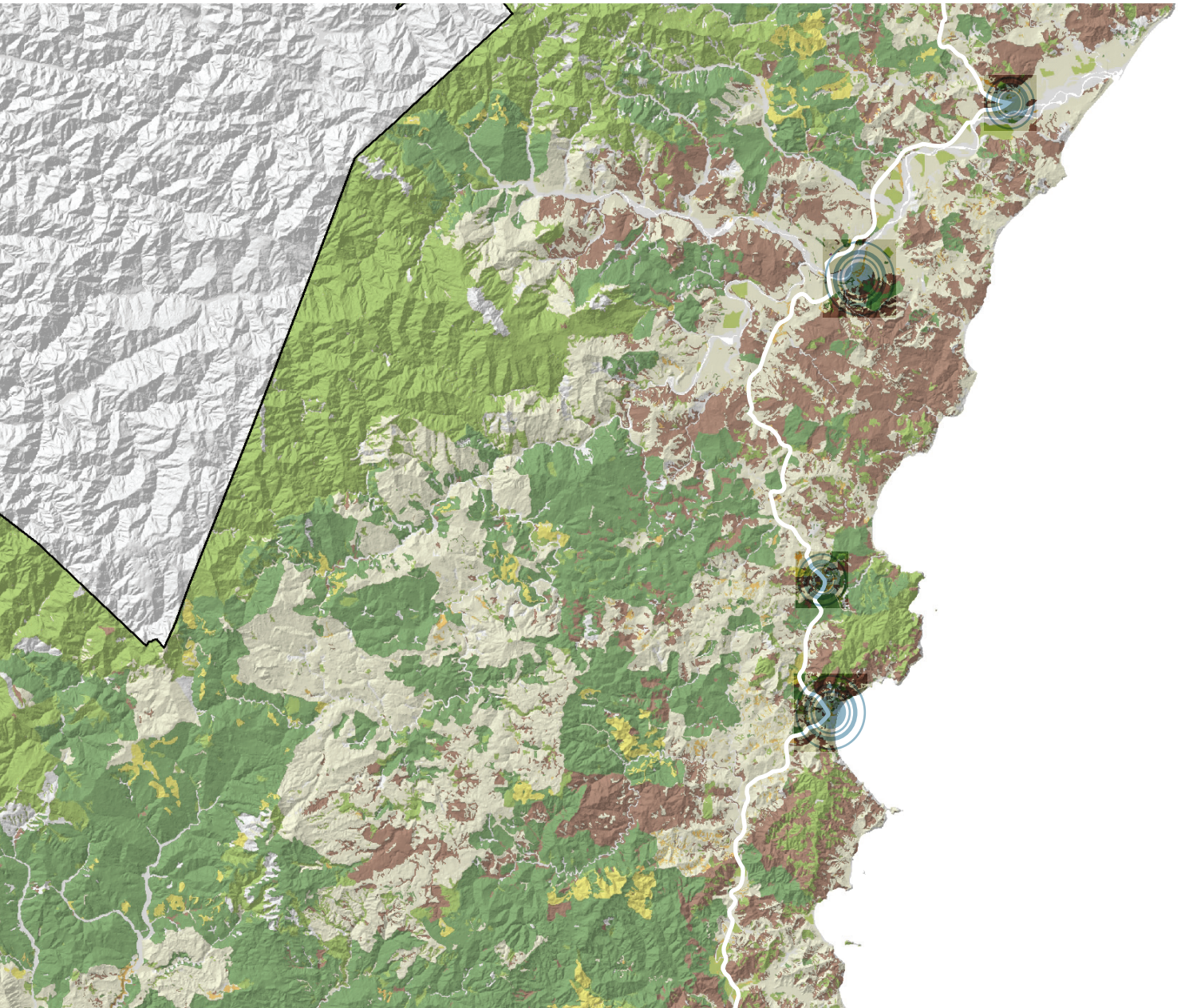


TAIRĀWHITI 2050

SPATIAL PLANNING FOR THE GISBORNE REGION



A DISCUSSION DOCUMENT

22 FEBRUARY 2019



first to see the light

GISBORNE
DISTRICT COUNCIL

OVERVIEW

OUR JOURNEY

Our region is built upon the great Maori and European narratives of voyaging and navigation. Our founding navigators drew upon a vast experience and intimate knowledge of the sea, stars and weather conditions, and upon their determination and foresight, to safely traverse a dynamic and ever-challenging southern ocean.

We continue to celebrate and reflect upon the deeds and efforts of those founding seafarers. They define who we are and where we are now.

The spirit and purpose of navigation remains just as relevant and as important to us now as it was to our forebears.

To carry our communities forward, we must be ambitious in our goals and be mindful of the challenges and opportunities we might face on the way.



FACING CHANGE - CHALLENGES AND OPPORTUNITIES

Our communities face several major challenges and opportunities:

- » **climate change and natural hazards** have the potential to profoundly affect our physical environment and our settlements
- » we are experiencing a critical **biodiversity loss** that must be addressed through ecological restoration and protection
- » the **availability and quality of water** constrains our development – we must look at opportunities to secure long-term water availability for all our communities
- » the **use and supply of energy** will change as we move away from a carbon economy
- » rapidly **evolving technology** will change the way we connect to each other and do business
- » **population growth in our city** will require more areas for development, redevelopment of existing areas, and new or upgraded infrastructure
- » developing a **safe and efficient transport network** will be central to keeping our communities connected with each other, our markets and the rest of the country
- » we need to improve our management of all forms of **waste** produced in Tairāwhiti
- » we need to ensure that our **regional economy** is sustainable, resilient and addresses the needs of our communities
- » we have the opportunity to enhance our **recreation** network
- » the passion and commitment of our **people** is the single most important opportunity to design our place so it reflects our needs, aspirations and identity

These challenges and opportunities are complex, interconnected and will have long-term effects. How we respond will make a difference to the future generations that will connect to and call Tairāwhiti home.

