

# AGENDA/KAUPAPA



P O Box 747, Gisborne, Ph 06 867 2049 Fax 06 867 8076  
Email [service@gdc.govt.nz](mailto:service@gdc.govt.nz) Web [www.gdc.govt.nz](http://www.gdc.govt.nz)

MEMBERSHIP: Her Worship the Mayor Rehette Stoltz, Deputy Mayor Josh Wharehinga, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Tony Robinson, Rob Telfer, Teddy Thompson, Rhonda Tibble and Nick Tupara

## COUNCIL/TE KAUNIHERA

DATE: Thursday 14 March 2024

TIME: 9:00AM

AT: Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne

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# Council

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<b>Chairperson:</b>	Mayor Rehette Stoltz
<b>Deputy Chairperson:</b>	Deputy Mayor Josh Wharehinga
<b>Membership:</b>	Mayor and all Councillors
<b>Quorum:</b>	Half of the members when the number is even and a majority when the number is uneven
<b>Meeting Frequency:</b>	Six weekly (or as required)

## Terms of Reference:

The Council's terms of reference include the following powers which have not been delegated to committees, subcommittees, officers or any other subordinate decision-making body, and any other powers that are not legally able to be delegated:

1. The power to make a rate.
2. The power to make a bylaw.
3. The power to borrow money, or purchase or dispose of assets, other than in accordance with the Long Term Plan.
4. The power to adopt a Long Term Plan, Annual Plan, or Annual Report.
5. The power to appoint a Chief Executive.
6. The power to adopt policies required to be adopted and consulted on under the Local Government Act 2002 in association with the Long Term Plan or developed for the purpose of the Local Governance Statement.
7. The power to adopt a remuneration and employment policy.
8. Committee Terms of Reference and Delegations for the 2019–2022 Triennium.
9. The power to approve or amend the Council's Standing Orders.
10. The power to approve or amend the Code of Conduct for elected members.
11. The power to appoint and discharge members of Committees.
12. The power to establish a joint committee with another local authority or other public body.
13. The power to make the final decision on a recommendation from the Ombudsman where it is proposed that Council not accept the recommendation.

14. The power to make any resolutions that must be made by a local authority under the Local Electoral Act 2001, including the appointment of an electoral officer.
15. Consider any matters referred to it from any of the Committees.
16. Authorise all expenditure not delegated to staff or other Committees.

Council's terms of reference also includes oversight of the organisation's compliance with health and safety obligations under the Health and Safety at Work Act 2015.

Note: For 1-7 see clause 32(1) Schedule 7 Local Government Act 2002 and for 8-13 see clauses 15, 27, 30 Schedule 7 of Local Government Act 2002



### 3.1. Confirmation of non-confidential Minutes 25 January 2024

# MINUTES

## Draft & Unconfirmed



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## MINUTES of the GISBORNE DISTRICT COUNCIL/TE KAUNIHERA

Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Thursday 25 January 2024 at 9:00AM.

### PRESENT:

Her Worship the Mayor Rehette Stoltz, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Rawinia Parata, Rob Telfer, Daniel Thompson, Rhonda Tibble, Nick Tupara & Josh Wharehinga.

### IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Director Lifelines Tim Barry, Director Internal Partnerships & Protection James Baty, Director Liveable Communities Michele Frey, Chief Financial Officer Pauline Foreman, Director Sustainable Futures Jo Noble, Gene Takurua Chief Advisor Māori, Senior Governance Advisor Jill Simpson and Committee Secretary Teremoana Kingi

The meeting commenced with a karakia.

**Secretarial Note:** Cr Gregory attended via audio visual link.

### 1. Apologies

There were no apologies

### 2. Declarations of Interest

There were no declarations of interest.

### 3. Confirmation of non-confidential Minutes

#### 3.1 Confirmation of non-confidential Minutes 14 December 2023

MOVED by Cr Foster, seconded by Cr Ria

That the Minutes of 14 December 2023 be accepted subject to the addition of the discussion on the Taruheru Walkway/Cycleway (Report 23-296 Supplementary to Report 23-193 Better off Funding).

**CARRIED**

#### **4. Leave of Absence**

There was no leave of absence.

#### **5. Acknowledgements and Tributes**

Tributes were made to acknowledge the passing of Morehu Te Ngaroroa (Papa Boyce) Jossie Matehorere Kaa (Aunty Jossie) and Rahera Gibson. They were acknowledged for their contributions to their communities.

#### **6. Public Input and Petitions**

There were no public input or petitions

#### **7. Extraordinary Business**

There was no extraordinary business.

#### **8. Notices of Motion**

There were no notices of motion

#### **9. Adjourned Business**

There was no adjourned business.

### **10. Reports of the Chief Executive and Staff for DECISION**

#### **10.1 24-3 Three Year Plan 2024-2027 Draft Estimates**

The Chief Executive Nedine Thatcher Swann and Chief Financial Officer Pauline Foreman presented on the Three Year Plan 2024-2027 Draft Estimates.

**Secretarial Note:** The meeting adjourned at 10.08am for morning tea and reconvened at 10.21am.

Questions of clarification included:

- Concerns were raised regarding previous council not adequately funding depreciation and the consequences of inherited decisions and the outcomes. A discussion around how this can be avoided involved the LTP ( long term plan ). The LTP shows that the amount of depreciation coming in for the wastewater treatment facility and the Kiwa pools were excessive for those specific years. A phasing strategy has been devised to divide the expense across ten years. Preventative work is included in the 2024-2027 3YP (Three Year Plan).
- Funding has been put aside in anticipation of another weather event. The increase for the Dam resilience and redundant supplies has been included as part of the Resilience Plan.
- The BAU (business as usual) provision has nearly doubled. This will allow for the clearing of drains and culverts which was suggested are some of the main service issues raised by the community. In the capital program there is provision for contaminated land which includes monitoring and rectifying issues. This includes the contamination around the Tokomaru Bay transfer station.
- It was clarified that the total rate increase over 3 years is 29%.
- The loan drawn was to cover Gisborne Holding's Limited (GHL) non-payment of dividend.
- A request to edit the document on page 19 point 2 - Healthy People includes the words "across the region".
- A concern was raised that the budget has not prioritised drainage. The budget has been doubled and at the same time there is a provision of approximately \$900k allowed for woody debris.

- Funding for drainage is significantly underfunded. There is an opportunity to identify the true cost of maintaining the regions drainage. This will support planning to ensure future investments and additional funds are going into the right places. This will allow identification of what the shortfall is and how much will need to be invested into sub sequential future budgets.
- It was clarified that the rates would not be increased to meet the deficit. The shortfall of revenue would be loan funded therefore the loan revenue does not sit in the Operating Expenses it will sit on the balance sheet which shows revenue does not meet expenditure. The benefit of this is over 10 years the loan will cover the cost at a steady rate. This will be seen as an operational cost not revenue.
- The Taruheru block water extension relates to the subdivisions that need to extend the networks services.
- The Gisborne District Council are caretakers of the Patutahi Hall on behalf of the Patutahi Board. The original Board decided the hall would not be replaced. This is reflected in their fees and charges to cover wear and tear. This will need to be retested for relevancy.
- There has been significant impairment and additional repair costs alongside maintenance. The majority of the new projects relate to recovery.
- The \$45 million allocated budget cannot be reallocated. It has been allocated specifically for the current works which have been contractually signed by the government.
- There are approximately 60 properties that are considered category 3. Council will own the land after the buyout process and will maintain it.
- It was clarified that Iwi would be involved with any possible sale of Category 3 land.
- The transport budget costs relate to Council's operational costs for their vehicles which reflects the increase to road user charges.

MOVED by Cr Thompson, seconded by Cr Pahuru-Huriwai

That the Council/Te Kaunihera:

1. Adopts the draft estimated rates requirement for the 2024-2027 Three Year Plan, as outlined Forecast Rates section of this report.
2. Adopts the draft estimates and work programme for 2024-2027 for inclusion in the draft 2024-2027 Three Year Plan and Consultation Document.
3. Agrees (having regards to those matters outlined within this report) that is it financially prudent to budget for accounting surplus in the draft 2024-2027 Three Year Plan and Consultation Document.

**CARRIED**

## 10.2 24-2 Draft Mode Shift Plan and Draft Active Travel Strategy Adoption for Consultation

**Secretarial Note** The meeting adjourned at 11.20am and reconvened at 11.30am.

Senior Policy Planner Chris Gilmore presented the Draft Mode Shift Plan and Draft Travel Strategy Adoption for Consultation.

- There is funding available through the National Transport Fund NZ (NLTF).
- It was highlighted that recovery continues to be the priority and main focus.
- It was clarified that the consultation process includes the Hearing Panel which includes three members. The panel would report back with recommendations to the Council. Council would then decide to adopt the documents as per their own resolution.
- Suggestions around how to engage the community included:
  - Highlighting the economic, financial and health benefits.
  - Promoting the safety aspects.
  - Highlighting the pathways that hold culture value and are connectors across the community including the waterways and rivers.

MOVED by Cr Foster, seconded by Cr Robinson that the recommendation be amended to include Cr Cranston's appointment to the Hearings Panel.

That the Council/Te Kaunihera:

1. Adopts the draft Mode Shift Plan and the draft Active Travel Strategy for consultation.
2. Delegates authority to receive and hear submissions on the draft Mode Shift Plan and the draft Active Travel Strategy to the Regional Transport Committee.
3. Delegates authority to the Regional Transport Committee to work on and suggest to Council any amendments to the plan and/or strategy as a result of receiving and hearing submissions.
4. Agrees that Cr Cranston is appointed to the Hearings Panel.

**CARRIED**

## 10.2 24-1 Dangerous, Affected, and Insanitary Buildings Policy 2024 – Deliberation and Adoption Report

Director Sustainable Futures Joanne Nobel presented the Dangerous, Affected and Insanitary Buildings Policy 2024 – Deliberation and Adoption Report.

- The Policy is limited in its remit as it is under the Building Act. There are high standards for buildings to meet, before they can be officially termed as dangerous, insanitary, or affected. There is work in progress including the revitalization of the city center, but this Policy is not the tool to achieve this.

MOVED by Cr Robinson, seconded by Cr Ria

That the Council/Te Kaunihera:

1. Revokes the Dangerous Buildings and Insanitary Buildings Policy 2006.
2. Adopts the Dangerous, Affected and Insanitary Buildings Policy 2024, as amended post consultation.

**CARRIED**

## 11. Reports of the Chief Executive and Staff for INFORMATION

### 11.2 24-4 Three Year Plan ( 2024-2027 )Branding

Team Leader Digital and Design Communications Karen Hadfield and Graphic Designer Craig Wilson attended.

Questions of clarification included.

- The overall consensus from councillors agreed they loved the branding concept and ideas, and the team were commended for their work.
- Suggestions to change the logo on the t-shirt to Oranga Tairāwhiti will be implemented to represent the recovery journey.
- There will be changes made to the colour palette from browns to greens.
- It was noted that the colour palette, symbols, and imagery connect to our current journey.
- There was a suggestion to use the Puhoro and Waka to create the narrative. A journey where the Waka that is unable to get us from A to B and reverse our current waterways gets to a state where the Waka is gliding across the sea. These Images will create a strong narrative to present to our community.

MOVED by Cr Stoltz, seconded by Cr Foster

That the Council/Te Kaunihera:

1. Notes the contents of this report.

**CARRIED**

## 12. Public Excluded Business

**Secretarial Note:** These Minutes include a public excluded section. They have been separated for receipt in Section 12 Public Excluded Business of Council.

## 14. READMITTANCE OF THE PUBLIC

Moved by Cr Wharehinga, seconded by Cr Robinson.

That the Council:

1. Readmits the public.

## 15. Close of Meeting

There being no further business, the meeting concluded at 12:30pm.

Rehette Stoltz

**MAYOR**

### 3.2. Confirmation of Public Excluded Minutes 25 January 2024

# PUBLIC EXCLUDED MINUTES

## Draft & Unconfirmed



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## **PUBLIC EXCLUDED MINUTES of the GISBORNE DISTRICT GISBORNE DISTRICT COUNCIL/TE KAUNIHERA O TE TAIRĀWHITI**

**Held in Te Ruma Kaunihera (Council Meeting Room), Awarua, Fitzherbert Street, Gisborne on Thursday 25 January 2024 at 9:00AM.**

### PRESENT:

Her Worship the Mayor Rehette Stoltz, Colin Alder, Andy Cranston, Larry Foster, Debbie Gregory, Ani Pahuru-Huriwai, Rawinia Parata, Aubrey Ria, Tony Robinson, Rob Telfer, Daniel Thompson, Rhonda Tibble, Nick Tupara, Josh Wharehinga.

### IN ATTENDANCE:

Chief Executive Nedine Thatcher Swann, Acting Director Lifelines Dave Hadfield, Director Internal Partnerships & Protection James Baty, Director Liveable Communities Michele Frey, Chief Financial Officer Pauline Foreman, Director Sustainable Futures Jo Noble, Senior Governance Advisor Jill Simpson and Committee Secretary Teremoana Kingi.

### 1. Resolution to Exclude the Public

MOVED by Cr Wharehinga, seconded by Cr Robinson

That:

1. The public be excluded from the following part of the proceedings of this meeting, namely:

Item 4.1 Confirmation of confidential minutes 14 December 2023

2. This resolution is made in reliance on section 48(1)(a) of the Local Government Official Information & Meetings Act 1987 and the particular interest or interests protected by section 6 or section 7 of that Act which would be prejudiced by the holding of the whole of the relevant part of the proceedings of the meeting in public are as follows:

(2)(ba) In the case only of an application for a resource consent, or water conservation order, or a requirement for a designation or heritage order, under the Resource Management Act 1991, to avoid serious offence to tikanga Maori, or to avoid the disclosure of the location of waahi tapu.

Item 4.1  
(2)(c)(ii) Protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely otherwise to damage the public interest.

(2)(g) Maintain legal professional privilege.

**CARRIED**

## **2. Apologies**

There were no apologies

## **3. Declarations of Interest**

There were no declarations of interest

## **4. Confirmation of Confidential Minutes**

MOVED by Cr Wharehinga, seconded by Cr Robinson

That the Minutes of 14 December 2023 be accepted.

**CARRIED**

## **12. Public Excluded Business**

There was no Public Excluded Business.

## **13. Readmittance of the Public**

MOVED by Cr Wharehinga, seconded by Cr Robinson

That the Council:

1. Readmits the public.

**CARRIED**

## **14. Close of Meeting**

There being no further business, the meeting concluded at 12:30 pm.

Rehette Stoltz

**MAYOR**

### 3.3. Action Sheet

Meeting Date	Item No.	Item	Status	Action Required	Assignee/s	Action Taken	Due Date
14/12/23	11.2	23-328 Draft Financial Strategy for the 2024-2027 Three Year Plan	In progress	Advise Councillors the portion of the roading asset which is owned by Waka Kotahi in our District.	Dave Hadfield		09/04/24
14/12/23	11.9	23-316 Three Year Plan Capital Programme	In progress	Provide Councillors with the Asset Management Plan in relation to Community Housing.	Ally Campbell, Pauline Foreman	<b>05/03/2024 Pauline Foreman</b> Draft Asset Management Plan for Gisborne Holdings Ltd forecast to be delivered at the 18 April 2024 Operations Committee.	26/03/24
25/01/24	10.1	24-3 Three Year Plan 2024-2027 Draft Estimates	In progress	Cost of community housing to be discussed at the next Gisborne Holdings Limited meeting.	Ally Campbell, Pauline Foreman	Update at the June Finance & Performance Committee Meeting.	05/06/24
25/01/24	10.3	24-1 Dangerous, Affected and Insanitary Buildings Policy 2024 - Deliberation and Adoption Report	In progress	Concerns regarding the Dangerous, Affected, and Insanitary Buildings be discussed with the Minister of Housing and Urban Development.	Annie Cousins		09/04/24
25/01/2024	15.1	Additional Action Items	In progress	<b>24-3 Three Year Plan 2024-2027 Draft Estimates</b> Funding information for Taruheru Cycleway/Walkway be provided to councillors.	Ally Campbell, Pauline Foreman		09/04/2024



### 3.4. Governance Work Plan

2024 COUNCIL						Meeting Dates							
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	25-Jan	14-Mar	2-May	27-Jun	8-Aug	17-Oct	14-Nov	12-Dec
Office of the Chief Executive	Risk & Performance	Chief Executive Activity Report	The purpose of this report is to provide elected members with an update on Council activities from 1 November 2023 to 29 February 2024.	Information (I)	Joy Benioni								
Sustainable Futures	Strategy and Science	Freshwater Policy Planning - Scientific Evidence for Groundwater and Surface Water	Report to give an overview of the findings from latest GDC-commissioned groundwater report and NIWA report	Information (I)	Janic Slupski; Sarah Thompson; Paul Murphy								
Sustainable Futures	Strategic Planning	Freshwater Policy Planning Update	Report to give an update on the freshwater policy planning under the TRMP review	Information (I)	Janic Slupski; Ariel Yann le Chew								
Sustainable Futures	Strategy and Science	Freshwater Implementation Update	Report to give an update on the freshwater implementation projects	Information (I)	Janic Slupski; Ariel Yann le Chew								

2024 COUNCIL						Meeting Dates							
HUB	Activity	Name of agenda item	Purpose	Report type	Owner	25-Jan	14-Mar	2-May	27-Jun	8-Aug	17-Oct	14-Nov	12-Dec
Sustainable Futures	Strategic Planning	Regional Policy Statement - Public notification	Report to seek Council resolution to publicly notify the Regional Policy Statement as part of the TRMP review	Decision (D)	Yvonne Legarth; Paula Hansen								
Community Lifelines	Water	Workshop Water Services Options	Water services options	Workshop	Yvette Kinsella, Leo Kelso								
Sustainable Futures	Strategic Planning	Adoption of the Tairāwhiti Future Development Strategy 2024-2054	Summary of consultation and seeking the adoption of Tairāwhiti Future Development Strategy 2024-2054	Decision (D)	Drew Williams								
Sustainable Futures	Strategic Planning	Cemeteries Bylaw and Policy	Report to seek the Council decision for determinations report for bylaw	Decision (D)	Summer Agnew								
Sustainable Futures	Strategic Planning	Easter Sunday Trading Policy	Report to seek the Council decision for policy review	Decision (D)	Summer Agnew								
Sustainable Futures	Strategic Planning	Climate Risk Assessment	Decision report	Decision (D)	Abi Wiseman								

# 2024 COUNCIL

## Meeting Dates

HUB	Activity	Name of agenda item	Purpose	Report type	Owner	25-Jan	14-Mar	2-May	27-Jun	8-Aug	17-Oct	14-Nov	12-Dec
Sustainable Futures	Recovery	Elevating Tairawhiti - adoption of policy framework	To adopt the Category 2P: Elevating Tairawhiti Policy that provides a framework for funding or part funding house lifting for some of the dwellings inundated during Cyclone Gabrielle	Information (I)	Steve Fabish /contractor								
Sustainable Futures	Strategic Planning	Update on a new Emissions Inventory	Overview of process and timeframes	Information (I)	Jacqui Wallens								
Sustainable Futures	Strategic Planning	Mobile shops and other Traders Bylaw	Decision report to seek Council decision around consultation	Decision (D)	Makarand Rodge								
Sustainable Futures	Strategic Planning	DC Policy	Council to decide around adoption on DC Policy	Decision (D)	Charlotte Knight								
Sustainable Futures	Strategic Planning	Procurement Policy	Council to decide around consultation on procurement Policy	Decision (D)	Chris Gilmore								
Sustainable Futures	Strategic Planning	TRMP Committee	To revive TRMP Committee	Decision (D)	Janic Slupski								

# 2024 COUNCIL

## Meeting Dates

HUB	Activity	Name of agenda item	Purpose	Report type	Owner	25-Jan	14-Mar	2-May	27-Jun	8-Aug	17-Oct	14-Nov	12-Dec
Sustainable Futures	Strategic Planning	Contract: Navigational Safety Bylaw	Decision report to seek Council decision to/not to consult on the policy	Decision (D)	Makarand Rodge								
Engagement and Māori Partnerships	Communication and Engagement	2024-2027 Three Year Consultant Document	Present the 3YP consultation document for adoption	Decision (D)	Melanie Thornton								
Finance & Affordability	Risk & Performance	2024-2027 Three Year Plan	Present the 3YP document for adoption	Decision (D)	Kim Everett								

## 10. Reports of the Chief Executive and Staff for DECISION



24-15

**Title:** 24-15 Draft Development Contributions Policy for Three Year Plan Consultation

**Section:** Strategic Planning

**Prepared by:** Charlotte Knight - Strategic Planning Manager

**Meeting Date:** Thursday 14 March 2024

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Legal: Yes

Financial: Yes

Significance: **Low**

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### Report to COUNCIL/TE KAUNIHERA for decision

#### PURPOSE - TE TAKE

The purpose of this report is to seek Council's approval to consult on an updated Development Contributions Policy as part of the Three Year Plan process.

#### SUMMARY - HE WHAKARĀPOPOTOTANGA

Development contributions are a mechanism that Council uses to implement its direction of growth paying for growth. The charges recover the cost of infrastructure provided to support growth.

Council's policy sets out the reasons, locations and processes for developers to help fund the costs of new Council infrastructure that enable new development to be possible. Infrastructure in the current policy includes many projects that Council may not be providing in the 2024-2034 Long Term Plan due to the three waters reform – water supply, wastewater and stormwater networks.

Council is required to review its Development Contributions Policy (DCP) every three years. This review is aligned to the development of Council's Long Term Plans (Three Year Plan this year). Work had begun on the review prior to Cyclone Gabrielle, initial information based on undertaking a full review was presented to Sustainable Tairāwhiti in early March (**Report 23-61**). Due to resourcing priorities, a limited update of the DCP was undertaken with a view to a more comprehensive review progressing ahead of the 2027–2037 LTP. This will allow more time to consider development contributions in the context of wider infrastructure planning, Future Development Strategy (once adopted), as well as the review of the Tairāwhiti Resource Management Plan.

The changes in the updated draft DCP (**Attachment 1**) are focussed on an updated growth numbers and forecast budget required to undertake projects included in the policy, and minor edits to the policy. These changes will ensure the DCP continues to comply with the requirements of the Local Government Act 2002. Council did not receive any Order in Council exemptions for the requirement to review the policy. We needed to update the policy at a minimum through the review to update the costs of projects to reflect current budget forecasts.

Next step is to include the updated DCP in the 3YP Consultation Document (**Report 24-61**).

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

## **RECOMMENDATIONS - NGĀ TŪTOHUNGA**

**That the Council/Te Kaunihera:**

- 1. Approves the draft Development Contributions Policy (Attachment 1) for consultation as part of the Three Year Plan Consultation Document, subject to any amendments required to reflect Council decisions made as part of the development of the Three Year Plan.**

*Authorised by:*

**Joanna Noble - Director Sustainable Futures**

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**Keywords:** Development Contributions Policy, growth infrastructure, Three Year Plan

## **BACKGROUND - HE WHAKAMĀRAMA**

1. Council, like many other councils across New Zealand, has been experiencing increased growth pressures from both residential and non-residential development. Council determined under their previous review of the Development Contributions Policy (**Reports 20-380**) that the funding of new assets or assets of increased capacity to meet demand created by new development should be recovered by way of development contributions from those benefiting from the infrastructure.

### **What are development contributions?**

2. Development contributions are a charge that new developments pay to Council to recover the cost of infrastructure provided to support growth. They are set under the Local Government Act 2002 (LGA).
3. Development contributions are:
  - a. Applied at subdivision, building consent or service connection.
  - b. Used only to fund identified growth-related capital projects that are set out in Council's Long Term Plan.
  - c. Applied to specific catchment areas based on costs and benefits.
  - d. Used to fund an increase in capacity of assets (e.g. a bigger pipe) as well as new assets (e.g. new pump station). For an increased capacity project development contributions are for the cost of the extra capacity – not the renewal component.
4. They are not:
  - a. Able to be used to fund level of service improvements or renewals.
  - b. A 'bucket' of funding – they can only be applied to the projects listed in the Development Contributions Policy and must align with LTP funding assumptions.
5. Council must consider the following when developing policies and contribution amounts:
  - a. Costs and benefits of each growth project assessed.
  - b. Strategic and administration efficiency issues to simplify the implementation of the policy.
6. They are different to financial contributions under the Resource Management Act 1991 (RMA). Most councils have moved to development contributions as they are easier to set and change. You cannot charge financial contributions and development contributions for the same costs.

### **Purpose and principles**

7. The purpose and principles for development contributions in the LGA were changed or added as part of an amendment in 2014 (s197AA).

*The purpose of the development contributions provisions in this Act is to enable territorial authorities to recover from those persons undertaking development a fair, equitable, and proportionate portion of the total cost of capital expenditure necessary to service growth over the long term.*

8. What is 'fair, equitable, and proportionate' is the premise of the debate in developing any policy and any subsequent legal challenge.
9. The seven principles (s197AB) that Council must consider are:
  - a. Only for growth-related assets required due to developments.
  - b. Funded over longer term and reflecting the life/capacity of the assets.
  - c. Cost allocations should relate to the persons who benefit from the assets to be provided (including the community as a whole).
  - d. Development contributions must be used:
    - i. On the activity they were charged for; and
    - ii. In the Catchment identified in the Policy.
  - e. Councils should sufficiently inform so as to demonstrate what development contributions are being used for and why they are being used.
  - f. Development contributions should be predictable and be consistent with the adopted policy.
  - g. Councils may group together certain developments by geographic area or categories of land use, provided that:
    - i. Balances efficiencies with considerations of fairness and equity
    - ii. Grouping by geographic area – but not district wide where possible

#### **What is the Development Contributions Policy?**

10. The policy sets out the reasons, locations and processes for developers to help fund the costs of new Council infrastructure that enable new development to be possible. This helps to cater for increasing populations living in new developments. Any policy developed by Council must comply with the detailed legal provisions in the LGA.
11. The policy covers how Council calculates and administers the contributions, as well as listing the specific growth-related investments over the longer term that the funds will be spent on.
12. Under the current legislation infrastructure activities that can be part of the policy includes:
  - a. Roading and footpaths
  - b. Walkways and cycleways
  - c. Water supply sources, storage, networks and treatment
  - d. Wastewater networks, treatment and disposal
  - e. Stormwater networks, retention ponds and disposal
  - f. Civic facilities (halls and other community buildings)
  - g. Parks and reserves
  - h. Playgrounds public toilets etc.



13. The current policy currently does not include any charges for community facilities (civic buildings, playgrounds, walkways, public toilets etc). It also only applies to the Gisborne Urban Area. Council can set development contributions for other townships if there is a need for growth related infrastructure investments.
14. It is not compulsory for Council to have a policy. Nobody likes to pay more. However, someone must pay for the infrastructure required to support growth and it is increasingly expensive to build. Developers are usually accepting of development contributions if they are deemed to be fair and reasonable and the resulting infrastructure enables new subdivisions/ intensification.
15. The policy can be challenged and the process under the LGA is – a staff reconsideration, Council committee, independent development contributions commissioners, then High Court judicial review. Councils have had their policies challenged; a recent example is the Hamilton City Council (which they successfully defended).
16. Council has had a policy in place since 2008 with updates aligned with Long Term Plans. The [current policy](#) was developed as part of the 2021-2031 Long Term Plan process (**Reports 20-380 and 21-120**). Key changes from the 2018 policy were the growth model, the land use categories for non-residential developments, and the measures used to define each Household Unit Equivalent (HUE).

#### **Who pays development contributions?**

17. Developments that require a subdivision consent, land use consent or building consent will be assessed for development contributions. This includes:
  - a. New subdivisions
  - b. New house builds
  - c. Visitor accommodation
  - d. Granny flats
  - e. New retail space
  - f. New office space
  - g. Commercial premises
  - h. Industrial developments
  - i. New apartments in old buildings.
18. Development contributions are not required for house extensions or alterations.
19. Developers are required to pay development contributions at different times depending on the nature of the consent they are seeking. Council can require payment of a DC when an application is made for a resource consent, land use consent or building consent (or Certificate of Acceptance if required).

20. Under Council's current process we require development contributions to be paid before the s224 Certificate of Completion is issued, or Certificate of Acceptance, or a service connection. This is common practice for councils, although some allow deferred payment for a short period after the Certificate of Completion is issued to facilitate developers cashflow (this increases the risk that it will not be paid).

**How are they calculated?**

- 21. Development contributions are calculated by dividing the Council's total capital expenditure on growth related projects for each activity in the LTP by the estimated number of new household equivalent growth units in each of the catchments related to those activities over the 10 years (including both residential and non-residential).
- 22. Different types of development pay different development contributions. Charges can also vary by catchment area. Development contributions charges are set at different levels depending on the demand they place on the need for the council to invest in infrastructure. All residential lots/houses are charged as one household unit equivalent (HUE).
- 23. A HUE reflects the average use of water and wastewater usage, the usual residential lot area of runoff based on the average new house size in Gisborne for stormwater, the average number of vehicle trips per day and access to recreation facilities.
  - a. Water = 730L day
  - b. Wastewater = 614L day
  - c. Stormwater = 340m<sup>2</sup> of impervious surface area
  - d. Transport = 10 vehicle trips per day
  - e. Recreation and community facilities = 1 apportionment per lot
- 24. Currently Council has the following charges per HUE for the Gisborne Urban Area. These were set as part of the 2021-2031 Long Term Plan.

<b>Area</b>	<b>Charge (\$ excluding GST)</b>
<b>Water</b>	983
<b>Wastewater</b>	5,086
<b>Stormwater</b>	1,616
<b>Transport</b>	1,857
<b>Reserves</b>	327
<b>TOTAL</b>	<b>\$9,918</b>

25. Development contributions only fund a small proportion of total capital expenditure for Council, the large majority is funded through rates for renewals and level of service increases. In the 2021-2031 Long Term Plan there was \$493 million of capital expenditure forecast over the 10 years. \$21.9 million of that was for growth related projects or the growth portion of projects, of which \$15.4 million was forecast to be funded from development contributions.

#### **What can Council do or not do when charging development contributions?**

26. Council must:

- a. State the assumptions and growth forecasts and cannot alter these without an amendment to the Long Term Plan.
- b. Only charge for the costs listed in the policy, which has to be consistent with the projects in the LTP / Infrastructure Strategy.
- c. Spend the revenue on the intended activity within the defined area.
- d. Explain the rationale for everything. It is very prescriptive and detailed legislation.
- e. Consult on a proposed policy.

27. Council can:

- a. Charge for civic infrastructure.

28. Council cannot:

- a. Include all costs related to quality and service upgrades.
- b. Charge for projects that have been funded from other sources for example, financial contributions under the RMA, grants (e.g. Infrastructure Acceleration Fund), loans funded from rates.

#### **DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA**

29. Council had initiated a full review of the 2021 DCP prior to Cyclone Gabrielle (**Report 23-61**) as part of the suite of policies and reviews that were to underpin the 2024 – 34 Long Term Plan. Council, as enabled by specific regulations, has chosen to prepare an unaudited 3YP (2024-27) instead of a BAU Long Term Plan for this cycle. The process Council staff have undertaken to update the DCP is reflective of how the Kaikoura District Council updated their policy post the 2016 earthquake under a similarly changed legislative context.
30. The 2021 DCP has had minor updates to reflect the update growth forecasts and updated project costs. The policy settings have not been reviewed and reworked – this will need to be progressed in the 2027 review mahi as part of a more in-depth review and update of the policy.
31. The period covered by this policy is only 7 years as we have only been able to include information on known growth projects from the 2021 Long Term Plan and DCP, as well as the Three Year Plan budget information. It is not possible to update the policy with a 10 year period without a ten year capital works programme in a long term plan adopted by Council.

32. The assumptions and context for updating the policy are:
- a. The Non-residential HUEs used in the 2021 DCP have been adjusted to reflect the growth rates used for 2024 – 2031 in the 2021 calculations. A more accurate analysis may be able to be done using the more recent Housing and Business Assessment (HBA) work.
  - b. There are no new growth projects (other than those listed in Appendix 1 of the Policy) included through the 3YP.
  - c. The Gisborne Urban Area (GUA) area and boundaries that the policy covers have not changed.
  - d. The 2021 policy settings have not been reviewed or changed in terms of scope, process or formula. Consideration of changes to these will be addressed through the 2027 review.
  - e. Updated growth forecast (see **Attachment 1**).

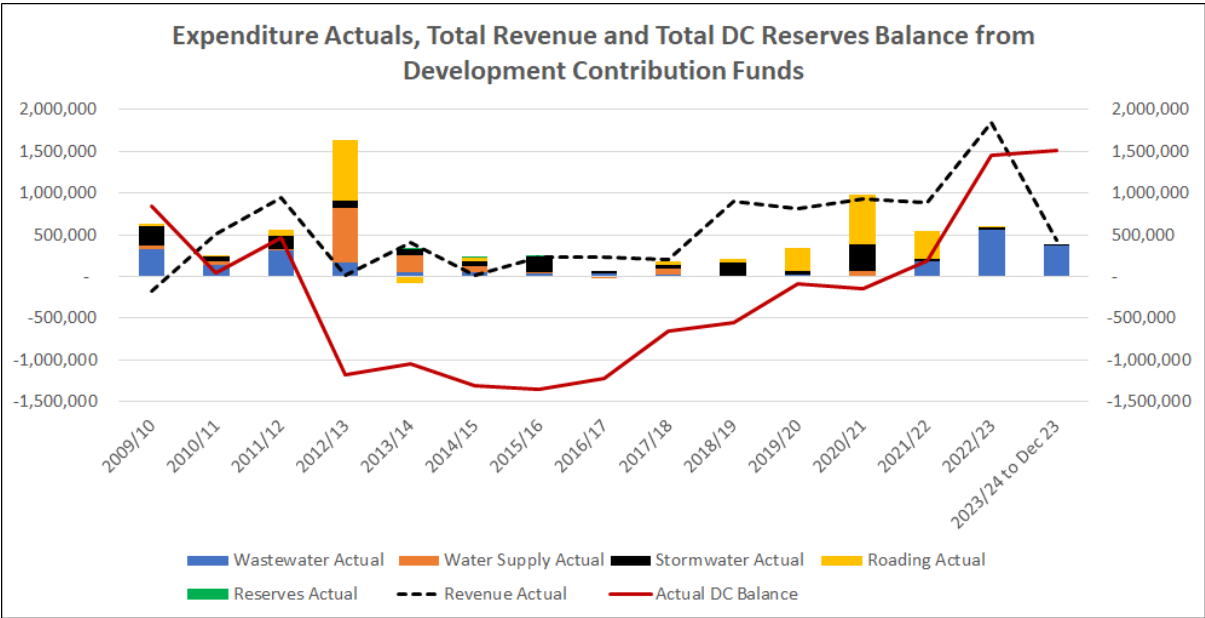
**Growth forecast**

33. Council forecast in the 2021-2031 Long Term Plan and Development Contributions Policy that there would be 1,620 additional households in the 10 years from July 2021 to June 2031. This was a big increase in forecast growth compared to the 2018 Long Term Plan. Recent forecasts and estimates from Statistics NZ have seen a further significant lift in the current estimate and future population projections.
34. The table below (Table 5 in **Attachment 1**) outlines the forecast Housing Unit Equivalent (HUE) numbers over the seven year period the policy covers. There has been an increase in the anticipated HUE compared to the 2021 policy.

	2021	2024	2031	Additional HUEs 2024 to 2031
	Households (HUEs)	Households (HUEs)	Households (HUEs)	Households (HUEs)
Gisborne Urban Area Residential	13,860	14,314	15,732	1,418
Gisborne District Balance	5,138			
Gisborne District	18,998			
<b>Adjustments for HUE Revenue</b>				
Less Residential Services in Non-residential forecasts below			140	1,278
Less lots already subdivided			21	1,257
Less dwellings < 60m2 not in Rest homes (Charged 0.5 HUE)			56	1,201

**Project and cost updates**

- 35. Included projects and costs under the draft policy come from the 3YP and years 7-10 (2027-2031) of the 2021 LTP. Projects have already been completed to date since July 2021 have been removed from the forecast projects (Appendix 1 in the Policy – **Attachment 1**).
- 36. Project costs from years 7-10 of the 2021 LTP have been increased by the Producer Price Index (PPI) Outputs – Construction to bring them up to estimated today's dollars. Currently the PPI is available as at December 2023 and has increased by 22.2% since June 2021. Council can update the DC charges through its Annual Plan each year using this PPI – this is enabled under legislation and is also outlined in the draft policy (**Attachment 1**).
- 37. The Development Contribution Reserve accounts have been updated as at December 2023. This updated starting point reflects the revenue received from DCs since 1 July 2021. These balances are used as the starting point for funding needed over the forecast period. Over the last two years there has been significant growth and therefore revenue received from DCs. This has led to overall DC reserves being positive.



- 38. There are only a few projects that have been added through the 3YP that weren't in the previous policy:
  - a. Booster Station and Reservoir Supply Main (start of a new project – the total project cost is not included in the policy).
  - b. Land purchase related to an existing project (Campion RD Pump Station) has been added.
  - c. Kaiti Area Pumpstation & Rising Main (start of a new project – the total project cost is not included in the policy).
  - d. Grey St Pump + Emergency Storage (start of a new project – the total project cost is not included in the policy).
  - e. Integrated Catchment Management Plan – growth component related to the implementation of a final plan and associated consent.

**New HUE charges**

- 39. Although the adjustment to the project costs have increased the total \$ funded through the policy, this has had minimal change on the per HUE charge. This has been influenced by two factors:
  - a. The balance of the development contributions reserves as the starting point has been in credit for most of the activities.
  - b. The revised growth forecast has increased the number of new households from 2024 to 2031 – the total funding required is spread over more HUEs than under the current policy.
- 40. The table below shows the change in the charges since the 2021 DCP. This version of the policy only covers projects over the next seven years whereas the previous policy covered a ten year period.

Type of Development – Applies to development within the Gisborne Urban Area (see maps Appendix 2)	2021 DC Schedule of Charges	Proposed 1 July 2024 Schedule of Charges
Residential per HUE	<b>Contribution per HUE (\$)</b>	
Gisborne Urban Area – as defined by the maps in Appendix 2	<b>(GST Exclusive)</b>	
<b>Activity</b>		
Transport	\$1,857	\$1,535
Water	\$983	\$1,273
Wastewater	\$5,086	\$5,882
Stormwater	\$1,616	\$1,793
Reserves	\$376	\$328
<b>Total</b>	<b>\$9,918</b>	<b>\$10,811</b>

- 41. The project costs and growth component funded through DCs (details in Appendix 1 of the Policy – **Attachment 1**) reflects the 3YP budgets, as well as years 7-10 of the 2021 Long Term Plan.

**Options**

- 42. The draft 2024 policy (**Attachment 1**) shows tracked changes from the 2021 version. It is just updates to reflect the updated project costs, HUE, and some contextual information in the narrative.

43. The following options are being presented for Council's consideration at this meeting:

	<b>Benefits</b>	<b>Consequences</b>
<p><b>Option 1 (preferred)</b> – Update information in the policy to reflect updated project costs, forecast HUE, and contextual information in the narrative (<b>Attachment 1</b>). This will be included in the 3YP consultation process.</p> <p>Defer full review and amendments/changes to policy settings to the 2027 review.</p>	<p>Updated costs for the next three years that reflect new information available through the 3YP process (costs and growth forecasts), and the draft Future Development Strategy (growth).</p> <p>Meets Council's statutory review requirement and our current context with only undertaking a three year plan not ten.</p> <p>Allows proper time and consideration of matters under the policy settings to be worked through as part of the 2027 review.</p> <p>Updates to projected costs to reflect PPI can be made through the Annual Plan process.</p>	<p>Issues currently experience with policy settings (highlighted in 2021 review outcomes) will continue to be part of implementing the policy for the next three years.</p>
<p><b>Option 2</b> – Do not progress the update as part of the 3YP process. Undertake the full review of the policy settings prior to finalising a draft policy.</p>	<p>Can work through and address issues highlighted in the outcomes of the 2021 review.</p>	<p>To properly work through issues identified, in a way that complies with legislative requirements, it would likely take another 12 months. During this period and until a new policy was adopted the charges that could be collected would remain at the 2021 policy level.</p> <p>The policy would still reflect a shorter period (likely 5-6 years by the time adopted) and only projects in the 3YP and years 7-10 of the 2021 Long Term Plan.</p> <p>The 2027 review and updates through the 2027 Long Term Plan process would likely start 12 months post adoption.</p> <p>This would put pressure on some Council teams that already have increased workloads due to recovery.</p>

44. There is no option presented to not do anything as this would not achieve Council's statutory obligations to review the policy every three years.

## ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

**Overall Process:** Low Significance

**This Report:** Low Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** Low Significance

**This Report:** Low Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** Low Significance

**This Report:** Low Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** Low Significance

**This Report:** Low Significance

The effects on individuals or specific communities

**Overall Process:** Low Significance

**This Report:** Low Significance

The level or history of public interest in the matter or issue

**Overall Process:** Medium Significance

**This Report:** Low Significance

45. The decisions or matters in this report are considered to be of Low significance in accordance with Council's Significance and Engagement Policy.

## TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

### COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI

46. Engagement on this policy with tangata whenua and the community is part of the 3YP process. There has been no early engagement on the proposed updates.

## CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga

47. The implications of climate change have been identified within the environmental factors of the 2023 Environmental Scan where the environmental and infrastructure implications of climate change remain a significant issue for the Council, particularly given the region's vulnerability to natural hazards and sea level rise.



48. This policy does not specifically address climate changes issues – it is focused on one mechanism Council has available to ensure that growth pays for growth as per the strategic financial direction under the Financial Strategy and Revenue and Financing Policy.

## CONSIDERATIONS - HEI WHAKAARO

### Financial/Budget

49. The updates to this policy are aligned with the 3YP budget forecasts. The policy does not propose any projects that aren't in the 3YP budget or part of years 7-10 of the 2021 LTP.

### Legal

50. Legislation relating to the three waters services reform (the Water Services Entities Act 2022, the Water Services Legislation Act 2023 and the Water Services Economic Efficiency and Consumer Protection Act 2023) was repealed on 16 February 2024. Three waters services are therefore included within the 3YP as Council will continue to own and operate water services and will remain responsible for the delivery of water services.

51. Refer to the background section of this report for more information on the relevant provisions of the LGA that this policy is developed and reviewed under.

## POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE

52. There are no policy or planning implications due to the recommended updates in the draft policy (**Attachment 1**).

## RISKS - NGĀ TŪRARU

53. Shorter time horizon – this policy only applies to projects in the next seven years due to the legislative requirements on projects being able to be included.

54. Issues identified as needing addressed in the last review remain unchanged in this version of the policy. It is expected that some of the issues identified in the 2021 DCP to be improved will continue to cause some issues in the implementation of the policy through to 2027.

## NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
Weds 20 March-Fri 19 April 2024	Public consultation.	
Weds 15 & Thurs 16 May 2024	3YP public hearings.	Note – deliberations will take place on a separate date (TBC).
27 June 2024	Adoption of final policy as part of 3YP.	

## ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - Draft 2024 Development Contributions Policy [24-15.1 - 69 pages]



# He Tauira Kaupapa Here Pūtea Whakawhanake Development Contributions Policy

This policy identifies growth-related infrastructure work as well as the charges that expect to be recovered from developers to support that work.



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# 1 What is a Development Contributions Policy

In June 2008, ~~the council~~ Council adopted a Development Contributions Policy (DCP) to fund the total cost of capital expenditure directly related to growth that results in the Council having to provide additional Community Infrastructure, Network Infrastructure and Park & Reserves. Council has the power to do this under the Local Government Act 2002 (LGA). The DCP has been updated as part of each Long Term Plan process every three years, the last being in June ~~2018~~2021.

Normally Council must prepare a new Long Term Plan (LTP) every three years. As part of that process, the DCP is reviewed and consulted on. The project costs to be recovered, and the growth of households and businesses that this will be charged to fund, all are derived from the LTP. It is not possible to fully review and update the 2021 DCP without a new LTP.

The DCP seeks to establish a transparent, consistent, equitable and efficient basis for recovering the longer term costs from those persons undertaking developments that cause the need for additional capital investment in public infrastructure.

Gisborne District Council (Council), like many Councils across New Zealand, is experiencing increased growth pressures from both residential and non-residential development. Council has determined that the funding of new assets or assets of increased capacity to meet demand created by new development should be recovered by way of development contributions from those benefiting from the infrastructure.

This DCP comes into effect on 1 July ~~2021~~2024.