DEVELOPING A SPATIAL PLAN

To respond to these challenges and opportunities, we are preparing a 'Spatial Plan' that maps out the big picture and sets a long-term course for regional development, planning and decision-making.

The Spatial Plan will provide a tool for regional development over the next 30 years. It identifies the major drivers of change so we can make informed decisions about how we respond.

It provides an integrated view for the future of Tairāwhiti and helps make the most of the region's limited resources across all of our communities key agencies and representative groups.

We call this plan "Tairāwhiti 2050".

WHAT IS A SPATIAL PLAN?

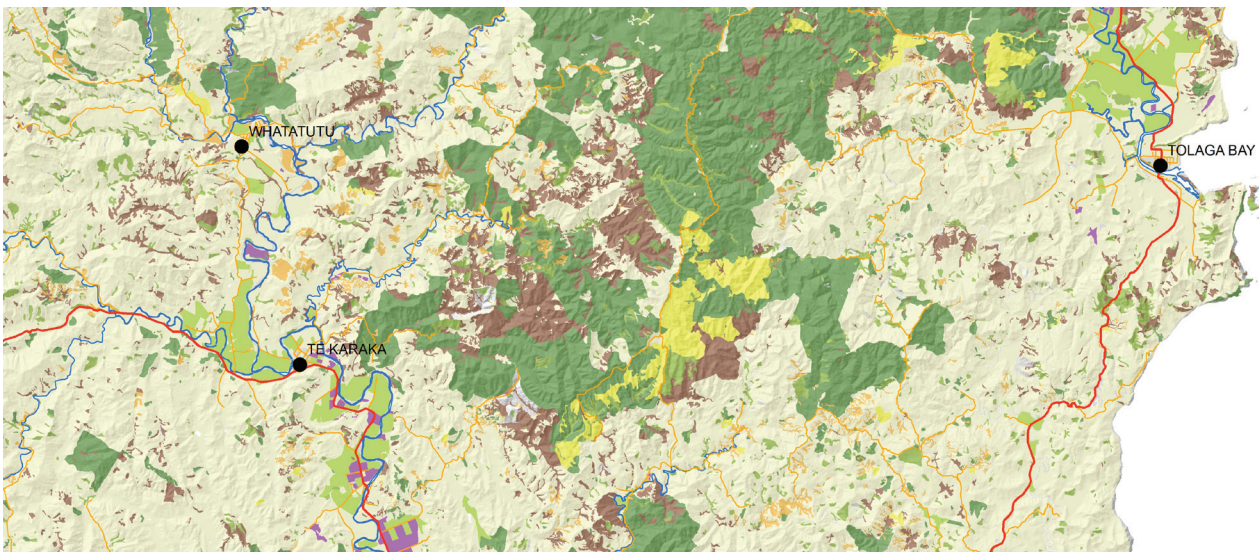
A Spatial Plan is a long term strategy that sets the direction for development, investment and conservation within a city or region.

It provides a visual illustration of where we expect development to occur along with the critical transport connections and infrastructure required to service those areas and any relevant environmental constraints.

It is also a way to align Council's various strategies and plans so they provide a truly integrated framework for decision-making.

Spatial planning is a place-making process that is generally:

- » collaborative
- » focused on the long-term development of a city or region
- » used to guide the location and timing of future infrastructure, services and investment
- » evidence-based
- » integrated across a range of sectors such as transport, land use, housing, education, funding policy and regulatory policy
- » strategic – provides direction to regional funding policies, regulations and other implementation plans



TAIRĀWHITI 2050 - FOCUS

Tairāwhiti 2050 will help us to build resilient and prosperous communities; communities that recognise, protect and build upon their natural capital; communities that anticipate, respond and adapt positively to the challenges facing our region.

The Spatial Plan will do this by identifying:

- » areas, land uses and community assets vulnerable to the effects of climate change and natural hazards
- » opportunities for supporting the restoration of degraded ecosystems and increasing regional biodiversity
- » landscapes and landscape values for protection and/or management
- » areas and opportunities for supporting urban residential development
- » opportunities for improving the efficiency of waste management practices
- » ways to deliver efficient core infrastructure and services in line with urban development opportunities
- » opportunities for enhancing the use of Gisborne's Central Business District (CBD)
- » ways to align infrastructure, planning and service delivery with development opportunities within our rural townships
- » ways to optimise and enhance our regional transportation network. This includes exploring alternatives to road based freight and supporting cycling and pedestrian accessibility

In doing this, the Spatial Plan aims to:

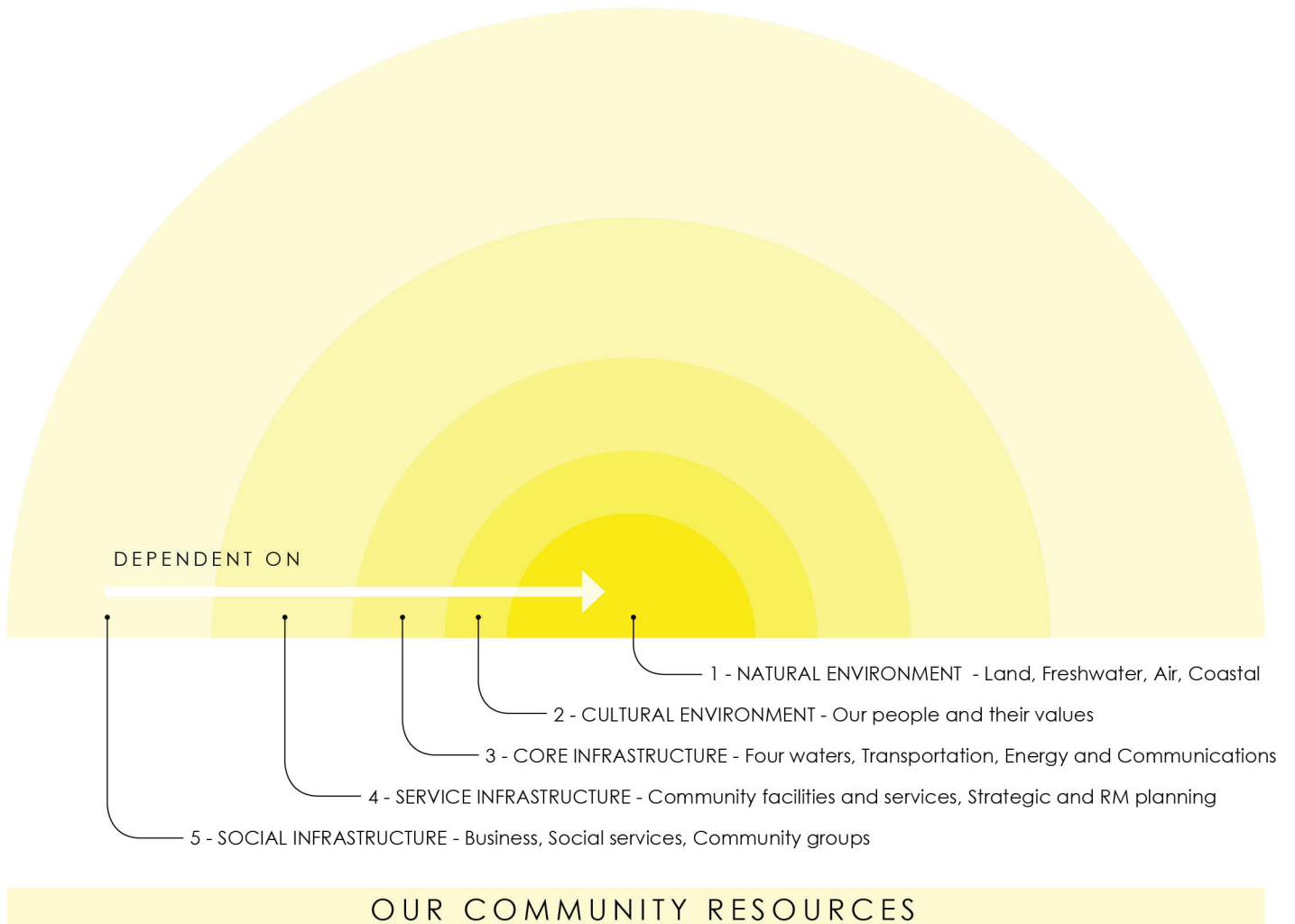
- » foster community resilience / ability to adapt to change
- » support ways to build wider community prosperity
- » improve regional sustainability

TAIRĀWHITI 2050 – OUR RESOURCES

Our wellbeing and standard of living depends on:

- » Our natural environment. Our land based resources such as soil and indigenous ecosystems; rivers and streams; air; and the coastal marine area.
- » Our cultural environment. Our people and their values.
- » Core infrastructure. The four waters – wastewater, stormwater, drinking water and our flood control scheme; the transportation network including roads, airport, shipping and rail; and the energy and communications networks.
- » Service infrastructure. Community facilities, including our parks, reserves, pools and library; services such as rubbish collection and waste management; and our planning framework to guide sustainable development across the region.
- » Social infrastructure. Retail, commercial and industrial activities; educational facilities; health care services; and community groups.

Our natural environment is the foundation of our communities; all other layers are dependent on it.



TAIRĀWHITI 2050 – IMPLEMENTATION

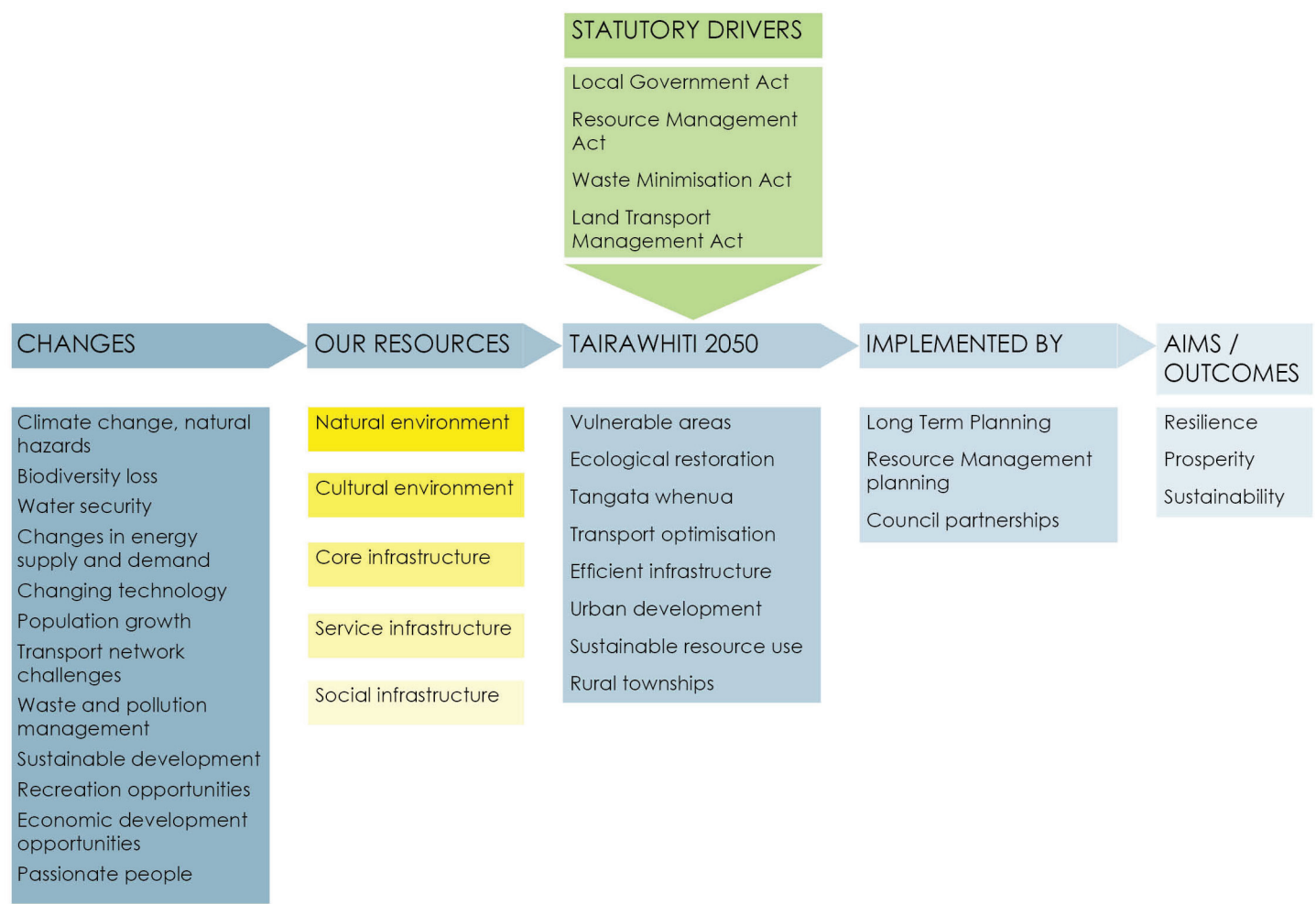
Our Spatial Plan will be implemented in three ways:

Council’s Long Term Planning. Tairāwhiti 2050 provides a broad strategic outlook that can support decision-making and investment through Council’s Long Term Planning process. The plan can signal major changes on the planning horizon and catalyse timely conversations around how we respond to those changes.

The plan may also provide an indication of the kinds of services and infrastructure our growing communities may need in the future. The Long Term Plan then provides the opportunity for the community to be heard and for Council staff to consider the costs and benefits of different options and their timeframes for delivery.

Resource management planning. Tairāwhiti 2050 will also help to inform the review of the Tairāwhiti Resource Management Plan (TRMP). Our Spatial Plan will provide an evidence base for making changes to the TRMP and identify gaps where further research is needed. Importantly, Tairāwhiti 2050 will set the scene for improving our rules for sustainably managing the region’s natural and physical resources.

Council partnerships. Collaboration is an important tool in the development of Tairāwhiti 2050 as well as its implementation. There are opportunities for Council to work across the community to deliver its actions. Our Spatial Plan may also identify projects that Council is unable to resource. In these cases, there are opportunities to seek funding externally and partner with other organisations or groups to undertake the work.



WHAT HAVE WE DONE SO FAR?

We have assembled the broad framework that the Spatial Plan will be based on. This includes the governance structure that we need to ensure political and technical oversight and support for the Spatial Planning process. It also includes the capture of information around seven key themes:

1. Resilient communities (climate change and natural hazards, infrastructure, waste management)
2. Protecting what we value (biodiversity, recreation and access, soils, freshwater and air)
3. Sustainable land use (rural land use)
4. Settlement patterns (urban development, rural townships)
5. Connected region (our transportation network – road, rail, sea, air, active)
6. Tangata whenua (aspirations, values, land use)
7. Thriving economy (tourism, business, industry)

We have held workshops on five of these themes with Council staff to build a good picture of what the organisation knows collectively about them.

We will use targeted engagement with iwi and stakeholders to add and inform what we know.

We are also using external experts to provide information on the Thriving Economy theme and options for developing our CBD.

KEY QUESTIONS

- » What is our region's role in New Zealand?
 - » What is it that we want to provide the rest of the country and the world?
- » What are our region's strengths and advantages?
 - » What, how and where do we need to develop to make the best use of them?
 - » How should we sequence development to achieve our goals and make efficient use of our resources?
- » What are the main challenges to improving our region's cultural, social, environmental and economic wellbeing?
- » What are our opportunities?
 - » What infrastructure is needed to support future sustainable development?
- » How will we resource the work needed to implement these opportunities?
- » What are our principles for sustainable regional development?



RESILIENT COMMUNITIES

Natural hazards and climate change

Tairāwhiti is susceptible to many natural hazards from earthquakes and tsunamis to landslides and flooding. In general, we know the hazards that we are exposed to in Tairāwhiti but we have not considered the risk these hazards pose for our communities and how to manage or communicate this.

The price tag associated with making the community more resilient to natural hazards and climate change will be one of the most costly challenges that our community will face. The longer we put off action, the more expensive it will become and we currently do not know how we will pay for the required action.

The likelihood of some natural hazards such as erosion, flooding and drought is increasing with the changing climate. Climate change will have far reaching consequences for our communities, if temperature rise is not limited to 1.5°C.

In Tairāwhiti, we can do our bit to limit the effects of climate change by reducing the region's contribution to greenhouse gas emissions. The answer does not just lie in planting more trees to offset business as usual emissions but making changes to the way we live and do business to reduce our pollution.

As a region we also need to adapt to the climate change effects that are already "locked in". We will need to adapt to living in a region with a different climate to today.

There will be both private and public property that may not be able to be insured and there may be areas that are not suitable for living in due to the risk of natural hazard.

Infrastructure

Our stormwater, wastewater, drinking water and flood drainage infrastructure is central to the health and wellbeing of our communities. We need to think carefully about how and where we choose to maintain, renew and build new infrastructure.

Climate change will have a major effect on how we plan for these important assets. Developing an approach to managing these assets in areas vulnerable to flooding will be critical. Residential and industrial growth will place pressure on existing network capacity – reticulating new areas of development will add to the demand on our network. Water security on the Poverty Bay Flats as well as on our rural settlements already pose constraints to economic development and community health. Climate change and further development will exacerbate this problem – we need to think about how to guarantee the reliability and quality of water supply into the future. Infrastructure work poses a significant cost to the community so we need to think about this now.