## Summary of Changes in this Policy

~~A review of the current DCP has highlighted the need to:~~

- ~~1. Be more transparent on the assumptions and basis for setting charges,~~
- ~~2. Be more specific in responding to the requirements set out in the Local Government Act 2002 (LGA),~~
- ~~3. Add sections on units of demand and the rationale for the Policy settings~~
- ~~4. Reflect better the relatively modest scale of growth in Gisborne versus larger metro centres by reducing the complexity of the non-residential categories and measures, and~~

~~Tidy up the references and structure of the DCP. Due to the impacts of severe weather events in 2023, a full review of the policy has been rescheduled for the 2027 Long Term Plan process. This update of the policy has not included the review of or changes to the scope, process or formula of development contributions for the region.~~

~~5.~~

~~Council has reviewed/updated the growth model/projections resulting in increased projected HUE, the land use categories for non-residential developments, and the measures used to define each Household Unit Equivalent (HUE) development contributions reserves balance, projects and project costs in this version of the policy.-~~

~~The DCP normally covers growth-related capital projects for at least the next 10 years. As there is no 2024 LTP, the DCP is unable to update any project details (except to inflate the costs based on the PPI Outputs – Construction) outside the changes contained in the Three Year Plan (3YP). The costs of projects are spread out over 7 years of HUE growth for this iteration of the policy – this~~



encompasses projects in the later four years of the existing 2021 policy as well as the updates made to growth projects in the Three Year Plan.

## Changes in Forecast Growth

In 2023 Council adopted updated growth forecasts that had been prepared as part of the 2024 LTP process. These forecasts have been used to update the 2021 DCP. Specifically, the forecasts of population and households are used to forecast the number of Household Unit Equivalents (HUE). The total HUE number is used to work out the DC charge for each activity in the DCP (total project costs for each activity / HUE).

Non-residential growth is included in the DCP and is derived from the Housing and Business Assessment (HBA 2022). These numbers have not been updated but have been adjusted to reflect the new 2024 – 2031 timeline.

Over the last three years Statistics (Stats) NZ has revised the estimated resident population of Gisborne up multiple times. The latest estimate as at June 2023 was 52,600. The forecast in the 2021 LTP for June 2023 was 50,873 – a 3.4% difference or demand for around 600 houses.

Council growth forecasts were updated in January 2023 and included in the 2023 Environmental Scan that underpins the 3YP. These growth forecasts reflected two major changes from the 2021 LTP assumptions:

1. Much faster growth in the 2018 to 2022 period. The result is an increase in population of 1,600 as a starting point in June 2022.
2. Higher growth continuing from 2024 reflecting the changes in growth trends in recent years, and the large programme of public housing underway / planned (compared to the 2021 LTP assumptions).

The updated growth forecasts have a population estimate for the region of 52,500 for June 2023. The forecasts are very close to the latest Stats NZ estimates and are still seen as appropriate for Council to base its assumptions on. The growth forecasts are also consistent with the HBA and the Future Development Strategy.

These forecasts were prepared prior to Cyclone Gabrielle. The ongoing impacts of that flood event has increased the risks and uncertainties around population and household forecasting. While short term impacts are largely negative, the rebuild and future infrastructure investment are likely to be long term positive, but the location of growth may change. The 2023 Census results (released from May 2024 onwards) may reset the base starting point and require a re-think of the assumptions used in the forecasts.

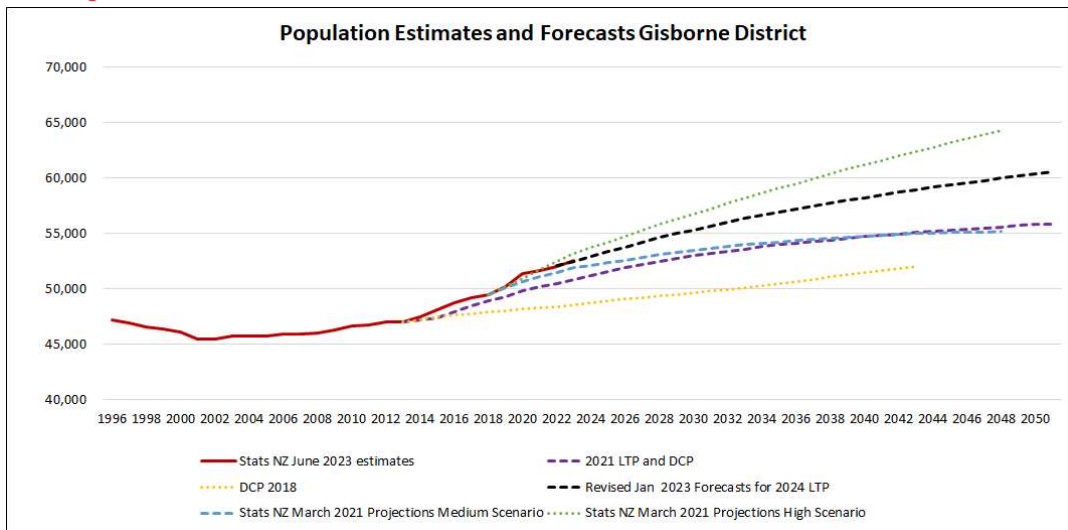
There is considerable uncertainty in the current growth forecasts including record immigration into New Zealand, technology, climate change and government policy changes. Some of these trends and societal changes have seen a step change that may impact the location of where people live and how they work.

All these trends have increased uncertainty as to the underlying drivers of population and growth. Forecasts from Stats NZ and the mainstream economic forecasters all rely on models that are built on historical relationships between employment, internal migration and household formation. Many of these relationships are quickly changing, resulting in the models being poor predictors of



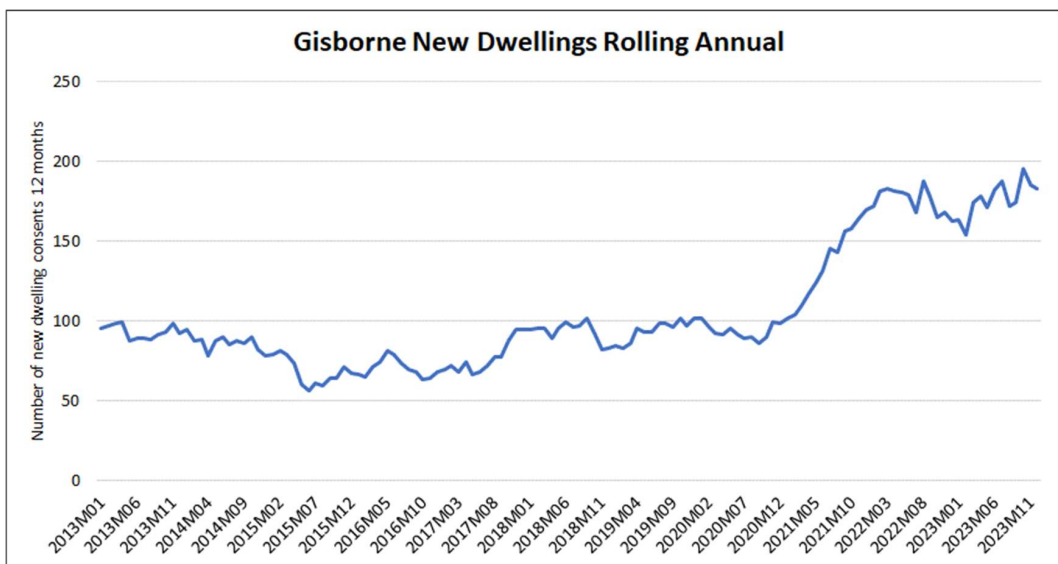


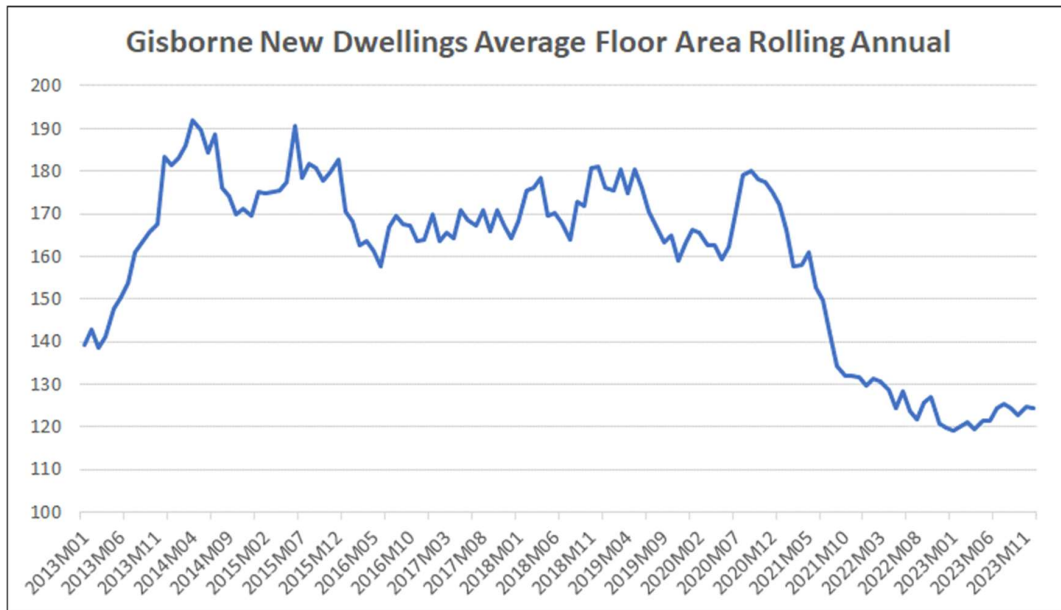
future growth.



The majority (90%) of the growth forecast is in the Gisborne Urban Area. The rural areas and coastal towns (overall) are forecast to slowly increase population. For the purpose of the DCP growth assumptions it is the rate of change that is important – not the base number.

Growth has been strong in Gisborne and this is reflected in the number of new house consents since 2020/21. Growth in population and housing has been estimated above the forecasts contained in the DCP. The updated DCP charges reflect the growth forecasts used by Council in the 3YP. The average size of each new house has significantly reduced from 160-180 m2 to 120-130m2. This supports the forecasts of smaller homes and public housing that were part of the 2021 DCP.





Growth in Gisborne District, and in the Gisborne Urban Area (GUA) in particular, has seen a significant jump in the last three years since the 2018 DCP was adopted. This is evident in the Statistics NZ 2018 Census results, and their estimate of population as at June 2019 and June 2020.

Average house prices have increased by 94% and rental costs are up 33% in the last four years. There has yet to be a surge in new house building as there is a shortage of available sections. Population growth has resulted in a housing crisis as demand exceeds supply. Council is expecting a significant increase in infill subdivisions in response to this demand as land owners respond to the pricing signals. The yield of greenfield subdivisions is also expected to significantly increase as average residential section sizes are becoming smaller. This increases the number of houses built on each block of land. This will be driven by the market demand as well as the review of the Tairāwhiti Resource Management Plan over the next few years.

Council is forecasting moderate to strong population growth for the GUA<sup>1</sup> currently at 1-2% a year, easing to annual growth of 0.5-1% from 2021 to 2031. This is significantly faster growth than previously expected. The effect of this is higher growth of HUEs expected in this DCP compared to the previous version. Growth outside of the GUA is forecast to be slow and continues to support the exclusion of coastal townships for the areas that are included in the DCP.

**Table 1: Forecast Population and Household numbers in the GUA**

GUA – As at June					
	2018	2019	2021	2026	2031
<b>Population</b>					
2018 DCP forecast	36,359	36,528	36,890	37,849	38,861

<sup>1</sup> The GUA includes some areas that are not currently within the reticulated services boundary, and this Policy does not imply that all the GUA is entitled to be connected in the future. The GUA area is used for forecasting purposes and in 2018 97% of households in the GUA were connected to the wastewater network.





Statistics NZ actual and estimates	37,786	38,366			
Forecasts 2021-LTP and DCP			38,509	40,199	41,479
<b>Households – Occupied and Unoccupied</b>					
2018 DCP forecast	13,102	13,185	13,358	13,798	14,236
Forecasts 2021-LTP and DCP	13,548	13,630	13,860	14,700	15,480
Additional households above 2018 Forecasts	446	445	502	902	1,244
Total forecast increase in Households from 2021 – cumulative				840	1,620

The updated forecasts imply an increase in residential households in the GUA from 2021 to 2031 of 1,620. This compares to a forecast increase of 878 households in the 2018 DCP. While this will reduce the infrastructure cost per additional household there will be an impact on the networks in existing residential areas from greater density.

The 1,620 additional households will not translate to 1,620 HUE charges. There are some adjustments that need to be allowed for to reflect the type of households forecast, while some 'households' will be part of the non-residential development forecasts (Rest homes). More one-bedroom units are expected to be built for public housing and in response to an ageing population. Together this reduces the forecast residential household increase to 1,410 in terms of forecast residential development contribution charges.

These forecasts will result in Council needing to undertake more analysis of the existing networks to determine the impacts – particularly the impacts from infill. Council will closely monitor the actual growth in households over the next few years. As part of the next review of the DCP in 2023/24 Council will consider whether the DCP should separate greenfield areas from infill after more detailed modelling of the three waters networks.

The detailed forecasts of non-residential gross floor areas (GFA) have been assumed to continue as included in the 2018 DCP. These developments are sporadic and hard to forecast. Council has seen considerable increase in commercial developments over the last two years. Council will



monitor these developments to see if the increased population continue to result in more commercial developments.

### **Changes in the Non-residential Categories**

Currently the DCP has ~~14~~ 8 categories for non-residential development. ~~This has resulted in administrative difficulties and the need to define and update the research to support the categories. Council is proposing to reduce the categories to 8 (plus residential) by combining the categories that have similar impacts on infrastructure.~~ These are defined in the Glossary (Section 6).

It is not practical for Council to set out categories that completely match all the many types of on-residential developments that can occur in the GUA. Council also retains the right in the DCP to have a proposed development considered as a special assessment. This occurs when Council considers that the development has an impact on infrastructure that significantly differs from the set categories and standard assessed HUE's (e.g. a large meat processing plant). Developers have the right to request a reconsideration of the Council assessment, and there is an objection process as set out in the LGA.



**Table 21: Proposed changes to the categories of non-residential developments****Land Use Type – Non-Residential Developments****Proposed Categories 2021 DCP**

Community Services

Visitor Accommodation, Rest homes and other Residential Services

Warehousing / Agriculture and Forestry

Commercial / Office

Retail

Restaurants / Cafes / Bars / takeaways

Industrial

Other Industry - Servicing

The ratios used to calculate HUE's for non-residential ~~have been were~~ revised in 2021 to reflect recent GDC data and the standard New Zealand approach. This has generally resulted in a reduction in the HUE ratios used for Transport (but not all) relative to the 2018 DCP.

**Table 32: Non- Residential – per 100m2 Gross Floor Area and other measures of Demand**

Category	HUE Measure	Transport	Water	Wastewater	Stormwater
Community Services	100m2 GFA	1.34	0.30	0.30	0.29
Visitor Accommodation, Rest homes and other Residential Services	Per unit or bed	0.4	0.30	0.30	0.29 per 100m2 GFA
Warehousing / Agriculture and Forestry	100m2 GFA	0.25	0.16	0.16	0.29
Commercial / Office	100m2 GFA	0.76	0.30	0.30	0.29
Retail	100m2 GFA	1.60	0.20	0.20	0.29
Restaurants / Cafes / Bars and takeaways	100m2 GFA	1.90	1.3	1.3	0.29
Industrial	100m2 GFA	0.8	0.4	0.4	0.29



Other Industry - Servicing	100m2 GFA	0.9	0.3	0.3	0.29
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## Summary of Development Contribution Charges Proposed

A summary of the schedule of charges by type of development are outlined below: (all figures are exclusive of GST)

**Table 43: Comparison between 2018-2021 DCs and proposed 2021-2024 DCs by activity**

Type of Development – Applies to development within the Gisborne Urban Area (see maps Appendix 2)	2018-2021 DC Schedule of Charges	Proposed 1 July 2021-2024 Schedule of Charges
Residential per HUE	<b>Contribution per HUE (\$)</b>	
Gisborne Urban Area – as defined by the maps in Appendix 2	<b>(GST Exclusive)</b>	
<b>Activity</b>		
Transport	<del>\$1,857</del> \$1,518	<del>\$1,857</del> \$1,535
Water	<del>\$983</del> \$2,576	<del>\$983</del> \$1,273
Wastewater	<del>\$5,086</del> \$3,136	<del>\$5,086</del> \$5,882
Stormwater	<del>\$1,616</del> \$1,273	<del>\$1,616</del> \$1,793
Reserves	<del>\$376</del> \$228	<del>\$376</del> \$328
<b>Total</b>	<del><b>\$9,918</b></del> <b>\$8,731</b>	<del><b>\$9,918</b></del> <b>\$10,811</b>

## Introduction

Development contributions are the fees payable to Council for capital expenditure planned to be provided, or already constructed, for additional community facilities (such as stormwater, roads, reserves and public amenities) required to service growth. These contributions may be required on resource consents (subdivision and land use) and / or building consents or service connections in situations where the development will have additional impact on infrastructure.

This Policy applies when you subdivide land, build, alter or expand a non-residential building, or may apply when you change the use of an existing building. The extent of the Development Contribution required will depend on the type, size and location of the development.

The legislation that sets out how Council operates and prepares a Policy is the Local Government Act 2002 (LGA). Council considers how it funds the required infrastructure as part of the overall preparation of the Long Term Plan. Council must weigh up where benefits and costs should lie as any reduction in the proportion of development contribution charges to pay for growth will have to be paid by existing ratepayers.

- Section 1 sets out the overview of the DCP and the process.
- Section 2 sets out the Vision and Strategy of Council, the key assumptions, and how this relates to Council goals and other policies.



- Section 3 sets out how the charges are calculated and the categories of land use development, the administration procedures, the Schedule of Charges and the process for objections and reconsiderations.
- Section 4 sets out how the charges have been developed, the methodology behind the allocation of costs to each type of development.
- Section 5 covers how the Policy is reviewed.
- Section 6 is the Glossary with key definitions of terms in the Policy.

The appendices to the policy contain further detail about development and implementation of the policy.

Appendix 1 includes the specific projects that development contribution chargers are funding,

Appendix 2 shows the development contribution catchment maps.

Appendix 3 sets out examples of charges that would apply to different types of developments.

Appendix 4 sets out the analysis of benefits that underpin the development contributions charges (as required by Section 101(3) LGA.

Appendix 5 – How development contributions have been calculated referenced against LGA requirements.



## 2 Overview of the DCP and Process

### 2.1 Purpose and Principles of Development Contributions

The purpose of the DCP is to ensure that reserves and infrastructure capital expenditure is funded by those parts of the community who benefit from that expenditure. Those responsible for creating growth within our district, whether through subdivision, building, new service connections or a change in land use, are being asked to pay a fair share of the resulting additional infrastructure cost incurred by council.

DCs are intended to enable Council to recover from developers a fair, equitable and proportionate portion of the total cost of capital expenditure necessary to service growth over the long term. DCs can be levied if the effect of a development or developments requires the Council to provide new or upgraded infrastructure.

This DCP sets out the DCs payable by developers, how and when they are to be calculated and paid, and a summary of the methodology and the rationale used in calculating the level of contribution required.

The purpose of this policy is to:

- a) enable Council to provide infrastructure and facilities to cater for growth, in a timely fashion and affordable for ratepayers;
- b) to provide the framework for Council to charge DCs for residential and non-residential development in the District to fund capital expenditure for network infrastructure, reserve land and community infrastructure.
- c) provide predictability and certainty to stakeholders on how infrastructure for growth is to be funded, and establishing a transparent, consistent and equitable basis for recovering DC from developers;
- d) to recover from developers a fair, equitable and proportionate portion of the total costs of the capital expenditure to service growth over the longer term.

This DCP has been developed to be consistent with the purpose of the DC provisions as stated in section 197AA of the Local Government Act 2002 (LGA). In preparing the DCP Council has had regard to and taken into account the DC principles in section 197AB of the LGA. These have been used by Council to ensure the DCs charged are fair and reasonable, as well as lawful.

Section 102 of the LGA requires the Council to have a policy on Development and/or Financial Contributions as part of its funding and financial policies in its LTP. Sections 106 and 201 of the LGA set out the required contents of this DCP. This policy must be reviewed at least every three years.

The process for Council to develop DC charges is set out below. The DCP has a considerable amount of planning and analysis that underpins the charges set by Council.

Growth	Plan	Cost	Fund	Charges
<ul style="list-style-type: none"> <li>Growth Projections</li> </ul>	<ul style="list-style-type: none"> <li>Infrastructure modelling</li> </ul>	<ul style="list-style-type: none"> <li>Project Costing and Options</li> </ul>	<ul style="list-style-type: none"> <li>Funding Decisions</li> </ul>	<ul style="list-style-type: none"> <li>Development Charge calculation</li> </ul>



Growth	Plan	Cost	Fund	Charges
<ul style="list-style-type: none"> <li>Analysis of census data to estimate future growth rates and allocate growth projections to broad geographical areas within Gisborne District</li> </ul>	<p>based on growth projections to determine future infrastructure requirements</p>	<ul style="list-style-type: none"> <li>Calculation of expected capital expenditure costs for the infrastructure projects. Total capital expenditure includes past investment and includes cost of capital.</li> </ul>	<ul style="list-style-type: none"> <li>Calculating growth costs and determining funding methods in accordance with Council's Revenue and Financing Policy and Local Government Act requirements</li> </ul>	<ul style="list-style-type: none"> <li>Calculating the development contribution charge by allocating growth costs</li> </ul>

## 2.2 History

Council's first DCP was adopted in June 2008. Council had previously funded the growth related costs of development via financial contributions (FCs) under the Resource Management Act 1991 (RMA), and through rates. The DCP was subsequently revised during each 10-Year Plan cycle in 2009, 2012, 2015 ~~and 2018, and 2021~~. These policies were amended to reflect different growth forecasts, legislation changes, standards of infrastructure, experience in implementing the DCP and changing Council policies.

This ~~2021-2024~~ review has been ~~developed as part of the 2021 Long Term Plan (LTP) process limited to updating projects and growth. The costs and projects included in the policy are and is~~ based on the Council's capital expenditure programme as set out in the ~~2021~~ LTP ~~and 3YP~~.

## 2.3 How Infrastructure Growth Funding is Allocated

DCs are driven by the infrastructure projects required to meet service demands related to growth. These projects are designed to meet the forecast levels of service as stated in the LTP.

Council has reviewed the proportion of infrastructure growth costs that will be funded from DCs. Council has determined DCs are the appropriate funding source to fund 100% of the growth related costs. Where there is a level of service or renewal component this proportion of the capital cost is funded from rates and loans. In particular, see the analysis contained in Appendix 4.

The total cost of forecast capital projects is set out in Appendix 1. Funding part of these costs through rates would otherwise result in an unfair burden being placed on the existing ratepayer community. ~~Growth related infrastructure costs (\$25.1 million) make up just 5.1% of GDC's total planned capital expenditure of \$493.2 million for the 10 years of the 2021-31 LTP. Of that only \$16.6 million is being funded through development contributions (inflation adjusted), the balance is mainly through grants from NZTA.~~

## 2.4 Activities for Funding Capital Expenditure of Growth

Council activities for which DCs will be used to fund growth related capital expenditure are:

- Network infrastructure for stormwater, wastewater, water supply, transport;



- b) Reserve land acquisition and development for parks and open space (including Esplanade Reserves);
- c) Community infrastructure (currently assessed as nil)

## 2.5 When a Development Contribution is Required

Under Sections 198 and 199 of the LGA Council will apply a development contribution, including GST, for developments generating increased reserves, network or community infrastructure demands upon the granting of:

1. A resource consent,
2. A building consent,
3. An authorisation for a service connection.

As a general rule, DCs will be assessed, and any requirement for payment of contributions advised, at the earliest opportunity. This is generally at the subdivision consent stage.

Council considers that the subdivision consent stage is normally the most appropriate stage to take a development contribution for residential developments for the following reasons:

- Practicality of implementation
- Economies of scale in implementation costs
- Best available knowledge for projections and allocating budgets

In the absence of subdivision, Council will apply DCs at the building consent or service connection stage where additional units of demand are created by additions to land or buildings.

A DC is required in relation to a development when:

- A particular subdivision, construction of a building, land use or work generates a demand for reserves, network infrastructure, or community infrastructure.
- The development (either alone or in combination with another development) requires new or additional assets or assets of increased capacity (reserves or infrastructure).

The effect of a development in terms of impact on these assets includes the cumulative effect that a development may have in combination with another development. A DCP also enables Council to require a development contribution that is used to pay, in full or in part, for capital expenditure already incurred by the Council to provide infrastructure to service expected growth.

The Council has a preferred approach to require payment for assessed DC charges at the time of assessment. For non-residential subdivisions one or more HUEs would be payable at the resource consent stage. Future developments on that subdivided land would be reassessed at a building consent stage and any additional DCs required from that development would be invoiced at that stage.

Council does have the ability to defer/postpone DC requirements, where allowed for in this Policy and considered appropriate. The processes detailing these issues are set out in Section 3.3 and 3.20.

## 2.6 Limitations to the Application of Development Contributions

Development which does not either in itself or in combination with other developments generate additional demand for community facilities will not be liable to pay a DC.

Council will also not require a DC for network infrastructure, reserves or community infrastructure in the following cases:

- Where it has, under Section 108(2)(a) of the Resource Management Act 1991 (RMA), imposed a condition on a resource consent in relation to the same development for the same purpose; or





- Where the Council has already required a DC for the same purpose or the same building work (so long as there is no change in scale and intensity);
- Where agreed with the Council the developer will fund or otherwise provide for the same reserve, network infrastructure, or community infrastructure; or
- Where the territorial authority has received or will receive sufficient funding from a third party to fund particular infrastructure.

## 2.7 Relationship to Resource Management Act

DCs under the LGA are in addition to, and separate from, financial contributions under the RMA. Council intends to use DCs under the DCP as its main means of funding infrastructure required as a result of growth over and above the works and services that may be required as conditions of subdivision or resource consent.

Council may require a Financial Contribution, as a condition of consent, in accordance with any relevant rule in the District Plan under the RMA. Financial Contributions cannot be applied as a condition of consent where a DC has been required for the same purpose on the same development.

Financial Contribution provisions are detailed in the Tairāwhiti Resource Management Plan: Section C2.1.9 Financial Contributions. This includes provisions for requiring:

- Reserve contributions (including Esplanade Reserves);
- Utility sites (for infrastructure, i.e. pumping stations, reservoirs);
- New roads or accessways;
- Upgrading and/or widening existing roads (including formed and unformed legal roads);
- Water, sewer and stormwater capital contributions;
- Water, sewer and stormwater reticulation within the development and also for extending reticulation to service the development.

Council will also still have the authority to require works or services on new developments to avoid, remedy and mitigate the environmental effects of proposed developments through resource consent conditions or in accordance with any relevant rule in the District Plan. DCs are for the acquisition, installation or expansion of assets over and above the works and services that may be required as a condition of consent.

For the smaller urban areas outside of the GUA, Council as service provider may require capital contributions through fees and charges for properties who apply to connect to township water or wastewater services.

### 3 Vision, strategy and ~~council~~Council assumptions

~~The Council has outlined~~ its Vision, Strategy and Council outcomes in the ~~LTP3YP~~. Linkages to the DCP are discussed in Appendix 4. DCs are an integral part of enabling Council to achieve the proposed ~~3YP~~ vision of ~~Tairāwhiti rising. It all starts here~~Healthy water, healthy land, healthy people, healthy future.

Gisborne is the main location for urban growth. Council has developed Tairāwhiti 2050, a Spatial Plan that was adopted in 2020. This confirms the planned expansion of the Gisborne Urban Area (GUA) to include the Riversdale area (Taruheru Block). This Spatial Plan is the adopted urban growth strategy for the District and has informed the infrastructure planning and schedule of costings for this DCP. The 2027 review will include the strategic direction the final Future Development strategy.

~~The wastewater treatment plant is planned for a major upgrade in 2021 /22 and this investment will generally benefit all the ratepayers in the GUA and these costs will be funded from rates. There is also provision for an additional Biological Trickling filter and ancillary equipment to support growth.~~

This Policy provides the means by which the Council may seek DCs from new development where the effect of that development, either alone or in combination, requires the Council to incur capital expenditure to provide services and infrastructure.

#### 2.1 Significant assumptions of the Development Contributions Policy

##### 3.1.1 Council Role

Council is assuming that it will act as the lead agency to ensure existing core infrastructure requiring upgrading is available to service growth developments in the District. Where new infrastructure is required only within a development it is the responsibility of the Developer to provide, with the option of vesting the new assets to Council provided they meet Councils standards.

There is the potential for major developments, where agreed with Council through a development agreement, for developers to take the lead role. In this instance Council may contribute to a development where additional capacity is required to service adjacent developments to ensure other developments are not constrained. Council's role will be assessed at each review of the LTP and DCP every three years. ~~There is also the possibility of the 3 waters sector being removed from Council responsibility as part of a government led review.~~ This DCP and the ~~GDC-LTP3YP~~ assumes that the current structures and responsibilities will remain as they are for infrastructure included in this policy.

The Council ensures, on behalf of current and future residents and ratepayers, that land development is carried out in a manner that results in acceptable outcomes in terms of aesthetics, environmental impacts and service standards.

##### 3.1.2 Development Contribution Areas

For the purposes of DCs, the area shown as the GUA for each infrastructure asset type is the only area that development contribution charges apply. Growth in the Gisborne District is occurring mainly in this area and additional infrastructure is required to meet this demand. The GUA varies between activities based on activity **service catchments**. (Refer to Maps in Appendix 2 of this policy and further explanation in Appendix 4).



The Council has determined that the identified service catchments in the GUA are appropriate for the activities due to (at a high level) the impact of growth being independent of where the growth occurs, the benefits of the capital projects apply to specific locations and the GUA as a whole (by generating additional capacity, as one example) and for reasons of practicality in all of the circumstances.

**Table 54: Areas covered by ~~proposed 2021~~the 2024 DCP**

Area	Activities for which Development Contributions will be Charged
Gisborne Urban Area	Land Transport, Reserves and other Community Infrastructure, Water, Wastewater and Stormwater

For clarity ~~the c~~Council considers that for stormwater activities, a development not only creates a demand for infrastructure within the hydrological catchment it is located in, but also creates demand (by the growth community within the development) for stormwater management and flood protection over a wider area.

The coastal townships north of Gisborne have little growth currently and infrastructure capacity is available. There is no growth related infrastructure investment planned in the ~~+0-7~~ year period covered by this policy. Council will reassess demand and capacity in these coastal townships as part of the 2024-2027 review.

### 3.1.3 Development types and units of demand.

In meeting its requirements under Schedule 13(2) of the LGA 2002 to attribute units of demand to particular developments or types of development on a consistent and equitable basis, the council has considered:

- a) the impact of residential services (rest homes) compared to individual residential dwellings,
- b) the need to separate residential and non-residential activities because of the different demands they place on activities of the council,
- c) the range of non-residential development types and impacts on infrastructure,
- d) the complexity of trying to make the Policy account for every different development type,
- e) the availability of data to support differential unit of demand factors for various types of development.

The Council considers that:

- a) there is data currently available to identify some average demand factors for a limited number of non-residential development types,
- b) using broad averages for a limited number of development types is sufficient to approximate the range of development likely to occur in Gisborne,
- c) as determined by Council staff, a special assessment can be used where a development results in an impact on infrastructure significantly different from that envisaged in this policy (generally +/- 50% of the average demand for services for that category).



### 3.1.4 Planning Horizons and the Period Covered by this Policy

A ~~10~~7-year timeframe has been used as a basis for forecasting growth and applying a development contribution under this update to the policy. Benefits will be distributed over that timeframe with averaging to avoid the effects of lumpy<sup>2</sup> infrastructure works within any given year on DCs.

This timeframe aligns to the period included in the 2021 LTP and 3YP. Council has detailed planning and costings for infrastructure networks for this ~~10~~7-year period.

Development beyond this timeframe will involve additional growth related infrastructure services that have not yet been fully costed. These longer term infrastructure requirements to service growth, and the additional households enabled, will be included in future DCPs.

### 3.1.5 Projecting Growth

The Council is planning for new development that is occurring in the GUA. This places demands on the Council to provide a range of new and upgraded infrastructure.

The successful application of the DCP is dependent on population projections and the Council adopted spatial allocation of growth within the District. These projections are required to inform infrastructure planning and to reduce the investment risks to Council as to the population growth and its location accurately of future growth of the District.

The DCP uses the growth projections as set out in the Forecasting Assumptions section of the LTP. These forecasts are based on the medium growth scenario from Thomas Consulting. Gisborne is currently experiencing a surge in population growth that is resulting in moderate household growth as a result of positive immigration and solid economic growth. This is a significant change in trend that is putting increasing pressure on infrastructure. ~~The Covid-19 pandemic has caused additional population gains as more people return to Gisborne, and there are less opportunities for existing residents to migrate elsewhere.~~

Forecasts will be updated as part of each LTP process based on actual growth, Statistics NZ forecasts and annual population estimates. District growth has been split into GUA and the balance of the district. The forecasts are informed by the Spatial Plan, HBA 2022 and Urban Growthdraft Future Development Strategy, Tairāwhiti Resource Management Plan, Council Asset Management Plans and actual historic developments. The impact of non-residential development varies depending on economic conditions and specific developments.

This DCP applies an assessment of the demand for services generated by each non-residential development to determine the number of HUEs for Water, Wastewater, Transport and Stormwater. A summary table of the key forecasts is shown below. Council is forecasting moderate-strong household growth of ~~0.6~~1.4% a year to ~~2021, increasing to 0.8% a year~~ from ~~2021-2024~~ - 2031.

<sup>2</sup> Lumpy infrastructure is where in any given year there are large sums assigned due to the discrete nature of the development work



**Table 65: Forecast Household Unit Equivalent numbers**

	<u>2018-2021</u>	<u>2021-2024</u>	2031	Additional HUEs <u>2021-2024 to</u> 2031
	Households (HUEs)	Households (HUEs)	Households (HUEs)	Households (HUEs)
Gisborne Urban Area Residential	13,548,860	<del>13,860</del> 14,314	15,480,732	1,620,418
Gisborne District Balance	5,100,138	5,138	5,218	80
Gisborne District	18,648,998	<del>18,998</del>	20,698	<del>1,700</del>
<b>Adjustments for HUE Revenue</b>				
Less Residential Services in Non-residential forecasts below			200,140	1,420,278
Less lots already subdivided			3021	1,390,257
Less dwellings < 60m2 not in Rest homes (Charged 0.5 HUE)			8056	1,310,201

## Non-Residential Growth

Council carried out detailed growth forecasts of non-residential gross floor areas for the GUA in 2017. ~~These forecasts have been assessed as still being suitable for this DCP. These have been assessed against the work done in the HBA 2022. While population and household growth is forecast to be much stronger than previously forecast, the current impacts with Covid-19 means that n~~Non-residential growth is not expected to increase to the same extent as residential growth reflecting the backlog of existing residential demand. Given the level of uncertainty Council has decided to include the existing non-residential forecasts as a basis for assessing likely additional HUEs.

**Table 76: Non-residential Gross Floor Area forecasts**

	<u>2018-2021</u> Gross Floor Area (GFA)	<u>2021-2024</u> GFA	2031 GFA	change in GFA <u>2021-</u> <u>2024 to 2031</u>	Additional HUE's <u>10.7</u> year total
Gisborne Urban Area	<del>860</del> 867,783,199	<del>867,199</del> 879,228	906,439	<del>39,240</del> 27,211	Transport – 454,320
Non - Residential					Water – <del>197</del> 134 Wastewater – <del>197</del> 134 Stormwater - <del>234</del> 167



Total forecast increase in HUE's in the GUA ~~2021-2024~~ to 2031 = 1,410,201 – 1,764,521 (depending on the activity being funded). Adjustments were made to reflect that residential rest homes are included in the non-residential calculations. Also accounted for is the expected number of small dwellings <60m<sup>2</sup> currently charged at 0.5 HUE, and the number of lots already subdivided but not yet developed.

### 3.1.6 Other Assumptions

- Timing of expenditure – the timing of specific projects is likely to vary over time as they are reliant on actual growth rates, the cost of providing infrastructure, demand for greenfield housing, the state of the economy, developer profit margins and many other economic and societal factors that Council has little control over. Council is carefully monitoring the actual level of development and aims to be just ahead of service demands on infrastructure, where it is cost efficient to do so.
- Method of service delivery when Council is providing infrastructure - Council uses both in-house staff and external consultants to fund, design and manage the provision of core infrastructure needed to service forecast growth. Construction is usually done through a tender process by the private sector. This is currently assessed as the most efficient model for delivery. Council will reassess this assumption at least every six years as part of meeting the requirements of section 17A of the LGA.
- Third party funding availability – Council is assuming that there will be no third party funding for growth related three waters infrastructure projects. If alternative funding for these projects does become available, from Development Agreements or government / regional grants, Council will amend the schedule and reduce total funding required through DCs. Funding by NZTA for Rooding, footpaths and walkways / cycleways is set through the three-yearly work programme and is reflected in this DCP.
- Debt servicing – From time to time Council DC activity reserves may be in deficit. This occurs if the required infrastructure is more expensive than the balance of DC revenue already collected. Council will loan fund any required work at this point. Future DC revenue will pay off the loan, including interest. The interest rate charged will be at the average Council rate at that time.

### 3.1.7 Best Available Knowledge

This DCP is based on the best available knowledge that Council has at the time of adoption. The Project expenditure schedule in Appendix 1 is consistent with the adopted 2021 LTP and 3YP but may be updated each year and the DCP will be reviewed every three years. As time passes discrepancies may emerge between historic Council documents and the updated schedule in Appendix 1. For DC purposes the Schedule will prevail.

## 3.2 Capital expenditure council-Council expects to incur as a result of growth

Council has estimated the extent of growth within the Gisborne Urban Area (GUA) and the capital expenditure necessary to meet the demands of the growth. Each capital project is identified as level of service (Rates funded) or growth (DC funded). The total growth costs for each activity covered by this DCP are then divided by the number of additional HUEs in each activity, including the non-residential component. This results in DC charges by activity for each additional HUE.





The total estimated capital expenditure Council expects to incur, as a result of growth, to meet increased demand, is summarised below in Table 37. Note that the estimated expenditure includes an allowance for professional services, including investigations, option assessment, detailed design and construction management.

In determining the total estimated growth component to be funded by DCs, careful consideration was given to those matters listed under sections 101(3) and 106 of the LGA for each individual activity (network infrastructure or community facility). Key considerations included:

- The nature and operation of the activity;
- An analysis of who will benefit from the planned capital expenditure work; and
- An analysis of who will cause the need for the planned capital expenditure work.

**Table 87: Summary of 10-year LTP estimated Council capital expenditure by funding type to June 2031**

Inflated capital expenditure - includes historical capital expenditure funded from Development Contributions.

Activity	Growth related expenditure pre July 2021 to be funded (DC Reserve Accounts as at Dec 2020)	Total estimated Capital Expenditure Work	Renewals	Total Level of Service Component	Total Estimated Growth Component	Total Estimated to be Funded by Development Contributions by June 2031*
	<b>\$ Million – Inflation adjusted</b>			<b>\$ Million in \$2020/21</b>		
Water	<del>+\$0.3312</del> (surplus)	\$30.9	\$23.4	\$4.8	\$2.2	\$1.51.69
Wastewater	<del>+\$0.791.29</del> (surplus)	\$77.7	\$31.1	\$34.3	\$10.6	\$7.785
Stormwater	<del>-\$0.755</del>	\$17.1	\$8.5	\$6.2	\$2.1	\$2.52
Transport	<del>+\$0.9217</del> (surplus)	\$216.3	\$164.0	\$45.2	\$6.2	\$3.32.3
Parks, Reserves and other Community Infrastructure	<del>+\$0.2942</del> (surplus)	\$67.9	\$45.2	\$21.9	\$0.8	\$0.539
Other	n/a	\$83.4	\$25.3	\$58.1	-	-
<b>Total Infrastructure</b>	<del>+\$0.021.5</del>	<b>\$493.2</b>	<b>\$297.4</b>	<b>\$170.6</b>	<b>\$21.9</b>	<b>\$15.414.5</b>

\*(Development contribution figures inclusive of opening balances).

**Nb: Yellow highlight to be updated to reflect 3YP and years 7-10 of 2021 LTP prior to consultation**

A more detailed description of each activity, the funding approach taken for each activity and justification for the funding approach taken for each activity is included in Section 4 and Appendix 4 of this Policy.



The level of service component of Council's identified infrastructure works, relates to increasing the level of infrastructure provision due to higher public expectation, environmental or statutory obligations e.g. environmental standards for water quality or technological improvements. Asset Management Plans for each activity define the relevant level of service to be delivered for that activity.

Where the infrastructure works to service growth also result in an increase in the level of service to the wider community, then the value of the improved service is treated separately. This is noted as Total Level of Service Component in Table 87. Renewal of all assets is also identified separately and makes up the largest proportion of capital expenditure. Levels of service increases and renewals are not funded through DCs.

### 3.3 Capital Expenditure Council has already Invested in Anticipation of Development

DCs will also be required to meet the cost of capital expenditure for growth already incurred over the past five years, but have not yet been funded. This applies only where Council has previously made the decision to carry out the work on the basis that it is to be fully or partly funded by future DCs. Council has a legal requirement to use the funds within 10 years for the purpose they were taken for.

### 3.4 Unit of Demand

A unit of demand is a Household Unit Equivalent (HUE), the average demand for infrastructure services created by one additional house lot developed. A DC for network infrastructure is required where additional units of demand are created. A HUE is equivalent to one residential lot containing one residential unit. All residential lots are assumed to contain one HUE as this is efficient, equitable and appropriate. While actual demand will vary between households the different impacts on infrastructure is assessed as minor.

It is assumed that these demand levels will remain the same for the forecast period. Reviews of the DCP will consider the relativities between residential and non-residential developments.

### 3.5 Schedules forecast Values

**All capital expenditure schedules in this policy are exclusive of GST.**

The schedules are in 20214 dollars. Schedules can be updated annually to ensure relevance and transparency. The DC charge applied in future years will be adjusted for inflation using the [latest available](#) Statistics New Zealand Producers Price Index Outputs for Construction (PPI) [likely to be](#) as at ~~30 Jun~~31 Marche each year.



## 4 Assessment of development contributions

### 4.1 Commencement

Relevant applications (as set out in section 2.3) made on or after **1 July 2021-2024** are subject to assessment for development contributions under this policy. Applications made on or after **1 July 2008** and before **1 July 2021-2024** will be subject to assessment under the relevant previous policies. Applications for resource consent may also be subject to assessment for financial contributions under the Tairāwhiti Resource Management Plan.

### 4.2 Delegation of assessments

Assessments will be made by an officer of Council. Reconsideration of assessments, as described in 3.21 of this Policy, will be undertaken by Building Services staff (~~Environmental Services and Protection~~Sustainable Futures Hub).

Decisions about whether to enter into development agreements, and on what terms, will be made jointly by the Director Community Lifelines and Director ~~Environmental Services and Protection~~Sustainable Futures.

Decisions about waiving or remitting the costs that would otherwise be recoverable in respect of objections will be made by the Director Sustainable Futures~~Environmental Services and Protection~~.

Decisions about remitting development contributions will be made by either the Director Lifelines or the Director Sustainable Futures~~Environmental Services and Protection~~.

Any decision Council has delegated to a Council officer under this policy may be escalated to that officer's manager.

### 4.3 Applications assessed

Council will assess the following types of applications to determine whether development contributions are required under this policy:

- a) Applications for subdivision resource consent under the Resource Management Act 1991 (RMA).
- b) Applications for land-use resource consent under the RMA, or for building consent or a Certificate of Acceptance under the Building Act 2004 (Building Act) where the consent/certificate is associated with:
  - i. the creation of new residential dwellings (including relocation of existing houses) on a site
  - ii. the creation of new buildings or extension of the gross floor area of buildings
  - iii. the change in use of a building
  - iv. an increase in the design occupants of a visitor accommodation or residential services activity
  - v. an increase in the area of impervious surfaces.
- c) Applications for service connection including water, wastewater, trade waste and stormwater.

The assessment will be made against the first consent application lodged for a development and a reassessment made on every subsequent consent application.

The Council will assess subdivision for a non-residential development as a minimum of 1 additional HUE per activity per allotment. The development will be reassessed if there is a subsequent building consent or service connection.

When Council takes a development contribution at subdivision consent stage, the expected principle nature of activities authorised by any existing land use consent for the site and/or, in the underlying Zoning, will determine the type of development contribution payable.



The Council may choose to defer the assessment of land use consents if there are special circumstances. For clarity Council will usually charge a minimum of 1 additional HUE per activity per allotment at the subdivision stage.

Each reassessment will take into account the number of units of demand previously assessed and determine whether the development still generates the same number of units of demand.