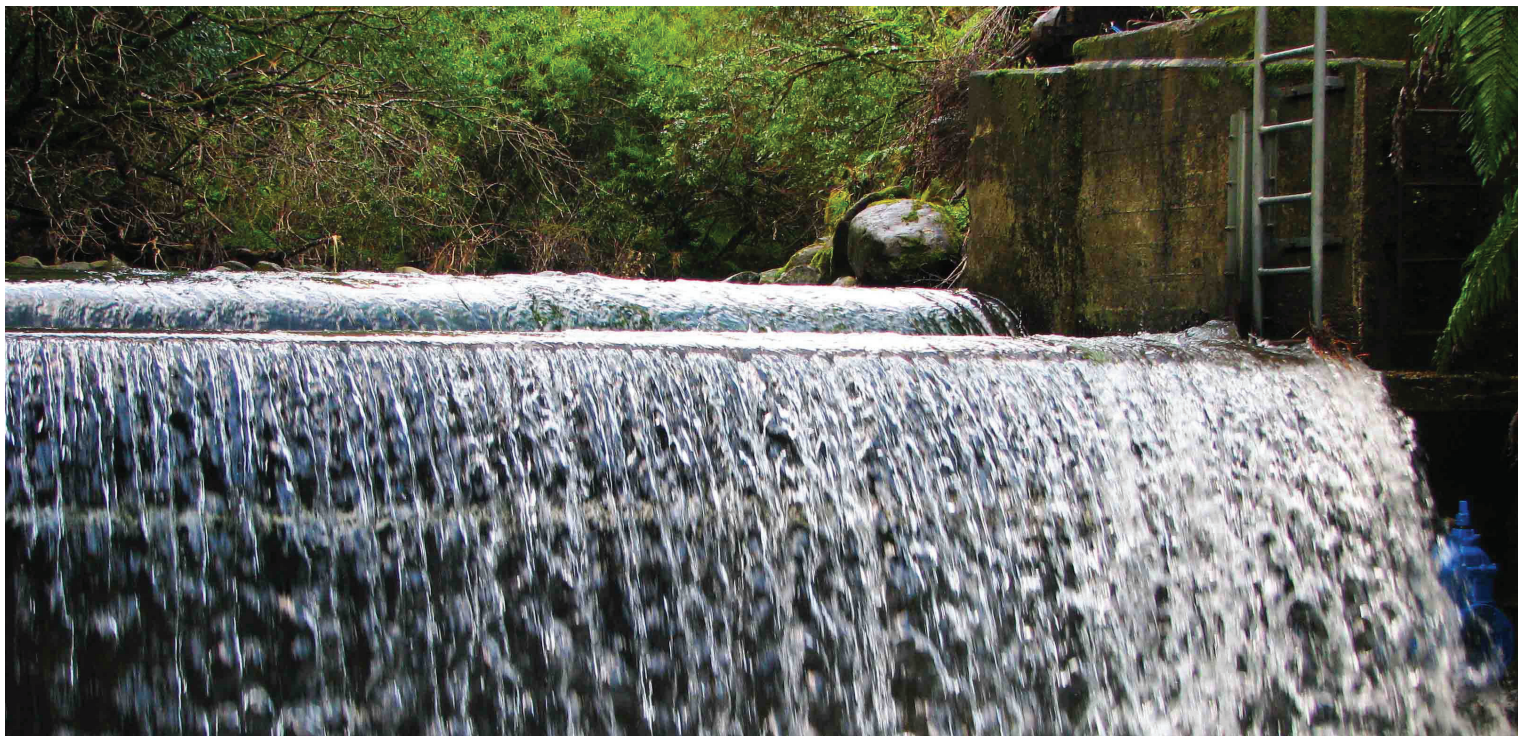
For all of our infrastructure, it will be important to improve our strategic awareness of where our most important assets are and will need to be (asset criticality). This will help us to prioritise their long-term development and make wise choices around investment.

Energy

We know we have expensive and sometimes unreliable electricity network in the region due to our isolation and geography. Technology advances will be a leading driver of the changes in our energy uses over the next 30 years. We are already seeing a transition within the market as renewable energy is becoming more accessible. Opportunities to increase our resilience will come through concepts such as cogeneration or waste to energy which will diversify our energy supply network. The recovery of energy from waste is an opportunity to give effect to Council's Waste Management and Minimisation Plan. We need to explore the options.

KEY QUESTIONS

- » Some of our coastal communities may be more vulnerable to sea level rise and coastal inundation. How should we prepare and respond to this risk?
- » What should our approach be in areas vulnerable to the effects of climate change?
 - » More protection works?
 - » Managed retreat?
 - » Do nothing?
- » How do we make our communities more resilient to climate change?
- » What work do we need to prioritise to offset the effects of climate change?
- » How do we secure reliability and quality of water supply for all of our communities?
- » How do we secure reliability and resilience in our energy supply network?
- » What is an acceptable level of risk for our communities?
 - » How do we get to this acceptable level of risk?



PROTECTING WHAT WE VALUE

Natural heritage

The natural environment in Tairāwhiti has been and is continuing to be degraded through clearing of native species. As has happened in most of New Zealand the landscape is vastly different to pre-settlement with the loss of 85% of original forest and 98% of our wetlands. There has recently been a resurgence of natural reversion in the region. The information we have on the natural landscape and natural character values is outdated in many cases and doesn't incorporate mātauranga Māori or Māori cultural values. There is scope for better understanding of the health of the biodiversity in Tairāwhiti and for enhanced pest and disease management.

Soils

The protection of the productive soils on the Poverty Bay Flats is a significant goal for the region. These soils are a finite resource and require better management techniques to ensure fertility and structure. Ensuring development such as 'lifestyle blocks' do not sprawl into these areas is one aspect and to ensure the effective and efficient management of freshwater is another aspect. The Poverty Bay Flats have 90% of the irrigation consents for the region.

Freshwater

The water quality in Tairāwhiti is poor with the presence of dead water (wai mate) and the recreational use of some of our most celebrated spots such as Rere Falls and rockslide is a risk to human health. The presence of nutrients and sediment in streams and rivers degrades the biodiversity of these areas, the surrounding environments and the coastal environment in to which they flow. We know that our freshwater supply cannot meet increasing demands and innovative solutions like managed aquifer recharge, greywater for irrigation and increasing efficiency of water takes.

Coastal environment

We have identified some gaps in our understanding of the values and biodiversity in the marine and coastal environment. Coastal hazards have been identified as being a significant issue for the region. Sea level rise and other impacts of climate change will exacerbate effects such as erosion.

Air quality

In the winter of 2018, we conducted a study of Gisborne city air quality. Domestic wood burner use in the evenings and vehicle use during key commute times were the highest contributors to high contamination readings. Further monitoring of trends will be the beginning of addressing this issue. There is also scope to better manage backyard incineration, dust, agricultural spray drift, pollen and odour in Tairāwhiti.

Historic heritage

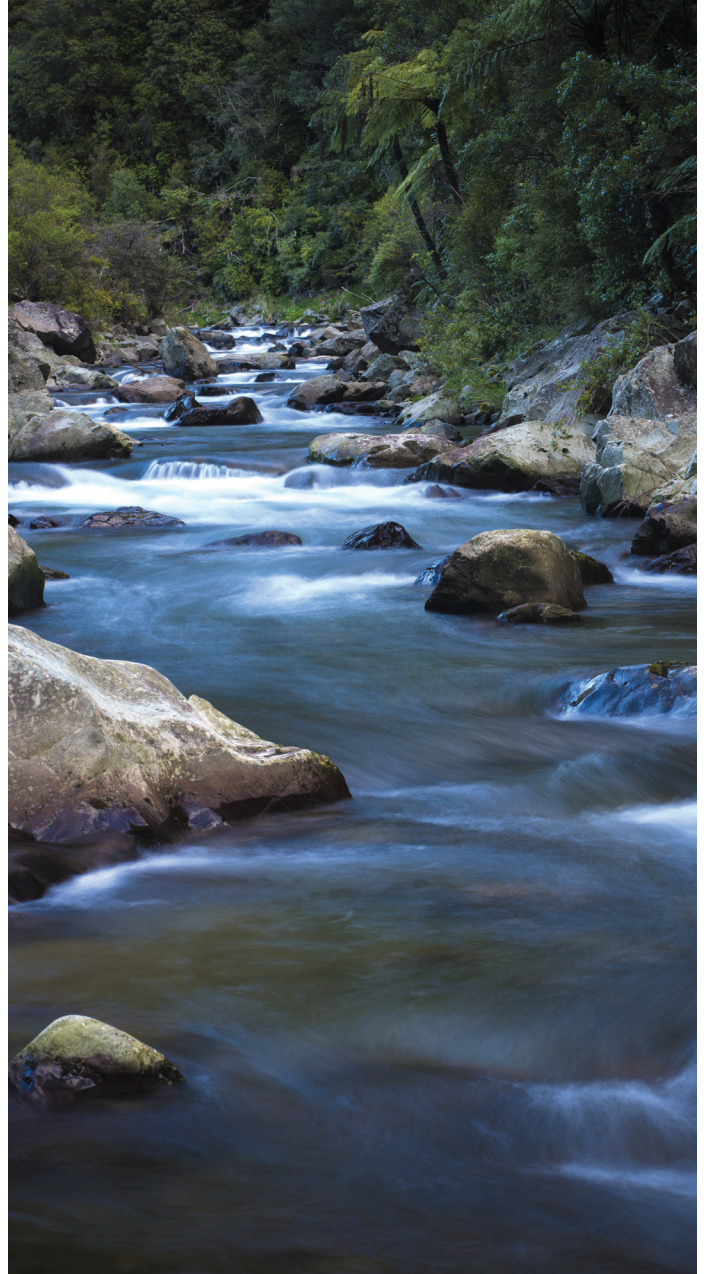
There is an opportunity to overhaul the way we celebrate historic heritage in the region from the current emphasis on post-European built heritage. This shift is beginning as we prepare to celebrate 1,000 years of navigation in the region in late 2019.

Open spaces

The open spaces we have available in Tairāwhiti are one of the many jewels of our region and they are highly treasured by people that live and visit here. Our open spaces have high recreational value and we have the opportunity to think more about how we use and manage these spaces. We could move away from an asset management approach and consider our open spaces holistically by including mixed use, heritage values and biodiversity in our approach. We have the opportunity to create tourism opportunities through the development of a great walk, using the old coach roads for heritage trails and further invest in regional cycleways or mountain bike trails. By investing in our open spaces we can also provide for a higher quality of life for our residents.

KEY QUESTIONS

- » What biodiversity goals do we want to achieve for our region by 2050?
- » What are iwi's aspirations for regional natural heritage?
- » How should we design the long-term re-establishment of our natural heritage?
- » How should we support landowners in restoration initiatives?
- » What areas should we target for restoration and protection?
 - » Do we need tougher rules to protect what we have?
 - » How can we plan for and adapt to climate change?
- » Where are our nationally and regionally significant:
 - » recreational spaces?
 - » open spaces?
 - » ecological areas?
 - » landscapes and areas of historic heritage value?
 - » cultural spaces
 - » heritage journeys, pathways, trails, routes?



SUSTAINABLE LAND USE

To ensure regional resilience into the future, we need to use our land in ways that are sustainable.

Plantation forestry is a significant land use in Tairāwhiti providing environmental and economic benefits. However, there are also costs, particularly during the harvest and post-harvest period. Key challenges are managing heavy vehicle movements and slash mobilisation events after high intensity rainstorms.