**Note:**

1. Council will not defer assessment of development contributions for residential development.
2. Development Contribution fees will not be deferred for industrial subdivisions and one or more HUE are payable at resource consent stage with the balance payable at building consent stage when the full scope becomes apparent.
3. Designations are not assessed, but the development may be assessed at building consent stage.
4. Applications for works necessitated by a condition of a consent are not exempt from development contributions.

**Process for assessing Development Contributions payable:**

<b>Step 1</b>	Catchment Area	Establish what catchment area the 'development' lies (Appendix 2)
<b>Step 2</b>	Number of HUE's	Establish the number of HUES created by the 'development' (Section 3.7)
<b>Step 3</b>	Number of HUE's Credit	Establish per activity the 'credits' applicable to the parcel of land (Section 3.11)
<b>Step 4</b>	Number of HUE's payable	Calculate the increase in HUE's
<b>Step 5</b>	Charge per HUE	Establish the development contribution per HUE for that particular catchment area as per Schedule of Charges (Section 3.8 and Appendix 1)
<b>Step 6</b>	Amount of DC's payable	Calculate the development contributions payable

**4.4 Activities for which development contributions are assessed**

Applications will be assessed for contributions for five different activities:

- Reserves;
- Transport;
- Water supply;
- Wastewater;
- Stormwater.

**4.5 Formula for calculating contributions**

Contributions (C) for reserves, transport, water supply, wastewater and stormwater will be calculated according to the following formula:

$$C = H \times R$$



Where:

H = Number of Household Unit Equivalentents (HUEs) or units of demand calculated in accordance with section 3.7 to 3.10 less any credits calculated in accordance with section 3.11; and R = The applicable rate per HUE for the type of contribution (activity) and the catchment associated with the development (refer to Appendix 2).

#### 4.6 Catchments

The catchments for charging each type of contribution are set out in Appendix 2, and the rationale further explained in Appendix 4. If for any reason a development or service connection request falls outside the catchment for water, wastewater or stormwater and is still served by the network infrastructure, then the calculation of contributions shall be as if the development or service connection was located within the catchment.

#### 4.7 Assessment of HUES on the basis of multipliers

Subject to Sections 3.9 and 3.10, the number of HUEs associated with a development will generally be assessed on the basis of the standard multipliers set out below, less any credits provided for in 3.11.

a) Residential Developments

**Table 9.8 – HUE Multipliers for residential developments**

Activity for Which Contributions Assessed	Unit of Measure	Multiplier (HUE/Unit of Measure)
All	Allotment or 1st dwelling on an allotment	1 - (allotments and dwelling units of 60m or more gross floor area). 0.5 - (dwelling units less than 60m <sup>2</sup> gross floor area).
All	Every second and subsequent dwelling unit on an allotment.	1 - (60m <sup>2</sup> or more gross floor area). Every second and subsequent dwelling unit on an allotment. 0.5 - (less than 60m <sup>2</sup> gross floor area).



## b) Non-residential Developments

**Table 10-9 – HUE multipliers for non-residential developments**

Land Use type non-residential		Draft HUE Ratios – Residential = 1				
Suggested Categories	Suggested Measure	Transport	Water	Wastewater	Stormwater	Reserves
Community Services	100m2 GFA	1.34	0.30	0.30	0.29	nil
Visitor Accommodation and Residential Services	Per unit / room	0.4 room / unit	0.30	0.30		nil
Warehousing / Agriculture / Forestry	100m2 GFA + outdoor storage	0.25	0.16	0.16		nil
Commercial / Office	100m2 GFA	0.76	0.30	0.30		nil
Retail	100m2 GFA	1.60	0.20	0.20		nil
Restaurants / Cafes / Bars / Takeaways	100m2 GFA	1.90	1.30	1.30		nil
Industrial	100m2 GFA	0.80	0.40	0.40		nil
Other Industry - Servicing	100m2 GFA	0.90	0.30	0.30		nil

**4.8 Schedules to Development Contributions Policy:****a. Events that may give rise to a requirement for development contributions**

The following events may give rise to a requirement for development contributions determined in accordance with Section 3.3 of this Policy and charged at the rates per HUE set out in Tables 11 and 12 under 3.8b. below:

**Subdivisions:**

Granting of Subdivision Resource Consents under the RMA.

**Land use Consents and Building Consents:**

Granting of a land use resource consent under the RMA; or a Building Consent or Certificate of Compliance under the Building Act 2004 may give rise to a requirement for development contributions under this policy where the consent/certificate is associated with:

**Residential:**

Creation of new dwellings (including relocation of existing houses) on a site



**Non residential:**

- creation of new buildings or extension of the gross floor area of buildings
- a change in use of a building
- an increase in the design occupants of a visitor accommodation or residential services activity
- an increase in the amount of impervious surfaces.

**Service connection:**

Granting of a service connection for Water, Wastewater, Trade Waste or Stormwater may give rise to a requirement for development contributions under this policy.

**b. Development contributions payable**

The development contributions payable for parks and open spaces, land transport, water supply, wastewater, stormwater per HUE and catchment are set out in the following table.

**Table 11-10 – DC charges for a HUE by activity**

Activity	Catchment Area	Contribution per HUE (\$) (GST Exclusive)
Transport	Gisborne Urban Area (Land Transport and Reserves)	\$1,857,535
Water	Gisborne Urban Area (Water)	\$9831,273
Wastewater	Gisborne Urban Area (Wastewater)	\$5,086,882
Stormwater	Gisborne Urban Area (Stormwater)	\$1,616,793
Reserves	Gisborne Urban Area (Land Transport and Reserves)	\$376,328
<b>Total</b>		<b>\$9,918,10,811</b>

**4.9 Additional rules relating to assessment on the basis of multipliers**

Each application is assessed as a residential development, non-residential development, or a mixture. Mixed developments are assessed under the provisions that apply to both residential and non-residential developments for the applicable parts of the development.

Units of demand will only be assessed for water or wastewater if a connection to the network is or will be available.

Allotments subject to an amalgamation condition, or that will be subject to an amalgamation condition, shall be considered as one allotment for the purpose of calculating HUEs.

For the avoidance of doubt, dwelling units of less than 60m<sup>2</sup> gross floor area that are classified as minor dwelling units under the [Tairāwhiti-Tairāwhiti](#) Resource Management Plan will be assessed as half a unit of demand.

Non-residential developments will generally be classified as a single development type, i.e. the one that best represents the dominant or primary activities associated with the development; and ancillary activities will not be considered separately. However, where a development has distinct parts, Council may, in its discretion, consider these parts separately. For example, the wine

manufacturing component of a winery may be considered separately from the restaurant component.

Where a non-residential development is not described by the types of non-residential development identified above, the multiplier for the type of development with the most similar demand characteristics will be used.

Outdoor display areas for goods, e.g. garden centre display areas will be included in the calculation of GFA for retail, provided they are formalised areas primarily for display and not storage of goods.

Each retail premises in a development shall be considered separately to determine the number of HUEs for Land Transport. For multi-storey, multi-unit residential developments, the number of HUEs for stormwater development contributions will be based on the impervious surfaces, as for non-residential development.

Where a residential and non-residential aspect of a development share a common footprint, the number of HUEs for stormwater shall be based on the approach for non-residential development, i.e. impervious surfaces.

#### **4.10 Special Assessments of HUEs on the basis of actual or anticipated demand**

If the actual demand associated with a non-residential development is likely to be significantly different, that is at least 50% more or less than what is implied by the multipliers and demand assumptions in Section 3.7 b, the Council may, in its discretion, choose to calculate the number of HUEs on the basis of the actual anticipated demand (including a Traffic Impact Assessment, peak water take, peak wastewater discharge), less any credits provided in 3.11.

This 'special assessment' may be called for at the Council's discretion. The applicant will be expected to provide supporting information and detailed calculations of their development's land transport, water supply, wastewater and stormwater demands in base units. Using the standard base unit/HUE conversions (Table 13) these estimates may then be converted to HUE's and charged accordingly. This additional information could be made part of a Section 92 (RMA 1991) request or at requested pre-application stage.

In determining whether to use this alternative calculation Council will consider the likelihood that the demand will change over time and whether, therefore, the standard approach may be more appropriate.

An assessment on the basis of actual anticipated demand shall be made by estimating the actual demand associated with the development for each service in the units of measure set out in 3.7, and dividing this by the demand assumptions for a HUE set out in Table 12 in section 3.8b. The calculation may be adjusted to reflect other factors that influence the design of infrastructure, peak demand issues and measures to mitigate demand.

For example, a 'traffic impact assessment' is a requirement for most large non-residential and residential developments. It will usually be possible to compare the vehicle trips per day reported from this source with Table 13.

### Assessment of credits for historic development

Historic credits acknowledge prior development of the site which has ceased and will be applied against the number of units of demand assessed for a development calculated under Sections 3.7 to 3.10. The following principles shall apply to calculating credits:

- the onus is on the applicant to include details in the application of the historic development
- credits can only be used for a development on the same site and cannot be transferred from one site to another
- the number of credits available is calculated under the policy that applies at the time of the assessment of the new development
- additional credits will not be refunded if the number of units of demand assessed for any activity for the historic development exceed the number of units of demand assessed for the new development. However, the historic development may be considered again when assessing credits for any future development
- credits for historic non-residential development will only be awarded if the elements that imply that development (i.e. the buildings, impervious surfaces etc.) were present in the ten years prior to assessment.

### 4.11 Reductions

The value of the development contribution assessed will be reduced for the following reasons:

#### a) Esplanade reserves

Esplanade Reserves or strips required under the RMA and associated with the development will be offset against development contributions payable for Reserves, up to the value of the contribution payable. Valuation of the Esplanade Reserve or strip will be GST exclusive and shall be assessed in terms of section 62(1)(b) of the Public Works Act 1981. The date of valuation shall be no more than 12 months before the requirement for the contribution.

#### b) Special circumstances

Special circumstances may apply in relation to some service connections that may be taken into account to reduce the development contribution payable e.g. a targeted or special rates levy has been agreed pending the installation of a new service and as such provides for that property to connect to the services when commissioned. Under these circumstances the agreement would be honoured and no development contribution would be applied, except for where the demand proposed is greater than that envisaged by the special rate and a development contribution, or part thereof, will be charged.

#### c) On-site provision of infrastructure

The Council will consider a reduction in the development contribution assessed where the applicant will provide additional infrastructure on-site that reduces the demand for Council infrastructure. This could include:

- Wetlands, storage tanks and rain gardens to limit stormwater run-off and reduce reticulated water usage,
- Onsite pre-treatment of wastewater.

The applicant would need to prove that the additional infrastructure is over and above the standard services required by Council and would directly offset the standard demand for services. An assessment may be carried out by Council to identify how many (if any) HUE's should be deducted from the development contributions calculated.





## 4.12 Remissions

Council will consider requests for remission of development contributions on the following grounds:

- The development is by a non-profit organisation and will provide benefits to the public.

Any such request must be made in writing and within 20 working days after the date on which the Council sent notice of the level of development contribution Council requires.

The request must include the following information:

- description of the site and specific application subject to the contribution
- description of the organisation seeking the remission and confirmation that it is a non-profit organisation as defined in the glossary
- description of the benefits that the development will provide to the public and the extent of access to those benefits.

The request will be considered by the Director Lifelines or the Director ~~Environmental Services and Protection~~ Sustainable Futures.

The Director will have regard to the following criteria in determining whether to grant a remission and the quantum of the remission:

- the level of the public benefits provided by the activity and the extent of access to those benefits, and
- the funding available in Council's Remission fund and any other likely claims on the fund in that financial year.

Council will give written notice of the outcome of its consideration of the request within 15 working days of its receipt of the request and all relevant information relating to the request.

## 4.13 Reassessment of a development

Where a development becomes subject to assessment under more than one development contribution policy or version of a policy then the assessment of units of demand under the most recent policy or version shall prevail for the development as a whole.

To avoid doubt, no refund shall be given, or additional contributions required, because the rate per unit of demand has changed.

## 4.14 Money or land

The LGA provides that a development contribution for Reserves may be money or land, or both. Under this policy the contribution for Reserves shall be made in money unless, at the sole discretion of the Council, land is accepted.

In general, Council will only accept land as a development contribution for Reserves where it is specifically a recreation, scenic or historic reserve and will be vested as such on subdivision or otherwise classified. However, Council may also accept easements for access etc. to Reserves or for recreational purposes. In determining whether to accept land the Council will have regard to existing policies. Drainage reserves and areas within reserves that are used primarily for drainage (e.g. retention pond areas), while they may be accepted by Council, will not form part of a development contribution for Reserves.





#### 4.15 Development agreement

Council and a developer may enter into an agreement that provides for a departure from the standard development contribution calculation. Such an agreement must be at the written request of Council or the developer, and must be agreed by to by both parties.

Council will consider the interests of the developer, the community and Council when deciding whether to enter into a development agreement. Reasons for entering into a development agreement may include:

- the developer seeks infrastructure to be provided over a different timeframe from that planned in the capital works programme
- services can be provided in a manner different to Council's standard procedures/guidelines
- a development that is very large in scale
- Council seeks to acquire land for Reserves
- the development includes works which duplicate works provided for in Council's LTP
- the development requires service levels in excess of what would generally be provided, and Council considers that it is appropriate to provide the service.

Council delegates its authority to enter into a development agreement jointly to the Director Lifelines and Director [Environmental Services and Protection Sustainable Futures](#).

Note: Further details about development agreements, including the process Council must follow when receiving a request for a development agreement, the content and effect of a development agreement, are set out in sections 207A to 207F of the LGA.

#### 4.16 Payment Due Dates

The following table summarises when a development contribution invoice is generated and required to be paid. In most instances the invoice will be generated at the time an application for Code Compliance Certificate, Certificate of Acceptance or 224c is made, unless requested earlier.

**Table 12-11 - Summary of Invoicing and Payment**

Application Type	Timing of Action
Land use	An invoice will be issued at the time the Land Use resource consent is granted. Payment must be made within 20 days of the invoice being issued on granting the consent, and / or before the Land Use is given effect to.
Service Connection Request (where a building consent is not lodged/required)	An invoice will be issued at the time the connection request is approved and payment is due within 20 days of the invoice being issued. Payment must be made prior to any connection being made.
Building consent	An invoice can be requested at any time by the applicant. If no invoice is requested, an invoice will be issued automatically at the time of application for Code Compliance Certificate or Certificate of Acceptance. Payment must be made prior to Issue of the Code Compliance Certificate or Certificate of Acceptance.
Resource Consent (subdivision)	An invoice can be requested at any time by the applicant. If no invoices is requested, an invoice will be issued automatically at the time of application for 224c. Payment must be made prior to issue of the 224c.



#### 4.17 Enforcement Powers

Council may recover debt through normal court action.

Until development contributions required in relation to a development have been paid Council may also, pursuant to section 208 of the LGA:

- in the case of a development contribution required when granting resource consent under the RMA, withhold the section 224(c) certificate on a subdivision and prevent the start of a resource consent
- in the case of a development contribution required when granting a building consent under the Building Act, withhold the Code of Compliance Certificate
- In the case of a development contribution required when granting a Certificate of Acceptance, withhold the Certificate of Acceptance
- in the case of a development contribution required for an authorisation for a service connection, withhold that service connection
- in each case, register the unpaid development contribution under the Statutory Land Charges Registration Act 1928, as a charge on the title of the land in respect of which the development contribution was required.

#### 4.18 Refunds

A refund of money or return of land will occur in the circumstances set out in sections 209 and 210 of the LGA where applicable.

#### 4.19 Postponements

Postponements on payment of a development contribution will not be applied.

#### 4.20 Reconsideration Process

As set out in section 199A(1) of the LGA, any person required by Council to make a development contribution may request a reconsideration of the requirement if they believe that:

- the development contribution was incorrectly calculated or assessed under the territorial authority's development contributions policy; or
- the territorial authority incorrectly applied its development contributions policy; or
- the information used to assess the person's development against the development contributions policy, or
- the way the territorial authority recorded or used it when requiring a development contribution, was incomplete or contained errors.

As set out in section 199A(4) a person may not apply for a reconsideration of a requirement for development contributions if they have already lodged an objection to that requirement under section 199C and Schedule 13A of the LGA.

Any such request must be made in writing within 10 working days after the date on which the person lodging the request for the reconsideration received notice from the Council of the level of development contribution Council requires.

The request must clearly state the site and specific application subject to the contribution, the particular contribution(s) to be reviewed, and any matters the person would like Council to take into consideration when undertaking the review.



The reconsideration will be undertaken by the Building Services Manager.

The reconsideration will be limited to consideration of the grounds for reconsideration listed in the bullets in this section.

Council will give written notice of the outcome of its reconsideration within 15 working days of its receipt of the request and all relevant information relating to the request.

Note: The LGA also provides a process for persons to object to development contributions assessed and for decisions on objections to be made by independent development contribution commissioners. Refer to Schedule 13A of the LGA for further details.

## **4.21 Other Matters**

### **Goods and services tax (GST)**

Once all the development contribution calculations are complete, GST shall be added to the final invoice as required by the legislation and/or regulation of the day.

### **Valuations**

Where it is necessary to value land to ensure the maximum contribution requirement in section 203(1) of the LGA is not exceeded, or to assess the value of an Esplanade Reserve or contribution in land, the value shall be assessed in terms of section 62(1)(b) of the Public Works Act 1981. The date of valuation shall be no more than 12 months before the requirement for the contribution.

In addition, where it is necessary to value land to ensure the maximum contribution requirement for Reserves in section 203(1) LGA is not exceeded, valuation of the additional allotments created by subdivision shall be calculated as the average value (the mean) of all post-development allotments intended or capable of supporting residential development.

### **Applications to vary consents or the conditions of consent**

Where applications are received to vary a consent or the conditions of a consent, a new assessment will be made reflecting any increase or reduction on the demand for infrastructure and/or services that would result in a change to the HUEs relating to the original consent application.

### **Council developments**

Council is exempt from paying any development contributions on any development that itself is a capital expenditure for which development contributions are required. Council is otherwise required to pay development contributions as assessed under the policy.

## 5 Explanation of the method for developing the schedule of charges

### 5.1 Relevant provisions in the Local Government Act 2002

Relevant provisions in the LGA include the following:

- Section 197AA and 197AB provides the purpose and principles for development contributions;
- Section 199 provides the basis on which development contributions may be required.

Development contributions may be required in relation to developments if the effect of the developments is to require new or additional assets of increased capacity and, as a consequence, the territorial authority incurs capital expenditure to provide appropriately for the following:

- Reserves;
- network infrastructure;
- community infrastructure.

Subsection (2) clarifies that Council may require a development contribution in relation to capital expenditure already incurred by the territorial authority in anticipation of the development.

Subsection (3) states that in subsection (1) effect includes the cumulative effects that a development may have in combination with other developments.

Section 203 (1) sets the maximum contributions for reserves and for network infrastructure and community infrastructure - Development contributions for reserves must not exceed the greater of:

- 7.5% of the value of the additional allotments created by a subdivision, and
- the value equivalent of 20 square metres of land for each additional household unit created by the development.

Development contributions for network or community infrastructure must not exceed the amount calculated by multiplying the cost of the relevant unit of demand by the number of units of demand assessed for a development or type of development (clause 1 and 2 of Schedule 13 of the LGA).

Schedule 13 contains the general methodology for determining the maximum development contribution. In short, this requires identification of the capital expenditure costs, as set out in the LTP, which the Council expects to incur to meet increased demand resulting from growth and to attribute these costs to units of demand.

Clause 2 further requires that Council demonstrate that the units of demand are attributed to developments on a consistent and equitable basis.

### 5.2 The Capital Works Programme

Development contributions are only charged in relation to capital projects identified in the [2021 LTP and 3YP](#). This includes both current projects identified ~~in the current LTP~~, as well as past projects. These are listed in Appendix 1. The Capital Works Programme is founded on a range of considerations including:

- provisions of the LGA, such as the purpose of local government (section 10), decision-making requirements (sections 76-81), the principles relating to local government (section 14)
- the community outcomes identified in the LTP under the LGA
- projections of growth and other changes in the community which could drive changes in demand



- service provision levels and standards, which define the services being provided to the community in terms of criteria plans and strategies.

Development contributions have been considered as a potential funding source for the following activities:

- reserves
- land transport
- water supply
- wastewater
- stormwater

Other types of network and community infrastructure capital projects could potentially be considered for development contributions in the future.

Council has used the best information available at the time of developing this policy to estimate the capital expenditure. However, it is likely that actual costs will differ from estimated costs due to factors beyond the Council's control, such as changes in the price of raw materials, labour, etc and the timing of capital works taking place.

### 5.3 Unit of Demand

The Household Unit Equivalent (HUE) is the base unit of demand used to apportion costs between different types of development in the calculation of development contributions. It represents the assumed demand for the service generated by an average household, as set out in Part 3 of the Schedule.

Units of demand can be assessed at subdivision, land use and building consent stages. It is Council's preference to assess and apply a development contribution at the first stage of development, namely the subdivision consent stage. Individual developments may create multiple units of demand for any of the given community facilities. To determine the number of units of demand created by a particular development for a particular community facility the unit of demand factor is multiplied by the assessed demand measures associated with the development as defined in section 3 and based on the demand assumptions stated in Table [13-12](#).

Table [13-12](#) contains the demand assumptions for an independent household unit (i.e. one unit of demand or 1 'HUE'). The demand assumptions were used to develop the multipliers used to attribute units of demand to developments assessed on the basis of multipliers. They are also used to attribute units of demand to developments assessed on the basis of actual anticipated demand.

**Table 13-12 - Demand assumptions for one HUE**

Activity	Unit of Measurement for HUE	Demand per HUE	Comments
Reserves	Apportionment of total demand on Parks and Open Spaces	1 apportionment	
Transport	Number of average vehicle trips per day associated with the development	10	
Water	Daily flow	730 litres per day	
Wastewater	Daily flow	614 litres per day	
Stormwater	Impervious surface area	340 m <sup>2</sup>	Excludes impervious surfaces associated with roads or other public land.

Every dwelling with a gross floor area of 60m<sup>2</sup> or more is assumed to represent one HUE of demand for each service. Dwellings with a gross floor area of less than 60m<sup>2</sup> are considered to represent half a HUE of demand for each service.

Section 3.7 sets out the multipliers used to calculate the number of HUEs associated with non-residential development. In essence, these multipliers represent the assumed typical relationship between the demand generated by non-residential development and the demand generated by households. Similar multipliers are used to convert the growth model to HUEs in the funding model.

#### 5.4 Measurements to determine Units of Demand for Activities

Different types of measurements are used to allocate units of demand for each activity for residential and non-residential developments (refer to Section 3.7).

For all activities a differentiation is made between residential and non-residential development due to the demand they place on the network activities. The catchment area is defined as the GUA for each activity as shown on the maps in Appendix 2.

The HUE divisor needs to account for both residential growth and non-residential growth. Residential is assumed at 1 HUE per additional allotment. This forms the basis for defining the number of HUEs for Non-residential growth is converted to HUEs using the following assumptions:

- Water = 1 HUE per 0.73 m<sup>3</sup> per day usage
- Wastewater = 1 HUE per 0.614 m<sup>3</sup> per day of discharge
- Stormwater = 1 HUE per 340 m<sup>2</sup> of impervious surface area (ISA), including roof area
- Land Transport = 1 HUE = 10 vehicle movements
- Reserves and Community Infrastructure = 1 HUE per additional allotment.

There will be circumstances where no HUE assessment is necessary. For example, where the development is providing all its own infrastructure, thereby creating no demand on Council assets.



The following provides a specific explanation of units of demand allocated for each activity:

### 5.4.1 Water Supply

The GUA service catchment is characterised by interdependent components. For the purposes of Development Contributions, the water reticulation network is optimised to include only those components necessary to the effective operation of the system. Interdependence within the network creates a need for integrated management of the operation of these necessary components. As such, the management of this network is undertaken with network-wide supply and demand issues in mind.

An amount of 100% growth has been assumed where the works are purely to service future development and include extensions of the existing network to and within future development areas. Where existing reticulation is being duplicated or upgraded, and there are currently deficiencies in the level of service, i.e. marginal capacity with regard to firefighting capacity or low-pressures during peak demand, a proportion of the cost has been included as level of service.

#### 4.4.1.1 Water Development Contributions Approach

A development contribution for the GUA water service catchment will be based on the value of future identified growth works, and any works already completed since June 2012 for the key network in anticipation of growth. All new developments in the GUA water service catchment will be subject to a development contribution.

All growth works within the service catchment are considered to service any allotment within the specified boundary, up to a uniform service level, at any time. All components of the network also have excess capacity that will cater for anticipated future capacity uptake. Any identified capital development growth-related works undertaken on the identified key network add to the capacity of the existing network directly.

All residential development is assumed to create one unit of demand (HUE). All non-residential development is assumed to create a minimum of one HUE, with additional assessed HUEs based on the number of household equivalents of forecast water demand. Note these are relative units of demand between each type of development.

The following volume of water will be used as part of any assessment for non-residential development:

- Average residential household water use– 730 litres per day.
- The measure for a residential and non-residential unit of demand is:
  - Per additional allotment at subdivision; or
  - Per connected HUE at building consent or service connection.



## 5.4.2 Wastewater

The GUA service catchments is characterised by interdependent components. For the purposes of Development Contributions, the wastewater reticulation network is optimised to include only those components necessary to the effective operation of the system. Interdependence within the network creates a need for integrated management of the operation of these necessary components. As such, the management of this network is undertaken with network-wide supply and demand issues in mind.

The infrastructure works identified include significant upgrades to the existing trunk sewer network and some pump stations to provide capacity for future growth. The growth component of the infrastructure works has been assessed as the additional cost to provide a larger size pipe than currently exists. Where the sewer needs to be upgraded in advance of the currently assessed renewal date, then the proportion of asset value lost, is apportioned to the growth component. Generally, the growth component for trunk and pump station upgrades and the treatment plant is assessed at between 0% and 50%. Extension of the wastewater network or new pump stations are assessed as 100% growth component.

### 4.4.2.1 Wastewater Development Contributions Approach

A development contribution for the GUA water service catchment will be based on the value of future identified growth works, and any works already completed since June 2012 for the key network in anticipation of growth. All new developments in the GUA wastewater service catchment will be subject to a development contribution.

All growth works within the service catchment are considered to service any allotment within the specified boundary, up to a uniform service level, at any time. All components of the network also have excess capacity that will cater for anticipated future capacity uptake. Any identified capital development growth-related works undertaken on the identified key network add to the capacity of the existing network directly.

All residential development is assumed to create one unit of demand (HUE). All non-residential development is assumed to create a minimum of one HUE, with additional assessed HUEs based on the number of household equivalents of forecast wastewater demand. Note these are relative units of demand between each type of development.

The following volume of wastewater will be used as part of any assessment for non-residential development:

- Average residential household water use– 614 litres discharged per day.
- The measure for a residential and non-residential unit of demand is:
  - Per additional allotment at subdivision; or
  - Per connected HUE at building consent or service connection.



### 5.4.3 Stormwater

The GUA stormwater network is defined using an integrated catchment approach as all stormwater runoff within the urban catchment area has to be catered for, regardless of where the stormwater originates from. Runoff from areas with no stormwater issues flows into areas that do require capital works, so all areas are covered by the catchment area. The network has interdependent network components and there is an integrated system of services and facilities designed to protect property from flooding and improving water quality.

Stormwater infrastructure development within the GUA catchment will be based on a compliance as outlined in Tairāwhiti Resource Management Plan and the network capacity, under a fully developed catchment scenario.

#### 4.4.3.1 Stormwater Development Contributions Approach

A stormwater development contribution for the GUA catchment is based on the value of future growth components, and any works already completed since June 2012, to be located within the entire catchment in order to meet the defined level of service under the fully developed catchment scenario. Anticipated future components are identified in Council's current LTP which identifies proposed capital development budgets.

All new developments in the defined GUA service catchment will be subject to a development contribution. New developments in other catchments will not be required to pay any Development Contributions for stormwater unless there is an overlap of catchment boundaries with the GUA.

Additional development in areas with existing developed stormwater assets still creates additional runoff and this has to be catered for as it flows through the network. Additional development in partially developed or new areas can have a significant effect on the demand for additional stormwater infrastructure including secondary flow paths.

The allotment area of development and hence information related to site coverage and impermeable surface area (ISA) has been used to calculate a unit of demand. Note these are relative units of demand between each type of development. All residential and nodal development is assumed to create one HUE. All non-residential development is assessed on the amount of ISA (site coverage) compared with residential development, with a minimum of one HUE.

HUE are based on the typical residential unit. Houses have been increasing in size for many years, and lot sizes have been declining. With driveways and paths the ISA of an average residential lot is now assessed at 340 m<sup>2</sup>. This is the ISA used to determine the number of HUE's for each non-residential development.

The measure for a residential and non-residential unit of demand is:

- Per additional allotment at subdivision; or
- Per 340m<sup>2</sup> of ISA at building consent or service connection.



## 5.4.4 Reserves and other Community Infrastructure

The GUA Reserves and Community Infrastructure assets are composed of two distinct parts. They are: land zoned as reserve and identified for recreational purposes (“reserves”), and infrastructure associated with that zoned land or other land owned or controlled by the Council for public amenities (“community infrastructure”).

Community infrastructure is composed of capital developments and facilities associated with the identified reserves and other land or controlled by the Council. This includes, but is not limited to playgrounds, carparks, local halls and recreational complexes, and public toilets – both on and off reserves.

The reserves and community infrastructure provide active and passive recreational facilities to the District community. For new community infrastructure, park and reserve facilities established specifically for new growth areas, 100% of these infrastructure works are to be funded by growth. For new facilities that include improvements to existing levels of service, various proportions of the cost have been attributed to future growth over the next 20 years depending on the details of each project.

### 4.4.4.1 Reserves and other Community Infrastructure Development Contributions Approach

The Development Contributions are limited to the GUA and are based on the value of identified future provision, and any works already completed since June 2012, of district wide parks, reserves and community infrastructure associated with growth.

Increased numbers of households and residents create additional demand for sportsfields, passive reserves, walkways and associated assets such as toilets and playgrounds. Council purchases key new land for reserves significantly before the developments are completed in order to minimise the cost of land purchase and reduce unnecessary servicing costs.

All residential and rural residential developments in the GUA area specified in the Land Transport and Reserves map in Appendix 2 will pay a DC for reserves and other community infrastructure. DCs will not be charged on non-residential development, or the non-residential component of mixed use developments.

The assumed demand for parks reserves and other community infrastructure is created and driven as a result of additional people, or residential households, being located within the GUA area. Increased demand for parks reserves and other community infrastructure can come from anywhere within the defined area from residential and rural development. Non-residential development generally has no impact on the demand for reserves and community infrastructure networks and therefore DCs for Reserves and other community infrastructure do not apply.

All residential and rural development is assumed to create one unit of demand. All non-residential development is assumed to create zero units of demand. The measure for a residential and rural unit of demand is:

- Per additional allotment at subdivision; or
- Per HUE at building consent or service connection.



### 5.4.5 Land Transport

The Land Transport network service catchment is **the GUA**. The roading network is characterised by a combination of interdependent components. Interdependence within the network creates a need for integrated management of operation of these components. As such, the management of the network is undertaken with GUA network-wide supply and demand issues in mind.

For the purposes of Development Contributions, the roading network is considered to be an unrestricted system. This means that the roading network can be accessed by anyone at any time in the District.

#### 4.4.5.1 Land Transport Development Contributions Approach

A GUA wide development contribution is applied and is based on the value of future identified capital development works on the key roading network for growth, and any works already completed since June 2012 for this network in anticipation of growth. The anticipated future growth capital development works are identified in the Land Transport Asset Management Plan.

The development contribution for the roading network is based only on the component of these works that result from increased demand generated by new residential, and non – residential development in the GUA. Any improvement in existing level of service is deducted from the total capital expenditure to be funded by DCs.

All new developments in all development contribution areas will be subject to a development contribution for the roading network. All components included in the development contribution for the roading network are considered to service any allotment within the specified boundary, up to a uniform service level, at any time. The current network also has excess capacity that has been planned to and will cater for anticipated future capacity uptake. Any identified capital development works undertaken on the network enhance the capacity of the existing integrated network directly

The development contribution is subject to a form of measurement to allocate units of demand to development. This allows for differences between residential, rural and non-residential demand. All residential development is assumed to create one unit of demand (HUE). All rural and non-residential development is also assumed to create at least one unit of demand. Note these are relative units of demand between each type of development.

The measure for a residential and rural unit of demand is:

- Per additional allotment at subdivision; or
- Per HUE at building consent or service connection – 10 vehicle movements per day.

### 5.5 Assessment of growth model

Council has developed growth projections for the period [2021-2024-2051-2053, with a focus on 2024 to 2027](#), to estimate future growth within the Gisborne district. This underpins the development of the policy at two levels. Firstly, as growth drives changes in demand on infrastructure, the growth projections are a foundation for the capital works programme. Secondly, the growth projections are converted into HUEs to model funding and to calculate the development contribution charge (refer to section 2).



The growth projections address three indicators of growth:

- resident population
- households
- gross floor area of non-residential activities.

The full forecasts are available from Council on request.

## 5.6 Key risks/effects associated with growth projections

Growth projections are subject to uncertainties as to the quantum, timing and location of growth. There is a risk that the growth projections in the model will not eventuate, resulting in a change to the assumed demands on community facilities. This could result in the over-provision of infrastructure. If the total amount of growth is less than projected, then the proportion of capital expenditure recovered through development contributions will be less than expected. As a consequence, there may be increased debt servicing costs to Council. Council will continue to monitor the rate of growth and will update outcomes in the growth and funding models as required at each review of the DCP.

Under-assessing growth, on the other hand, may result in infrastructure not being at a capacity to meet the future demand for services.

## 5.7 Identification of growth expenditure and funding mechanisms

### General approach

A summary of the capital expenditure identified in the [2021 LTP and 3YP](#) that Council expects to incur to meet the increased demand for community facilities resulting from growth is contained in Appendix 1. The proportion of this expenditure that Council expects to fund from development contributions is also shown.

In determining the growth expenditure and associated funding mechanisms, an analysis is undertaken at three levels:

#### 1. Activity Level

The range of funding mechanisms (consistent with the Revenue and Financing Policy) is identified at the activity level and an initial analysis is made of the considerations in the LGA, including section 101(3).

#### 2. Programme Level

Further consideration is given to the considerations in the LGA and their implications for funding.

#### 3. Project Level

At the project level, the drivers for the project are reviewed and a cost allocation process is undertaken to separate the costs into three drivers (growth, backlog and renewal).

A catchment is then identified for the project and the funding model applied to provide an indication of the 'raw development contributions charge' required to fund the growth component. Further consideration is then given to appropriate funding mechanisms, building on the analysis at the activity and programme level and the considerations in the LGA. This may result in re-consideration of the drivers and cost allocation process.

In general terms, Council has determined to use development contributions to fund the portion of capital indicated in Appendix 1 because:



- a) the portion of capital expenditure identified relates to the growth community in terms of sections 101(3)(a)(ii) (beneficiaries) and/or 101(3)(a)(iv) (exacerbators). Development contributions provide a means of directing funding to the growth community.
- b) Council recognises that liability for rates is increasingly putting pressure on the social wellbeing of the community and the use of this alternative source of funding will have the benefit of easing the burden of rates.
- c) Council wishes to keep debt levels within the covenants in the Financial Strategy.

## 5.8 Cost Allocation

The cost allocation methodology carried out on each project is called the 'Modified Shared Drivers' methodology. This allocates the project costs into three categories so that possible sources of funding can then be identified with reference to the Revenue and Financing Policy. The three categories of costs are:

### 1. Backlog

The portion of the planned (or completed) project that is required to rectify a shortfall in service capacity to meet existing community demand at the current agreed levels of service. Levels of service describe, in quantitative and qualitative terms, the standard of services that the Council provides for each activity. Council defines levels of service in consultation with the community on the LTP and through strategies and policies.

### 2. Cost of renewal

The gross cost of replacing an existing asset with a modern equivalent asset to the same function and capacity at the end of its life.

### 3. Cost of growth

The portion of a planned (or completed) capital project providing capacity in excess of existing community demand at the current agreed levels of service. Only the growth portion of the capital works programme is considered for development contributions.

A summary of the cost allocation methodology is as follows:

#### Step 1: Identify project and costs

Information about the capital costs and planned timing of expenditure is identified. Costs are specified in present ~~2021-2024~~ value.

External Third Party funding (e.g. NZTA) is identified and also deducted from further analysis.

#### Step 2: Consider drivers for the project and identify associated levels of service

The reasons for doing the project are reviewed and associated levels of service identified.

Where there is more than one driver the project is split into multiple drivers (on a percentage basis) and associated levels of service are identified for each driver.



**Step 3: Define capacities relating to the project**

A capacity measure is identified to reflect each driver of the project and associated level of service. The existing capacity of the current infrastructure, existing demand and total capacity provided by the current infrastructure plus the planned works are identified (based on the year of analysis). The capacity and demand measures are used to divide the cost of the works into backlog and growth cost shares.

The growth in demand from existing users without any change in level of service (e.g. more vehicle movements per day per household) is considered a backlog component, rather than a growth component, and is accounted for by adjusting the capacity measures to reflect anticipated changes in demand.

**Step 4: Asset renewal**

Any assets replaced by the project for which depreciation has been collected to fund the eventual replacement are identified. The amount of renewal funded by past depreciation is calculated by taking into account the gross replacement cost of the modern equivalent asset and the remaining life at the time of renewal.

**Step 5: Cost efficiency**

The renewal cost share is adjusted to recognise the efficiencies which may occur by carrying out the renewal component with the provision of new capacity.

**Step 6: Determine cost shares to growth and backlog**

The remaining proportion of the cost (ie, excluding the renewal component calculated in Step 4 and Step 5) is then attributed to growth and backlog according to the proportions identified in Step 3.

**Step 7: Check growth cost share**

To ensure that the growth cost is not significantly more when the capacity for growth is provided in conjunction with backlog and renewal components. A comparison is made of the calculated growth cost share and a 'Stand Alone Growth Project' that a third party could install to meet just the growth capacity of the proposed works.

All analysis is undertaken in current year dollars. Historic project costs are the actual completed project costs in the dollars of the years in which they were completed and are not inflated to the current year.

An in-depth explanation of the growth model and methodology is available from the Council.

**5.9 Catchments**

The capital expenditure related to growth is associated with one or more catchments on an activity-basis. The catchments are determined based on key characteristics including geography, service delivery and the nature and complexity of service provision. The catchments can be either local or district-wide. Individual capital works projects are allocated to catchments depending on the nature of the project and the community the project is intended to serve.

For this DCP there is only one catchment, the GUA.

**5.10 Funding Model**

The SPM Consultants funding model is used to calculate the development contribution charges, per HUE, by activity and catchment. Each contribution charge represents the sum of the 'raw Development Contributions charges' calculated for the projects within the activity.



Essentially, the funding model divides the growth portion of cost of each project (identified using the cost allocation process) by the number of Household Unit Equivalents projected for the catchment over the funding period for the project, also allowing for:

- interest credited, when income from development contributions is projected to exceed the amount spent on the project
- interest on debt, when the amount spent on the project is projected to exceed the income received from development contributions
- the effects of inflation on costs, using the BERL price level change adjustors.

It is assumed that by the end of the funding period the debt owing on each project is zero.

Interest rates are subject to fluctuation and will be reviewed at each policy review.

### **5.11 Aggregation of the contribution**

Once funding mechanisms have been decided at the project level the development contributions per HUE are aggregated by catchment and activity to determine the rates per HUE. These are listed in Section 3.



## 6 Review of the policy and revision of the schedule

### 6.1 Review of Policy

It is anticipated that a new DCP will be developed with each LTP, or at shorter intervals if Council considers necessary, to take account of significant changes to:

- The DCP
- policy and strategic plans
- the capital works programme accounting for growth
- the pattern and distribution of development in the district
- anticipated inflation or interest rates
- any other matters Council considers relevant.

### 6.2 Revision of the schedule of contributions

Council may also revise the schedule of contributions (Appendix 1) with each Annual Plan to reflect significant differences between actual capital costs incurred and the anticipated costs in the capital work programme.





## 7 Glossary of terms

<b>3YP</b>	<u>Three Year Plan (under the 2023 Long Term Plan Order in Council)</u>
<b>Allotment</b>	Has the same meaning as sections 2 and 218 of the RMA
<b>Backlog</b>	That portion of a project that relates to historical catch-up to meet the required level of service for the existing community
<b>Building</b>	Any structure having a roof supported by columns or walls used or intended to be used for the shelter or enclosure of persons, animals or property of any kind.
<b>Commercial, excluding retail</b>	Property and business services (e.g. real estate, architects), finance and insurance services, personal services (e.g. beauticians), government administration (e.g. courts, local government), commercial cultural and recreational services (e.g. tourism operators, cinemas), service stations and offices.
<b>Community Facilities</b>	Has the same meaning as section 5 of the LGA - reserves, network infrastructure or community infrastructure for which development contributions may be required in accordance with s199 of the LGA.
<b>Community Infrastructure</b>	For the purpose of classifying developments for calculating HUEs means libraries, gyms, halls, churches, club rooms, sports facilities, places of assembly, museums, etc.
<b>Cost Allocation</b>	The allocation of the capital costs of a project to the various drivers for the project, such as renewal, catch-up (backlog), and additional capacity to meet growth.
<b>Dwelling Unit</b>	A building (or part of any building) in which a single housekeeping unit resides or could potentially reside.
<b>Education</b>	Schools, childcare services, tertiary education providers, etc.
<b>GFA / Gross Floor Area</b>	<p>The total of the area of the floors of all buildings, measured from the exterior faces of the exterior walls, or from the centre lines of walls separating two buildings or, in the absence of walls, from the exterior edge of the floor.</p> <p>Gross Floor Area shall include floor spaces in roofed terraces, balconies and porches. Gross Floor Area shall exclude:</p> <ul style="list-style-type: none"> <li>service station canopies</li> <li>covered pedestrian circulation areas.</li> </ul>
<b>GST</b>	Goods and Services Tax.
<b>Health and Community Services</b>	Medical services (eg doctors, optometrists, hospitals), veterinary services, dental services, community care services (excludes accommodation).



<b>HUE / Household Unit Equivalent</b>	The unit of demand that relates demand of developments for community facilities to the typical demand by an average household. It forms the basis of assessing development contributions.
<b>Impervious Surface</b>	<p>Hard surface area which either prevents or retards the entry of water into the soil mantle as it entered under natural conditions pre-existent to development, or that hard surface area which causes water to run off the surface in greater quantities or at an increased rate of flow from that present under natural conditions pre-existent to development.</p> <p>Common impervious surfaces include, but are not limited to, rooftops (concrete or asphalt), walkways, patios, driveways, parking lots or storage areas, and oiled, macadam or other surfaces which similarly impede the natural infiltration of surface water.</p>
<b>Industrial</b>	Manufacturing and processing activities of a substantial size, e.g. freezing works, dairy factories, timber processing, packing houses.
<b>LGA</b>	Local Government Act 2002
<b>Lot</b>	Lot is deemed to have the same meaning as 'Allotment' under both the Local Government Act 2002, and the Resource Management Act 1991.
<b>Non-profit Organisation</b>	<p>Any society, association, organisation or registered charitable trust that:</p> <p>Is not carried out for the profit or gain of any member; and</p> <p>Has rules that do not allow money or property to be distributed to any of its members.</p> <p>For the avoidance of doubt, non-commercial Council activities will be considered non-profit organisations for the purpose of the remissions.</p>
<b>Other Industry / Servicing</b>	Manufacturing, processing, servicing and construction activities, which may be associated with the sale of goods or services directly to the public, e.g. small timber mills, joiners, engineering businesses, panel beaters, mechanics.
<b>LTP</b>	Long Term Plan
<b>RMA</b>	Resource Management Act 1991
<b>Renewal</b>	That portion of project expenditure that has already been funded through depreciation of the existing asset
<b>Residential Allotment</b>	An allotment zoned Residential or Rural in the Combined Regional Land and District Plan and capable of development for residential purposes.
<b>Residential Services</b>	Residential care facilities, e.g. aged care homes



<b>Restaurants/cafes/bars</b>	Activities where food is prepared on-site and/or drinks are sold and consumed on-site (whether private or public).
<b>Retail</b>	Activities primarily involved with selling goods (including large format retail).
<b>Service Connection</b>	A physical connection to a service provided by, or on behalf of, Gisborne District Council.
<b>Subdivision</b>	Subdivision is deemed to have the same meaning as 'subdivision' under the Resource Management Act 1991.
<b>Visitor Accommodation</b>	Hotels, motels, backpackers, campgrounds, etc.
<b>Warehousing / Agriculture and Forestry</b>	Activities primarily involving the storage of goods or property, including warehousing, depots, and wholesaling activities

## Appendix 1 – Project Schedule

For development in the Areas shown in the activity Maps in Appendix 2.