Slash deposited along our rivers and our beaches as well as the transfer of soil and silt to the river system during such events poses a risk to human safety and significantly impacts on cultural, amenity and freshwater values.

Recent Government initiatives such as One Billion Trees makes this an opportune moment to discuss what optimal land use may look like for rural areas of Tairāwhiti.

KEY QUESTIONS

- » What type of land uses are suitable for our steepest most erodible land?
- » Is plantation forestry in the right place?
 - » Where shouldn't we have forestry?
 - » Where should it go?
 - » What are the alternatives?
- » What is the cost of plantation forestry for Tairāwhiti?





SETTLEMENT PATTERNS

Urban settlements

The current Gisborne housing market is a significant challenge for the community as we have a supply shortage of both properties for sale and to rent. This shortage means that prices are becoming less affordable.

There is an opportunity to look at revitalising the CBD by creating a mixed use space with open space, medium density housing and potential to remove the focus from cars and parking. This could make our city centre more about people and their culture.

Multiple use of space is an approach we will also use to look at how we use open spaces around the city such as the inner harbour and our parks and recreation spaces.

Rural settlements

Providing for sustainability and long-term economic resilience are important goals for our rural townships. The safe, affordable and reliable supply of drinking water and wastewater management and connectivity to the rest of the region will be central to achieving these goals.

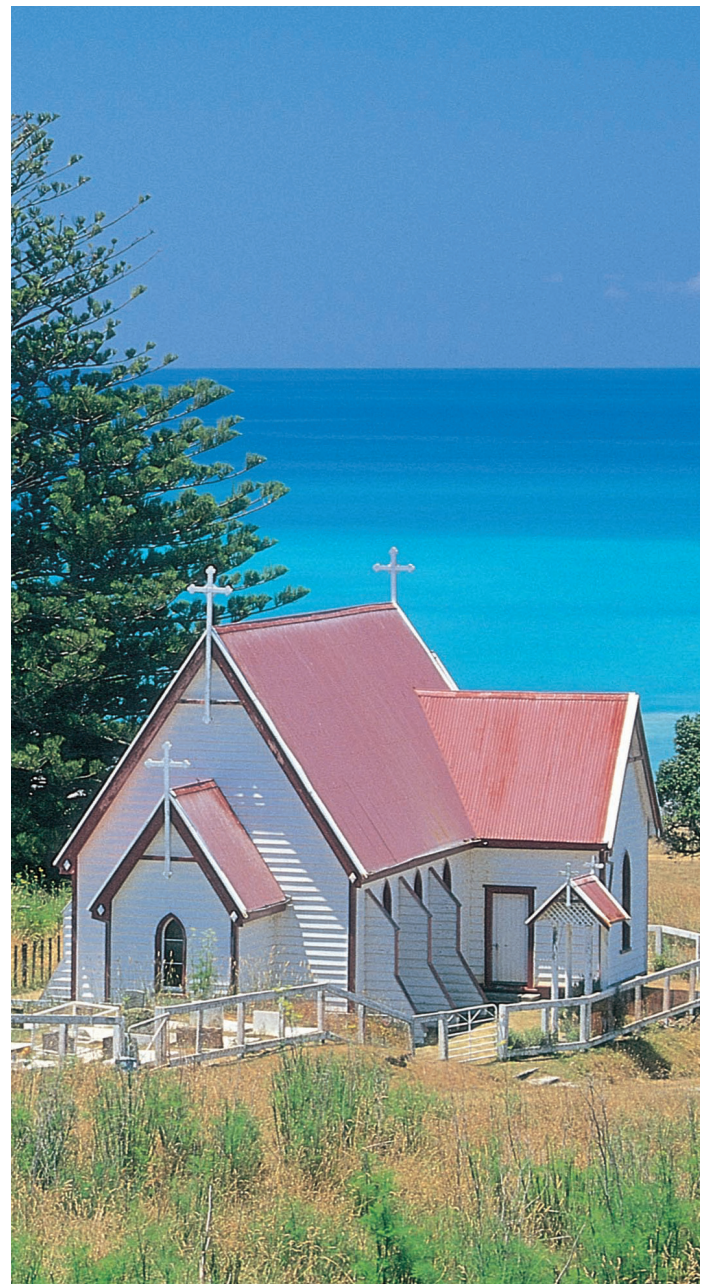
Future growth

Gisborne city has been earmarked as a “medium growth” centre with an at least an additional 4,000 people expected over the next 25 years. We will be working with the government on initiatives to ensure adequate supply of housing, infrastructure and development capacity for the growing population to suit different budgets, family sizes and area preferences. We also need to support developers with clearer direction and more certainty through rules and guidance in our Tairāwhiti Resource Management Plan.

There are several constraints to expanding our city outwards: our rural productive land needs protecting, our surrounding hills are geologically unstable and our coastal environment is at risk from future sea level rise and coastal inundation. We will need to think about how best to use the land that is available to us, including infill development and reuse of the CBD.

KEY QUESTIONS

- » Where should future residential and industrial development be located?
- » How do we make better use of our existing urban footprint?
- » Do we need to make our CBD:
 - » More compact?
 - » Mixed use?
- » Should we have less cars in our CBD?
- » What are the opportunities to support development in our rural townships?



CONNECTED REGION

Roads

Maintaining a safe and efficient road network is vitally important and a major challenge in this region. Our underlying geology is unstable and vulnerable to the effects of natural hazards. Heavy vehicle use – particularly from the forestry sector – impacts heavily on road condition and maintenance costs. Improving road safety remains an important goal - our carriageways are typically narrow and there are few passing opportunities in many areas.

Council provides two bus services – the city bus and school buses. Total bus patronage has been decreasing which impacts on the revenue we recover from the services.

In 2018, \$137 million was secured from the Provincial Growth Fund (PGF) for roading improvements. The national Land Transport Programme also invested \$232 million in Tairāwhiti, meaning the total investment in the land transport network is expected to be \$369 million.