### Transport

Project Name	Years of planned Expenditure	Total estimated Capital Expenditure In \$ <del>2021</del> 2024	Funded from future Development Contributions (growth component) In \$ <del>2021</del> 2024	Funded from Rates	Funded from Other Sources (e.g. NZTA)
Taruheru Subdivision Road Links - Cameron Rd & Others	<del>2025-2026 - 2027</del> 2031	<del>\$810,000</del> 915,000	<del>\$275,400</del> 293,000		<del>\$534,600</del> 622,000
<del>Taruheru Subdivision Road Links - Potae To Nelson</del>	<del>2018 - 2021</del>	<del>\$1,200,000</del>	<del>\$1,200,000</del>		
Taruheru Subdivision Improvements and cycle path connections	<del>2025-2027 - 2031</del>	<del>\$1,450</del> 859,000	<del>\$493</del> 595,000		<del>\$957</del> 1,264,000
Taruheru Subdivision Road Links (Nelson to Makaraka Road)	<del>2025-2028 - 2031</del> 2029	<del>\$1,400</del> 818,000	<del>\$476</del> 582,000		<del>\$924</del> 1,236,000
Taruheru Subdivision Bridge (Nelson to Makaraka Road)	2025 - 2031	<del>\$2,500</del> 3,246,000	<del>\$850</del> 1,039,000		<del>\$1,652</del> 2,070,000
Total Transport Projects Growth related		<del>\$7,360</del> 837,000	<del>\$3,294,400</del> 2,507,922		<del>\$4,065,600</del> 5,329,333



Reserve Balance as at December 2020			Less surplus \$18,122,172,690		
Total to be funded from Development Contributions – Transport			\$3,276,278,335,232		

## Water

Project Name	Years of planned Expenditure	Total estimated Capital Expenditure In \$ <u>2021-2024</u>	Funded from future Development Contributions (growth component) In \$ <u>2021-2024</u>	Funded from Rates	Funded from Other Sources
Taruheru Block Water Extension	2025 - 2031	\$1,599,145,474,000	\$799,573,474,000		\$799,573
<u>Booster Station and Reservoir Supply Main</u>	<u>2026-2027</u>	<u>\$263,000</u>	<u>\$53,000</u>	<u>\$210,000</u>	
Local Urban Upgrades	<u>2021-2024 - 2031</u>	<u>\$375,810,310,300</u>	<u>\$357,020,294,800</u>	<u>\$15,500</u>	<u>\$18,790</u>
Total Water Projects Growth related		<u>\$1,975,810,204,798</u>	<u>\$1,156,821,592,716</u>	<u>\$225,500</u>	<u>\$818,363</u>
Reserve Balance as at December 2020			Plus <del>deficit</del> surplus - \$325,290,122,729		
Total to be funded from Development Contributions – Water			\$1,481,882,698,987		



## Wastewater

Project Name	Years of planned Expenditure	Total estimated Capital Expenditure In \$ <del>2021</del> 2024	Funded from future Development Contributions (growth component) In \$ <del>2021</del> 2024	Funded from Rates	Funded from Other Sources
Localised Urban Upgrades	<del>2021-2024</del> - 2031	\$ <del>322,120</del> 266,453	\$ <del>322,120</del> 266,453		
Wastewater Wainui Road New Pipeline	<del>2026</del> - 2028	\$ <del>594,250</del> 726,174	\$ <del>594,250</del> 726,174		
Upgrade Campion Road Pump Station and Rising Main	2025 - 2028	\$3, <del>375</del> 292,000	\$2, <del>531</del> 469,250-000	\$843823,750	
<u>Campion Rd Pump Land - IAF</u>	<u>2026 - 2027</u>	<u>\$1,716,000</u>	<u>\$856,000</u>	<u>\$856,000</u>	
<u>Kaiti Area Pumpstation &amp; Rising Main</u>	<u>2027</u>	<u>\$100,000</u>	<u>\$100,000</u>		
<u>Grey St Pump + Emergency Storage</u>	<u>2027</u>	<u>\$200,000</u>	<u>\$66,000</u>	<u>\$134,000</u>	
<u>Taruheru Block New Pump Station 1</u>	<del>2026</del> - 2028	\$1,195,000	\$1,195,000		
Taruheru Block New Pump Station 2	<del>2027-2028</del> - 2029	\$1, <del>116</del> 364,950913	\$1, <del>116</del> 364,950913		
Aerodrome Road Additional Pump Station and Reticulation	<del>2027-2028</del> - 2029	\$ <del>2,697,700</del> 3,296,350	\$ <del>3,296,350</del> 2,697,700		



Total Wastewater Projects Growth related		<del>\$9,300,370</del> <u>10,961,867</u>	<del>\$8,457,270</del> <u>9,146,933</u>	<del>\$843,750</del> <u>1,814,934</u>	
Reserve Balance as at December 2020			Less surplus <del>\$792,324</del> <u>1,295,389</u>		
Total to be funded from Development Contributions – Wastewater			<del>\$7,664,946</del> <u>851,544</u>		



## Stormwater

Project Name	Years of planned Expenditure	Total estimated Capital Expenditure In \$ <u>2021</u> <u>2024</u>	Funded from future Development Contributions (growth component) In \$ <u>2021</u> <u>2024</u>	Funded from Rates	Funded from Other Sources
520005 Stormwater Localised Urban Upgrades	<del>2021-2024</del> - 2031	\$ <u>1,005,769,000</u> <u>800</u>	\$ <u>703,500,642,800</u>	\$ <u>301,500,127,000</u>	
520023 Taruheru / Waru / Haisman (stormwater Catchment)	<del>2022-</del> <u>2024</u> <u>8</u>	\$ <u>1,037,000,267,000</u>	\$ <u>1,037,267,000</u>		
<u>Integrated Catchment Management Plan</u>	<u>2025-2026</u>	\$ <u>194,000</u>	\$ <u>38,825</u>	\$ <u>155,300</u>	
Total Stormwater Projects Growth related		\$ <u>2,042,000,231,151</u>	\$ <u>1,740,948,500,839</u>	\$ <u>301,282,500,313</u>	
Reserve Balance as at December 2020			Add deficit \$ <u>753,933,504,142</u>		
Total to be funded from Development Contributions – Stormwater			\$ <u>2,494,452,433,981</u>		





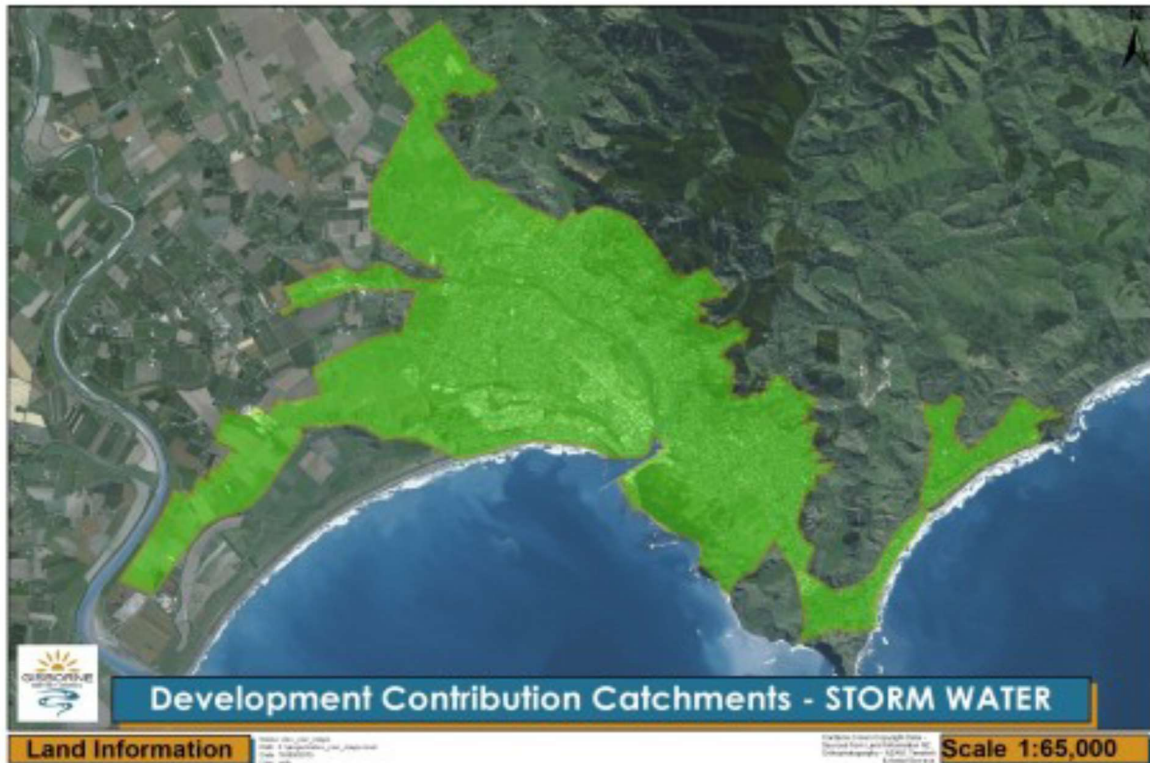
## Reserves

Project Name	Years of planned Expenditure	Total estimated Capital Expenditure In \$ 2021	Funded from future Development Contributions (growth component) In \$ 2021	Funded from Rates	Funded from Other Sources
Taruheru Reserves Purchases	<del>2022-2023</del> 7	<del>\$434,673</del> <u>450,000</u>	<del>\$434,673</del> <u>450,000</u>		
Land Improvements	<del>2023-2027</del> - <del>2025</del> <u>2028</u>	<del>\$342,895</del> <u>374,000</u>	<del>\$342,895</del> <u>374,000</u>		
Total Reserves Projects Growth related		<del>\$777,568</del> <u>824,000</u>	<del>\$777,568</del> <u>824,000</u>		
Reserve Balance as at December 2020			Less surplus <del>\$285,633</del> <u>429,759</u>		
Total to be funded from Development Contributions – Reserves			<del>\$491,935</del> <u>394,173</u>		

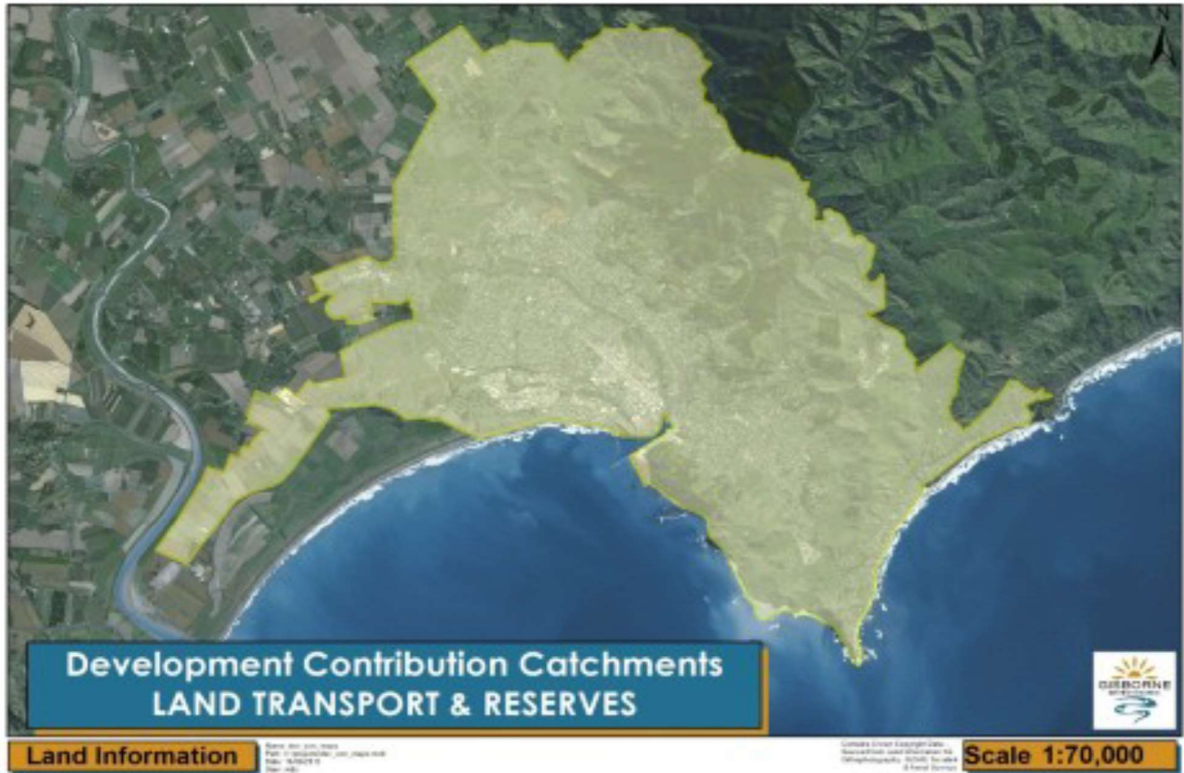
Activity	Total to be funded by Development Contributions <del>2021-2024</del> - 2031	Total Addition al HUEs Residenti al Forecast to 2031	Total addition al HUEs Non-residenti al forecast to 2031	Total addition al HUEs forecast to 2031	Development Contribution charge per HUE Ex GST
Transport	<del>\$2,355,232</del> <u>\$3,276,278</u>	<del>1,201</del> <u>1,310</u>	<del>320</del> <u>454</u>	<del>1,521</del> <u>1,764</u>	<del>\$1,535</del> <u>\$1,857</u>
Water	<del>\$1,698,987</del> <u>\$1,481,882</u>	<del>1,201</del> <u>1,310</u>	<del>134</del> <u>197</u>	<del>1,335</del> <u>1,507</u>	<del>\$1,273</del> <u>\$983</u>
Wastewater	<del>\$7,851,544</del> <u>\$7,664,946</u>	<del>1,201</del> <u>1,310</u>	<del>134</del> <u>197</u>	<del>1,335</del> <u>1,507</u>	<del>\$5,882</del> <u>\$5,086</u>
Stormwater	<del>\$2,452,981</del> <u>\$2,494,433</u>	<del>1,201</del> <u>1,310</u>	<del>167</del> <u>234</u>	<del>1,368</del> <u>1,544</u>	<del>\$1,793</del> <u>\$1,616</u>
Reserves	<del>\$394,173</del> <u>\$491,935</u>	<del>1,201</del> <u>1,310</u>	0	<del>1,201</del> <u>1,310</u>	<del>\$328</del> <u>\$376</u>
<b>Total</b>	<del>\$14,732,915</del> <u>\$15,409,474</u>				<del>\$10,811</del> <u>\$9,918</u>



Appendix 2 – Catchment Maps







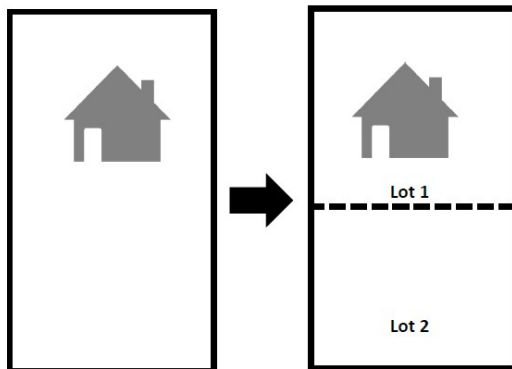
### Appendix 3 - Development Contributions Calculations - Examples

#### Example 1 - Residential Subdivision

Proposal: Subdividing to create an additional lot (Lot 2) located within the Gisborne Urban Area (as located on Maps in Appendix 2). The new site is connecting to council services.



**Assessment: One HUE for all activities for the additional lot created.**

Activity	Number of extra HUE's being created by the proposal	Charge per HUE (\$) (GST Exclusive)	Total Cost of the proposal (GST Exclusive)
Transport	1	<del>\$1,535</del> \$1,857	<del>\$1,535</del> \$1,857
Water	1	<del>\$1,273</del> \$983	<del>\$1,273</del> \$983
Wastewater	1	<del>\$5,882</del> \$5,086	<del>\$5,882</del> \$5,086
Stormwater	1	<del>\$1,793</del> \$1,616	<del>\$1,793</del> \$1,616
Reserves	1	<del>\$328</del> \$376	<del>\$328</del> \$376
<b>Total DC Charges</b>			<b><del>\$10,811</del>\$9,918</b>



## Example 2 - Development Contributions Calculation (Residential multi lot):

Consider the example of a proposed residential subdivision as shown in diagrams 1 and 2 below. The proposed subdivision is from an original lot size of 4000 m<sup>2</sup> that is located within **the GUA**. The proposed subdivision will result in the creation of three new additional allotments each consisting of variable areas of up to 1000 m<sup>2</sup>. The Development Contribution will be worked out in relation to the new units of demand created (four new additional lots) that will contain a total area of 3200 m<sup>2</sup>. An example to work out the appropriate contribution is set out below.

Diagram 1 Original Lot Size	Diagram 2 Proposed New Allotments for Original Lot				
4,000 m <sup>2</sup> 	800 m <sup>2</sup> 	800 m <sup>2</sup>	600 m <sup>2</sup>	600 m <sup>2</sup>	1,000 m <sup>2</sup>
	Remaining Lot	Four proposed new allotments			

**Step 1** What Development Contribution Area is the development in? GUA

**Step 2** Establish what type of development and stage of development? Residential activity at subdivision stage.

**Step 3** What is the demand for each Community Facility being created for the proposed development? 4 additional residential lots.

Activity	Allotments	Number of HUEs per lot	\$ per HUE (GST Exclusive)	Total DC charge payable (GST Exclusive)
Transport	4 additional allotments (5 final lots less 1 existing lot)	1	<del>\$1,535</del> \$1,857	<del>\$6,141</del> \$7,428
Water	4 additional allotments (5 final lots less 1 existing lot)	1	<del>\$1,273</del> \$983	<del>\$5,092</del> \$3,932
Wastewater	4 additional allotments (5 final lots less 1 existing lot)	1	<del>\$5,882</del> \$5,086	<del>\$23,530</del> \$20,344
Stormwater	4 additional allotments (5 final lots less 1 existing lot)	1	<del>\$1,793</del> \$1,616	<del>\$7,171</del> \$6,464
Reserves	4 additional allotments (5 final lots less 1 existing lot)	1	<del>\$328</del> \$376	<del>\$1,313</del> \$1,504
<b>Total Development Contributions payable</b>				<b><del>\$43,245</del>\$39,672</b>

(Note: An existing unit of demand is determined by either an existing equivalent residential unit on the site such as a dwelling or a past contribution has been paid in respect to that development.



### Example 3 - Non-Residential Subdivision

Proposal: Subdividing to create one additional vacant non - residential lot. The new site will be serviced by council services.

Assessment: One set of contributions for the additional vacant lot created.

Activity	Number of extra HUE's being created by the proposal	Charge per HUE (\$) (GST Exclusive)	Total Cost of the proposal (GST Exclusive)	
Transport	1	<del>\$1,535</del> \$1,857	<del>\$1,535</del> \$1,857	
Water	1	<del>\$1,273</del> \$983	<del>\$1,273</del> \$983	
Wastewater	1	<del>\$5,882</del> \$5,086	<del>\$5,882</del> \$5,086	
Stormwater	1	<del>\$1,793</del> \$1,616	<del>\$1,793</del> \$1,616	
Reserves	Nil	<del>\$328</del> \$376	-	
Total DC payable			<del>\$10,483</del> \$9,542	

### Example 4 – Develop one Non-Residential building on a vacant lot

Proposal: Erect a 1,000m<sup>2</sup> single storey Industrial Building located in the GUA catchment. The building is in addition to existing buildings on site and is connected to council services. Creates an additional Impervious Service Area of 2,000m<sup>2</sup> including carparks.

Activity	HUE's per 100m <sup>2</sup> GFA (as per Table 10)	Charge per HUE (\$) (GST Exclusive)	Total Cost of the proposal (GST Exclusive)	
Transport	0.8 * 10 = 8	<del>\$1,535</del> \$1,857	<del>12,281</del> 14,858	
Water	0.4 * 10 = 4	<del>\$1,273</del> \$983	<del>5,092</del> 3,932	
Wastewater	0.4 * 10 = 4	<del>\$5,882</del> \$5,086	<del>23,530</del> 20,343	
Stormwater	0.29 * 20 = 5.8	<del>\$1,793</del> \$1,616	<del>10,397</del> 9,370	
Reserves	Nil	<del>\$328</del> \$376	<del>Nil</del> Nil	
Total DC payable			<del>\$51,300</del> \$48,503	

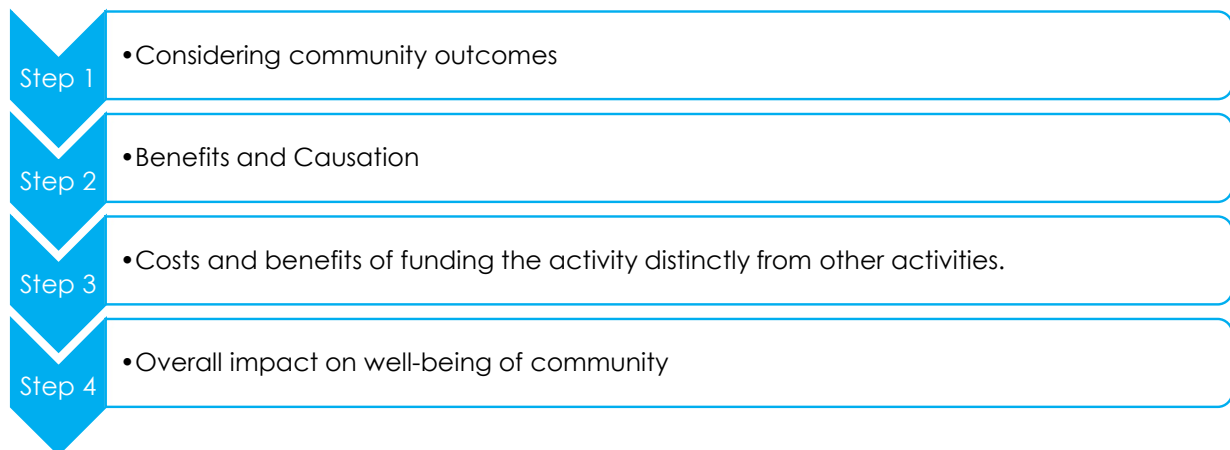
## Appendix 4 - Analysis of Benefits – Section 101(3) LGA Requirements

The Council has determined the appropriate funding sources to meet the expected total capital cost of growth capital expenditure identified in the schedules of this DCP. Council has elected to fund through DCs the total cost of growth related capital expenditure. Sections 106 and 101(3) of the LGA requires that the following be considered:

The funding needs of the local authority must be met from those sources that the local authority determines to be appropriate, following consideration of:

- a) In relation to each activity to be funded:
  - (i) the community outcomes to which the activity primarily contributes;
  - (ii) the distribution of benefits between the community as a whole, any identifiable part of the community, and individuals;
  - (iii) the period in or over which benefits are expected to occur;
  - (iv) the extent to which the actions or inaction of particular individuals or a group contribute to the need to undertake the activity; and
  - (v) the costs and benefits, including consequences for transparency and accountability, of funding the activity distinctly from other activities; and
- b) The overall impact of any allocation of liability for revenue needs on the community.

The Council has followed the four steps outlined below in making the above assessment. These steps are discussed in detail below.



### Step 1 - Considering community outcomes (section 101(3)(a)(i))

Council has a proposed vision of ***Tairāwhiti rising. It all starts here*** ***Healthy water, healthy land, healthy people, healthy future***. Community outcomes are as identified in the [Spatial Plan and 3YP2021-LTP](#). For the purposes of the DCP, activities have been grouped into:

- Recreation and Amenity;
- Water supply,
- Wastewater,
- Stormwater, and



- Land Transport.

DCs have been established to support these activities and help deliver the community outcomes to which each group of activities contributes as shown below:

**Table 1 – Gisborne District Council infrastructure activities contributions to Community Outcomes**

	Water	Wastewater	Stormwater	Land Transport	Recreation and Amenity
<b>Resilient communities</b> - He hapori manahau	✓	✓	✓	✓	✓
Te tuku kaupapa mo te Māori, ki te Māori		✓			✓
<b>Delivering for and with Māori</b>					
Te whakaaro hōhonu ki te toitūtanga	✓	✓	✓		
<b>We take sustainability seriously</b>					
Te hononga, te haumarū o te hapori				✓	✓
<b>Connected and safe communities</b>					
<b>Strategic Priorities</b>					
<b><u>Te hanganga He wai manawaroa te whakaarotau</u></b> We will <del>invest in existing and future core infrastructure needs, with a focus on adaptive, cost-efficient and effective designs that enhance our sense of place and lifestyle</del> <u>prioritise resilient waters</u>	✓	✓	✓	✗	✗
<b><u>Ngā tikanga āwhina tāngata He huarahi pakari</u></b> We will <del>efficiently deliver quality services that enable our communities</del> <u>build resilient transport</u>	✗	✗	✗	✓	✗
<b><u>Te taiao He whakakaha i ngā whanonga kia tōtika</u></b> We will <del>protect and enhance our environment and biodiversity</del> <u>enable effective regulatory functions</u>	✓	✓	✓	✓	✓





## Step 2 – Benefits and Causation

Under sections 101(3)(a)(ii) through (iv), Council also has to consider who benefits from the community facilities, over what time period, and who created the need.

When having regard to how Council activities contribute to identified community outcomes, the Council develops a programme of infrastructural capital works and reserves purchases. For each of the individual capital projects included in the programme, the Council assesses who created the need for that project, who will benefit from the asset that it creates and how long that benefit will last.

The Council has:

- Estimated the extent of growth within the overall District and GUA, translated this estimated growth into an expected number of Households and Household Unit Equivalents (HUE); and
- Identified the capital expenditure necessary to meet the needs of the growth community.

Where the existing capacity of community facilities is insufficient to provide the levels of service to new residential and non-residential users specified by the Council in the LTP, those new developments create the need for new community facilities which requires the Council to incur capital expenditure.

The Council also recognises that there may be capital expenditure necessary to increase the level of service for all, due to:

- Required renewals;
- Ratepayers who want increased levels of service;
- Obligations on the Council to raise the levels of service to meet resource consent or statutory obligations and conditions; and
- Visitors to the District using the facilities.

The allocation of the benefits and the costs (public vs private benefit) has had regard to these factors.

For each of the individual projects that require capital expenditure to cater for growth, the Council makes an assessment about whether the asset being created will benefit the existing community or the new developments, or both of those groups. In making this assessment, the Council will consider a number of factors, including:

- the capacity of existing facilities to meet stated levels of service;
- the extent to which the relevant capital project will provide:
  - i) a renewal,
  - ii) an increased level of service; or
  - iii) a new service.

For each individual project that requires capital expenditure, the Council determines the length of time over which the asset created by that expenditure will provide a benefit to the community.

## Step 3 – Costs and benefits of funding the activity distinctly from other activities



On an activity by activity basis, the Council considers the costs and benefits of funding each activity distinctly from other activities as required by s101(3)(a)(v). This analysis is contained in the Revenue and Finance Policy. The benefits of additional community infrastructure capacity generally accrue to the improved or new properties generating demand for that capacity.

The Council considers that the use of DCs to fund the cost of growth in community facilities, in proportion to the benefit received by forecast developments, provides the benefits of greater transparency, greater accountability and intergenerational equity.

The current community facilities for Stormwater, Water, Wastewater, Land Transport and Reserves servicing the GUA are not sufficient to cater for growth. In contrast the coastal and rural townships have considerable capacity in these facilities after many years of static or declining population and household numbers, and Council has a strategic goal of supporting and growing these townships.

#### **Step 4 – Overall impact on well-being of community**

Finally, the Council considers how funding each activity will impact on the wellbeing of the community.

DCs are considered to be fair because they allocate growth costs to the section of the community that creates the need for Council to incur that expenditure, i.e. developers, new residents and new business activities.

Council must balance the overall impact of rates and fees and charges. DCs need to be set at a level which still enables development and they must be levied in a fair, reasonable and equitable manner. Setting DCs at a level that does not fund growth would impose an unfair burden on the economic wellbeing of the existing ratepayer community.

Additional analysis for each of the following types of community facilities is set out in Section 4:

- Water: section 4.4.1
- Wastewater: section 4.4.2
- Stormwater: section 4.4.3
- Reserves: section 4.4.4
- Land Transport: section 4.4.5

The following analysis sets out the rationale for Council identifying one catchment area (the GUA) for DC charges for Water, Stormwater and Wastewater, Land Transport and Reserves and other Community Infrastructure. Each of the three waters activities (Water, Stormwater and Wastewater) has a different definition of the GUA based on the extent of reticulated services. These areas are defined in the maps in Appendix 2.

- Land Transport

Land Transport is considered one network for the GUA.

Properties have access to the network and levels of service are standardised across the network as set by the Council and the One Network Road Classification system of the New Zealand Transport Authority. However, growth is concentrated in the GUA area and the roading network outside of the GUA is considered to have sufficient capacity to cater for increased traffic generated by



growth in the GUA. The vehicle movements generated from a development can access all parts of the network without further charges by Council. Traffic modelling and counts show an interconnected network as residents and businesses access work, home, recreation and friends.

Development creates additional traffic flows onto the network. While individual households and businesses will generate different levels of traffic movement it is not feasible to identify the individual impacts. For households a uniform impact of one HUE is assumed, equal to ten vehicle movements a day. For non-residential developments an average assessment of vehicle movements, based on historical analysis and industry standard research, has resulted in an assessment of the HUE multipliers relative to households. Council has stated that it can carry out a special assessment of demand for developments that have a significantly greater impact on the Land Transport network than the average for the category.

Further analysis is contained in the Revenue and Finance Policy.

- Recreation and Amenity and other Community Infrastructure

Reserve assets are open to all residents and visitors to access free of charge. New developments increase the number of residents and generate increased demand for passive and active recreational facilities, as well as assets such as toilets and community halls.

Regardless of the location of the development, additional residents utilise a range of facilities and create demand for more walkways, cycleways and other assets. Council has reserve land, halls and other assets located across the District. With all of the growth related projects focused on the GUA the catchment has been kept to that area. Walkways, major playgrounds and major parks are located in the areas of greatest population density.

Existing Recreation and Amenity assets outside of the GUA have been assessed as having spare capacity for minor growth.

- Water

The water networks service urban and industrial areas and are funded by properties connected to each network in urban areas. Across the district only the GUA requires additional capacity to cater for expected growth. As such DC charges only apply to the GUA network area, and developments that will be serviced by the GUA network.

The GUA network is operated as a single network system, and all properties connected are charged the same for operating costs, except those properties with a meter and charged on a volume basis. The network is designed to achieve the same level of service for water quality and delivery. There is a single source of water and one treatment plant. For these reasons there is a single HUE DC charge for residential, and equivalent HUE charges for non-residential, for the costs that growth creates for the GUA water network area.

- Wastewater

The wastewater networks service urban and industrial areas and are funded by properties connected to each network. Across the district only the GUA requires additional capacity to cater for expected growth. As such DC charges only apply to the GUA network area, and developments that will be serviced by the GUA network.

The GUA network is operated as a single network system, and all properties connected are charged the same for operating costs, with some non-residential properties also charged on a trade waste basis. The network is designed to achieve the same level of service for wastewater quality and delivery. There is a single treatment plant and discharge. For these reasons there is a

single HUE DC charge for residential, and equivalent HUE charges for non-residential wastewater GUA network area.

- Stormwater

The networks service urban and industrial areas and are funded by properties connected to each network. Existing stormwater flows within catchments are also generated from flows from rural areas upstream of urban areas. Stormwater within urban areas is generated as runoff of rainfall from impervious hard surfaces and saturated ground. Across the district only the GUA required additional capacity to cater for expected growth. The need for additional stormwater network services is generated by development and the downstream impacts have to be catered for.

In the last decade there have been significant changes to the requirements to control and capture stormwater. Rules set by GDC now require more stormwater neutrality from new developments during peak stream / river flows. The result is that Council and developers need to plan to capture and hold parts of stormwater runoff during peak flow events. Council is planning to continue to invest in additional stormwater capacity to meet the new requirements.

This has led to Council to continue to treat stormwater DCs as one area for the GDC. Regardless of where the development is located in the GDC it will add to the need for larger pipes and retention ponds to reduce runoff into the waterways during peak flows.



## Appendix 5 – How development contributions have been calculated referenced against LGA requirements

Section 201(1)(a) of the LGA 2002 requires this DCP to include, in summary form, an explanation of and justification for the way each development contribution in Appendix 1 has been calculated.

In summary, each contribution has been calculated in accordance with the methodology set out in Schedule 13 of the LGA 2002, and by following the process in Section 3.3.

**Table 1413: Calculating development contributions (Schedule 13, LGA 2002)**

Step	Methodology	LGA 2002 reference
1	<p><b>Identify and define catchments</b></p> <p>A catchment is the area served by a particular infrastructure, e.g. reservoirs, pumping stations and pipes. The catchment for this DCP are the GUA.</p>	<p>Schedule 13(1)(a)</p> <p>197AB (g)</p>
2	<p><b>Identify ten-year capital expenditure resulting from predicted growth</b></p> <p>Historic capital expenditure incurred in anticipation of growth, if any.</p> <p>Assessment of the requirements for land transport, three waters, reserves and community infrastructure as a result of new population and commercial land.</p>	<p>199(2)</p> <p>106(2)(a) and Schedule 13(1)(a)</p> <p>201(1)(b)</p>
3	<p><b>Identify the percentage of growth-related ten-year capital expenditure to be funded by development contributions</b></p> <p>The proportion of total planned costs of capital expenditure for network infrastructure from the LTP resulting from growth.</p> <p>Growth costs (capacity increase to cater for new entrants) can be funded in full or in part by using development contributions. This is one of three components of the total ten-year capital costs budgeted in the LTP, the other two components being level of service improvements (including backlog costs to bring service standards up to desired levels) and renewals. These two costs must be met from funding sources other than development contributions.</p> <p>Justification for the level of growth costs should be supported by financial management funding considerations and show significant assumptions and impacts of uncertainty. New capital expenditure is developed in the LTP.</p> <p>Consider development contribution principles.</p>	<p>106(2)(b)</p> <p>101(3)</p> <p>197AB</p>
4	<p><b>Identify the appropriate units of demand</b></p> <p>The selected unit of demand is the Housing Unit Equivalent (HUE) based on an average residential dwelling. The choice of the HUE as the unit of demand was influenced by the following matters:</p>	<p>LGA 2002 Schedule 13(1)(b)</p>



Step	Methodology	LGA 2002 reference
	<p>For areas of residential development, HEUs can be applied uniformly at one for each allotment, regardless of size for reasons of administrative simplicity. Allotments typically accommodate one residential dwelling, and therefore lot size is not considered to have a material impact on demand.</p> <p>For multiple units on one allotment, additional demand will arise due to multiple residential units.</p> <p>For non-residential development, demand will arise due to occupation of commercial space therefore requiring three-waters infrastructure and access to transport infrastructure.</p>	
5	<p><b>Identify the designed capacity (in units of demand) provided for growth</b></p> <p>The designed capacity may vary between different types of infrastructure. In some cases it may be considered economically prudent to provide spare growth capacity considerably beyond current ten-year expectations of growth.</p> <p>Costs are recovered across the full designed number of HUEs.</p>	Schedule 13(1)(b) and (2)
6	<p><b>Allocate the costs to each unit of demand for growth</b></p> <p>The development contribution charge per HUE is calculated by dividing the total capital expenditure resulting from growth (step two) by the designated units of demand for growth (step five).</p>	Schedule 13(1)(b)
7	<p><b>Prepare schedules</b></p> <p>Schedule of assets for which Development Contributions will apply</p> <p>Schedule of fees.</p>	<p>201A</p> <p>201(2)</p> <p>202</p> <p>201(1)(a)</p>

**Title:** Adoption of Tairāwhiti Future Development Strategy 2024 - 2054  
**Section:** Sustainable Futures  
**Prepared by:** Drew Williams, Principal Policy Advisor  
**Meeting Date:** 14 March 2024

Legal: No Financial: No Significance: **Medium**

## Report to COUNCIL/TE KAUNIHERA for decision

### PURPOSE - TE TAKE

The purpose of this report is to report to Council on the recent formal consultation and to seek to formally adopt the draft Tairāwhiti Future Development Strategy 2024 – 2054 as amended after consultation, as final.

### SUMMARY - HE WHAKARĀPOPOTOTANGA

The decisions or matters in this report are considered to be of **Medium** significance in accordance with the Council's Significance and Engagement Policy.

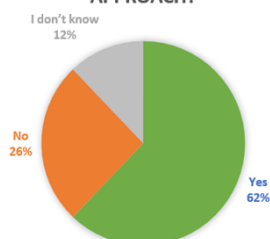
The Tairāwhiti Future Development Strategy 2024-2054 (FDS) is an important document for strategically managing growth in the rohe. The Strategy is aimed at addressing the anticipated growth in Tairāwhiti's population and urban development needs for the next 30 years.

The FDS has been under development since January 2022, in accordance with the National Policy Statement for Urban Development 2020 (NPS-UD). Since this time, it has evolved and been refined through recent weather events and stakeholders and Treaty Partners input.

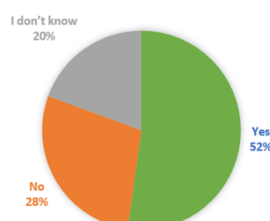
Council consulted on the Draft FDS which closed on 31 January 2024. This report considers the key themes arising from the submissions received and the amended FDS accordingly which is being put in front of the Council for adoption.

Most of the feedback supported intensification, our stated objectives and growth strategy in the FDS (see charts below). Some of the bodies we received submissions from were Waka Kotahi (NZTA), Ministry for Housing and Urban Development, Ministry for Education, Kāinga Ora (Homes and Communities), Heritage NZ and local construction companies and not for profits. Analysis of submissions at Attachment 1 and submissions at Attachment 2.

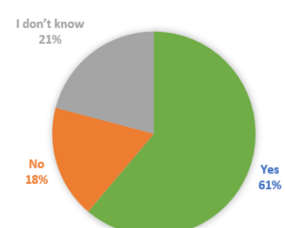
DO YOU AGREE WITH THE INTENSIFICATION APPROACH?



DO YOU AGREE WITH THE PREFERRED GROWTH STRATEGY?



DO YOU AGREE WITH THE FRAMEWORK OF OBJECTIVES, DESIGNED TO SUPPORT GROWTH?



As a result of submissions, the key changes proposed to the draft FDS are:

- **The overarching and supporting objectives have been rephrased**
- **Altering a proposed reserve area be considered as a Future Urban Zone**
- **Intensification growth area Lytton West has been rationalised and clarified**

Details of these changes are set out in Attachment 1.

## **RECOMMENDATIONS - NGĀ TŪTOHUNGA**

**That the Council/Te Kaunihera:**

- 1. Notes the contents of this Report regarding recent consultation on the Draft Future Development Strategy including the analysis of the submissions received (Attachment 1).**
- 2. Receives the submissions to the Draft Future Development Strategy in Attachment 2 to this report.**
- 3. Adopt the Final Tairāwhiti Future Development Strategy (attached as Attachment 3).**

*Authorised by:*

**Joanna Noble - Director Sustainable Futures**

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**Keywords:** TRMP, District Plan, Future Development Strategy Housing, Urban development, Resource Management, RMA, FDS, Gisborne, NPS-UD.



## BACKGROUND - HE WHAKAMĀRAMA

1. Gisborne District Council (Council) staff have been preparing the first Tairāwhiti Future Development Strategy (FDS) since January 2022.
2. Encouraged by Central Government, Council chose to prepare a FDS under the NPS-UD. The FDS will assist the Council in accommodating future growth and development of Tairāwhiti which is aligned with key infrastructure corridors over the next 30 years.
3. A requirement of an FDS is to undertake a Housing and Business Capacity Assessment (HBCA), which sets the scene contextualising projected population growth and highlights key issues. The HBCA report population growth is projected to see an increase of 8,700 residents by 2050. This means we will need about 5,360 additional homes over the next 30 years. The HBCA further identified that affordability was a challenge, and that business land was sufficient to meet long term demand.
4. The FDS identifies broad spatial areas suitable to accommodate the projected growth for homes. It also identifies the key infrastructure corridors to enable further development of that land. This includes water supply, wastewater, stormwater and land transport infrastructure.
5. Adoption of the FDS will inform a review of the matters such as district plan zoning and provisions of the Tairāwhiti Resource Management Plan (TRMP). These are out of date and not responsive to current growth demands. The FDS will also support the prioritisation of outcomes in infrastructure and transport planning.
6. The draft [FDS Statement of Proposal](#) was adopted by Council on 15 November 2023, **[Report 23-245]**, for consultation from 20 November 2023 to 31 January 2024.
7. This report provides a summary of the submissions received with an outline of key themes and responses to submissions and seek adoption of the updated Tairāwhiti FDS 2024-2054.

### FDS milestones and engagement to date

8. **January 2022** work began on the FDS.
9. **March 2022 to May 2022** – workshops were held internally and externally with infrastructure providers to review background information and prepare the opportunities and constraints mapping. Community and stakeholder engagement ran concurrently which took the form of workshops and growth site nominations.
10. **May 2022 to August 2022** – initial growth area proposals were developed and the Council Workshopped them with iwi, our community and Councillors. In June 2022, a Council workshop was held on spatial scenarios and potential growth sites. During August 2022, further public engagement occurred including at local Marae.
11. **September 2022 to November 2022** – early engagement with stakeholders, iwi and hapū as well as the wider public, enabling people to share their views on the growth scenarios. Feedback received supported intensification. In November 2022, a Housing options engagement was carried out under the title '[where will we build?](#)'

12. **Early consultation result** - 182 submissions in addition 62 postcards from Awapuni and Wainui Schools (suggestions for the future of the region). The Intensification scenario was the preferred first choice and western growth the second choice. The eastern growth scenario was the least preferred choice.
13. The majority of submissions viewed intensification as the best way to prevent urban sprawl from land needed for and better suited for agriculture. Importance is placed on providing Infrastructure which will enable Intensification to happen. There were views that intensification can help choice and affordability, particularly in areas close to the centre where people work and socialize. Other themes were public transport and to encourage cycling and pedestrian areas.
14. **November 2022 to August 2023** – evaluation of the growth scenarios, staff focussed on the development of the FDS. This involved more detailed consideration of the infrastructure required to enable the growth scenario. During the few months of 2023 that were dominated by severe weather, the growth areas were assessed against flood damaged areas to ensure future growth areas are not being planned in high-risk areas. In **June 2023** we held the fifth workshop on the FDS [**Report 23-100**].
15. **October 2023 to November 2023** - Staff provided an update to Council [**Report 23-230**] on the 12 October 2023 and sought authority to consult on the 15 November 2023 [**Report 23-245**], when authority was given to formally consult.
16. **20 November 2023 to 31 January 2024** – Draft FDS consultation, full details of the submissions are presented in Attachment 2. The objective of consultation was to present a formal draft proposal as a continuation of the engagement process since early 2022. This was to make sure the community understood the formal draft proposal so they could make informed submissions. The consultation carried the tagline '*We're producing a Future Development Strategy (FDS) that will set out where is best to accommodate housing growth in Tairāwhiti.*'
17. Formal consultation on FDS followed the Special Consultative Procedure (SCP) under the Local Government Act 2022 (LGA). Under the LGA a minimum of one month is required, more than this was provided for where interested parties could make their views known on the Statement of Proposal and draft FDS.
18. Events held included two online webinars and one in-person "Have Your Say" event with staff at the Rose room led by Council delegates Deputy Mayor Wharehinga and Councillor Telfer. Attendance of Gisborne Farmers Market was supported by Councillor Foster and a CBD staff walkthrough were some of the opportunities provided to the public to provide verbal submissions and feedback.
19. Council received 73 submissions from the formal submission process. Including these we have had 254 pieces of feedback in total from the community from the early consultation through to this process. Most of the feedback came from our residents, and tangata whenua. We worked with and received submissions from Waka Kotahi (NZTA), Ministry for Housing and Urban Development, Ministry for Education, Kāinga Ora (Homes and Communities), Heritage NZ and local construction companies and not for profits.

- 20. In addition to these 73 we received a submission Rongowhakaata Iwi Trust and Te Tairāwhiti Regional Housing Steering Group on 1 March after the consultation period closed and after the analysis report had been completed (at Attachment 4 and 5).
- 21. Some key statistics detailing the wider variety of consultation methods approaches that were carried out to inform the wider community of the proposal are highlighted in Attachment 1.

**DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA**

**Submissions analysis and key themes**

- 22. A total of 73 submissions were received during the draft FDS consultation. Sixty-seven were provided through online submission form which asked questions on the three proposals. These submissions were largely from residents. A further six submissions were provided by organisations direct via email (details in Attachment 2).
- 23. The NPS-UD sets out that as part of the development and engagement of the FDS the Council must involve the following: other local authorities with whom there are significant connections relating to infrastructure; relevant central government agencies; relevant hapū and iwi; providers of additional infrastructure; relevant providers of nationally significant infrastructure the development sector<sup>1</sup>. The Council has engaged with all these groups.
- 24. The approach to submissions analysis was to identify key themes from the submissions, with a response to the submissions on each theme being considered collectively in the FDS. These key themes are provided below with how they were analysed and reflected in the final FDS. A more detailed analysis of all submission themes, policy responses and full details of the updates to the FDS are included in Attachment 1 with the updated FDS at Attachment 3.

**Actions and updates to the Future Development Strategy (FDS)**

- 25. **Proposal 1.** The framework of objectives outlines the approach to future growth and development of Tairāwhiti. Over 60% of submitters who expressed a view agreed with the objectives.

Key Themes	Key themes focussed on protecting the environment but should be balanced with enabling development. Further to this, the objectives should be more resilience focussed and observe historic heritage.
Proposed change	The <b>overarching objective has been rephrased</b> and incorporates part of the overarching iwi and hapū aspiration where <i>“Growth and development must strive towards achieving a harmonious co-existence of vibrant communities and a thriving environment”</i> .
Proposed change	<b>The supporting objectives have been rephrased</b> where possible based on suggestions from submitters to incorporate resilience of infrastructure and reuse where possible of historic buildings (He Hangata).

- 26. **Proposal 2.** The growth areas strategy focussed on enabling a compact city through intensification of the inner city and areas accessible to the inner city and public transport options. The remainder of growth would support a variety of development to be enabled through greenfield and rural lifestyle opportunities.

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<sup>1</sup> 3.15(2) of the NPS-UD 2020.

27. Over 50% of submitters, who expressed a view, agreed with the strategy acknowledging the wide-ranging benefits that intensification of existing neighbourhoods can deliver.

Key Themes	<b>Caution was expressed relating to Future Greenfield Reserve areas</b> (Long term) being included in the FDS in excess of the HBA projections. Concerns related to the potential for these areas to draw development in the short term, pose a threat to the success of intensification and require public investment in infrastructure. The amount of intensification in some of the more established areas of Te Hapara and Lytton West was also raised.
Proposed change	<b>Altering the FDS that the reserve area be considered as a Future Urban Zone</b> (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. Therefore, potentially the Future Urban zoning restricts interim activities to rural, conservation and recreational uses which do not compromise the future urban use of the sites. The scope of the FDS is not to provide the detailed rules of such a zone, or to rezone the area. Such detail will be set out in future proposed plan changes which will allow community engagement at that time.
Proposed change	The <b>Lytton West intensification growth area has been rationalised</b> 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.

28. **Proposal 3.** The inclusion of the intensification approach was to gauge the high-level principles of where a range of different housing densities could be applied. As the FDS under the NPS-UD only requires the identification of broad spatial areas that can support growth, the intensification approach signals a principles-based approach to guide future work on refining how intensification through density can be enabled in relevant provisions under the TRMP.

29. Over 60% of those that expressed a view, agreed with the approach as being sensible as opposed to applying a blanket approach.

Key Themes	One of the themes that arose from the submissions was requiring further information relating to intensification.
Proposed change	<b>Once the FDS is adopted, an Implementation Plan will identify key actions</b> 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.
Proposed change	Following a request <b>a definition of intensification</b> has been included in the FDS glossary.

## ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** **Low** Significance

**This Report:** **Low** Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

The effects on individuals or specific communities

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

The level or history of public interest in the matter or issue

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

30. The decisions or matters in this report are considered to be of **Medium** significance in accordance with Council's Significance and Engagement Policy.

## TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

31. Te Runanganui o Ngāti Porou (TRONP) provided the only detailed submission received from an iwi authority in Tairāwhiti during the formal consultation period. TRONP were not supportive of the inclusion of kaupapa Māori values as well as their housing developments being termed "aspirations" in the FDS.

### Iwi and hapū values and aspirations towards urban development

32. TRONP questioned how the Council account for the iwi and hapū values towards urban development through "korero and engagement".
33. Iwi and hapū values and aspirations towards urban development are a mandatory requirement of an FDS under the NPS UD<sup>2</sup>. Section 5 of the FDS technical report outlines the wānanga and hui held with tangata whenua during the development of the FDS.
34. These values were prepared by iwi technicians who participated in the development of this section. The paragraph preceding the values outlines that the values in part or whole may represent the values of the iwi that participated and not all iwi within Tairāwhiti.

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<sup>2</sup> 3.14(1)(d) of the NPS UD 2020

### **Housing developments termed “aspirations”**

35. Some iwi have articulated through the development of the FDS, their intentions to develop land they own in and around Gisborne. Ngāti Porou's Huxley Rd and Rifle Range development intentions have been provided under Māori-led developments and not housing aspirations as provided in the submission. It must be stressed that this section of the FDS acknowledges 'for-Māori-by-Māori' housing developments and how they can contribute towards positive Māori outcomes. The FDS does not impede those efforts and tangata whenua's right to autonomy under the treaty principle of tino rangatiratanga.
36. Further, the FDS does not restrict future development. It seeks to provide clarity and enable development, by informing the RMA plan, by carefully evaluating growth areas against multiple criteria such as natural hazards at a broad spatial level. Detailed site evaluations can demonstrate how the effects of natural hazards such as flooding can be mitigated, which is not part of the FDS scope and is generally undertaken prior to resource consent stage.
37. Staff will continue to engage with tangata whenua as we move into reviewing the provisions of the TRMP, especially relating to papakāinga provisions, and ensuring that tangata whenua's unique development needs will be enabled through the updated TRMP.

### **COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI**

38. As set out above in the FDS milestone and engagements to date, the development of the FDS has incorporated wide engagement at key stages of the FDS development. These key engagement periods are:
  - Early engagement in March 2022 to work through objectives and growth site nominations.
  - Growth scenario engagement in November 2022 to obtain wider feedback on the preferred growth scenario.
  - Draft FDS consult from 20 November 2023 to 31 January 2024 to obtain feedback on the strategy, which key themes have been provided in this report.
  - No further community engagement is required to adopt the draft FDS at this meeting.
  - The community will be engaged on the wider TRMP plan changes that the FDS informs.

### **CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga**

39. Key criteria on growth areas were evaluated against were climate change and the natural hazards that are exacerbated as a result thereof.

40. Further, the Future of Severely Affected Land (FOSAL) categorisation process is on-going, and the results of these assessments will be factored into the TRMP review ensuring our region's future resilience.
41. The NPS-UD requires that planning for urban environments supports reductions in Greenhouse Gas (GHG) Emissions. A GHG assessment supported the growth area analysis.

## **CONSIDERATIONS - HEI WHAKAARO**

### **Financial/Budget**

42. There are no direct financial implications of this report and adopting the FDS. However, there will be financial implications to the Council primarily relating to the cost of related future infrastructure that is required in connection to these growth areas incorporated into future Long Term Plans and Annual Plans.

### **Legal**

43. A legal review has been conducted on the Tairāwhiti FDS 2024-2054. The legal review focussed on evaluation against the NPS-UD 2020, which the FDS is prepared under and the consultation requirements of the LGA.

## **POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE**

44. The final FDS is considered in accordance with existing Council policy direction. Existing policies such as the vision in the [Spatial Plan](#) have assisted the development of the FDS, which will turn inform the TRMP, future Infrastructure Strategies, and Long-term and Annual plans.
45. Once the FDS is adopted, the Implementation plan will be developed to outline actions that will be incorporated into the following policies and plans:
  - a. Infrastructure Strategy
  - b. Annual and Long-Term Plans
  - c. Financial Contributions
  - d. Development Contributions Policy
  - e. External funding opportunities

## **RISKS - NGĀ TŪRARU**

46. The primary risk to not formalising the adoption of the FDS would be the delay and associated potential increase in costs and timing of matters that the FDS informs such as the documents above and the review of the TRMP itself. While the FDS is a thirty year strategy the NPS-UD suggests the Council should consider if the FDS needs to be reviewed every three years<sup>3</sup> and the implementation plan reviewed annually.

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<sup>3</sup> 3.16 (1) of the NPS-UD 2020

## NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
Late March	Publish FDS on Council site	
Mid 2024	Produce FDS Implementation Plan	The Implementation Plan is a requirement of the s3.18(1-4) of the NPS-UD (see above)
End of 2024	Notification of plan changes that will be required to implement the FDS into the emerging TRMP	RMA consultation and hearings will be held

## ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - FDS Submissions Analysis [**24-26.1** - 19 pages]
2. Attachment 2 - FDS Submissions [**24-26.2** - 30 pages]
3. Attachment 3 - Tairāwhiti Future Development Strategy [**24-26.3** - 44 pages]
4. Attachment 4 - Late Submission Rongowhakaata Iwi Trust March 1 [**24-26.4** - 5 pages]
5. Attachment 5 - Late Submission Tairāwhiti Regional Housing Steering Group March 1 [**24-26.5** - 13 pages]



# Submissions analysis on Draft Tairāwhiti Future Development Strategy

## Introduction

Tairāwhiti is experiencing a housing crisis at present, contextualised by the Housing and Business Capacity Assessment (HBCA) 2022 as high demand against a backdrop of low supply. Council have elected to prepare a Future Development Strategy (FDS) which will assist in identifying broad spatial areas aligned with infrastructure delivery over the next thirty (30) years.

## Previous engagement

Early engagement commenced in the first half of 2022, where focus was placed on defining the issues and collaborating on establishing objectives. The engagement continued in November 2022 when we asked the question "Where will we build", allowing members of the public and stakeholders to nominate potential growth areas to be investigated further. Over 180 submissions were received. We engaged further with rangatahi with the "Postcards to the Future" with over 60 children sharing creative ideas.

We engaged with iwi either through wānanga at marae or through hui with Iwi Technicians (IT) to ensure tangata whenua future aspirations are well considered in the strategy.

On 15 November 2023, Council approved the adoption of the Draft Tairāwhiti FDS Statement of Proposal, which this report will focus on towards adoption of the Tairāwhiti FDS 2024-2054.

## Recent Engagement

GDC engaged on the Draft FDS from 20 November 2023 to 31 January 2024. The "Have Your Say" GDC participate website was the main platform that facilitated online submissions and supporting information, together with in-person events with staff and councillors to hear the views of the public.

At the end of the consult period, we tallied up 67 submissions via the online submission form. A further seven submissions were received through email to the team. The majority of the seven were from Government Agencies etc and included a detailed comprehensive assessment of the Draft FDS from key stakeholders.

## Key Statistics

Method	No.
Facebook posts	6
Facebook reach (How many people's timelines our posts appeared on)	12,012
Facebook engagement (total likes, shares, comments)	2,531
Animation posts	2
Animation views (how many people watched our animation)	69
TV Campaign	1
TV Campaign Reach	33,000
Live Webinars	2
Webinar recording views	17
"Have Your Say" with GDC Councillors (Deputy Mayor Wharehinga & Cllr Telfer)	1
Paid Facebook ads reach (Paid ads on Facebook that show up on people's timelines)	8,315
Paid Facebook ads engagement	601 link clicks
Mailout of information and submission form ( <i>He Panui, Public Stakeholder Group</i> )	3,233
Postcards (Career Fairs, Enviroschools, Kura Kaupapa)	210
Newspaper Ads	8
Media Releases	4
Radio Stations (the number of different stations for radio ads and interviews)	3
Radio Ads	1
Radio Ad Reach	10,000
Farmers market stall (with Cllr Foster)	1
Farmers market (no. of discussions with members of the public)	40
Gisborne CBD walk-through (shops/ businesses visited)	24
Submissions received (participate, in-person and TRMP email)	67 – submission forms 7 – emails <b>Total: 73</b>

## What did we ask and why?

20 November 2023, the adopted statement of proposal set out the three key questions which GDC required wider views on. GDC received submissions on these three key proposals and any general feedback on the draft FDS.

1. Do you agree with the framework of objectives, designed to support growth?
2. Do you agree with the preferred growth strategy?
3. Do you agree with the intensification approach?

The reason we asked these questions was to understand views on how the objectives seek to guide future development. We also asked submitters to share their views on the preferred strategy and whether the areas for growth are in suitable locations, having also considered the framework of objectives.

A large part of the proposal is Intensified growth, which promotes more compact developments within the city footprint for a number of reasons such as the existing infrastructure, they are highly accessible to the CBD and variety of transport options. As Gisborne is relatively low density when compared to many settlements, we sought the views from submitters on how we approach intensification through a principles-based approach. This is more than required for a spatial growth strategy, but the principles apply a robust logic to demonstrate that intensification will not be applied as a blanket approach.

Lastly, we provided an open feedback section where general comments could be provided for our consideration.

## Methodology

In line with the Statement of Proposal, submissions for the FDS focussed on the three proposals as well as general feedback on the entire strategy. The method used to evaluate the submissions received is based on identifying key themes from the submissions on the proposals and general feedback on the entire strategy. This was instead of responding to submissions individually.

Key themes were used to highlight the main aspects of the submissions, as there were many submissions that included the same or very similar themes. Tables 1-4 below:

- summarise the feedback
- outline assessment of submission against the national and regional policy context
- respond to the key points of the summaries
- outline proposed action/remedy, which is reflected in the Final FDS, or will be considered in the FDS Implementation plan and/or by other council departments.

Where stakeholders have asked for relief/remedy/action to be sought in the FDS, the submission is referenced by the entity name in brackets.

## What was the feedback?

### Interpreting the results

The following section addresses feedback received from submitters who responded to the three proposals. Key themes have been provided, alongside summaries of submissions on the proposals and general feedback.

## Support of Proposal 1

67 submissions expressed a view on this question, the majority (41 submitters) agreed with the objective's framework. 14 submitters selected they did not know and 12 disagreed.

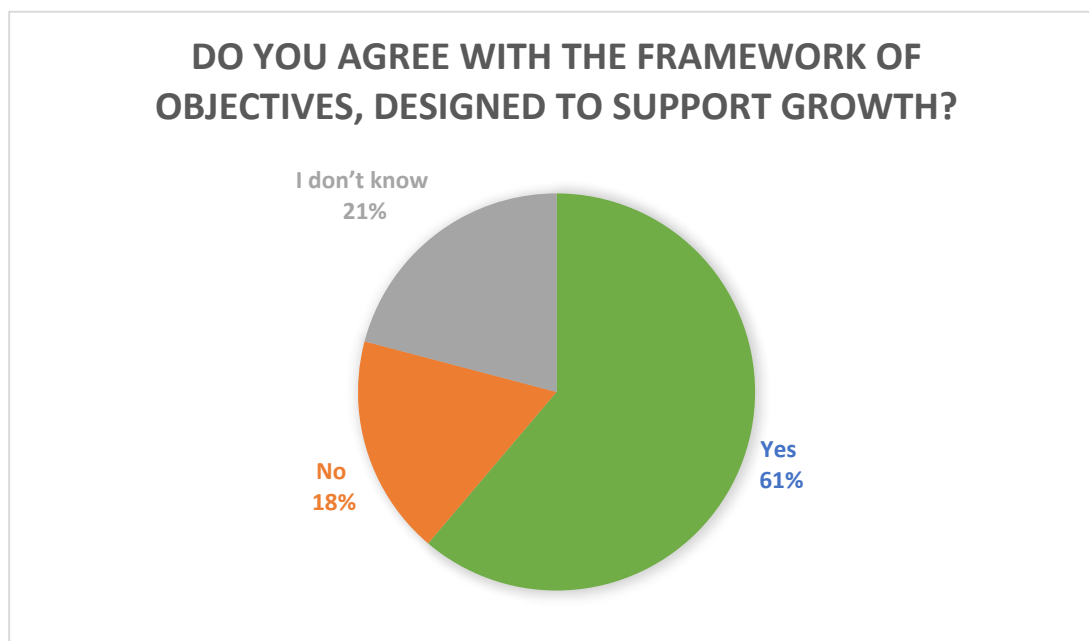


Table 1 Objectives - summary of feedback received on the draft Future Development Strategy

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
<b>Proposal 1:</b> Do you agree with the framework of objectives, designed to support growth?			
Objectives	<p>Sets out the direction needed for Gisborne.</p> <p>Agree with Te oranga o te taiao and protecting the environment first before growth and development is considered.</p> <p>Support for protecting the environment first.</p> <p><b>(Kāinga Ora - a)</b> consider rephrasing the overarching objective.</p> <p><b>(Ngāti Porou - pg4)</b> assert that "Growth and development must revitalise Te Oranga o te Taiao" and "growth and development occurs in accordance with te Mana o te wai" is the work of the PSGE<sup>1</sup> and not GDC.</p> <p><b>(NZTA - 3)</b> Support for overarching objectives however they could be strengthened by a clearer acknowledgement that resilience is a significant issue for transport infrastructure and services.</p> <p><b>(HNZPT)</b> better reflect conserving historic heritage, through adaptive re-use particularly in the city centre. Consider revising the first part of "He Tangata" objectives and the last part</p>	<p>While there was support for the objectives some submissions suggested a stronger reference towards resilience and environmental protection.</p> <p>Resilient communities is an aim of Outcome 2 of the <a href="#">Tairāwhiti Spatial Plan</a>. Supporting sustainable growth is Outcome 5. No further loss of Historic Heritage is part of Outcome 6.</p> <p>The Spatial Plan informs the TRMP review. The FDS will inform changes to the TRMP. The changes to the Objectives keep consistency into the TRMP.</p>	<p>The FDS has been amended to <b>rephrase the overarching objective</b> and incorporate 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".</p> <p><b>The supporting objectives have been rephrased</b> based on suggestions from submitters to incorporate resilience of infrastructure and observing historic heritage.</p>

<sup>1</sup> PSGE = Post Settlement Governance Entities

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
	<p>of "Development" objective. <b>(Kāinga Ora - a)</b> rephrase to enable development – (outcome 5) taking sustainability seriously – refine from Spatial plan 2050.</p> <p><b>(HNZPT)</b></p> <p><i>Te 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 meet the diverse requirements of the people of Tairāwhiti."</i></p> <p>Development</p> <p><i>Growth does not occur on highly productive land or other finite resource such as identified cultural sites of significance historic heritage</i></p>		

### Support of Proposal 2

Out of 67 submissions, the majority (35 submitters) agreed with the preferred growth strategy. 19 disagreed and 13 did not know.

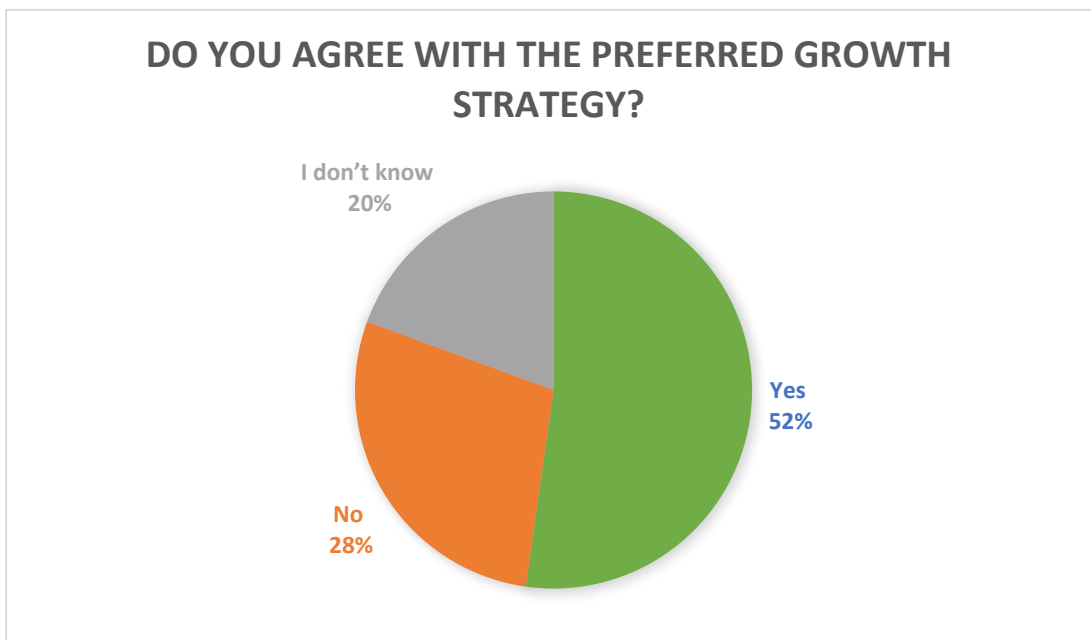


Table 2 Growth Strategy - summary of feedback received on the draft Future Development Strategy

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
<b>Proposal 2: Do you agree with the preferred growth strategy?</b>			
<b>Support intensification</b>	<p>Repurpose prime land in the city.</p> <p>More people in the city to combat sprawling.</p>	<p>A compact city is a long-standing policy aim of the Council. The Government's <a href="#">Urban Development Strategy</a> emphasised</p>	<p><b>No changes to the FDS</b> as several existing policies support intensification. However, a</p>

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
	<p>Not doing the "Auckland urban sprawl" seems a good idea.</p> <p>Preference on focussing on existing areas that already have well supported infrastructure which the strategy proposes. However, must be considered and controlled approach ensuring services keeping pace with development.</p> <p>Public transport must be upgraded in line with developments.</p> <p>Support for intensifying lifestyle areas.</p> <p>Provides different options to live.</p> <p>Cost effective to intensify whilst also creating opportunity for large sections for kids to play.</p> <p>Its faster and cheaper to get more housing.</p> <p>Supports large and spacious apartments.</p> <p>Creating more accommodation in the city will generate more rates within the existing infrastructure.</p> <p>Better for climate change.</p> <p>Protect productive land.</p> <p>Kaiti needs the type of public space infrastructure that Intensification will facilitate.</p> <p><b>(Kāinga Ora - d)</b> address how intensification can deliver relatively more affordable housing in Tairāwhiti.</p> <p><i>Request for definition of 'intensification'</i></p>	<p>the objective of redevelopment of the current urban area and to avoid sprawl. It highlighted benefits that some submitters picked up on such as lower combined housing and transport costs to people living longer, healthier lives.</p> <p>The <a href="#">Tairāwhiti Spatial Plan</a> highlighted our constraints that the FDS set out in more detail. There are few opportunities for the city to spawl even if that was advisable.</p> <p>Intensification can deliver homes faster than greenfield sites as they are more infrastructure ready.</p> <p><a href="#">Public Transportation policies</a> are under review. The FDS was developed in parallel and reflects <a href="#">those proposals</a>.</p> <p>The areas in the FDS protect productive land by avoiding <i>draft</i> Highly Productive Land.</p> <p>Although the NPSUD make the process of intensification clear a definition will be provided in FDS glossary.</p>	<p><b>definition of intensification is added</b> to the glossary as requested.</p> <p>Details of intensification will be set out in <b>Implementation plan</b> and policy changes to support intensification will be consulted on as part of future r plan changes to primarily the District Plan chapters of the TRMP</p>
<p><b>Concerns around intensification</b></p>	<p>Doesn't support intensification of density in established suburbs like Te Hapara or Lytton West.</p> <p>Don't put 8 houses where there were 2.</p> <p>Don't do this in established areas that are quiet. No extra noise and traffic when two houses are enough.</p> <p>Degree of intensification proposed through the FDS will enable slum like areas.</p> <p>In its current form will encourage wealth disparity and classism.</p>	<p>Lytton West has areas of under/poorly utilised land around the commercial area between Potae Avenue and Ormond Road. There are several natural hazards such as stormwater and flood issues in the current plan particularly in the southern fringe of the growth area as</p>	<p><b>The FDS is updated by consolidating and clarifying the Lytton Road area in the FDS.</b></p> <p>It clarifies that the nearby school was not part of the growth area. In reassessment a number of factors such as nearby flooding hazards has resulted in the overall size and</p>

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/remedy
	<p>Rather grow outwards which will protect Gisborne's identity and enable business development out where agriculture isn't bringing in any money.</p> <p>Kills the beauty and space conditions.</p> <p>No to being a high-rise beach city – wants to be unique.</p> <p>Dispersed growth not ideal, however a better option than intensification.</p> <p>Fear of cheap housing going up around inner Gisborne.</p> <p>Not opposed to intensification; however, looking at examples from China – is a miserable way to live by cramping living situations into small spaces.</p> <p>Tower blocks are awful for our whanau – will turn into slums like the UK.</p> <p>A social housing intensification development – 10 units @ 2-4 bedrooms. Only space for 6 car parks. The other 4 park on the street.</p> <p><b>(Ngāti Porou - pg3)</b> intensification will perpetuate these inequities by promoting intensification where homeownership is already present and failing to invest in the capacity of municipal infrastructure in Kaiti – where homeowner-occupiers are much lower.</p>	<p>proposed in the draft FDS.</p> <p>No height levels are proposed in the FDS but will be dealt with as part of the TRMP review around zones.</p> <p>Parking standards were removed from the current plan and future TRMP by central government via National Direction. Kainga Ora policy is to not provide parking as part of their development.</p>	<p>number of units being reduced.</p> <p>There is potential in this area to accommodate more of a mixed use of commercial and residential within the review of the TRMP.</p>
<b>Growth areas</b>	<p>Should use vacant land around Gisborne excluding the poverty bay flats. To keep a higher quality of built housing.</p> <p>Be like Scandinavia that build decent homes with gardens.</p> <p>Preference for scenario 4 – western greenfield growth and intensification.</p> <p>Option 3 sounded better – keep a mix of intensification in urban areas as outlined in option 1. More housing options from Kaiti to Wainui where people who don't want to live in the CBD can live.</p> <p>Agrees with excluding Wainui.</p> <p>No development which will discharge stormwater into the Wainui stream. No development west of the sponge bay housing development.</p> <p>No development of Rifle Range.</p>	<p>A requested remedy suggested was for "Apartments and more intensive urban form of housing, including reuse of existing buildings, to be concentrated within and around the City Centre". This is provided for already within the FDS. The City Centre is proposed for the greatest number of units.</p> <p>Rifle Range is a Māori led development and is presented as a Māori led development (or aspiration for urban development as termed in Policy 9 (b) the <a href="#">NPS UD</a>).</p>	<p><b>The FDS will be updated</b> to identify growth sites that are not currently in a position to accommodate urban development as <b>Reserve Future Greenfield</b>. As KO and NZTA point out rezoning to residential could encourage development in the short term to this area while there are brownfield sites to redevelop within the city limits.</p> <p>The FDS has been altered to clarify that this is <b>Future Urban Zone (FUZ)</b>. It is intended for this to be proposed as zoned for Future</p>

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
	<p>Western growth areas seem to be at odds with the objectives.</p> <p><b>(Kāinga Ora - b)</b> consider removing the Reserve Greenfield Expansion Areas (Long-term) <b>(Kāinga Ora - b)</b> Future Greenfield area to be <b>changed to Future Urban Zone (Kāinga Ora - f)</b> implementation plan. Work with KO on further studies to determine centres planning and business land planning.</p> <p><b>(Kāinga Ora - f)</b> include centres and business land as an integral part of the growth strategy.</p> <p><b>(Ngāti Porou-pg3)</b> disagree with the way Rifle Range is presented in the FDS. They find this inconsistent with their view on how council should be support them.</p> <p><b>(NZTA-5)</b> scenarios could be improved by providing more information on the staging/ sequencing of growth.</p> <p><b>(NZTA-9)</b> Useful to understand the amount of development that each of the greenfield areas are anticipated to deliver and how that relates to housing demand established through the HBA. Consideration should be given to the costs and timing to enable development to occur in these greenfield sites.</p> <p><b>(ICONIQ)</b> Extend Elgin growth area west and Kaiti Northeast as logical extensions.</p> <p>Expansion on intensification growth areas to identify density as previous rounds of engagements held.</p> <p>Furthermore, the proposed FDS defining areas that are suited to 'Mixed use' or a more general 'Centre Intensification' would also further benefit the future growth of Gisborne and provide clearer guidance on how the central areas of Gisborne should grow and be developed.</p> <p><b>(HNZPT)</b> would like to understand the impacts of intensification on lot sizes as this can have impacts on historic heritage.</p> <p><b>(HNZPT)</b> the FDS should complete the picture by advising likely lot sizes to better enable all readers to understand the look and feel of the proposed intensification promoted by the FDS.</p>	<p>Comments regarding lot sizes cannot be provided for by the FDS they will be proposed by the plan changes on the TRMP review.</p> <p>The boundaries of growth areas of Elgin and Kaiti were developed using multiple criteria such as avoiding natural hazards. Boundaries have evolved during development such as after weather events of early 2023.</p> <p>The FDS is not designed to provide detailed zones that is for the TRMP itself, although zones will be altered in order to implement the FDS. Consultation will take place on these through TRMP plan changes.</p>	<p>Urban within the Proposed Plan. FUZ acknowledges that these greenfield sites are suitable for urban development in time but are not currently ready to accommodate such development which avoids development <i>leapfrogging</i> to the fringes of the city. Therefore, the Future Urban zoning restricts interim activities to rural, conservation and recreational uses which do not compromise the future urban use of the sites.</p>



Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
	<p><b>(HNZPT)</b> the city centre is also the location of numerous GDC scheduled and HNZPT listed buildings and other historic heritage sites including a range of archaeological sites. Considers that existing heritage buildings can be adaptively re-used.</p>		
<p><b>Rural and coastal settlements</b></p>	<p><b>(Ngāti Porou-pg4)</b> assume the inclusion of Ngāti Porou coastal townships in the FDS is a last-minute addition. Further assumes the housing capacity outlined means those locations have a “cap”.</p> <p>Also mention there aren't any municipal services in any of these locations.</p> <p>No Papakāinga provisions relating to housing in the TRMP.</p>	<p>Coastal townships were considered and discussed with wider community and Treaty Partners throughout the FDS development. There is already enough zoned land in the current operative TRMP to meet expected levels of growth in townships as outlined in the HBA.</p> <p>Whilst the townships are not growth areas for several reasons such as natural hazards, access to services, lack of reticulation, there is capacity in the current plan for some expansion.</p> <p>Page 4 of the draft set out that <i>Our coastal and rural towns have been assessed to understand any constraints they may face for future growth.</i></p>	<p><b>No change to the FDS.</b></p> <p>The FDS merely states that the current plan provides significant capacity for growth over time. It sets out numbers of units not as 'cap' but an example figure that the current plan could deliver.</p>

### Support of Proposal 3

Out of 67 submissions, a majority (41 submitters) agreed with the Intensification approach. 17 disagreed and 8 did not know.

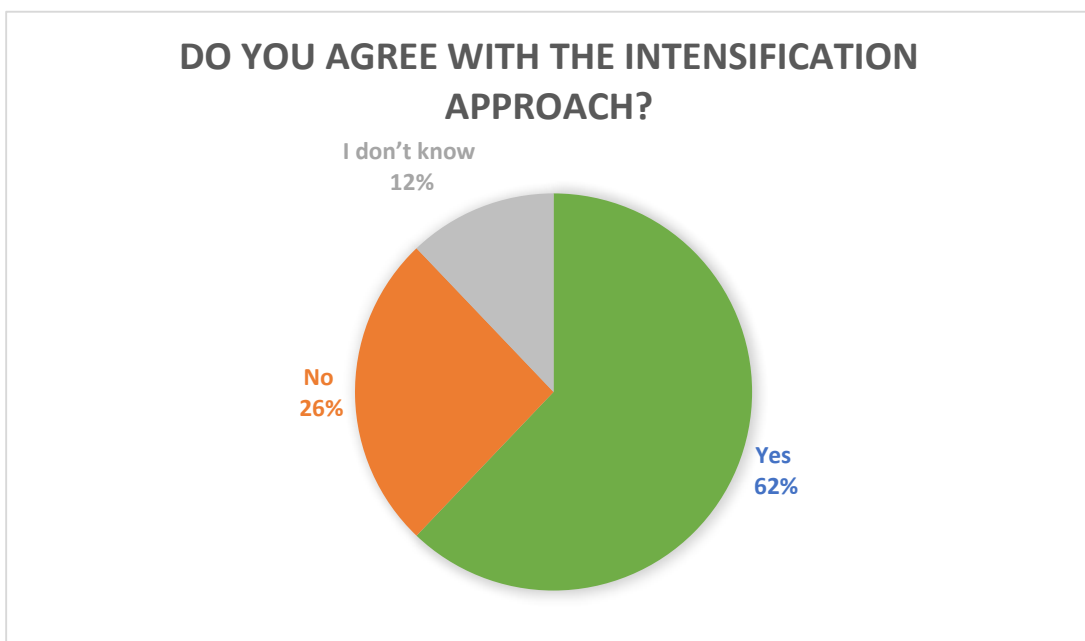


Table 3 Theme Intensification - summary of feedback received on the draft Future Development Strategy

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/remedy
<b>Proposal 3: Do you agree with the intensification approach?</b>			
Intensification approach	<p><b>(MHUD)</b> Consider the approach by council to be more selective in how density is applied vs the Medium Density Residential Standards (MDRS), as sensible and most likely to be realised over long term.</p> <p>Its important for the council to have clear boundaries and principles for intensification to ensure it is well planned and we do not over-intensify the city.</p>	The Medium Density Residential standards (MDRS) as set out in the NPS-UD related to Tier 1 and 2 Councils are not being proposed as they are not imposed on the Council by the NPS-UD.	<b>No changes to the FDS</b> , however the principals (objectives and rules) will be set out in the reviewed TRMP.

### Further comments

At the end of the submission form, we asked if submitters had any further comments about the proposal.

Table 4 Summary of general feedback received on the draft Future Development Strategy

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/remedy
<b>General Feedback</b>			
Consultation	Would expect GDC to engage with communities and tangata whenua where the planned intensifications and new builds take place, taking care to hear their concerns and visions for how their neighbourhoods are best designed and planned.	There has been close to two years of ongoing consultation on this topic, including television, newspaper, radio ads, Facebook, maildrops and public webinars. In person events held at the	<b>No change to the FDS</b> As the FDS informs the TRMP there will be extensive further consultation and Hearings before plan changes are formalised.

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
		Council allowing public to talk to staff and Councils, schools and Marae events.	
Māori housing opportunities	Acknowledge these housing developments, if realised, will provide substantial housing opportunities within or close to the Gisborne CBD. The FDS was however short on the relationship between these and mention they seem to be out of the growth areas ( <b>MHUD</b> ).  <b>(Kāinga Ora-3)</b> address outcomes for Māori within Tairāwhiti.	The FDS was informed by iwi as to where Māori housing developments are planned. One of the Kaiti developments is on the edge of a growth area. The growth areas are not limited by the growth areas. The hospital site north of the city is an existing residential zoned area. Wider matters will be set out in the TRMP.	<b>No changes to the FDS.</b>
Iwi and hapū values	<b>(Ngāti Porou-pg3)</b> question how GDC accounts for iwi and hapū values through "korero and engagement" in the FDS. They feel it undermines their role as tangata whenua and Te Tiriti o Waitangi partner.  <b>(Ngāti Porou-pg4)</b> do not support the incorporation of Kaupapa-māori values in the FDS.	The NPS-UD requires an FDS to incorporate iwi and hapū values and aspirations towards urban development.  The Council accounts for tangata whenua values based on engagement undertaken with iwi, including Ngāti Porou. The section intends to recognise the importance of Māori values to this kaupapa, not undermine it.	<b>No change to the FDS</b>
Walking and cycling	Intensification compatible with 15-minute city planning, ensuring facilities, schools, shops etc are all accessible within a 15-minute walk or cycle.	One of the NPS-UD Objectives we are required to incorporate is <i>that plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply: (a) the area is in or near a centre zone or other area with many employment opportunities (b) the area is well-served by existing or planned public transport.</i>	<b>No action required in the FDS.</b>  The chapters of the new TRMP are intended to continue to support this Government Objective. High level Objectives of this kind will be proposed in the Regional Policy Statement (RPS).
City centre	Use all the empty buildings in the town centre.	(As above)	<b>No action required in the FDS</b> as the City

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
	<p>Needs massive improvement.</p> <p>Supports a variety of activities. Rent-to-own.</p> <p>More affordable.</p> <p>Need to use all the empty buildings in the town centre.</p> <p>Have tenants living upstairs above shops improves security and pride in our town.</p> <p>Will make restaurants more sustainable and the city more social and attractive to live here.</p>		<p>Centre has been clearly identified as being able to accommodate the highest growth. The Council and partners are taking action to revitalise the centre of the city through a number of schemes. In addition, the chapters of the new TRMP are intended to continue to support this Government Objective.</p>
Infrastructure	<p>Need current infrastructure to be resolved before any new growth is planned.</p> <p>Stop polluting waterways and ocean with sewage waste when we have extreme weather.</p> <p>New properties need to have their own water and sewage tanks.</p> <p>Simultaneous upgrades to infrastructure: Eg: upgrading water infrastructure and simultaneously installing a cycleway.</p> <p>Kaiti requires massive infrastructure improvements before intensification can occur.</p> <p>Infrastructure for an intensification approach will hold us in good stead for future challenges.</p> <p>Inclusion of telecommunications infrastructure.</p> <p><b>(Kāinga Ora-c)</b> align the growth expected in the growth areas with necessary infrastructure investments.</p> <p><b>(NZTA-4)</b> further information is requirement on the transport assumptions for each scenario.</p> <p><b>(NZTA-6)</b> SH improvements should be identified as part of the implementation plan and any short-medium term projects should be entered into the Regional Land Transport Plan (RLTP).</p> <p><b>(ICONIQ)</b> requires staging of growth areas which align with infrastructure provision.</p>	<p><b>(Kāinga Ora-c)</b> met the FDS requirements, which staging of projects will be incorporated into the 2027 Infrastructure Strategy. Further detailed level staging of growth can be planned through the Implementation plan.</p>	<p><b>No action required for the FDS.</b> As KO submissions states <i>Further detailed level staging of growth can be planned through the Implementation plan.</i></p>
Environment	<p>Gisborne has limited green spaces already, so it is important that these are protected first.</p>	<p>The FDS has taken care to protect the city green spaces and no park etc are</p>	<p><b>No action in the FDS</b> and no existing public green spaces is proposed to be lost</p>

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
	<p>Stop polluting waterways and ocean with sewage waste when we have extreme weather.</p> <p>Need to do better with our taiao.</p> <p>Concern expressed for further development in sponge bay which will worsen the waterways.</p> <p>Considering the environment first – especially after all the bad weather over the past year.</p> <p>The Wainui stream is at its capacity to support current stormwater from Lloyd George Rd.</p>	<p>proposed as a growth area.</p> <p>The Governments <b>NPS on Indigenous Biodiversity</b> sets a target for our urban area to have 10% <i>indigenous vegetation</i> cover one of the many reasons for maintaining these open spaces to assist the Council in meeting this target.</p> <p>The FDS sets out the required infrastructure for the growth areas to function. While the FDS cannot provide this level of detail the subsequent review of the TRMP could introduce elements of Biophilic design to seek to mitigate the impact of new urban development on the environment.</p>	<p>to accommodate required growth. Other policies on this topic are to be explored in the review of the TRMP.</p>
Climate	<p>Creates a more climate resilient community.</p> <p><b>(MHUD)</b> Impacts from climate and erosion issues underplayed.</p> <p><b>(MHUD)</b> Would like to see the recent evidence buy NIWA and learnings of the past year from Cyclone Gabrielle better reflected in the strategy.</p> <p><b>(MHUD)</b> Little mention of the growing need for managed retreat. Would be good to link these discussions that local communities are having about managed retreat within the context of FOSAL land categorisation.</p> <p>Need to consider a staged retreat as many growth areas are near rivers, or what is perceived to be in flood prone areas.</p>	<p>One of the strongest policy signals the FDS can deliver to greater climate resilience is not to propose growth in areas that already have known natural hazards. Hazards that are likely to increase in coming years. In addition, by not sprawling the city has greater potential for investment in public transport which would not be as viable were the city to sprawl in unsustainable patterns.</p> <p>FOSAL (interim) was set out in the FDS and covered in additional information such as the <a href="#">supporting GIS site</a>.</p>	<p><b>No change to the FDS</b></p>
Forestry	<p>Will intensification change the path of the logging trucks.</p>	<p>The growth areas have been developed assessing transport</p>	<p><b>No change to the FDS</b></p>

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
		opportunities, but the FDS does not single out one specific industry.	
Social housing	<p>Preference if land is to be developed, should be for sale to the public. If for social housing, then no.</p> <p>No to large portions of land used for social housing as it creates less integration and more crime. Rather intensify a little in all areas.</p> <p>Fear than Gisborne is going to become a social housing city – with specific reference to Kāinga Ora.</p>	This issue is beyond the scope of the FDS, it cannot define who lives in new homes. It merely proposes broad spatial areas that can accommodate growth. A well-functioning urban environment should contain a variety of housing types including social and private homes.	<b>No change to the FDS</b>
Relocate heavy industry to the outskirts of the city to free up space in the city	<p>Waikanae creek and Awapuni Road could be rezoned as residential.</p> <p>Southern edge of Stanley Road can also be rezoned as residential.</p> <p>No foresight with locating industry in Awapuni. Need to be located out of city boundaries.</p>	<p>The FDS does not rezone land. Some areas to the south of Waikanae creek and the suburb of Victoria were considered in earlier stages of the FDS. The area is vulnerable to natural hazards and future resilience and considered unsuitable as a growth area.</p> <p>Page 6 of the draft set out <i>Coastal areas around the existing urban environment, especially to the south-west and west, are particularly constrained by several factors.</i></p> <p>The Housing and Business Capacity Assessment determined there was sufficient business land set out on page 1 of the draft. It is not clear how the businesses could be relocated outside the city boundaries and where they could be relocated to.</p>	<b>No change to the FDS.</b> These areas were considered in early stages of development of the FDS and have been excluded for several reasons.
Education	University needed to inject youth into the area or give a reason for our youth to stay	Not in scope of the FDS	<b>No change to the FDS</b>
Productive land	As a food productive region, we require appropriate provisions for new housing/ accommodation. Support for protection of Highly Productive Land (HPL).	The draft FDS does not propose any growth areas on <i>interim</i> HPL.	<b>No change required of the FDS.</b>

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
Emergency housing	Require more emergency housing not motels.	The FDS is a tool to propose housing growth areas. It cannot specify how the homes are utilised to this degree.	<b>No change to the FDS.</b>
House values	Concern raised about the potential development of Rifle Range could devalue housing prices in sponge bay.	At present, no development is planned and will be subject to future resource consent and rezoning of the site to the desired use and activity.	<b>No change to the FDS.</b>
Affordability	More houses needed for the region to the house price is affordable for everyone.  Is cost effective to intensify.	The FDS is a tool to propose housing growth areas.  Greater supply is one aspect of complex interdependencies that will impact on affordability.	<b>No change to the FDS.</b>
Public space	Seating and places to sit that make people feel comfortable to inhabit public spaces.  Cities need green spaces in order for the community to thrive.	The FDS does not propose the development of any public reserve land. It is merely a broad spatial strategy not a detailed granular level plan. Any potential new public spaces could be explored in the review of the TRMP. Notable Trees will be included as part of the TRMP review.	<b>No change to the FDS.</b>
Cyclone recovery - FOSAL	<b>(MHUD)</b> <b>(NZTA-10)</b> Resilience is important to consider not just for where growth goes but also the transport infrastructure that's needed to serve that growth. Whilst the FDS does include outcomes relating to resilience, it could be strengthened with further discussion around ensuring that future communities are resilient to the impacts of severe weather events and climate change. Resilience/ adaptation outcomes should be factored into the development infrastructure required to serve new growth.	The FDS has avoided emerging FOSAL areas.  Primarily the FDS assists with resilience by avoiding signalling more vulnerable areas for significant growth. It also states that, <i>in terms of risk from natural hazards, including those that are increased by the effects of climate change, the growth strategy seeks to avoid areas that are or may be subject to significant risk from natural hazards in the future, including avoiding known natural hazard areas where the risk cannot</i>	<b>No change to the FDS.</b>

Theme	Feedback summaries	Assessment relating to Policy	Proposed action/ remedy
		be mitigated. The level of detail regarding how the FDS is implemented and carried into the TRMP have opportunities to look at resilience.	
Freight Network	<b>(NZTA-7)</b> An area that could be strengthened is the relationship between the growth outlined in the FDS and the existing and future freight network. This should acknowledge the role of the port and the state highway network as key corridors for freight movement. In particular whether there is any potential conflict between future development including intensification and the roles and function of the SH network for freight.	While freight movements are an issue and improvements could potentially be made this is largely out of scope of the FDS. These issues are better explored by the TRMP at a later stage.	<b>No change to the FDS</b>
Business and Industrial land demand	A mix of views regarding repurposing commercial land to residential, accommodation above shops and even moving industrial uses to outside of the city	The recent Housing and Business Capacity Assessment found there was an oversupply of business land. The City Centre is proposed to accommodate a large amount of the units provided by the growth areas.	<b>No change to the FDS</b>
Key Actions	<b>(HNZPT)</b> Welcomes the inclusion of additional guidelines relating to the appropriate conversion of existing buildings.	Council is producing Urban residential guidelines, including for the adaptive reuse and conversion of historic heritage and placement of additional buildings on an historic heritage site	<b>No change to the FDS</b>
Constraints and opportunities (pg 6)	<b>(HNZPT)</b> no mention of cultural constraints that are included as part of appendix 1.	Cultural constraints will set out in some detail on page 34 of the draft FDS.	<b>The FDS is updated.</b> That the discussion is amended to better reflect the full range of constraints that are identified in Appendix 1 Strategic Opportunity and Constraints Sieve maps, in particular the consideration of cultural matters, including the amendments sought later in this submission regarding the content of the cultural matters' discussion.



Theme	Feedback summaries	Assessment relating to Policy	Proposed action/remedy
Appendices	(HNZPT) concern that the constraints map does not include all sites of cultural heritage value reflected in the schedules of the current TRMP.	Cultural constraints will set out in some detail on page 34 of the draft FDS.	<b>The FDS is updated.</b> That an additional map is included into this suite of maps to recognise that historic heritage including built heritage and all archaeology may be a constraint to intensification.

## Gisborne Farmers Market and CBD walkthrough

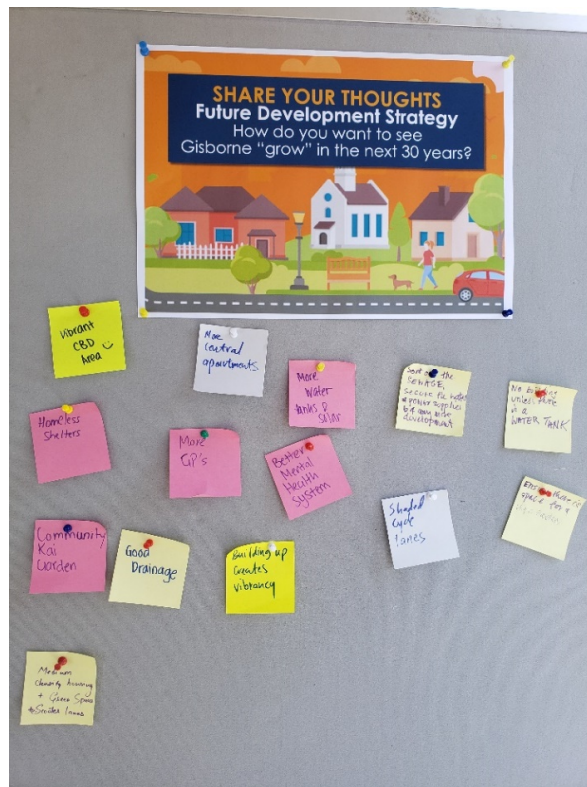
In January 2024, staff conducted a CBD walkthrough along Gladstone Rd and adjoining streets to raise awareness of the FDS and hear business owners/ operators concerns and opportunities.

### CBD Walkthrough – matters raised

- Maintain the cleanliness of the CBD Areas (streets, public facilities)
- How to protect Gisborne's Designs / Character
  - How do we define the character of Gisborne
- There should be support for those with residential properties in the city already.
- There are several empty shops > Landlords should still maintain the tidiness and look of the shops even if there are no renters
- Big empty buildings that are empty > how to revitalise and improve these.
- Regarding intensification:
  - How is it sustainable and how do we ensure its sustainable?
- Engage more with the community: during these types of engagements how do we give value to the public during these engagements
- Suggested to use billboards / sticker poster on walls for promotion.
  - How to collaborate with the different agencies for these projects
- Focus on the environment first before growth and development.
- Fix the waters networks first before developing new housing areas.
- Keep retailers together > this will help revitalise the city
- Remove Street People
- Kids riding their bikes on the footpath.

GDC had a FDS stall at the Gisborne Farmer's Market where Councillor Larry Foster and staff heard the public's thoughts. The Farmers market saw over 40 engaged individuals who were interested in how Gisborne grows and shared some key thoughts on Post Its. Some of the thoughts shared were:

- Building up creates vibrancy with more central apartments
- Homeless shelters
- Ensure there is space for Community Kai Gardens
- Support medium density housing, green spaces and scooter lanes
- Resilience suggestions such as more water tanks, making them mandatory for new developments and solar
- Shaded cycle lanes
- Good drainage for stormwater
- Improved access to healthcare professionals and services
- Sort out sewage, secure water and power supply before any new development

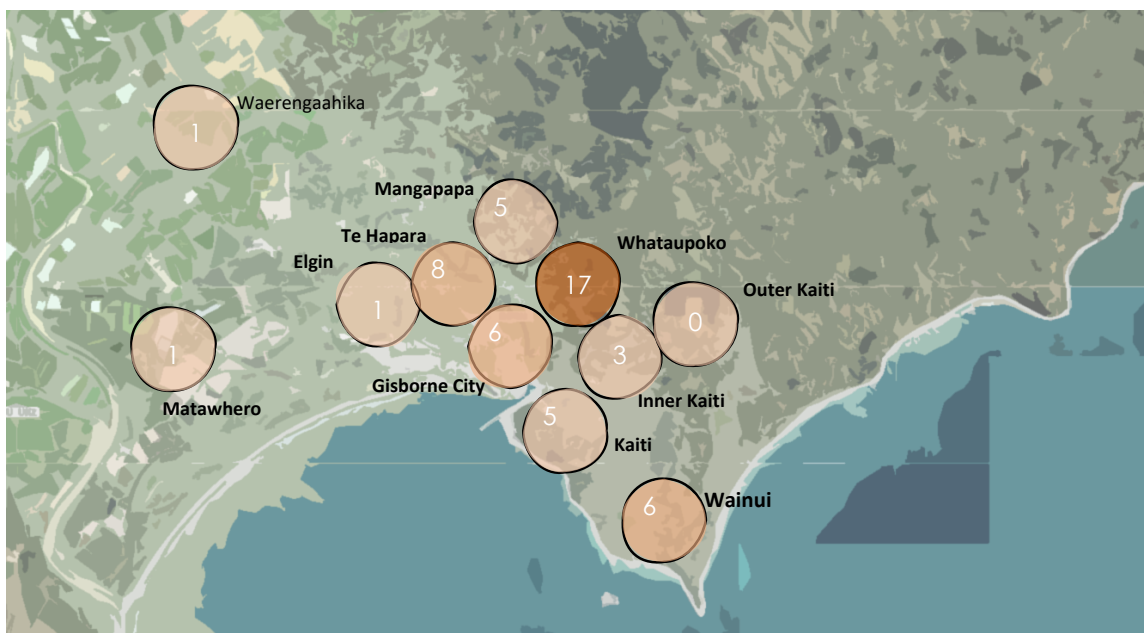


### How representative were the submissions of our community?

74 submissions were received from residents, iwi, central government housing ministries and transport agencies, heritage, agriculture, telecommunications providers and housing developers.

### Suburb

Information of submitters was limited to addresses only. We have used that information to generalise the number of submitters per suburb to understand where the spread submissions came from. The heat map below illustrates the number of submissions per suburb.



## Organisations

Some of the submissions received were from organisations rather than individuals. We assigned an organisation type to the organisation submissions we received.

Organisation Name	Type
Ministry for Housing and Urban Development	Central Government
Kāinga Ora	Central Government
New Zealand Transport Authority/ Waka Kotahi	Central Government
Heritage New Zealand Pouhere Taonga	Heritage body
Te Runanganui o Ngāti Porou	Iwi Trust
Iconiq Group	Construction & Development company
Federated Farmers of New Zealand	Agricultural sector
Ministry for Education	Central Government
Tairāwhiti Adventure Trust	Local not for profit group

## Submissions received on the draft Future Development Strategy

Full details of submissions of consultation carried out under Special Consultative Process under the Local Government Act during 20 November 2023 to 31 January 2024.

Questions from online form, proposal 1 2 and 3					
Number	Name	Agree the framework of objectives	Agree preferred growth strategy?	Agree with intensification approach?	Details of submission
1	Graeme Card	Y	Y	Y	-
2	Sean Scanlen	Y	Y	Y	<p>A large part of what makes Gisborne a nice town is that it is compact and not hard to get from one part to another. A focus on intensification rather than sprawl means that the town is likely to retain its charm. New developments should take into consideration the likely effects of climate change and the council will need to consider what mitigation strategies will be required, if possible.</p> <p>It is good that the council is considering bus routes. I encourage it to ensure that good walking and cycling facilities are available, including off-road paths where possible. The council should consider adding better protections for pedestrians and cyclists near schools and the hospital, which are already busy places and are sure to become busier.</p> <p>For example, Lytton Road does not even have footpaths along both sides approaching Lytton High School and is difficult for pedestrians to cross — despite the fact that it must be one of the busier pedestrian roads in the city! I regularly see students walking on the road where there is no footpath and crossing in dangerous ways and feel sure that one day there will be an accident.</p>
3	Ian Allan	Y	Y	Y	Go for it, please don't listen to too many noisy nimbies! Gisborne will be so richer for quality dense housing growth, especially in the central suburbs. More intensification in the central city will revitalise shopping and dining too.
4	Peter Steven	Y	Y	Y	It's more environmentally friendly and will result in a nicer and more people-friendly city.
5	Tessa Peach	Y	Y	Y	I would be more likely to visit a city that had this type of life in the city centre. I also like that the surrounding countryside would be better preserved with less urban sprawl.
6	Jack Marshall	Y	Y	Y	Thank you for all the work that has gone into this document. It's obvious many hands and hours have gone into producing this work. Overall, I'm very impressed with the direction the GDC has taken, along with taking onboard feedback from the public. There are three main areas I'd like to give comments on and feedback on.

					<p>First, to revitalise the city it will be important to allow life to live there. I'd like to repeat what stakeholders have already said in the document, "there are a number of older buildings in the CBD that are not fit for purpose and could be redeveloped into high-density housing." The council should allow and even promote the retrofit of older buildings in the city.</p> <p>Second, I propose the GDC coordinate future infrastructure development by implementing shared paths for cyclists and walkers. I would like future planning to explore the option of installing a shared path whenever an infrastructure project is undertaken on land which has been identified as a potential shared pathway, walkway or cycleway. An example of this would be simultaneous upgrades to water infrastructure and the installation of a cycleway along Rutene Road. Referring to Table 3: FDS Key Actions on page 28, it is evident that new infrastructure is essential for supporting growth in Kaiti. If the expansion requires the installation of new stormwater pipes along Rutene Road, it would be practical to install a cycleway concurrently. This approach achieves two goals simultaneously and may also minimise complaints from residents by showcasing a visible upgrade to the infrastructure above the ground.</p> <p>Third, I want to touch on the importance of separated shared paths. The document discusses "potential on-road cycle paths." I argue all cycle paths should be named as protected lanes going forward, distinctly separated from vehicular traffic by a barrier. In my eyes, any on-road cycle paths installed going forward must be protected. Painted-on lines are not worth the paint.</p> <p>Cycling infrastructure design should prioritise inclusivity, considering the needs of everyone. Research consistently indicates that women, children, and individuals with disabilities are more inclined to cycle when provided with protected cycle paths as opposed to non-protected alternatives. While it might be more cost-effective to paint lines on the road simply, this approach fails to cater to the diverse needs of our entire population. In this proposed plan, I would like the documentation to explicitly specify the implementation of protected cycleways in all future developments.</p>
7	Peter Jones	N	N	N	<p>It will ruin the tone of the city and turn it into a ghetto of welfare beneficiaries. Because there are no jobs for the projected growth. Because the future development plan is a ponzi scheme designed to suit the needs of new immigrants who aren't even here yet.</p>

					<p>The council staff are all schooled in net-zero bullshit.</p> <p>They only think that they know what they are doing.</p> <p>The reality will be an open air prison. It all sounds fine and dandy but we the locals will not thank them.</p> <p>The growth strategy will increase poverty and social inequity.</p> <p>Tangata whenua of all races will be poor beyond present imagination and a new class of foreigners will supplant the locals who will be priced out of their own town.</p> <p>The economy will crash long before the plan is fulfilled and we will be left mired in unrepayable debt. Locals won't even be able to afford push bikes.</p>
8	Sarah Rush	N	N	Y	<p>This is the recommended approach to climate change and means less money spreading infrastructure, and more focus on upgrading current infrastructure.</p> <p>I would love to see a rent to own system in Gisborne, as most renters are already paying the equal amount to a mortgage but paying off an investment for someone else instead of building their own security. If someone has a clear history of always paying their rent on time, and that rent is over \$600 pw, it would be awesome for them to have an opportunity that doesn't include the impossible road of applying for a mortgage. I am currently paying \$30,000 a year in rent on my own! A tight contract whereby missed payments can see the full amount already paid being retracted would protect the investment. This would build a stronger Tairāwhiti for future generations.</p>
9	Te Runanganu i o Ngati Parou				See below
<p>Te Runanganu i o Ngati Porou is the trustee company that will manage its collective affairs for the benefit of "ngā uri o Ngā hapū o Ngati Porou mai i a Potikirua ki te Toka a Taiaū". TRONP is the post-settlement-governance-entity for Ngati Porou.</p> <p>Post the severe weather events of early 2023 Te Runanga o Ngati Porou Tima Taiaū (NPPT) have moved to take a more Ngati Porou centric approach to our mahi that is consistent and in-keeping with the following principles that support Ngati Porou tino rangatiratanga, Ngati Porou mana motuhake Ngati Porou kaitiakitanga:</p> <p><b>Toitu te Mana Atua</b> – It is acknowledged that Nga hapu o Ngati Porou have, in accordance with their tikanga, an unbroken, inalienable, and enduring relationship with their rohe. This principle is how whanau-hapu regulate and undertake activities on, over or within their rohe.</p> <p><b>Toitu te Mana Whenua (me te Mana Moana)</b> – recognising the unbroken, inalienable, and enduring mana of whanau-hapu.</p> <p><b>Toitu te Mana Tangata</b> – recognising the right and role of whānau-hapū to exercise and have influence over activities impacting their rohe.</p> <p><b>Toitu te Mana Tiriti</b> – acknowledges the partnerships between Ngati Porou PSGE and Ngā Hapū o Ngati Porou and the Crown will be based on honour and integrity.</p> <p>These principles guide the way we are undertaking all our mahi and include Ngati Porou-centric approaches to housing development, economic development and increased housing developments that support increased presence of Ngati Porou whanau on their whenua. All this mahi is based on Ngati Porou perspective that best meets the needs of our people.</p> <p>Our interests are clear – we should be allowed the opportunity to assert our Ngati Poroutanga positively, and for our own purposes.</p> <p><b>Our uniqueness should not position us outside the system.</b></p> <p>A TATAU NEI KORERO</p> <p>We provide the following comments about the draft Future Development Strategy (FDS) as prepared by Gisborne District Council (GDC).</p> <p>Given that the National Policy Statement on Urban Development (NPSUD) encourages regions to “promote long-term-planning to achieve well-functioning urban development environments” and GDC states “the FDS influences where growth occurs, but it doesn't build the homes”.</p> <p>TRONP agrees and would assert that this statement in itself directly aids our argument that it absolutely is OUR job to build homes.</p> <p><b>GDC states, “Tairāwhiti has a housing crisis...”</b></p> <p>TRONP agrees and would assert that GDC, through the FDS, restricts our ability to contribute to remedying this crisis by unduly “influencing” the FDS.</p> <p><b>GDC states, “[a]lmost half of Tairāwhiti's population doesn't earn enough money to buy or rent a house.”</b></p> <p>TRONP agrees with this. We would further argue that GDC's proposed housing intensification through the FDS, will perpetuate these inequities by</p>					

a) promoting intensification in areas where homeownership is already present and;  
 b) failing to invest in the capacity of municipal infrastructure in Kaiti – where homeowner-occupiers are much lower.  
**GDC states, “we need to identify more land suitable for housing (known as future growth areas)...”**  
 TRONP agrees and has, on a number of occasions, over the last seven months identified areas where we want to develop housing in our Ngati Porou takiwa. This is not limited to Gisborne City limits but our rural townships as well.  
 To imply (in the FDS) that Ngati Porou interests are ‘aspirations’ when we have told you in concrete terms that this is our want, is inconsistent with our view of how GDC should be supporting us.  
**GDCs identification of iwi and hapu values.**  
 TRONP takes the position that how GDC accounts for iwi and hapu values, through “korero and engagement” in the FDS undermines our role as tangata whenua and as the Te Tiriti o Waitangi partner for Ngati Porou whenua, wai and whanau.  
**GDCs ascribing of overarching Aspirations and Values (4.1).**  
 TRONP do not support the incorporation of kaupapa-maori values in the FDS. It is our position that GDCs use of these values camouflages GDCs lack of support for Ngati Porou itself to design, develop and build housing on Ngati Porou whenua in the Ngati Porou takiwa.  
**FDS Objectives (6.0) Growth and development must revitalise and enhance Te Oranga o te Taiao and growth and development occurs in accordance with te Mana o te wai.**  
 TRONP asserts that this mahi is absolutely the mahi of the PSGE *not* GDCs- *in isolation* of us - in our takiwa.  
**RURAL TOWNSHIPS**  
 We note the last-minute inclusion of Ngati Porou coastal townships in the FDS and the accompanying statement that housing potential in those locations has a ‘cap’. Again, this approach is not in keeping with our expectations of being afforded the opportunity to assert our Ngati Poroutanga positively.  
 Other than roads, there are no municipal services in any of these locations. There are also no papakainga provisions relating to housing in the TRMP. So, to attempt to frame the analysis in the FDS as supporting the future development of these remote Ngati Porou communities feels at best, disingenuous.  
 The same is true for the inclusion of the NPS Indigenous Biodiversity in the FDS. Within Tairawhiti, the NPSIB applies only to those areas – predominantly on Te Ture Whenua Maori – that have been determined to have existing indigenous biodiversity values. None of which exist in the urban areas.  
 Our experience with the Erosion Control Forestry Project, that while it was set up to incentivise and encourage planting to arrest the development of erosion, the highly erosion prone Maori land that was identified has still not been developed.  
**OPPORTUNITIES**  
**A quantum leap is required – the same old thinking that got us here is not going to lift us up for the collective benefit.**  
 The opportunity presented by the FDS is one where clear-eyed thinking about how the form of the urban area can transition to much better suit the needs of now, and of future generations.  
 It is disappointing that the FDS hasn’t taken the opportunity to signal Kaiti as a prime location for intensification. Which might in other ways could be the chance to transition to an urban form where seemingly intractable issues- like wastewater overflows- no longer exist.  
 NPTT asserts that we should be given the opportunity to contribute by writing directly to the FDS so that the wicked problems, that we agree on, are **not** recast again in future strategies.  
 Opportunities to improve readiness within Ngati Porou takiwa  
 Kaiti is one of only two ‘island refuges’ in Turanga in the event of a magnitude 9 quake in the Hikurangi Trench and subsequent anticipated tsunami. This fact only adds to the rationale that the conditions for radically redeveloping Kaiti should be introduced to the TRMP. And that the regulatory authority also assumes the role of championing quality.  
 It is through the lens of disaster reduction and readiness that we also view the absence of any whakaaro in the FDS about additional or alternative sources and treatment of municipal drinking water within the Ngati Porou takiwa as a glaring omission. Particularly considering the lived experience in February 2023 where the only sources of municipal drinking water for the urban area - being located on the Turanga/southwestern side of nga awa Waimata me Turanganui – were severely compromised by cyclone Gabrielle. The result being 40,000 people living with water restrictions for 84 days.  
 Ministerial Inquiry into Land Use, May 2023  
 As many have already observed –the Ministerial Inquiry into Land Use, consequent report Outrage to Optimism (May 2023) and Cabinet’s response to the Inquiry’s findings, will be important to protect our people and our whenua. Especially as we collectively work to plan for, react and adapt urgently to the dual crises of global warming driven climate change and biodiversity loss.  
 With that in mind, we are keen to understand from the Council’s perspective how the FDS and other reports produced by the GDC as part of the TRMP planning review will sit alongside the quickly evolving work of the two Ministerial Advisors (the RMA Advisor and the Facilitator) appointed in mid-late September 2023. For example, the RMA Advisor will among other things “review the GDC’s capacity and resources to implement the TRMP review ...”.  
 In one version of events, that could raise questions as to whether the Council should formally launch the review so soon and right now at risk of ending up duplicating or needing to go back on work done.  
 The pathway forward - TRONP directives to GDC:  
 In conclusion, “we should not forget that our small size and unitary system can lend itself to radical and innovative solutions when required. Things can change fast.” The Hon. Christopher Finlayson, Attorney General and Minister for Treaty Negotiations (2008-2017). TRONP IT are determined and ambitious about enabling new ways of achieving consensus and finding solutions to entrenched challenges faced by our people.  
 We urge GDC to seriously contemplate the following TRONP directives, holding in mind Professor Dominic O’Sullivan’s whakaaro “...that not all local government functions must be conducted by councils. Some functions could be more justly conducted by iwi...or other Maori political communities and managed to reflect rangatiratanga.”  
 To this end, we provide the following directives:  
 The system to needs to do better and more for Ngati Porou whanau to be able to move beyond “surviving on our whenua” to “thriving on our whenua”.  
 In our takiwa, Te Runanganui o Ngati Porou are absolutely the vehicle to support increased whanau presence and their permanence on their whenua.  
 Our uniqueness should not position us outside the system and should allow us the opportunity to assert our Ngati Poroutanga positively, and for our own purposes.  
 Tiriti-led creates an obligation by the Crown and its representative agencies to actively protect Ngati Porou rights and interests in the Ngati Porou takiwa.  
**It is not unreasonable for TRONP to expect as the PSGE that we define those interests.**

10	Te Runanga o Turanganui a Kiwa				Receipt of consult
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11	Thane Houston-Stevens	Y	Y	Y	<p>It is fundamental that any future development within Tairāwhiti is sympathetic and beneficial to the environment. Development should seek to enhance the environment while also support growth and communities. The preferred option strikes a careful and considered balance between intensification of the existing urban environment and some additional growth opportunities in under-utilised greenfield areas at the edge of the city boundaries.</p> <p>The preferred option will allow for densification that creates good urban design principles and considered outcomes.</p> <p>Congratulations to everyone involved in the establishment of the FDS. This planning is vital to ensure a good urban environment for the future residents and visitors of Tairāwhiti. Development needs to be supported by well-planned and functional infrastructure that enhances the existing environment and creates a connected/cohesive city.</p>
12	Christine Brunner	I don't know	I don't know	I don't know	<p>In the housing and business capacity assessment, it states:          "The share of smaller households, specifically one person and couple households, increases from 52% currently to 56% by 2050. Within these households there is a greater share living in attached types over time, signaling a change in typology preferences. Importantly, these household types include both young and aged individuals. Households are more likely to adjust their housing choices based on need and life stage."          I think it is not necessarily correct to assume a single person or couple (eg parents whose kids have moved out) will move from detached into attached housing.          In my experience there are a lot of elderly parent couples and single persons who prefer to stay in a detached house.          My overall feedback on the future projection of the population is:          Gisborne is increasingly becoming a "lifestyle destination" and increasingly popular with high-income remote workers.          In the past there has been a constraint to influx of high income earners because there are limited jobs with high wages in Gisborne.          With a significant proportion of high-income earners now being able to work 100% remotely this constraint is suddenly removed. I see a drastic gentrification happening in Gisborne over the next 10 years or so with families and single people moving here because of the beaches, nature and lifestyle - both immigrants and New Zealanders.          These people can easily pay higher rents and higher house prices than locals.          This will most likely force the low income earners to leave the city due to the rise in cost for housing.          I observe rentals being bought up by people who move into the house and renovate. Hence the number of rentals has decreased drastically over the last couple of years.          I have moved from Auckland to Gisborne and have been living in Gisborne in my own house since 2015 working 100% remotely for NZ and overseas employers.          The location of work does not determine the location of residence anymore.          This could lead to unexpected effects.</p>



					<p><b>2<sup>nd</sup> submission</b></p> <p>I do not support intensification of density of houses in established suburbs like Te Hapara or Lytton West as existing home owners (living quality, house values) are negatively affected. There is plenty of prime land available within the city which is currently used for commercial or industrial purposes and could easily be repurposed for new residential developments. It makes no sense to have heavy industry, car repair shops, scrap metal storage, and similar "heavy" industrial businesses in the city center. In my opinion these should really be relocated to the outskirts of the city to make room for new residential developments.</p> <p>Eg The giant industrial area between Waikanae Creek and Awapuni Rd could be rezoned as a residential area. This is potentially attractive prime residential land near the beach, in walking distance to the city center and to the Kiwa pool. The industrial area along the southern end of Stanley Rd could also be rezoned as a residential area.</p> <p>Even inside the City centre are plenty of businesses that could be considered "industrial land usage" eg the car repair shops and car wash place in the area Childers Rd Corner Carnavon St. Or there also is a lot of commercial use of land on Palmerston Rd (car repair shops or the Panel and Paint shop at 84 Derby St).</p> <p>These are businesses that need a lot of space and it makes no sense to have them in the city centre.</p> <p>It would be common sense to use this commercial land in the city centre to build new houses rather than lowering the living quality in existing suburbs by squeezing more houses into there</p>
13	Oliver Vetter	Y	Y	Y	<p>This just makes sense in the context of the constraints - I'd like to see further intensification options in Awapuni I agree emphasizing the importance of the environment on our urban spaces and future generations Seems like a <u>measured and logical approach</u></p>
14	Bodeane Kingi	N	N	N	<p>Intensification to the degree that council is proposing is similar to Indian and African over populated countries, intensification to that degree will be akin to slum like areas, encouraging further wealth disparity and classism within the region.</p> <p>Suburbs outside of the city need to be developed, like makaraka and Ormond into more urban areas than rural, things that will help with this is moving shops from town closer to the hospital and developing town (Gladstone/Childers/Palmers into accomodation</p> <p>This outcome will force the city into slum like proximity and encourage wealth disparity and classism.</p> <p>Gisborne is at a point where a huge change could drive the city to new heights, shifting the business area on the city centre out towards Makaraka or Ormond with a hub like structure similar to Whakatane has towards the Tauranga turn off will solve two issues with one stone, businesses will be able to lease the hub off council bringing money into the region instead of into private owners and town buildings can be purchased to be changed into residential areas or apartments and finally repaired from the 2006 earthquake damage that plagues the entire town to this day.</p> <p>Development of a business sector out rurally will encourage property development around them, similar to how Hawke's bay has developed multiple cities and townships to</p>

					<p>congregate into an amalgamation of almost one city together in practice. If we were to develop inland into business appropriate buildings and encourage builds out that way, we would be better off in the long term while still keeping the cities identity and peoples space to not live in slum like areas. Agriculture in the area isn't bringing money into our town anymore, private owners now have direct connections to suppliers or buyers for everything and the city misses out on that money being spent here. We need to look towards the future.</p> <p>Also a university in this city is sorely needed to inject some youth into the area or at least give ours a reason to stay, Gisborne has a real opportunity to keep our graduates here and encourage high income earners to stay because of it's beauty (when maintained correctly, one look at the alleyways in town and you can see it's not), Beaches and space it allows for people to breathe. Intensification kills the beauty and space conditions</p>
15	Ingrid Derbyshire	Y	Y	Y	<p>We need to use all the empty buildings in the town centre</p> <p>We need to keep our productive land. Save land</p>
16	Ariel Chew	Y	Y	Y	<p>The objectives set out the direction needed for Gisborne</p> <p>At the moment, supporting infrastructure are found mainly in urban areas. By focusing on existing areas that have well supported infrastructure (or perhaps only requiring upgrades to facilitate growth) is more preferable than managing many areas at once.</p> <p>Same reason as above, allows focused efforts on one main area first instead of trying to manage multiple growth areas that may lead to poor or slow benefits. Looking forward to see how it unfolds and interacts with other strategies and the TRMP. Might be a tough question to answer when it comes down to environment vs economic/people benefits though in options.</p>
17	Aruna Wickramasinghe	Y	Y	Y	
18	Jesyca X	I don't know	I don't know	No	<p>Stop putting houses where there already is housing but making two houses turn into 8 or more. Stop letting it happen in established areas that are quiet and have two houses,</p> <p>Only to tear them down and make them into more than two. No body wants the extra noise and traffic when two houses on a property is already enough.</p>
19	Carolin Deutch	Y	Y	Y	<p>1. Please consider public transport extending out to Makauri/ Makaraka/Ormond/Patutahi etc., I. E. Into areas where more houses are planned. That could be hourly /every couple of hours.</p> <p>the light of climate change it is important to ensure that when new developments are build that people have reliable transport options to get to mahi in town without resorting to cars.</p> <p>2. Intensification in the city is a great idea, as this will drive foot traffic for city shops if people live in walking distance to their mahi.</p>

20	Lee Clake	I don't know	I don't know	I don't know	Not interested in agenda 2030
21	Becky X	I don't know	I don't know	I don't know	I do believe the city centre needs massive improvements It's terribly sad the enormity of our run our centre looks. Why would people want to visit and continue to stay in Gisborne I truly believe a focus needs to be placed on providing family friendly activities that can be done rain or shine especially in our current climate. Quality hospitality and night life for all ages there is not a lot to do to be honest I think Gisborne has amazing potential but we really do utilise what we have Why plan for all the extra housing when it's struggling to keep people wanting to visit or even stay when there's no a lot to do
22	Luca Barone	I don't know	I don't know	I don't know	I recently had an issue with the RMA as not protecting me for loud noises under home occupation. I believe we should have a robust discussion around the environmental and noise protection before agreeing in increasing housing density. Also we should address the historical lack of facilities for the community. More density signify more potential noises from activities and neighborhood. The current RMA does not protect the citizen enough - I need yo fully understand what is proposed before buying it. What environmental and noise protection will be guaranteed?
23	Blondell Samuels	Y	Y	Y	less worry yes, because less grounds more growth Fresh, new and future prepared I think Gisborne can do more strong sustainably
24	Michael Rennie	N	I don't know	Y	Prioritising the environment above all else is in direct opposition to adding more houses and people. It should be a balance between Te Taiao and He Tangata, not one over the other. Intensification will only work if there are other regulatory changes that allow and promote it (dwelling size restrictions, height requirements etc). Fundamentally, it will also require a cultural change to move away from single, detached family homes. If either of the proceeding conditions don't happen, then the key drive of intensification will fail and it'll be back to the drawing board to revisit greenfield development. There are plenty of execution risks. Good luck!!
25	Alan Gaynor	Y	Y	Y	Giving reasoning allows understanding of why the thing is happening. I also agree with protecting our environment to minimise damage from the increasing adverse weather events Not doing the "Auckland urban sprawl" seems a good idea to me Linking surrounding areas to the Inner City intensification and providing easy access sounds good to me.

					Just look at what Auckland did, and do the opposite.
26	Pratik Jethwa	Y	Y	Y	It makes sense to intensify and build upwards once you consider climate change. Easier and cheaper to build resilience into a smaller area rather than a sprawl. My main concern continues to be infrastructure growth keeping up with population growth and increase in homes. We already see so many issues now! And we have so many families struggling to find homes now, and none of this addresses that in the shorter term, I feel. We need apartments quicker, preferably rent to own style etc.
27	C. Gilbert	Y	Y	Y	Guidelines have to be set to avoid urban spread - there is such a limited amount of arable land in our district which must be protected for economic and employment. The environment is a key consideration. Weather events are becoming more extreme and council does little to nothing for those living outside of the city. People have to accept that the 'house and quarter acre section' is now an impossibility. We seem to have a population of 'homeless tourists' coming in to Gisborne to live in the hotels. Apartment living is one way to house these and low income families. Council needs to look at what they are doing for the current population and their needs first - not just the urban dwellers. There is a very much a 'left hand doesn't know what the right hand is doing' approach. To protect urban areas they have increased the flooding in the flats. Some areas have had stop banks increased in height, while others have had the roads raised several times, exacerbating the flooding. No resilience preparation is being done by Council. There seems to be little appreciation for those who live rurally despite the positive contribution they make to the economy. Expanding the city limits would be disastrous (though it might get some flood prevention/drain and creek cleanup finally taken seriously) as these areas employ many people. Council also needs to be reminded of the rural populations rates contributions - many of the facilities paid for by the rural population are not used by them. Building up, rather than out would ensure some usage.
28	Kerry Haraki	Y	I don't know	Y	Taiao first, all else follows from that. Huge scope for city centre intensification of housing.
30	Leo Garcia	Y	Y	Y	I like the idea of intensifying the city and more cycleways. Good areas to intensify. Would love to see the trainline reconnecting Napier. Also, will the path of the logging trucks change if we intensify some part of the city and have more residents on their current roads??
31	Sharon Cornwall	Y	Y	Y	
32	Jan Koia	No	No	No	We need to ensure infrastructure within the city is fixed before implementing any growth strategy. The inner city has some original homes from the beginning of last century these should be looked after and kept how they are. Intensification in a city like ours unless I would like to know how many people voted for and against intensification. We should be encouraging safe places to play that are free and walkable. It comes with a

					requirement for plenty of greenspace for families to use.
33	Gillian Ward	Yes	Yes	Yes	<p>The intensification approach is compatible with 15 minute city planning, ensuring that facilities, schools, shops, etc are all accessible within a 15 minute walk or cycle.</p> <p>I am aware that the Active Travel Strategy is being developed concurrently with the FDS, but the FDS Access and Mobility Infrastructure plan should match the plans in the Active Travel Strategy.</p> <p>The importance of retaining and reinstating active travel infrastructure, such as pedestrian bridges and rights of way, should be noted in the FDS. These links are important for a connected active travel network, making it practical to access recreational facilities, shops, schools, work places, and all the community facilities easily by walking and other active travel means. At least three pedestrian bridges have been removed or have had access stopped in recent years - over Kopuawhakapata Stream (Parau Street to Crawford Road), Waikanae Stream (Banks Street), and Taruheru River (Makaraka Cemetery to Taruheru Cemetery). Opportunities for active travel links to be formalised have been lost with subdivisions and resumed unformed legal roads. Once lost, these links are difficult to reinstate.</p> <p>In future, private car ownership will be less commonplace and active travel will become more normal, so planning useful links and maintaining existing connections is important. Developing safe active travel infrastructure is relatively inexpensive compared to infrastructure for vehicles on the road, and this should be a priority for the FDS. This is an equitable goal because active travel is generally not expensive for residents, and shared paths provide safe access for people using mobility scooters as well. Active travel is healthy and a low CO2 emissions option as well, all appropriate goals for the FDS</p>
34	Brian Eddy				Housing and Forestry. No comments made on the FDS
35	Karen Eddy				Housing and Forestry. No comments made on the FDS
36	Jodie Clarke	No	No	No	<p>If this is land to be developed for sale to the public then yes. If it is land for Kainga Ora , state housing or other government housing then no Thankyou</p> <p>Your objective is not clear. I would like reassurance that this land development is for the public to purchase and develop not New Zealand Government to put more state housing everywhere</p> <p>After looking at "Special scenarios" I notice you have the Riffle range" out Sponge bay as Māori led development. Can you clarify for me if this is a scenario or really is being developed privately from some Māori iwi/ development trust. I am not sure if you are hypothetically saying you want this to happen one day or it is already happening.</p> <p>If so iild love to sell my property before multiple state homes pop up. This will affect the value of my home and every other home in sponge bay</p>
37	Lillian Ward	Yes	No	No	Infrastructure upgrades are needed first & foremost to cater for not only what we have now but also future growth. We must stop

					<p>polluting our waterways &amp; moana with sewage waste when we have extreme weather events because our infrastructure can't cope.</p> <p>Is not Taiao friendly. If we are planning for the future is it wise to encourage growth centrally given tsunami inundation mapping?</p> <p>We all must do better with our Taiao. I recommend that new properties have their own water &amp; sewage tanks &amp; if possible support current property owners to also invest in their own sewage system &amp; water tanks inclusive of rural property owners that already have these but are likely to be upgraded. Perhaps a personal sewage system that generates gas to cook with? A move to more te taiao friendly &amp; sustainable way of doing things is definitely needed.</p>
38	Angela Stuart	Yes	Yes	Yes	<p>Having an overarching framework of objectives sets the expectation and approach to change</p> <p>I don't think it is a good idea to move into the coastal areas given climate change. I do support in filling so long as it is a considered and controlled approach with services keeping pace with development</p> <p>As mentioned I support more intensification in the city and existing suburbs so long as the services including public transport are upgraded in line with developments</p>
39	Mr Meng Foon	Don't know	Don't Know	Yes	Zone Tatapouri camp and Dive Tatapouri residential
40	Diane Taylor Survey Gisborne Limited	Yes	Yes	Yes	<p>On the whole. The main focus is on urban and the Future Development Strategy dates back to 2015. As a food productive region appropriate provisions for new housing / accommodation on land zoned interim highly productive land needs to be provided for. The urban strategy on the whole is great. Providing that the infrastructure to support intensification is or will be affordable. If not - how.</p>
41	Lois Easton	Yes	Yes	Yes	<p>I support intensification including of lifestyle areas. I support protection of HPL. love that no growth at Wainui is provided.</p> <p>Will support the city centre. Creates a more climate resilient community.</p>
42	Rain X	Don't know	Yes	Yes	
43	David Skelton	No	No	No	<p>growth will never in any place in the world until everything is ruined - stop growth</p> <p>stop growth</p> <p>no growth- causes fights</p> <p>unemployment is on the rise, why you want to bring people - everywhere in the world has turned shit when you add more people - you cant even satisfy the people that here, you are open sewage into the river and the roads are stuffed</p>
44	Ingrid Derbyshire	Yes	Yes	Yes	<p>We need to save our productive land to feed our people.</p> <p>We desperately need more homes for our own people.</p> <p>We need to get some life into the centre, as it's unkempt; dirty &amp; unloved. Doing something about all the empty shops. Having tenants living upstairs above the shops improves security and pride in our town.</p> <p>GDC needs to do more than advertising on television about how deprived we are; do we need to tell the entire nation? They'll probably tell us to pull our socks up. Charity begins at</p>

					home, please shop local instead of Auckland; Australia and any else outside of Tai Ra Whiti. Could we have a target date to empty all the motels of people in emergency housing please? Why doesn't Gisborne have any proper emergency housing?
45	Brad ledger	No	No	No	Ruining our housing price Ruining our neighbourhood Ruin our safe community No thank you, you will devalue the housing prices in Spongebay and make it more of a target for robberies which have already increased lately
46	Nikki clarke	No	No	No	Redevelopment of Airport land will hinder Gisbornes future growth for the Airport itself. Also developing the airport land and selling to Kianga Ora/housing NZ makes an already low income area of Elgin worse- leading to higher crime rates. No to airport development. No to sponge bay development as it will worsen the waterways and its a water catchment area Intensify a little bit in all areas, but not on large emptee land areas as those areas end up being sold to NZhousing and this creates areas of higher crime, and less integration Once again No to sponge bay development. No to airport development.
47	Susann Leslie	No	Yes	Yes	We need to consider the environment first, especially after all the bad weather in the past year Environment first The city needs more people. At the moment, it is too sprawling and few people live in the city centre
48	Janine Koia	Yes	No	No	Do we need to be a high rise beach city? No we dont. We talk about being a place that is unique intensification just makes us like the other beachside cities Gisborne needs to look at how we want our community to be and interact and that is not through intensification. Dispersed growth is not ideal but a much beyter option than intensification. Look at all the businesses on Awapuni Road and the industrial subdivision no foresight with that decision. New industries need to be reallocated outbof vity boundaries.
49	Xinen He	Yes	I don't know	Yes	Population is growing a lot More houses needed for our region, so the house price is affordable for everyone
50	Patricia Maclean	No	No	No	I can see cheap housing going up around inner Gisborne and I think with so much vacant land around Gisborne-excluding Poverty Bay flats we could utilize outlying areas and keep a higher quality of well built housing that lasts and doesnt turn into ugly y I think it needs to be slowed down and really planned and so that in 100 years it was well placed still workks and people are not living on top of each other. No as above why would we want this city squashed into a small area creating a whole set of new problems-definitely not how most people want to live I am most opposed to intensification-this is what has happened in China and it's a sad miserable way for people to live-we need to plan a city with spaces and NOT cramp our living situation into a small space! As far as growing upward, not one person I have spoken to about this is keen on this happening, so surprising you would say that was your feedback.
51	Mel McIntyre	Yes	Yes	Yes	Keep our fertile soil safe for growing Gives different options for where people want to live

52	Toby Parker	Yes	Yes	Yes	<p>We need more housing to support growth. It's more cost effective v to intensify where possible. I think it's important to also keep larger sections for kids to play outside.</p> <p>It's a fast and cheaper way to get more housing and improve on what we have. I think lots of large and spacious appartments would be great way to accomodate large amounts of workers for businesses.</p> <p>Creating much more accomodation within the city will generate more rates within the existing infrastructure.</p> <p>More people and culture in the city will make restaurants more sustainable and the city more social making it more attractive to live here.</p>
53	Rangimarie	No	No	No	<p>Tower blocks are awful for our whanau sad places to live.</p> <p>It will turn into slums like the UK, tennement buildings, dark alleys, dingy staircases and broken lifts..dont do this to Gizzy</p> <p>Dont go up, tower blocks are miserable places, we have plenty of land not suited for growing, this can be used for decent housing. Dont put our people in these boxes thats not life. They turn into sad places really quickly..dont be like the UK, be like Scandinavia build decent homes with gardens. Not hell hole tower blocks. Be sad to see this happen to our lovely town, dont turn us into slumtown</p>
54	Dan Shenton Te Tūāpapa Kura Kāinga - HUD	Yes	Yes	Yes	<p>We would like to acknowledge the Council, iwi partners and the contributors in preparing the Future Development Strategy. We also acknowledge the ongoing engagement with iwi in developing the draft Tairāwhiti Future Development Strategy 2024 -2054 (Tairāwhiti FDS); and in particular the development of the overarching objectives guiding the strategy, and the Tangata whenua overarching aspirations and values framework.</p> <p>We can see that there has been a robust process to produce a growth strategy that aligns well with the policies in the National Policy Statement on Urban Development, and is a similar level of intensification that Tier 1 &amp; 2 councils have had to implement in response to the Medium Density Residential Standard (MDRS), i.e. enable 3 storeys in most locations. But within the Tairāwhiti FDS the Council is being more selective and focusing on infill around key centres and main transport routes, which we consider sensible and most likely to be realised over long term.</p> <p>Current Māori housing projects</p> <p>We consider that the Tairāwhiti FDS will not impede on current programmes of housing investment from Te Tūāpapa Kura Kāinga and Te Puni Kōkiri in the region, particularly in relation to the Tairāwhiti Whai Kāinga Whai Oranga prototype with Toitū Tairāwhiti Housing Limited. The FDS focusses on greenfield and urban growth within the Gisborne township area (as outlined in the map on page 9). The urban settlements and coastal and rural areas section of the FDS (p.17) also undertakes that – "Most new homes developed are anticipated to be stand- alone dwellings, with attached dwelling types not typical of smaller settlements such as these. The TRMP will continue to enable and support housing choice."</p> <p>Potential areas within the FDS that should be strengthened</p> <p>There are however some areas that that we consider should be strengthened within the FDS, as outlined below -</p> <ul style="list-style-type: none"> <li>• Housing Affordability – generally appears to be missing from the narrative in the Tairāwhiti FDS. Its only referred to in a couple of places. It would have been good for the Tairāwhiti FDS</li> </ul>



					<p>to include more discussion on housing affordability and how the Tairāwhiti FDS could support it. The main way an FDS can improve affordability is by supporting an abundance of housing supply, while at the same time encouraging diversity of housing types across all locations. Although the Tairāwhiti FDS will support this through the intensification strategy (which should support smaller housing typologies) stronger reference could be made with more intentional signals and direction on housing affordability in the document.</p> <ul style="list-style-type: none"> <li>• Infrastructure capacity – like most urban areas across NZ, infrastructure is the main constraint to growth. You have done a good job at assessing infrastructure capacity with a lot of detail about the funding and sequencing of the infrastructure upgrades needed. But there is a significant reliance on infrastructure to support growth that is not funded yet. It would have been good to see the infrastructure and growth strategy more integrated; are there any priority areas where investment in growth and infrastructure could be coordinated? Identifying priority areas or a sequenced approach would give developers more certainty and enable infrastructure upgrades to be more aligned with the areas they anticipate to growth first.</li> <li>• Future Māori housing developments: We acknowledge the outlining of three specific Māori housing development opportunities (on p.10), which if realised will provide substantial housing opportunities within or close to the Gisborne central business district. This was good to see. However, the Tairāwhiti FDS was short on the relationship between these identified developments and whether they will be enabled and included within identified growth areas – outlined on page 6. All three sites appear to be outside of the greenfield expansion or intensification areas. It would be useful if the FDS either includes them within those areas or provides justifications as to why they are not.</li> <li>• Impacts from climate – and erosion issues are outlined on page 25 and other parts of the FDS – but are somewhat underplayed in terms of the current and ongoing impacts on housing growth and need to be better linked to resilience and mitigation planning being planned or occurring in the district. There is recent evidence (gathered by NIWA and local scientists here - In the wake of Gabrielle   NIWA) and learnings from the past year following Cyclone Gabrielle that could also be better reflected within the Strategy. There is also little mention about the growing need for managed retreat in areas often hit by flooding and new areas that have been impacted – Te Karaka etc. It would be good to link this to discussions that local communities are currently having about managed retreat, within the context of the implementation of the Land Categorisation - Future of Severely Impacted Land (FOSAL), in Te Tairāwhiti. In closing, we consider that further thought be given to strengthen the response and impacts on housing from climate change within the FDS, in-line with our feedback above.</li> </ul>
55	Joanne Schwenke	Don't know	Don't Know	Don't know	<p>I haven't got time to read 49 pages and absorb everything. All I know is KO are popping up everywhere in Gisborne. Is Gisborne going to be a KO city???? Why weren't any KO houses built down by the Flying Nun, before the lab was built there???? There could of been streets of houses built there. Like suburbs in Auckland. Papakura being just one area, where Ardmore was once upon a time Going by address, KO is building a 10 unit</p>