Active transport

Cycleway development has been occurring in Gisborne but there is room to improve the access and safety of cyclists and pedestrians to support and enhance the use of active transport in Tairāwhiti.

Sea, air and rail

Eastland Port has planned an expansion in order to service more ships in the Port with growing cruise ship tourism and an increasing amount of logs being stored and shipped from the Port. The current positioning of the Port means that there are congestion challenges and we need to discuss opportunities for addressing this. There is also interest in developing a port around Hicks Bay / Te Araroa – community support is mixed and the development has yet to be confirmed.

The airport is currently redeveloping its terminal to enable it to accommodate increases in visitor numbers. We need to consider future airport growth and how to accommodate and protect this regionally vital asset from surrounding development.

There has been growing interest in the community to re-establish the Gisborne to Wairoa railway line. PGF funding has been secured to further look into the feasibility of this transport option for the region.

KEY QUESTIONS

- » We know that the movement of logging trucks through our communities to the Port is a major challenge. How should we manage this traffic?
- » Are there ways to divert the volume of logging trucks away from our city and surrounding neighbourhoods?
 - » An alternative Port location?
 - » Use of rail?
 - » A northern port?
- » Should we consider planning for a wider regional walking / cycle trail?



TANGATA WHENUA

Nearly half of our population is Maori and so it is important to reflect Te Ao Māori and incorporate mātauranga Māori in our planning. We have identified the opportunity to further celebrate our rich cultural heritage and to support iwi aspirations such as supporting the development of Maori owned land, local tourism and housing development opportunities.

Tangata whenua aspirations are highlighted under this theme – we also recognise their importance across the whole plan and will integrate them across other themes.

KEY QUESTIONS

- » What are the development opportunities across our region that aim to advance Maori wellbeing?
- » What are the long-term aspirations of tangata whenua and how can we work together to support these aspirations?
- » What are the opportunities in front of us to further showcase our region's unique Maori identity and culture?
- » How can regional planning give better effect to Maori values and aspirations?
- » How can we support the development of Maori land?



THRIVING ECONOMY

Labour market

We have heard from businesses that there is a severe labour shortage in the region with approximately 400 jobs available to be filled immediately. Initial projections show that this gap in the labour market will grow. We need to look at innovative ways to attract talent into our region and also provide appropriate training and education within the region to be able to meet this demand.

It is apparent however that to realise the growth opportunities available to the region, we must work to increase our productivity. Solutions to this could include automation, bigger machinery and IT systems.

Growth

A major constraint to economic growth will be water availability. We need to think about how we can overcome this hurdle by looking into efficient commercial and domestic water use, transitioning to more dry cropping and exploring surface water storage opportunities.

Moving towards higher value industry and economic diversification have already been identified as goals for the regional economy such as adding value to forestry, higher value crops such as kiwifruit and apples and the growth of horticulture further up the coast.

Waste management

As economic growth occurs, the amount of waste we produce also increases. We have many opportunities to better manage the waste streams created in the region. We truck a majority of our waste out of the region to Paeroa to be landfilled and the Waipatu Landfill is nearing the end of its consented life so we need to look into ways to manage our refuse. The traditional response to waste management is recycling more. However, in the current environment with China no longer accepting recyclable materials, this solution is not sustainable either. We lack adequate class 2 landfill facilities for the appropriate disposal of hazardous waste and it is expensive. Organic waste is a significant opportunity for the region through composting domestic food waste and looking into solutions for our primary sector.

Circular economy

Moving to a circular economy will mean we capture more from resources and create a more sustainable and resilient economy for Tairāwhiti.

Transitioning away from the traditional take, make and waste model maximises the value of all resources through the introduction of initiatives such as waste to energy (co-generation) and waste to resource. Specific actions could include greywater tanks and wastewater use for irrigation.

Alternative use and disposal of treated wastewater remains a significant opportunity if challenges such as public perception, available markets and land suitability can be addressed.

KEY QUESTIONS

- » How do we attract more people into the region?
 - » Where will they live?
 - » What further infrastructure will we need to support this growth?
- » What infrastructure do we need to support the sustainable development of our key regional industries?
- » What are the opportunities to reduce our waste stream?
- » How do we move towards a more circular economy?

STAKEHOLDER ENGAGEMENT

This is a region-wide plan that involves all communities in how we look to and plan for the future. Our communities must have an opportunity to be involved in the conversation so the plan reflects their interests and aspirations.

Our communications approach aims to:

- » Enable the community to participate in decisions that affect them
- » Inform communities about the decisions and direction of council work in the future
- » Involve our communities in the development of the Spatial Plan

OVERALL APPROACH

Our overall approach is to structure communications into three sections:

- » Consultation with key delivery partners. Our delivery partners offer core direction, decision-making and experience in the development of the plan.
- » Targeted engagement with key stakeholders and interest groups. This approach seeks broad information on what matters to key stakeholders and groups across Tairāwhiti. The intent is to capture information that can directly inform the development of the plan.
- » Public consultation. Once the draft plan has been completed, it will be made available for public consultation. The intent is that we seek refinement and confirmation of the information we collected from our delivery partners and targeted engagement.

Targeted engagement will occur during March and April 2019.

Full public consultation will start in the middle of 2019.

BUILD UP

- » Development of communications and engagement plan
- » Six theme-based workshops with Council personnel
- » Invitations to key stakeholders / delivery partners to socialise Spatial Plan

ROLL OUT

- » Vision and outcomes (targeted engagement)
- » Development of draft Spatial Plan
- » Public consultation

REPORT BACK

- » Advisory Group – fosters political awareness and advocacy of Spatial Plan
- » Central Organising Roopu – ensures Council governance are kept up to date and informed of Spatial Plan development. Can provide feedback and direction on the plan's development
- » Future Tairāwhiti – approval of the Spatial Plan