					<p>complex. We were initially told the building was for Government employees. Now there is a big sign advertising KO housing. Very dangerous for children that will be living there, right on a main Rd/corner. 10 units @ 2-4 bedrooms. Only space for 6 car parks. The other 4 units have to park on the road. And only planned for one car park for 6 homes, didn't take into consideration, some households will have more than one car. The GDC are the only winners here. Why???? GDC will get a lot of revenue from tickets they will be issuing to those that live there and will have to find an alternative parking closer to their unit. It's happening all over with these hi density housing complexes. Developers, have no provisions for the parking situations. Maybe a underground parking would of been good. But NO!!!! That would be too expensive and GDC will have to find revenue elsewhere. That's all part of the long term plan</p>
56	Karen mackill	Yes	No	No	<p>Most of the areas chosen for development are near waterways and a high risk of flooding Most of the areas selected for development are on or near waterways and will be flooded in the future.</p> <p>Given the events of 2023 it is clear that major flooding events will occur in the near future. The GDC building was very close to being flooded. The Council should be planning for staged retreats of the Gisborne CBD and all coastal communities to higher ground. Prime agricultural land should be protected from residential and industrial development. Sea levels are rising and we have already seen how climate change is affecting the weather patterns in this country and the world. The next large flooding event will probably happen in the next decade as water tables and sea level rise and erosion increases. Raising stopbanks will not prevent a major flooding event. A staged retreat needs to be planned now to start within the next 30 years and not wait for total devastation to force a move.</p>
57	Peter Crawford	I don't know	I don't know	I don't know	<p>It seems to benefit property developers who would have already invested. Just not sure our infrastructure proposal.</p>
58	Lisa Christensen	Yes	No	I don't know	<p>I agree that te ora nga o te taiao is imperative. I am happy to see that protecting the environment first, before considering growth and development, is the intention set out at the beginning of this document.</p> <p>I prefer option four: western greenfield growth and intensification. Kaiti requires massive infrastructure improvements (water, sewage) before intensification can occur there.</p> <p>I agree in principal. Intensification is necessary. I am concerned about the consultation processes and am not confident a "nuanced approach" will be achieved.</p> <p>Tuatahi, me mihi ka tika ki a koutou kua pukumahi i runga i tenei kaupapa. I acknowledge those who had input into this draft document. It is comprehensive and has some strong visions for positive outcomes, for both te taiao and the people of Te Tairāwhiti.</p> <p>I am interested to see how te ora nga o te taiao, as the overarching framework of objectives, will be embodied in the intensification and new builds that are necessary to achieve the housing we need here in Tairāwhiti. It is a lofty goal that we humans are very good at not achieving. I am also concerned about how the new government's potential changes/ repeal of the RMA will affect the decisions made here at council level.</p> <p>I remain hopeful that GDC will engage with the communities and tangata whenua where the planned intensifications and new builds</p>

					take place, taking care to hear their concerns and visions for how their neighbourhoods are best designed and planned. Councils often forget there is a wealth of expertise in the people, sometimes generations of lived experience, who call these neighbourhoods home. Tēnā koutou katoa. Thank you for your important mahi and for the opportunity to provide feedback.
59	Daniel Robinson	Yes	Yes	Yes	Yes, infrastructure needs to be updated and improved, especially around the kaiti, cbd areas.
60	Kelsey Goldsmith	Yes	No	Yes	Gisborne has limited green spaces already so it is important that these areas are protected first, before considering any new property development. Cities need green spaces in order for the community to thrive. Option 3 sounds better. Keep a mix of intensification in urban areas as outlined in option 1, however, more houses should be built from Kaiti towards wainui to give people more housing options if they don't want to live in and apartment in the cbd. It is important for the council to have clear boundaries and principles for intensification to ensure it is well planned and that we do not over-intensify the city.
61	Brendon Liggett Kāinga Ora – Homes and Communities	Yes	Yes	Yes	See below
<p><b>Executive Summary</b></p> <ol style="list-style-type: none"> <li>Kāinga Ora- Homes and Communities ("Kāinga Ora") welcomes the opportunity to provide feedback to the draft Tairāwhiti Future Development Strategy ("FDS").</li> <li>Kāinga Ora is supportive of this FDS and the Gisborne District Council's ("the Council") work to date to produce the FDS.</li> <li>The strategic approach of focusing most development in Intensification Areas is supported and will be a key part of Tairāwhiti adapting to a more resilient future and delivering housing choice for local people.</li> <li>Kāinga Ora is also aware of the significant and ongoing challenges Tairāwhiti faces as a result of Cyclone Gabrielle. While the recovery work and planning is of most importance right now, the FDS provides a long-term roadmap for the growth and change of Tairāwhiti/Gisborne over 30 years beyond the current recovery phase.</li> </ol> <p>As such, Kāinga Ora look to provide constructive feedback on the draft document. This feedback covers six main topics: Strategic Objectives Future greenfield allocation Staging of growth and infrastructure delivery Affordability Outcomes for Māori Business land and structure of centres</p> <p><b>Background to Kāinga Ora and its interests</b></p> <ol style="list-style-type: none"> <li>Kāinga Ora was formed in 2019 as a statutory entity established under the Kāinga Ora Homes and Communities Act ("the KOHC" Act"). As a Crown Entity, Kāinga Ora is required to give effect to Government policies. Kāinga Ora has two key roles: <ul style="list-style-type: none"> <li>Being a world class public housing landlord; and</li> <li>Leading and co-ordinating urban development projects.</li> </ul> </li> </ol> <p>Kāinga Ora has a statutory objective that requires it to contribute to sustainable, inclusive, and thriving communities that:</p> <ul style="list-style-type: none"> <li>Provide people with good quality, affordable housing choices that meet diverse needs; and</li> <li>Support good access to jobs, amenities, and services; and</li> <li>Otherwise sustain or enhance the overall economic, social, environmental, and cultural well-being of current and future generations.</li> </ul> <p>Because of these statutory objectives, Kāinga Ora has interests beyond its role as a public housing provider. This includes a role as a landowner and developer of residential housing and as an enabler of quality urban developments through increasing the availability of build-ready land within Tairāwhiti/Gisborne District.</p>					

The public housing portfolio managed by Kāinga Ora comprises approximately 1309 properties (as at 31 December 2023). There are 629 people on the public housing waitlist for Gisborne District (including 129 for the East Coast and surrounding area). The public housing waitlist for this area has grown significantly in the last five years.

Kāinga Ora is interested in all aspects of the FDS that may affect the supply and range of housing in the market, including affordable housing, and the creation of thriving communities within an urban form. These include:

- . Minimising regulatory barriers that constrain the ability to deliver housing development (particularly for resource consenting and infrastructure),
- . The provision of public housing to persons who are unable to be sustainably housed in private sector accommodation,
- . Supporting and enabling greater housing choice through a range of tenure options for the growing population who find themselves needing additional assistance,
- . Supporting and enabling the aspirations of Māori in relation to housing and urban development,
- . Leading and co-ordinating inclusive and integrated residential and urban development projects,
- . The funded and programmed provision of services and infrastructure and how this may impact on all housing delivery,
- . Working with local authorities to ensure that appropriate services and infrastructure are delivered for its developments; and
- . Ensuring all residents have safe, flexible and convenient access to an array of opportunities, including employment, services, recreation and education.

#### Summary of Feedback

The purpose of this submission is to outline support for the FDS, and provide feedback on six key aspects of the draft Future Development Strategy that Kāinga Ora consider need further consideration.

Kāinga Ora recommend further work is undertaken to:

- . consider rephrasing the Overarching Objective,
- . consider removing the Reserve Greenfield Expansion Areas (Long-term),
- . align the growth expected in the growth areas with necessary infrastructure investments,
- . address how intensification can deliver relatively more affordable housing in Tairāwhiti,
- . address outcomes for Māori within Tairāwhiti, and
- . include centres and business land as an integral part of the growth strategy.

The following sections of the submission will provide further explanation of these key points.

#### • Support for the draft Future Development Strategy (“FDS”)

Kāinga Ora is supportive of the work undertaken by the Council for this FDS acknowledging that Tairāwhiti/Gisborne is a Tier 3 Authority under the NPS-UD, and that developing a HBA and FDS are optional activities. As such, Kāinga Ora commends the Council on completing a draft FDS, and the strategy direction that has been developed.

Kāinga Ora also recognises that the Council’s operating environment is very challenging in terms of managing the recovery from a number of extreme weather events, including Cyclone Hale and Cyclone Gabrielle in January and February 2023. The Council and the region are still involved in recovery phases of work, and this includes non-standard Long-Term Plan (LTP) processes.

In general, an FDS is prepared in advance, or alongside, a LTP to inform the funding decisions to manage growth. With the Council preparing “Our Three Year Plan 2024-27”, Kāinga Ora appreciates the opportunity to submit on the draft FDS, while recognising that the process will revert to general LTP processes in due course. As such, this FDS is well-placed to provide direction to growth and investment planning in both the recovery and post-recovery phases.

Kāinga Ora would also like to highlight the Implementation Plan as a key next piece of work. Given some of the challenges that are understood, and also some raised within this submission, an Implementation Plan will be critical. Kāinga Ora is keen to stay connected with the Council as this work progresses.

#### • Strategic Objectives

Kāinga Ora is supportive of the FDS establishing a clear strategic structure for future development. These structures are able to provide direction to RMA processes, but also other city and region shaping planning processes.

An overarching objective can be appropriate, and the FDS makes good use of Te Taiao, He Tangata, and Development as the sub-headings to the objectives.

Kāinga Ora does however highlight a potential issue with the Overarching Objective. In the current format, this objective reads as a bottom line, and conveys a significant expectation that all development will positively impact Te Oranga o te Taiao. While Kāinga Ora recognises the importance of Te Oranga o te Taiao, and working towards ensuring development does not deteriorate the environment; especially after Cyclone events, in practice the wording of the Overarching Objective is likely an unrealistic and difficult outcome to achieve for every land use activity, development or resource consent process. These processes often involve balancing competing outcomes.

Furthermore, Kāinga Ora notes that the Objective as written does not align with how it is defined under “Achieving the objectives” on Page 25, which states the Overarching Objective is achieved by “working towards the other objectives as a whole”. Kāinga Ora suggest that this more holistic view is likely to be a more practicable solution.

Kāinga Ora also note the phrasing of the Overarching Aspiration from Figure 3: Tangata whenua overarching aspirations and values framework which refers to a “harmonious coexistence of vibrant communities and a thriving environment”.

Kāinga Ora can lend support to any revision processes the Council embarks on, to finalise the FDS.

#### • Future greenfield allocation

1. Kāinga Ora understands the projected growth and development areas identified within the FDS to be as follows:

Area for development in the FDS	Growth (supply of dwellings)
Intensification	4,300
Current Greenfield areas (Total of Existing zoned and Rural Lifestyle)	1,350
Existing zoned	780
Rural Lifestyle	570
Total	5,650

Kāinga Ora is generally supportive of this approach with approximately 75% of all growth expected within the existing urban area. Kāinga Ora considers this to be an appropriate way to deliver and contribute towards vibrant and supportive communities.

Kāinga Ora highlights the Reserve Greenfield Expansion Areas (Long-term) as a potential issue. These areas provide surplus housing beyond what is required to meet demand in the 30 year period (including competitiveness margin) and are in addition to those identified growth areas listed in the table above. These areas are shown on the maps, and explicitly outlined on Page 15. The potential growth reported for these areas is up to another 1,600 dwellings.

Kāinga Ora does not consider that these Reserve Greenfield Expansion Areas (Long-term) parcels need to be included within the FDS at this time. The FDS lays out a sufficient growth approach that is able to provide for a range of housing options, aligns with existing urban areas and is able to best utilise investment in existing infrastructure. An expansion of the urban area to include these land parcels – even over the long-term – would likely be to the detriment of the existing area and the proposed strategy in the FDS. There is a strong possibility that future

greenfield growth areas would draw resource and funding, particularly for infrastructure, away from those other areas identified for growth – both intensification areas and existing greenfield areas. Furthermore, these areas are not well serviced currently by transport options or local services and amenities to support future communities and emission reduction outcomes. In order to promote well-functioning urban environments these areas would require a significant level of investment into public infrastructure. If Council were to advance these areas, Kāinga Ora would like further clarification on Council's planning for these additional services.

- **Staging of growth and infrastructure delivery**

Kāinga Ora is aware and acknowledges the challenge of recovery planning, including the process around "Our Three Year Plan". However, the FDS is most useful to developers, partners and the communities, when it is able to set a clear direction of when and how growth will happen. Kāinga Ora supports the enablement of the zoning framework as quickly as possible to allow for any existing capacity to be utilised to its fullest extent.

As such, staging and timing of the required infrastructure investment to support growth areas is critical and should be completed as part of this FDS. While there are some implementation timeframes associated with the infrastructure portions of the FDS, these are not well connected to the growth areas. It is also noted that not all sections are complete with costs or timing.

The additional challenge of the infrastructure components in the FDS is that many required investments are not funded, and therefore the growth is not currently supported by the required infrastructure.

Kāinga Ora encourages the Council to do further work in aligning the growth expected in the Intensification Areas with the necessary infrastructure investments. This would provide clarification to the maps as to which areas are prioritised for initial investment.

By establishing clear commitments and timing, Kāinga Ora, and other partners, would then be able to align and time their investment to these locations. This would stretch beyond just investment in housing, but also other infrastructure and services.

- **Affordability**

Kāinga Ora views the FDS to be lacking significant commentary regarding affordability, and in particular, how the strategy of intensification can deliver relatively more affordable housing in Tairāwhiti/Gisborne.

Kāinga Ora views this as particularly relevant given the affordability challenges expected in Tairāwhiti/Gisborne. This is most acutely shown via Tables 2-6 and 2-7 of the HBA that detail large increases in small, single and couple only households, and households that earn under \$30,000 and \$50,000 per year.

At a high level, higher density housing options are generally able to:

- deliver greater housing choice and more affordable housing in comparison to less dense options, due to smaller size dwellings and more efficient use of land;
- utilise existing infrastructure and services, including pipe network infrastructure but also schools, parks, health facilities and supportive services; and
- support residents to have greater transport choice. This manifests as improved public transport viability by increasing the potential catchment of those services, as well as greater walkability or use of active modes. This in turn reduces the expense required to travel by private vehicle.

There are other benefits of higher density housing and intensification that are not detailed that would also be relevant but not listed here.

Kāinga Ora considers the affordability challenges for Tairāwhiti/Gisborne will continue, as highlighted by the information as part of the FDS. As noted above, infrastructure supply is not confirmed or funded in full, and as such, if this cost is passed in full to the developer, cost of housing will continue to increase. This issue is particularly acute in delivering greenfield developments.

There is also an issue of ensuring that the housing envisaged to be delivered under the FDS, is appropriate to the growing demand of the households, especially those smaller and lower income households. Kāinga Ora is experienced in this challenge and can engage directly with the Council to further discuss this issue.

Kāinga Ora suggest that the FDS is more explicit in explaining the benefits of higher density housing options and therefore the improved relative affordability of undertaking an approach based primarily on intensification in appropriate, well serviced locations.

- **Outcomes for Māori**

Kāinga Ora recognises the work that the Council has put in to developing the FDS with Māori partners, particularly the Ngā uara me ngā wawata o ngā iwi me ngā hapū. Kāinga Ora remains a committed partner to delivering for and with Māori. As such, Kāinga Ora wish to highlight two aspects.

Firstly, Kāinga Ora supports the Māori-led development section on Page 10. This highlights the three key growth areas that involve Māori. Kāinga Ora suggests the FDS include further commentary as to outcomes for Māori within Tairāwhiti, rather than just a focus on Māori-led development. This would be particularly useful for the discussion around intensification, and what improved infrastructure would mean for achieving local Māori aspirations.

Secondly, Kāinga Ora is aware that there are different views held within the Māori community regarding intensification. Kāinga Ora suggest that the Council recognise this and look to undertake further work to establish the benefits of the proposed growth strategy in the FDS. Kāinga Ora can also assist the Council when undertaking this work.

- **Business land and structure of centres**

Kāinga Ora understands that the FDS does not currently address business land considerations as the existing supply of business land will meet the needs of Tairāwhiti. However, while this is appropriate from a strategic land perspective in responding to the sufficiency within the HBA, Kāinga Ora views that the FDS is weakened by not further exploring the role of centres, and associated business land.

Kāinga Ora note and supports the intensification principle on page 13, to "Strengthen neighbourhood commercial centres through improved density and a mix of land uses". However, despite being an intensification principle, the centres and the role of a centre to support growth are not acknowledged in the strategy.

As such, Kāinga Ora suggests that centres are identified and included in key maps, such as Figure 6: The Strategy – Growth Areas, to show how they are supportive of such growth. This should then be accompanied by the role and function of particular centres, and any change that is necessary to support the growth. As an example, the supporting text for principle 2 on page 13 refers to future growth in Elgin and surrounding areas being supported by a potential expansion of commercial or mixed-use zoning. This is not shown on a map and is not connected to the strategy of the FDS.

Kāinga Ora suggests that incorporating 'centres' into the structure of the growth areas will strengthen and enhance the overall approach to intensification. Additionally, this can then be further explored as to what the expected lifestyle of people in these areas will be – rather than just the exploration of changing block patterns shown in Figure 7 and Figure 8.

**Conclusion**

Kāinga Ora will be available to discuss its submission and to address the matters raised above. Kāinga Ora is committed to working collaboratively with the Council on the development of the FDS.

62	Carolyn McAlley Heritage New Zealand Pouhere Taonga				See below
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**Submission points of Heritage New Zealand Pouhere Taonga to the Gisborne District Council Proposed Future Development Strategy (draft Plan)**

Draft Plan- Provision number	Support or Oppose	Reasons for submission	Relief sought
Draft Tairāwhiti Future Development Strategy How does the FDS influence the TRMP? Page 6	Support	<p>HNZPT notes the statement on page 6: <i>"The FDS signals changes needed to the Regional Policy Statement and District Plan to support urban growth and development in Tairāwhiti."</i> that identifies the connection between the development of this Plan and the Tairāwhiti Resource Management Plan (TRMP) that contains the objectives, policies, rules and zonings required to achieve the required growth and development. HNZPT therefore considers that it is important that the FDS contains an appropriate level of information and guidance regarding the matters that have to be considered at the time of the review of the TRMP. This submission will raise a number of matters related to historic heritage that HNZPT considers should be given a greater level of regard in the FDS, to ensure an appropriate level of protection is achieved into the future. HNZPT does have concerns that this Plan has chosen to not give sufficient regard to the nuanced nature of the range of historic heritage in so far as it may be a constraint to the location of growth and development. HNZPT considers that a greater range of historic heritage could be included in Appendix 1 of the Plan, as a constraint to growth and development, for example. This would assist to give greater direction at the time of the amendments to the TRMP and the development of the policy and rule framework.</p> <p>HNZPT is aware that currently there is investigation and research being undertaken with regard historic heritage and this work is still to completed, to contribute to the upcoming review of the TRMP. HNZPT considers that there would have been greater benefit in this work being completed prior to the notification of this Plan to better inform the development of this plan and the consideration of constraints.</p>	That the statement is retained.
Iwi and hapu values and aspirations, Page 5 FDS, (also see technical report - section 5 )	Support	<p>HNZPT supports the FDS being prepared on collaboration with iwi and hapu who have expressed an interest in the process. HNZPT also supports the use of the iwi technicians' group<sup>1</sup> and notes that the associated technical report states that the iwi technicians group advises<sup>2</sup> that further consultation is required regarding the nature of some of the proposed growth areas. HNZPT supports that the group will be retained in their review and development role for the upcoming district plan process.</p>	That the statement relating to the continued consultation with iwi technicians' group is retained
Constraints and opportunities Page 6	Support in part	<p>HNZPT welcomes the general discussion at page 6 of the FDS relating to constraints and opportunities that are to be considered at the time of development. HNZPT appreciates that this page is a high-level discussion, however, is concerned that there is no</p>	That the discussion is amended to better reflect the full range of constraints that

		<p>inclusion or mention of "cultural" constraints that are also included as discussed in Appendix 1 to the document. These types of constraints will be complex to deal with and should be highlighted in this early discussion section of the Plan as an alert to the users of the FDS of an additional matter they may have to consider at the time of development, including allowing time for consultation as appropriate.</p>	<p>are identified in Appendix 1- Strategic Opportunity and Constraints Sieve maps, in particular the consideration of cultural matters, including the amendments sought later in this submission regarding the content of the cultural matters' discussion.</p>
<p>Overarching Objective / Other objectives Page 7</p>		<p>HNZPT is supportive of the overarching and other objectives, which will guide the growth and development of Tairāwhiti into the future. However, in the context of its interest in conserving historic heritage HNZPT considers that greater emphasis should be given within the objectives to the use of the existing built resource.</p> <p>The retention of the existing building resource through adaptive reuse has been successfully undertaken in many instances in the City Centre to date and HNZPT this approach continues, as the retention of the heritage buildings in the city centre will ensure its ongoing unique character. Such an approach would assist to ensure the retention of the historic heritage resource, in addition to lessening the need for ground disturbance in what may be sensitive locations in the central areas of Gisborne.</p> <p>To reflect this discussion, HNZPT considers that the first part of the "<i>he tangata</i>" objectives should be amended as should the last part of the "<i>Development</i>" objective.</p>	
<p>The Strategy Page 8</p>	<p>Support in part</p>	<p>HNZPT appreciates that it makes sense to intensify within and around the city centre<sup>3</sup> as this location contains numerous services, employment opportunities and access to transport. However, this is also the location of numerous GDC scheduled and HNZPT listed buildings, and other historic heritage sites including a range of archaeological sites. HNZPT considers that the existing heritage buildings can be adaptively reused to assist to accommodate some of the required growth, indeed there could also be other buildings that could be repurposed or adapted.</p> <p>Therefore, HNZPT seeks that the FDS is amended to recognise the contribution that reuse of buildings could contribute to accommodating future growth in the population.</p>	<p>That the discussion on the "<i>strategy</i>" is retained and amended as follows; "<i>Apartments and more intensive urban form of housing, including reuse of existing buildings, to be concentrated within and around the City Centre.</i>"</p>
<p>Growth areas- Adaptive reuse Page 11</p>	<p>Support in part</p>	<p>HNZPT considers that adaptive reuse of heritage buildings is a sustainable method of managing the heritage building stock, while providing additional dwelling units for the growing population.</p> <p>For historic heritage buildings HNZPT could support adaptive reuse, with the intent to intensify an historic place into two dwelling units. However, because HNZPT regard the interiors as an important part of a heritage place, we consider that special attention would have to be utilised to preserve the interior, fabric, features and spatial integrity. Consideration would have to be given to the internal logic of the heritage place and the exterior requirements such as access and parking should be given care and attention so as to maintain the spaciousness of the original large site as much as possible.</p>	<p>That the objectives are amended as follows; <i>Te Tangata</i> "<i>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 meet the diverse</i></p>



		HNZPT considers that the development of design guidelines that reflect the information above, would assist in achieving the best possible outcomes at the time of adaptive of an existing building into two or multiple dwelling units.	<i>requirements of the people of Tairāwhiti ."</i> <i>Development Growth does not occur on highly productive land or other finite resource such as identified cultural sites of significance historic heritage</i>
Growth Areas Zoning and size of lots Pages 11-12	Oppose	HNZPT is concerned that while the FDS makes considerable mention of "intensification" it does not define this term and provide any specific detail with regard proposed site sizes, leaving that detail to the review of the TRMP. HNZPT considers that there must be some awareness of the potential size of sites required for the provision of the projected growth, as these figures are required to understand the nature of infrastructure provision and so on. Without the inclusion of information pertaining to proposed or likely lot sizes it is difficult for HNZPT to be able to understand and advise on the likely impacts that "intensification" will have on historic heritage and if there are any possible ways to mitigate the impacts of the proposed intensification. HNZPT is concerned that any proposed zoning may not include sufficient consideration of both the historic heritage structure and its setting and surrounds. HNZPT considers that sufficient research needs to be undertaken to understand the nature of the resource and the possible impacts of intensification on historic heritage values. HNZPT considers that the FDS should "complete" the picture by advising likely proposed lot sizes to better enable all readers to understand the look and feel of the proposed intensification promoted by the FDS and the possible effects on the existing environment.	That the FDS is amended to include an indication of proposed lot sizes, using either Figure 7: Types of Intensification on page 11, or Table 1: Anticipated intensification provision on page 12
Table 3-FDS Key Actions Pages 27 & 28 Prepare urban residential guidelines .	Support in part	HNZPT would welcome the inclusion of additional guidelines to those mentioned 4, including guidelines relating to the appropriate conversion of existing buildings, including heritage buildings, to accommodate additional growth or business opportunities. The use of an architect experienced in the conversion of historic heritage buildings to develop a set of guidelines for such conversions would be of considerable benefit in the retention of historic heritage values and as a cost saving measure for applicants considering adopting this type of approach. Additional guidelines should also include guidance on how to treat the heritage surrounds at the time of placement of other buildings or splitting an existing house/site in two. HNZPT seeks a small amendment to the table to acknowledge this additional type of guideline.	That the Fig 3 Table is amended as follows; <i>Action Prepare urban residential guidelines, including for the adaptive reuse and conversion of historic heritage and placement of additional buildings on an historic heritage site.</i>
Appendix 1- Strategic Opportunity and Constraints Sieve maps- <b>Cultural</b> Proposed Appendix 1- Strategic Opportunity and	Support	HNZPT supports the recognition in this "Cultural" map of the following constraints that are "potentially sensitive to the impacts of new urban development" <sup>5</sup> that includes Marae, areas of waahi tapu, as well as area with extensive archaeological evidence of Māori occupation and whenua Māori.	That the Cultural Constraints & Opportunities map is retained.
		HNZPT is concerned that the Appendix 1 constraints 6 map suites do not include all sites of cultural heritage value 7 reflected in the schedules of the current TRMP. HNZPT considers that all historic heritage matters should be considered with regard the retention of their values at the time of intensification.	That an additional map is included into this suite of maps to recognise that historic heritage including



<p>Constraint s Sieve maps-</p> <p>4.3.1- What the NPSUD requires &amp; 4.3.2- Develop ment constraint s</p>	<p>Support in part</p>	<p>This consideration should be identified as part of the FDS as the FDS is one of the key documents to inform the development of the TRMP.</p> <p>HNZPT observes that the technical support document for the FDS acknowledges the indirect guidance that the NPSUD makes in relation to the “types of matters that may be relevant when identifying constraints on development for the purposes of developing an FDS.8”</p> <p>The technical report lists the matters under sections 6 (e) and (f) from the Matters of National importance<sup>9</sup> which includes Historic Heritage. These similar matters were considered as part of the Enabling Housing Supply Act, as qualifying matters-a reason for a reduction in the density requirements at the time of development under this piece of legislation.</p> <p>It is of concern therefore that the matters complied at pages 20/21/22</p>			<p>built heritage and all archaeology may be a constraint to intensification.</p>
<p>63</p>	<p>Nikki Searancke</p>	<p>Yes</p>	<p>Yes</p>	<p>Yes</p>	<p>I agree with excluding Wainui. The Wainui Stream is at its capacity to support current storm water from Lloyd George Road with new storm water drainage through 41 and 51 Lloyd George road at its capacity under Rural Lifestyle zoning.</p> <p>I oppose all and any new residential housing in Sponge Bay, west of the current Sponge Bay Housing Estate. I oppose any proposed residential housing in the Rifle Range ( Papawhariki-Tamarau), as all storm water drains to Wainui Stream which cannot carry excess storm water over and above the current levels. I am domiciled at 41 Lloyd George road and will be flooded by any increase to the current levels in Wainui Stream. I live on my tipuna Hinehaeretaua lands (from 1700AD). I will not relocate and recognise the increasing flood threat currently increasing. In 1976/77 Lloyd George Road and Sponge Bay including SH35 was impacted by a major flood. Peacock Report 2004? designated Lloyd George Road flood overlay/hazard zone.</p>
<p>64</p>	<p>Todd Scrafton  Iconiq Group</p>			<p>Yes</p>	<p>See below</p>
<p>Iconiq Group is a construction &amp; development company that specialises in residential development, particularly terraced housing, and walk-up apartments, and has a strong presence in the Tairāwhiti region. Iconiq is committed to providing housing in Gisborne and has partnered with Kāinga Ora &amp; iwi partners to address the critical housing shortage by providing higher-density housing than traditionally seen in Gisborne.</p> <p>Iconiq Group is very proud of its track record in supporting employment and apprenticeship in the building sector in Gisborne. Whilst Iconiq welcomes the intensification focus taken by the FDS and the acknowledgement that Gisborne is faced with a significant housing shortage, Iconiq considers that the FDS could do more to provide for housing growth and have a greater focus on enabling greater density within the existing urban area, these aspects are discussed in further detail below.</p> <p>Extent of intensification areas</p> <p>Whilst the intensification areas identified by the FDS do align with a compact city approach and include key areas, such as the city centre and surrounding inner suburbs, it is considered that the intensification areas could be further expanded to safeguard a greater area for future growth.</p> <p>Areas along arterial roads or within close proximity to everyday service and amenities should be included within the intensification areas. As an example, shown by the red circles in Figure 1 below, expanding the intensification areas along Gladstone Road and in Kaiti is considered a logical expansion of the already identified intensification areas and should be include as part of the growth strategy for Gisborne.</p> <p>As a general comment, Gisborne has a relevantly small spatial footprint and even at the outer urban areas, homes are a relatively short distance from a wide range of amenities. The overarching objective of the NPS-UD (Objective 1) to ensure ‘Well functioning urban environments’.</p> <p>The NPS-UD also seeks to ensure that planning decisions improve housing affordability by supporting competitive land and development markets (Objective 2), and focuses on the identification and promotion of the future character/amenity of urban environments and their evolution over time (Policy 6), rather than protection and preservation of existing amenity, by promoting and enabling compact/efficient urban form and management of effects through good urban design (Objectives 1 and 4). Iconiq considers that the NPS-UD requires a long-term approach to the provision of development capacity with urgency. This necessarily means in some cases, planning for growth spatially in-advance of definitive infrastructure provision and capacity in the short term in order to provide a clear spatial ‘road map’ for future development, intensification and infrastructure</p>					

provision/investment. Such spatial planning should be 'forward looking' and not be unduly influenced by existing infrastructure constraints, which paradoxically can be alleviated and partially funded through the contributions and revenue that 'enabled' development will generate.

When such an approach is not taken, opportunities for meaningful redevelopment and intensification are lost, either through adherence to a less intensive form of development, or in favour of greenfield development that merely exacerbates the adverse effects of urban sprawl.

Iconiq considers that enabling intensification as-sought by the NPS-UD in a 'compact' manner, assists in giving effect to Policy 1 (d) of the NPS-UD which seeks to: 'support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets' by ensuring that typically lower-density greenfield development does not remain a strongly preferred choice for the housing sector, by delivering a competitive advantage to intensification through encouraging development in strategic locations.

These areas include key arterial routes that provide direct access to the city centre and are located on local bus routes to provide alternative modes of transport. These key transport connections provide people with direct access to everyday needs and amenities within the city centre. Furthermore, Kaiti is considered to be well-supported by existing services and amenities located within Kaiti Hub, providing a range of shops, medical and community facilities within walking distance of the majority of the suburb. In addition, under previous consultation for the approach to growth under the FDS, a greater area of the highlighted examples were included as potential areas for higher-intensity housing. It is considered that the intensification areas should be expanded to include a greater area where the discussed aspects are present, being key transport links and easy access to everyday services and amenities.

Expanding the intensification areas to include areas such as the ones highlighted will ensure that when future plan changes occur to enable a greater level of development, that they are not pushed to the side and disregarded as areas where further growth could occur.

#### Hierarchy of growth areas

As shown by Figure 1, no distinction is made on the level of density that would be enabled in the intensification areas and a blanket term has been adopted. Further detail should be given on the level of density within the intensification areas, such as 'medium density residential' or 'high density residential' Examples of this were evident in previous consultation on the FDS, as shown by Figure 2 below.

#### Figure 2 - Density/Zoning distinctions

It is considered that this should be carried over to the proposed FDS and it should more clearly identify and define the level of density for the intensification areas as certain areas will be able to accommodate greater levels of intensity compared to other parts of the Gisborne urban area.

Of most importance to Iconiq is defining the intensity of future residential growth. The city centre and areas along arterial routes and within close proximity to local services and amenities should be identified as 'high density residential' and the remainder of the intensification areas should be defined as 'medium density residential' or similar terminology. This distinction is considered crucial in ensuring Gisborne's future growth does acknowledge the areas where higher density development can be supported and doesn't just apply a blanket approach to intensification across the identified areas within the urban Gisborne area.

Furthermore, the proposed FDS defining areas that are suited to 'Mixed-Use' or a more general 'Centre Intensification' would also further benefit the future growth of Gisborne and provide clearer guidance on how the central areas of Gisborne should grow and be developed. It is considered that this additional layer of detail will greatly benefit future plan changes that will enable the outlined growth to occur and will avoid areas being underutilised in the future.

The zoning of land is the fundamental mechanism within the District/Unitary Plan to identify the geographical areas of Gisborne which are best suited to providing for differing levels of change and growth over time. It is important to consider that zoning is not intended as an expression of an existing situation. Zoning should not simply consider the future use of land in the context of that land's existing use, or development form. Rather, it sets a pattern of land use to provide for the social, economic, cultural and environmental wellbeing of the community, both now but more importantly for future generations. 3

Where zoning and/or enabled development within zones places heavy emphasis on preservation of existing intensities of development in reference to historic development patterns, long term strategic objectives of new District Planning (in response to national direction such as that of the NPS-UD) can be compromised. This also fails to realise the opportunity cost of taking a short-medium rather than long-term approach to spatial planning (i.e., over a present District Planning cycle). Development opportunities for infill or comprehensive redevelopment can be compromised where the zoning and/or provisions do not enable or support such objectives.

Iconiq considers that it is therefore important to consider the application of zoning (and associated provisions), is not just to provide for the expected or anticipated realisation of change simply within the lifetime of the Plan itself (e.g., the next 10-15 years), but also the pattern of zoning applied across Gisborne over a longer-term horizon.

#### Short term vision

The proposed FDS acknowledges that there is a housing shortage in Gisborne, however, the proposed FDS does place a focus on development in the short to medium term being similar to existing patterns of development, as highlighted by the below from pg. 14 of the proposed FDS:

*"It is likely that the scale of intensification in the short-to medium term will remain relatively modest with a lot of new houses being built in smaller-scale infill development at the rear of existing dwellings. Some more comprehensively designed schemes at heights of multiple storeys."*

Through Iconiq's partnership with Kāinga Ora and their other developments in Gisborne, it is clear that a greater level of housing is needed now and retaining 'modest' development in the short-to-medium term will not resolve the housing shortage faced in Gisborne. Development in the short-to-medium term should not be focused towards small scale infill development and a limited amount of development at multiple stories, this should be acknowledged as being needed now.

Iconiq's experience and completed projects in Gisborne have shown that higher intensity developments are extremely successful and well-responded to by the tenants who occupy these homes. A recently completed development at 440 Palmerston Road highlights how medium density developments can achieve high-quality housing that is located in areas within close proximity to services and amenities, whilst still meeting the everyday needs of residents.

In addition, the recently approved 770 Gladstone Road development (9 terraced dwellings and 6 apartments) further shows that medium density housing is already being provided for now and a greater focus should be given to enabling a higher level of development in the short-to-medium term, not just the long term.

It is considered that the FDS could more clearly convey that one of the key ways to respond to Gisborne's housing shortage is to ensure a greater level of development capacity is enabled so positive housing intensification can occur in the short-to-medium term and that a shift away from traditional forms of housing will be needed.

#### Next steps

<p>It is strongly recommended that the above comments be considered for inclusion in the FDS to ensure the opportunities enabled by more intensive housing are provided for. Iconiq has a strong desire to continue their work in Gisborne and continue to provide high-quality housing that greatly helps in addressing Gisborne's housing shortage. Furthermore, it is noted that for a greater level of intensification to occur, future plan changes will be required to the Tairāwhiti Resource Management Plan (TRMP) and this is referenced throughout the proposed FDS. To our knowledge, no timeframes have been outlined for when these plan changes will occur, and it is requested that Iconiq is kept informed on when these plan changes will be undertaken by Council. Iconiq has a particular interest in ensuring these plan change not only enable the greater level of intensification outlined by the proposed FDS to occur but also addresses other key aspects that may hinder future residential development. One key aspect is notification requirements and clearly defining what type of developments would not be subject to notification.</p>					
65	Tony Horton. Waka Kotahi NZ Transport Agency				See below

**NZ Transport Agency / Waka Kotahi Feedback to the Draft Tairāwhiti Future Development Strategy**

NZTA/Waka Kotahi welcomes the opportunity to provide feedback on the Draft Tairāwhiti Future Development Strategy (FDS). Waka Kotahi supports the FDS process as an important tool to integrate land use and infrastructure planning for Tairāwhiti.

**Executive summary**

This feedback relates to the outcomes sought by the following strategic transport and planning documents:

- Transport Outcomes Framework
- Government Policy Statement on Land Transport (GPS)
- Arataki
- Toitu Te Taiao
- Emissions Reduction Plan
- National Adaptation Plan
- National Policy Statement on Urban Development

In summary our submission identifies the following key points:

- Support for development of the FDS, acknowledging that it was not a requirement for Gisborne District Council
- General support for the objectives of the FDS.
- Strengthen the FDS and its implementation which a stronger focus on integration between land use and infrastructure interventions.
  - More information should be provided on the transport assumptions needed to support future growth.
  - Reference the transport investment process and ensure alignment with future Regional Land Transport Plans
  - Greater clarity needed on the business and industrial land demand and capacity as well as the role of the centres within the District.
  - Provide detail on the staging and sequencing of future development. Further justification for the large areas of greenfield development.
  - Strengthen the consider of resilience, particularly in regards to future transport investment.

**Strategic context**

To provide context to our feedback, this section provides an overview of the key transport strategic planning drivers:

**Transport Outcomes Framework / Te Anga Whakatakoto Hua mō ngā Waka**

The Ministry of Transport (MoT) have developed a Transport Outcomes Framework. The purpose of the transport system is to improve people's wellbeing, and the liveability of places. It does this by contributing to five key outcomes, summarised in the diagram below.

All these outcomes are inter-related and need to be met as a whole to improve intergenerational wellbeing and the quality of life.

**Government Policy Statement on Land Transport (GPS) / Te Tauākī Kaupapa Here a te Kāwanatanga mō ngā waka whenua**

NZTA/Waka Kotahi must give effect to the strategic outcomes set by the Government through the Government Policy Statement on Land Transport (GPS). This sets out four strategic priorities, which are relevant to this plan:

**Safety:** Developing a transport system where no one is killed or seriously injured

**Better Travel Options:** Providing people with better transport options to access social and economic opportunities

**Climate Change:** Developing a low carbon transport system that supports emissions reductions, while improving safety and inclusive access

**Improving freight connections:** Improving freight connections for economic development

To deliver on the outcomes set by the GPS, NZTA/Waka Kotahi have developed several strategies. A summary below is provided of those strategies relevant to the Tairāwhiti Spatial Plan.

The GPS will be refreshed for 2024. A draft GPS 2024 have been released by The Ministry of Transport. This draft may change further through the new government.

**Arataki**

NZTA/Waka Kotahi's 30-year view on strategic changes and actions needed to deliver the long-term outcomes for the land transport system. It includes a national view as well as a regional view for Tairāwhiti – Gisborne, which includes the following focus areas:

Rebuild the network destroyed by Cyclone Gabrielle and improve resilience.

Enable and support the region's transition to a low-carbon economy.

Maintain and improve the resilience and efficiency of key connections to the west and south.

Improve access to social and economic opportunities, especially by public transport, walking, and cycling.

Begin to reduce vehicle kilometres travelled in a way that's equitable and improves people's quality of life.

Significantly reduce the harm caused by the region's transport system, especially through improved road safety and reduced pollutants dangerous to health.

Actively support, enable, and encourage growth and development in areas that already have good travel choices and shorter trip lengths.

Rapidly accelerate the delivery of walking and cycling networks, predominantly through reshaping existing streets, to make these options safe and attractive.

Explore new and emerging technologies, such as on-demand services, to improve access to social and economic opportunities.

Better understand the impact of future economic transformation on travel patterns and freight volumes.

Explore opportunities to move to a more multimodal freight system with greater use of rail and coastal shipping.

Confirm how key resilience risks will be addressed over time, and work with communities to identify plans for when to defend, accommodate, or retreat.

Continue to implement road safety plans and programmes including those focused on iwi Māori.

Reduce financial and other barriers to iwi Māori getting a driver's licence in areas not well served by public transport.

Improve or maintain, as appropriate, physical access to marae, papakāinga, wāhi tapu, and wāhi taonga.

#### Toitū Te Taiao

This is NZTA/Waka Kotahi sustainability action plan. This seeks to address the strategic challenge of reducing greenhouse gas emissions and improve public health. This strategy identifies an "Avoid Shift Improve" framework which includes:

- **Avoid:** reducing the need to travel and/or the time or distance travelled by car, while improving or maintaining accessibility,
- **Shift:** changing how we move; e.g. shifting from cars to lower-emission types of travel (e.g. public transport, cycling and walking,
- **Improve:** improving the emissions efficiency and the use of low-carbon fuels

#### Emissions Reduction Plan / Te hau mārohi ki anamata

The Emission Reduction Plan (ERP) was finalised May 2022. The ERP sets out wide ranging policies and targets to reduce greenhouse gas emissions. The plan calls for a 41% reduction in emissions from the transport sector by 2035 (from 2019 levels). The transport section of the ERP includes the following focus areas:

1. reduce reliance on cars and support people to walk, cycle and use public transport
2. rapidly adopt low-emissions vehicles
3. begin work now to decarbonise heavy transport and freight.

#### National Policy Statement on Urban Development

The National Policy Statement on Urban Development (NPS-UD) provides a framework which supports the strategic transport outcomes through the integration of land-use planning and infrastructure provision. Policy 1 (iii) is of particular relevance from a transport / land use integration perspective (highlighted bold for emphasis):

*Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:*

1. have or enable a variety of homes that: a. meet the needs, in terms of type, price, and location, of different households; and b. enable Māori to express their cultural traditions and norms; and
2. have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and
3. **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**
4. support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and
5. support reductions in greenhouse gas emissions; and are resilient to the likely current and future effects of climate change.

#### National Adaptation Plan

This plan sets out New Zealand's long-term strategy for climate adaptation and sets out the Government's approach to adaptation. The first national adaptation plan contains Government-led strategies, policies and proposals that will help New Zealanders adapt to the changing climate and its effects to reduce the potential harm of climate change, as well as seize the opportunities that arise. The following goals underpin the adaptation strategy:

- reduce vulnerability to the impacts of climate change
- enhance adaptive capacity and consider climate change in decisions at all levels
- strengthen resilience.

The issues relating to adaptation to built environment and infrastructure should be a key element of an FDS.

#### NZTA Waka Kotahi Feedback

NZTA/Waka Kotahi feedback on the Gisborne Future Development Strategy is outlined below:

1. NZTA/Waka Kotahi acknowledges that Gisborne District Council was not required to produce a Future Development Strategy, but we strongly support that this has been developed on a voluntary basis. The FDS process is an effective tool to support the integration and alignment of land use planning and transport infrastructure and services.
2. NZTA Waka Kotahi supports the development of an up-to-date Housing and Business Land Demand and Capacity Assessment, which provides a robust understanding of future growth drivers in the District.
3. The proposed overarching objectives for the FDS are supported. However, they could be strengthened by a clearer acknowledgement that resilience is a significant issue for transport infrastructure and services.
4. To better understand the potential impacts on the transport system further information is required on the transport assumptions for each scenario. This information is important to enable that understanding of the nature of any transport investment required to enable growth. This also helps to ensure that the preferred scenario delivers growth that is

achievable and affordable from a transport perspective. Consideration should be given to the following:

- transport assumptions for each scenario
- infrastructure requirements for new growth
- affordability / deliverability of the required infrastructure

5. The scenarios could be improved by providing more information on the staging/sequencing of growth. This is important information to determine when and where infrastructure investment is required. From the information provided Waka Kotahi has assumed that urban development will be sequenced before large scale Greenfield development however the FDS should identify when each new growth area is intended for development.
6. Where State Highway transport improvements have been signalled, they will need to follow the business case process. This process should be identified as part of the implementation plan. To assist NZTA/Waka Kotahi to gain a complete picture of the integration of the FDS outcomes on the transport network any short to medium term improvements to either local roads or state highways should be entered into the Regional Land Transport Plan (RLTP). There are significant funding constraints for transport investment. No guarantees can be given at this time that improvement signalled in the FDS will secure necessary funding.
7. An area which could be strengthened is the relationship between the growth outlined and the FDS and the existing and future freight network. This should acknowledge the role of the port and the state highway network as key corridors for freight movement. In particular whether there are whether there is any potential conflict between future development including intensification and the role and function of the State Highway network for freight. The network operating plan for freight should be a key document to inform this analysis.
8. Linked to the point noted above the FDS could be strengthened with further detail around business and industrial gross including land demand for various sectors and how that demand will be achieved over the 30 years.
9. There appears to be a relatively large amount of greenfield growth areas identified in the FDS. It would be useful to understand the amount of development that each of these Greenfield areas are anticipated to deliver and how that relates to the housing demand established through the Gisborne HBA. Consideration should be given to the infrastructure costs and timing to enable development to occur in these Greenfield sites.
10. NZTA/Waka Kotahi acknowledges the significant resilience challenges for Gisborne and the work currently underway to address the impacts of recent severe weather events. Resilience is an important issue to consider not just for where growth goes but also the transport infrastructure that's needed to serve that growth. While the FDS does include outcomes relating to resilience, it could be strengthened with further discussion around ensuring that future communities are resilient to the impacts of severe weather events and climate change. Resilience/adaptation outcomes should be factored into the infrastructure the development infrastructure required to serve new growth.

Please note that this feedback does not predetermine any submission on any future plan changes or investment requests needed to implement the Future Development Strategy. This feedback expresses Waka Kotahi's current view based on the information available. If the FDS is put on hold for any length of time or new information is made available, then Waka Kotahi may need to review its comments in light of any change to traffic, safety, planning or policy considerations. NZTA/Waka Kotahi welcome the opportunity to continue to support Gisborne District Council in finalising the FDS and would be happy to discuss further any points raised in this feedback.

66	HUNAARA WAAREHU	Yes	Yes	Yes	See below
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Federated Farmers of New Zealand (**Federated Farmers, or FFNZ**) appreciates this opportunity to submit on the Draft Tairāwhiti Future Development Strategy 2024-2054 (Draft FDS).

- 1.2. We acknowledge other submissions from members of the farming community.
- 1.3. Federated Farmers would appreciate the opportunity to speak to its submission.

Federated Farmers submission to Gisborne District Council – Draft Tairāwhiti Future Development Strategy 2024- 2054 2

- 1.4. Federated Farmers is conscious that there may be significant 'consultation fatigue' out in the community given then challenging regulatory and economic environment we are currently in. Our members do not want this silence to be misconstrued as disinterest in the Draft FDS.
- 1.5. Federated Farmers is an organisation that works with farmers involved in a range of rural businesses (dairy, dry stock, arable cropping, and horticulture) to ensure practical and workable outcomes in relation to the environment and regulation. Our members are interested in the sustainable and equitable development of Gisborne region. We believe a well-balanced Future Development Strategy is one that provides for the needs and concerns of the agriculture sector given the significant contribution that the agricultural sector delivers to the region's economy.
- 1.6. Federated Farmers participated in non-statutory consultation in February-April 2022, where we provided preliminary feedback to Gisborne District Council (Council) as to what strategic direction we would like to see in the Draft FDS. We continue to be interested in the Draft FDS to ensure that it:
  - Protects highly productive soils for regional food security and the resilience of future generations as directed by NPS-HPL.
  - Prevents further urban encroachment on, and fragmentation of, productive land.
  - Protects farmland from reverse sensitivity effects of urban development to ensure routine work on farms can continue unimpeded.
  - Ensures public infrastructure can cope with further urban development pressure.
  - Recover costs of any new infrastructure fairly and equitably based on who uses and benefits from those services.
  - Accommodates growth with higher density housing to create vibrant towns and lower carbon and physical footprints.
- 1.7. This submission will include general comments, comments on the Framework of Objectives, the Preferred Growth Strategy proposed by Council, the Intensification Approach, and the comments on infrastructure investment.

**2. GENERAL COMMENTS**

- 2.1. Given recent weather events, climate change, Covid-19 and a changing legislative context, Federated Farmers congratulates Council on producing a comprehensive Draft FDS for consultation.
- 2.2. Our members run businesses that rely on the availability of natural resources such as land and water. Urban development can compete with the availability of these resources which can impact the viability of rural businesses. Council can influence the extent of this impact by setting balanced strategies for urban development. These strategies will influence policies and rules which will direct planning decisions.
- 2.3. We understand that Council is a Tier 3 local authority, for the purposes of the National Policy Statement on Urban Development (NPS-UD) and is therefore not required to prepare a Future Development Strategy. However, Federated Farmers

supports Council in their decision to prepare a Future Development Strategy. We view this strategic document as an important tool to promote long-term strategic planning in relation to well-functioning urban environments and ensuring that there is sufficient development capacity to meet expected demand.

1 National Policy Statement on Urban Development clause 3.12.

2.4. Generally, we support the Draft FDS which appears to strike the appropriate balance between intensification and new development near urban areas and ensuring that productive land is not inappropriately used. Federated Farmers supports the Framework of Objectives which includes an overarching objective and three focus areas: Te Taiao, He Tangata and Development. Federated Farmers also supports the Preferred Growth Strategy and the Intensification approach to Growth.

2.5. In our submission, we seek strategic direction to ensure that future planning decisions, rules and policies minimise the impact of reverse sensitivities on existing land use, particularly land used for agricultural purposes. We seek strategic direction to ensure that urban infrastructure investment is funded equitably, and that rural connectivity is improved.

**3. THE FRAMEWORK OF OBJECTIVES**

3.1. Federated Farmers supports the Framework of Objectives (the objectives). These objectives work together to provide a balanced approach to urban development which we agree is essential to achieve a well-functioning urban environment. The objectives also provide for interests that may be vulnerable to urban development.

3.2. Federated Farmers would like to see the productive capacity of both highly productive and non-highly productive land (productive land) protected so that agricultural can continue to operate unimpeded and contribute to the local economy.

3.3. It is good to see Council's efforts to ensure that growth does not occur on highly productive land. This is consistent with the objective of the National Policy Statement for Highly Productive Land (NPS-HPL), which seeks to ensure that highly productive land is protected for use in land-based primary production both now and into the future. It also recognises that sufficient growth capacity can be found elsewhere such as on non-productive or under-utilised land or through intensification of existing residential or commercial areas.

3.4. Federated Farmers would like to see the productive capacity of both highly productive land and productive land protected from the implications of urban development. Urban development can give rise to reverse sensitivity effects when located close to land used for agricultural purposes. It is important to ensure that existing land used for agricultural purposes can continue to operate to its full potential amidst urban development.

3.5. Minimising potential for reverse sensitivity effects when planning for growth is essential. Federated Farmers would like to see recognition that growth in or near rural areas may give rise to reverse sensitivity and that this needs to be minimised so that rural production can continue to develop.

3.6. Federated Farmers understands that growth may need to occur near agricultural land use. In these situations, Federated Farmers would expect to see Council communicating with landowners as to the implications of new development on their farm and that farmers are given the opportunity to come to an agreement to mitigate these implications.

**Recommendation:**

- Council adopts the Framework of Objectives.
- Council includes an additional objective in the Development objective which reads: "reverse sensitivity effects are minimised".

**4. THE PREFERRED GROWTH STRATEGY** 4.1. The preferred growth strategy is supported as it balances a mix of intensification and greenfield development mainly in and around existing urban environments. This strategy encompasses principles of sustainable development, efficient land use, housing diversity, and a compact approach to growth. The preferred growth strategy emphasises environmental stewardship collaborative planning through the Territorial Resource Management Plan (TRMP), and a balanced approach to urban and rural interests, all aimed at creating resilient communities capable of withstanding natural hazards and adapting to future challenges. These principles collectively form the basis for a forward thinking and inclusive development strategy.

**Recommendation:**

- Council adopts the preferred Growth Strategy.

**5. THE INTENSIFICATION APPROACH**

5.1. Federated Farmers supports the approach to growth which targets intensification in existing urban areas (76% of total growth), new greenfield development near urban areas (14% of total growth) and development of existing rural towns (10% of total growth).

5.2. Councils certainly have a role to play in encouraging the shift from standalone housing to more dense housing. An intensification approach to growth will inspire planning objectives and policies to embrace smart growth principles such as compact, mixed-use development, reducing urban sprawl, preserving open spaces and highly productive land. We encourage Council to continue with this approach and to do their part to remove any barriers to intensification.

5.3. Federated Farmers supports rural residential intensification provided reverse sensitivity effects are minimised. We support the development of rural towns to ensure they can provide local employment and housing for retirees and workers.

**Recommendation:**

- Council continues with its proposed intensification approach to urban development.

**6. INFRASTRUCTURE** 6.1. Intensification requires parallel investment in existing and/or new urban infrastructure to avoid environmental degradation and redress sprawling development. Federated Farmers supports investment to accommodate intensification. This investment should be financed equitably based on who uses and benefits from the infrastructure investment.

6.2. Federated Farmers supports the continued use and increase of development contributions. We support the use of a development contribution policy where the infrastructure costs of development are recovered by Council from those who are creating the need for that capital investment. This reduces burden on ratepayers and achieves intergenerational equity.

6.3. Federated Farmers would like to see Councils financial and infrastructure strategy take a user pays approach to urban intensification to achieve equity for rate payers.

**Recommendations:**

- Infrastructure investments should be financed using a 'user pays' approach to reduce burden on ratepayers and achieve intergenerational equity.
- Council considers such an approach when drafting their Long-Term Plan.

67	Carrie White Tairawhiti	Yes	No	Yes	Te Taiao me he Tangata makes sense Kaiti needs the type of public space infrastructure investment that intensification
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	Adventure Trust				<p>would facilitate. This includes continuous connecting footpaths to schools and sports fields, and increased capacity of the wastewater network.</p> <p>This infrastructure investment necessary for an intensification approach will hold us in good stead for future challenges.</p> <p>Thank you for the opportunity to make a submission to the FDS. We understand that "The overall purpose of an FDS is to set out how Council intends to achieve well-functioning urban environments over a 30-year timeframe..." and make the following comments in support of that.</p> <p>To be clear, our interest in the FDS is that it will be the guide to Council decisions about future financial and infrastructure planning - through its Long Term Plan, Asset Management Plan and Infrastructure Strategy. We are aware that 2024 is a LTP review year, and are keen to participate in that process through all available channels.</p> <p>About Us</p> <p>The Tairāwhiti Adventure Trust is a Charitable Trust, run 100% by volunteers. We throw our energies into brilliant initiatives that break barriers, challenge norms and reshape the future of our built environment. Our mission is to empower our young people of Tairāwhiti to reach their full potential through action.</p> <p>Our kaupapa stems from our belief that better is possible. The idea that our public places should be inclusionary to all abilities and socio economic status, beautiful, fun, inspiring and safe is one that resonates with us, and is something we encourage Council to also strive towards.</p> <p>2023 was a challenging year for everyone in our community. The impact on our communities of being hammered by consecutive severe weather events has been cumulative and profound.</p> <p>The type of critical assets we need in order to build back better from Cyclone Gabrielle and other weather events include:</p> <ul style="list-style-type: none"> <li>Continuous and connected footpaths between the places we want to go to (home-school - shops- skatepark)</li> <li>Streets that support slower vehicle movements.</li> <li>Off-road bike paths that connect.</li> <li>Processes that make it easier for community groups to inhabit and fully utilize public spaces and places, for example simplified policy and process for groups to repurpose underutilized or unused public buildings.</li> <li>Policies and actions that support public places being used by more people, for example building in three phase power outlets to spaces that are ideal for (and already are regularly used for) community events i.e. Grey Street near the iSite, Reads Quay, Heipipi Park, Marina Reserve -so that power is available without the noise of generators.</li> <li>More places and facilities for non-competitive active recreation, for example climbing walls, skating, bike riding.</li> <li>Seating and places to sit that make people feel comfortable to inhabit public spaces -just because it's nice to be outside, people watching, striking up random conversations.</li> </ul> <p>We encourage Council to consider these things in the context of the FDS, and in the context of its 2024 LTP planning. We acknowledge that the FDS has been framed to be translated into urban growth and development content in the new Tairāwhiti Resource Management Plan (TRMP), but the need for action in the immediate and short term - to create the conditions for a well-functioning urban environment, with happy, healthy, well connected people requires</p>
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					greater urgency than the TRMP timeline. We are heartened by the Councils recent Tairāwhiti Move initiative, and look forward to continuing to work alongside the Council to create better places for our young people - and our whole community.
68	Paul Murphy	Yes	Yes	Yes	<p>I support the overarching Te Oranga o Te Taiao objective supported by Te Taiao, He Tangata and Development. Particularly placing the importance of protecting the environment first</p> <p>I support the intensification option although it would be helpful to better understand the modified version, including providing additional growth opportunities in Western greenfield areas and removal of Wainui, Awapuni and Rail Station growth areas</p> <p>I generally support the approach but it would be helpful to understand more about the modified western growth area as it seems at odds with the objective? What additional infrastructure may be required to support that growth area?</p>
69	Carrie White Te Wharau School	Yes	No	Yes	<p>A focus on the Environment and people is an appropriate framework to support growth. Kaiti needs the type of public space infrastructure investment that intensification would facilitate. This includes continuous connecting footpaths to schools and sports fields, and increased capacity of the wastewater and stormwater network. This infrastructure investment necessary for an intensification approach will hold us in good stead for future challenges.</p> <p>Thank you for the opportunity to make a submission to the FDS. We understand that "The overall purpose of an FDS is to set out how Council intends to achieve well-functioning urban environments over a 30-year timeframe..." and make the following comments in support of that.</p> <p>As an inner suburban Primary School - located deep within an established residential area, (there are three schools -Te Wharau, Ilminster and Kaiti - all within a 2km residential catchment) we support the intensification approach because we see that manifesting as:</p> <ul style="list-style-type: none"> <li>* On-the-ground improvements to the footpaths and pedestrian crossing arrangements around Kaiti.</li> <li>* Increasing the available supply and mix of houses in proximity to our school.</li> <li>* Creating an impetus to think about innovative 'activity centre' scale solutions to stormwater management, for example using our sports fields as stormwater retention basin - to alleviate inflow and inundation issues for the homes in surrounding streets- and to redevelop our dated playground and fields to a standard better suited to the high aspirations we hold for our tamariki.</li> <li>* Creating the conditions where Te Wharau School - and the adjacent Delatour Medical Centre can benefit from additional investment that would make it an well-equipped evacuation hub for the surrounding community, in times of emergency.</li> </ul> <p>For us, our akonga and whanau - continuous, connecting footpaths, slower speeds during school hours and high visibility crossing on De Latour, Rutene and Grahame roads are priorities that we wish to see in the immediate to short term.</p> <p>So while we acknowledge that the FDS is structured to be translated into urban growth and development content in the new</p>



					<p>Tairāwhiti Resource Management Plan (TRMP) we hope that Council seriously considers fast forwarding budget and work programme decisions - as part of its process to prepare the Long Term Plan 2024 - that will create these conditions in Kaiti. In turn building a well-functioning urban environment.</p> <p>We encourage Council to consider these things in the context of the FDS, and in the context of its 2024 LTP planning, and look forward to continuing to work in partnership with the Council to create better places for our young people - and our whole community.</p>
70	Graeme Mc Carrison Spark NZ	Yes	Yes	Yes	<p>The FDS does not mention telecommunications infrastructure. Telecommunications is a critical infrastructure providing digital services essential to a well-functioning urban environment.</p> <p>Telecommunications infrastructure is nationally, regionally, and locally critical. It is fundamental to digital transformation of private and public (both social and network) infrastructure. Telecommunication networks, wireless and fixed line are a critical part of enabling New Zealand to successfully respond to climate change, monitor and enhance the environments that New Zealander's love. These networks enable the gathering and generation of data to better understand and respond to changes, especially environmental changes which are occurring at pace. Telecommunication network technology is continually developing and changing to meet customer expectations for new, faster, and uninterrupted digital experiences wherever possible they are. The continual challenge is finding locations to increase the density of the telecommunication networks to meet the demand generated by growth and development.</p> <p>While the industry can support which ever proposal, our preference is for the intensification options within Gisborne. We look forward to working with Council staff on developing the framework for inclusion and recognition of the role and importance of telecommunications.</p>
71	Amber Kairau Ministry of Education				<p><b>The Ministry commends GDC for voluntarily preparing an FDS to address how the council intends to manage growth over the next 30 years.</b> The Ministry is interested in the timing, staging, quantum and type of residential growth being planned as this type of information assists us with planning across the network of schools. FDSs are a helpful way of providing information about the planned direction of growth in an area, and the associated infrastructure provision.</p>
72	Zane Sabour	Yes	Yes	Yes	<p>I think having adequate housing ` (in other words having basic need met) is closely linked to people caring about the environment. I think we should simply allow intensification everywhere for the first time because the housing crisis is so serious. I think we can reconsider in 5 years. Take action sooner rather than later. <b>Intensification is good</b> generally I like the work that has been done.</p>
73	Yvonne Steegall				(attended in person event, general support)



Te Kaunihera o Te Tairāwhiti  
**GISBORNE**  
DISTRICT COUNCIL

**Te Mahere Whakawhanake Anamata  
2024-2054  
Tairāwhiti Future Development Strategy  
2024-2054**



# Ripanga Ihirangi

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# Kupu Whakataki a Te Koromatua

## Mayor's Foreword

Kia ora,

It is with immense pride that I present to you an engagement draft of our Future Development Strategy for Tairāwhiti. The strategy identifies areas most suitable to accommodate growth over the next 30 years. This vision marks a significant milestone in our journey towards a flourishing, sustainable, and inclusive future for all who call Tairāwhiti home.

Together, we have been through some very tough times where severe weather events have impacted our communities. We want a future that epitomises our resilience and the strength of our spirit. Our region has a rich history, rooted in the traditions and values of tangata whenua.

We all agree that we need more homes, and alongside that we must consider the wellbeing of our environment. The Government is also encouraging intensification across our cities to help meet the challenges of climate change and well-functioning urban environments. We need to reduce outward growth, focusing growth on existing urban areas which allows efficient use of infrastructure. We should strike a balance between progress and conservation, ensuring that future generations inherit a pristine and vibrant environment.

The Future Development Strategy is the first step in our efforts in reviewing the zoning provisions in the Tairāwhiti Resource Management Plan, which aims to significantly improve how we regulate development across the urban area.

The Council has prepared this strategy to reflect the aspirations of our people. This is your document. Please let us know your vision, plans and concerns during our consultation period in order for us to make sure our document is a true picture of the Tairāwhiti we all want and deserve.

Ngā mihi nui,

*Rehette Stoltz* - Mayor of Gisborne



# Mihi

**Rere whakarunga ō tātau hiahiatanga**

Let our thoughts and aspirations soar

**Kia maringi tiketike ai ōna hua**

Spilling forth the bounty of our efforts

**Whakatairangatia ngā manakotanga o te iwi**

Uphold too the dreams and wishes of the people

**Kia rangatira ai to tātau tū**

That we may stand with pride

**Tū whakaihi, tū whakawehi**

With purpose, with awe

**Tū wananawana**

And excitement

**Kia haumī, kia tāiki**

We together joined and united

**To tātau Tairāwhiti e!**

Our home, our place, Te Tairāwhiti!



## He aha he Rautaki Whakawhanake ki Mua

### What is a Future Development Strategy?

The Future Development Strategy (**FDS**) is a strategic tool to assist with the integration of planning decisions under the Resource Management Act 1991 (**RMA**) with infrastructure planning and funding decisions. It allows us to:

- Identify broad spatial areas that can support future growth over 30 years.
- Indicate the key infrastructure (down to sites and corridors) to support future growth.

It is developed under the National Policy Statement on Urban Development 2020 (**NPSUD**), which sets out the requirements for an FDS. The NPSUD states that the purpose of the FDS is to promote long term strategic planning by setting out how the Council intends to:

- Achieve well-functioning urban environments in existing and future urban areas; and
- Provide at least sufficient development capacity over the next 30 years to meet expected demand.

### Where the FDS fits into our existing policies and plans

The FDS will inform the Tairāwhiti Resource Management Plan (**TRMP**), Long Term Plan (**LTP**), Infrastructure Strategy, Regional Land Transport Plan (**RLTP**) and other relevant strategies and plans. Figure 1 shows where the FDS fits with national legislation, national direction and council strategies and plans.

### How does the FDS influence the TRMP?

The FDS provides Council with a plan to accommodate future growth. The FDS signals changes needed to the Regional Policy Statement and District Plan to support urban growth and development in Tairāwhiti. Once the FDS is adopted, it does not change the current TRMP but informs it. Council will consider the FDS and other related Council policies and strategies when reviewing the TRMP.

To be detailed in the FDS Implementation Plan changes to the TRMP will be required to reflect how Council will accommodate future growth. This may include rezoning of areas and rules that allow different types of development, including more intensive development.



**Figure 1: Legislative Framework for implementing the RMA 1991**



### Why do we need an FDS?

We are faced with a housing shortage, infrastructural challenges and a population that faces affordability decisions regularly. We wanted a “birds eye view” of the issues and to develop a plan to improve our urban environments and our use of the current city footprint here in Gisborne.

### What has informed the FDS?

The FDS has been informed by a wide range of information and analysis to form a strong understanding of challenges facing the rohe and opportunities for growth. A key piece of information is the Housing and Business Assessment (HBA) which is an in-depth analysis into our region’s growth forecasts.

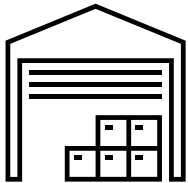
#### The key findings of the HBA:



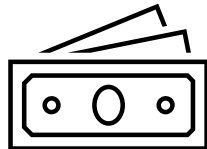
8700 more residents



5000 + homes



Business land okay



Affordability a concern

Further detail on the background information that informed the development of the FDS is included in the Appendices and in the supporting technical report (the Technical Report).

### Where is the focus area of the Future Development Strategy?

The FDS focuses on the existing urban area and immediate surrounds of Gisborne City. The city is where most of the future growth is predicted to happen. There is a strong focus on the Gisborne-Tūranga urban area and nearby rural towns such as Manutūkē, Pātūtahi and Ormond East.

Our coastal and rural towns have been assessed to understand any constraints they may face for future growth. They have enough zoned land in the current operative TRMP to meet expected levels of growth outlined in the HBA.

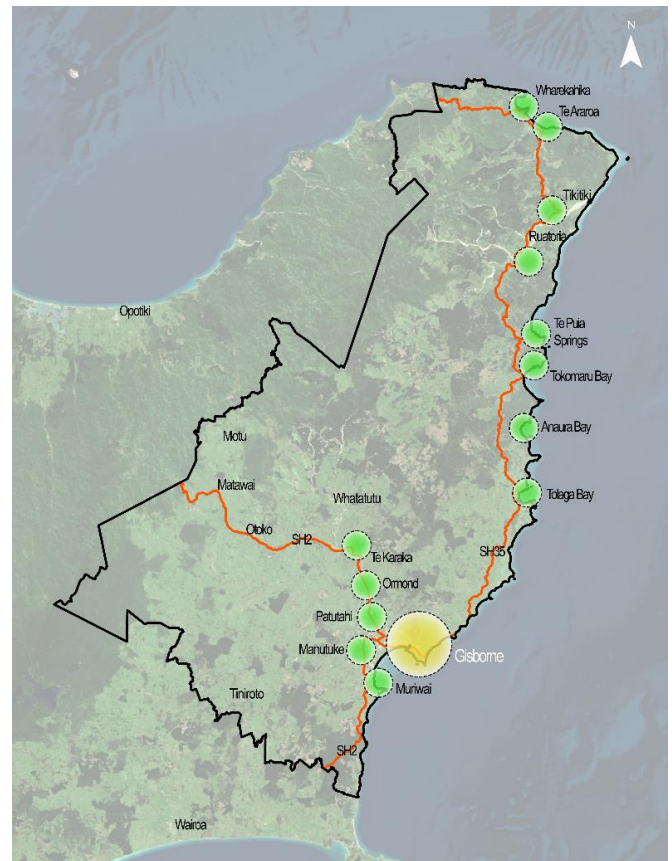


Figure 2: Coastal and rural towns in Tairāwhiti

## Ngā uara me ngā wawata o ngā iwi me ngā hapū

### Iwi and hapū values and aspirations

The FDS has been prepared by Council in collaboration with Tairāwhiti iwi and hapū who expressed an interest. Council sought to uphold the principles of Te Tiriti o Waitangi throughout the development of the FDS.

Our approach has included early and ongoing kōrero, engagement and hui with iwi and hapū who expressed an interest in the FDS.

Several hui were held at key stages to discuss the background of the FDS, specific criteria for iwi and hapū values as part of the assessment of potential growth areas, site selection, and iwi and hapū aspirations over the next 30 years.

Further background detail is outlined in Section 5 of the Technical Report.

### Overarching framework of values

Council has worked with tangata whenua and the Iwi Technicians<sup>1</sup> on the FDS focus areas. We have developed a shared values framework that may be shared between one or more iwi/ hapū individual iwi and aspirational statements towards future urban development. We respect tangata whenua and their individual values and goals towards their future urban development aspirations.

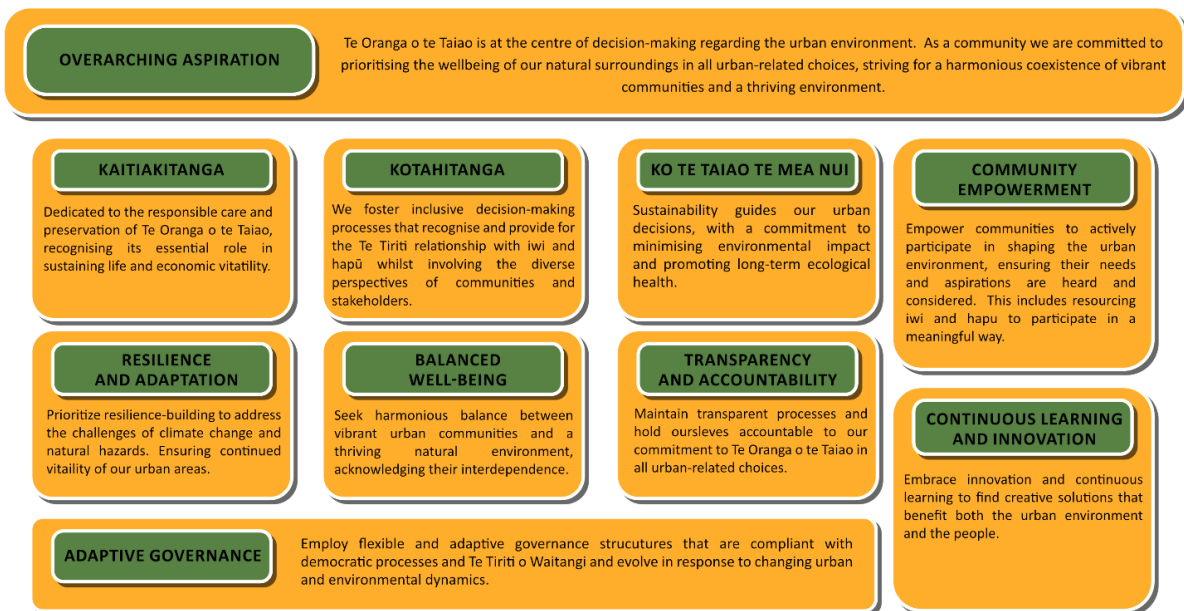
### Individual iwi and hapū aspirational statements

Iwi and hapū were presented the opportunity to share their individual aspirational views towards urban development and growth:

#### **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.



\*Through the public consultation process GDC will seek iwi and hapū views on the proposed framework.

Figure 3: Tangata whenua overarching aspirations and values framework

<sup>1</sup> Iwi Technicians were engaged via the Iwi Technical Trial (ITT) More information outlined in Section 5 of the Technical Report.



## Nga here me nga whai waahi

### Constraints and opportunities

Tairāwhiti and the Gisborne City urban environment have a wide range of potential development constraints. Some may make any form of development or growth inappropriate (such as an area subject to significant natural hazard risks). Alternatively, a development constraint may signal the need for more detailed investigation before developing an area or increase the cost (and viability) of future development in that location. Coastal areas around the existing urban environment, especially to the south-west and west, are particularly constrained by several factors. Flood risks and productive land are generally present throughout the Waipaoa River valley. Land stability, coastal inundation and wetlands are also notable constraints immediately adjacent to much of the existing urban environment. Areas to the north-west are notably less constrained.

Figure 4 highlights the main urban area which provided the areas least constrained, with areas west of Elgin being most constrained.

Cyclone Gabrielle highlighted the risk of flooding and land movement to the urban area. In addition to the constraints mapping, we have accessed the destructive impacts left behind because of Cyclone Gabrielle. We looked at properties that had building assessments done after the cyclone to see if they were in the proposed growth areas. Most of the proposed growth areas did not have issues with buildings being damaged due to flooding or land movement. We removed one area and refined the areas that were along the river. The interim Future of Severely Affected Land (FOSAL) categories will continue to assess areas that have an element of risk, which will be incorporated in the TRMP review.

Refer to our [Interactive GIS](#) and Appendix 1 for more detailed opportunities and constraints mapping.

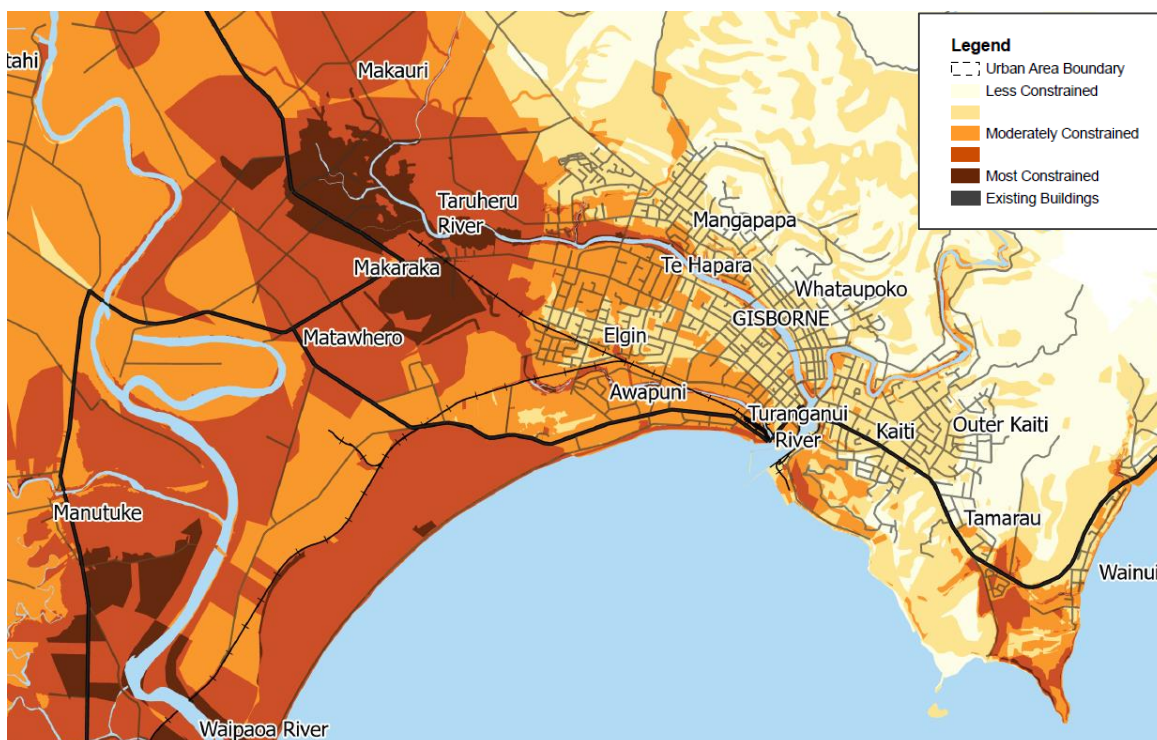


Figure 4: Opportunities and Constraints summary map

## Ngā hoaketanga e arahi ana i te rautaki

### Objectives guiding the strategy

The FDS aims to create an environment that provides homes in a way that communities can prosper. To achieve this, we are guided by aspirational objectives that say how we want to provide for growth and what we are aiming to achieve to deliver future growth. The objectives were developed with community and stakeholder engagement, national policy direction, tangata whenua values and elected members.

The FDS proposes a growth strategy that achieves the objectives in a balanced way, guided by an overarching objective to ensure growth and development revitalises and enhances te oranga o te taiao - the wellbeing the environment. In support of the overarching objective, three focus areas aim to first protect te taiao, then shape growth and development around community functions.

Informing the objectives is a series of key indicators that will demonstrate whether the objective has been achieved. We will use the objectives to monitor our progress, keep us on track and be adaptive to change.

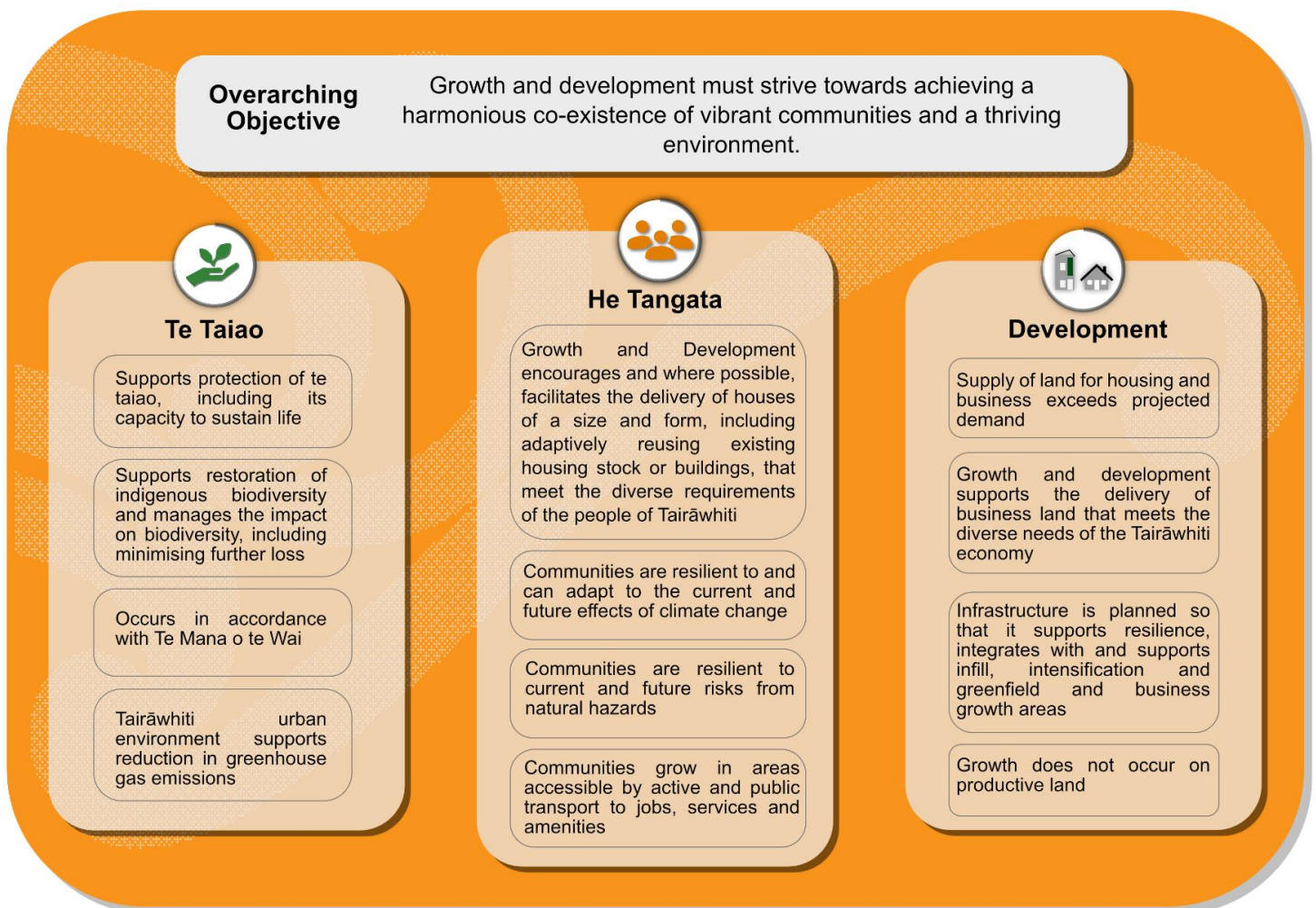


Figure 5: Future Development Strategy Objectives

## Te Rautaki

### The Strategy

The FDS provides capacity for 5,400 new houses in Gisborne City over the next 30 years. The existing zoned business land provides sufficient capacity to support forecast business growth over the next 30 years. Outside of the city, capacity for an additional 2,235 new houses is provided for in the existing zoned land across the settlements and villages in Tairāwhiti.

The FDS provides for both intensification growth areas and some greenfield development opportunities. These areas will provide the number of new houses we need to meet the demand over the short, medium, and long term. The FDS aims to provide opportunities for a diverse range of housing choices to meet the needs of our current and future communities.

The FDS enables and encourages:

- A combination of residential and commercial activities within the Gisborne city centre.
- Apartments and more intensive urban form of housing to be concentrated within and around the city centre. This area has a lot of employment opportunities and the highest access to amenities, community facilities and quality public open space.
- More intensified housing in highly accessible neighbourhoods across Gisborne where we are likely to see a range of housing types delivered over 30 years.
- Greenfield growth in areas close to the existing urban area but remain clear of our fertile agriculture areas. They can more easily connect to our existing movement networks and infrastructure. It is important that the greenfield land is used efficiently for diverse land uses to reduce pressure on further greenfield expansion in the long term.

- Opportunities for intensified rural residential lifestyle development in existing rural lifestyle zoned areas west of Gisborne around McLaurin Road and in nearby townships of Patutahi, Manutuke and Ormond.
- Residential development in coastal and rural settlements happens in existing neighbourhoods and zoned land.
- Commercial, business and industry activities to grow within our existing business zoned land. More activities can be located within the land available and be in locations which have good access to the city centre, and good transport options to the airport and port.

The key part of the FDS is providing for our future housing growth through increasing the density of houses in our existing urban area. A compact city footprint offers a range of benefits for people, including easier access to goods and services, greater housing choices and lower long term infrastructure costs. It also provides more opportunities to move towards a more carbon neutral urban environment, protect our fertile soils, and revitalise and enhance te taiao.

Directing future growth to these locations and managing how development occurs will happen through the TRMP. The TRMP rules will be focused on growth and development revitalising and enhancing our taiao as we grow, and making sure our communities are resilient to the effects of natural hazards and climate change.

To reach this point, we have considered a range of different options for how we accommodate growth in the future through spatial scenarios. The different spatial scenarios, and further analysis is included in the FDS Technical Report.



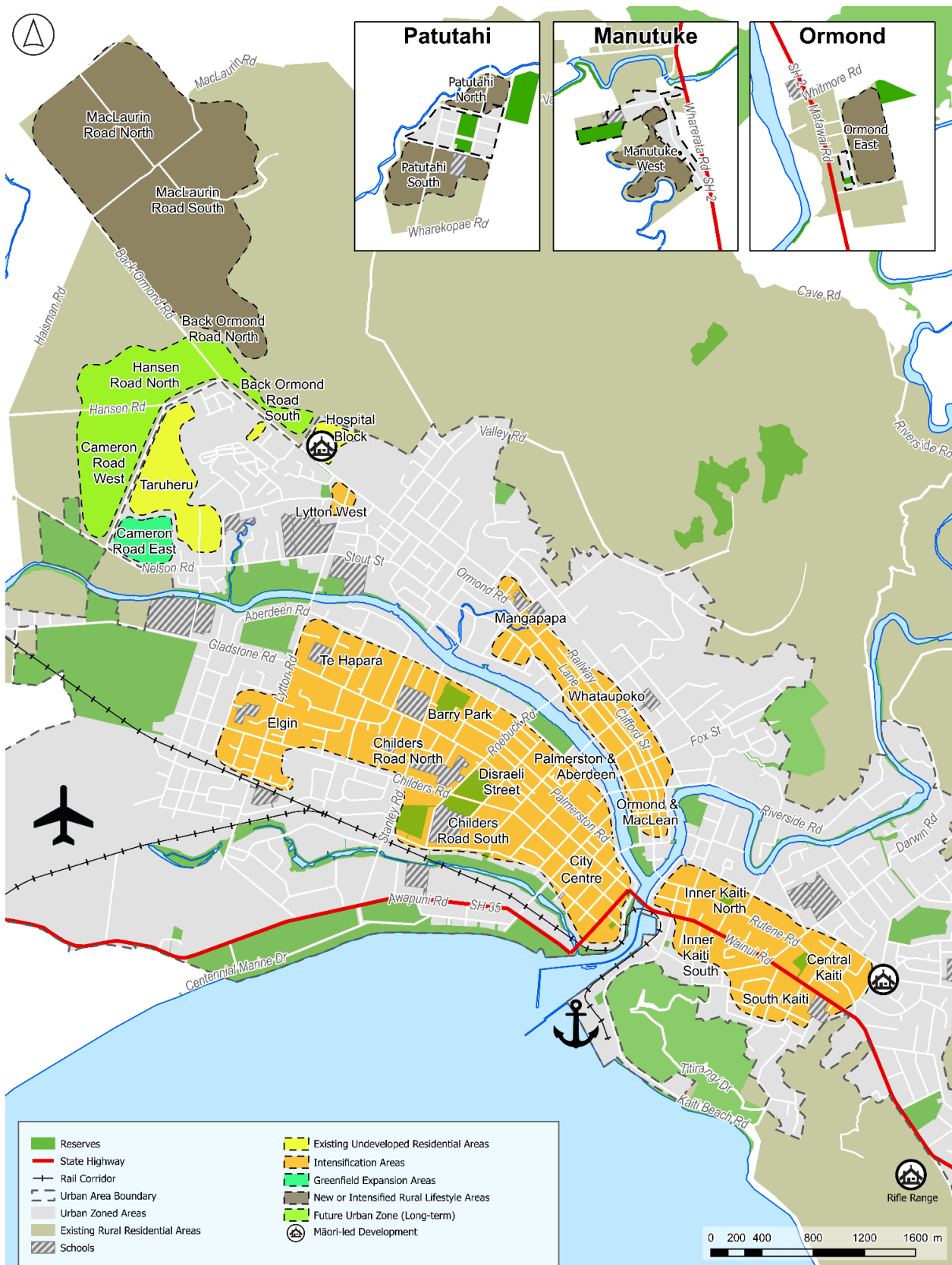


Figure 6: The Strategy - Growth areas

## Residential Capacity

The FDS provides potential capacity for about 5400 new houses in and around Gisborne. This is more than the projected demand and shortfall of 2800 houses that is required to accommodate demand for growth over the next 30 years.

As such, it is unlikely that the full 5400 would be realised over the life of this FDS. However, we have provided additional capacity over and above the project demand – this is to help create competition in the market to deliver affordable housing; and due to uncertainties on how the market will respond to intensification opportunities, uncertainties on the densities of new greenfield development and the uptake of intensified rural lifestyle development.

We estimate that the FDS will provide for capacity for new houses across Gisborne through a mix of housing choices:

- 4050 homes delivered through some intensification in the existing urban environment (75.5% of growth)
- 780 homes delivered through new greenfield development (14.4%)
- 570 homes delivered through intensification of existing rural residential/lifestyle (10.1%)

### Business land – BAU

There is sufficient capacity to cater for projected business growth over the short, medium and long term.

### Māori-led development

Māori-led developments are key to delivering the aspirations of tangata whenua in a way that supports developments that meet iwi and hapū needs. Developments such as papakāinga and other urban residential developments that prioritise the needs of whanau and strengthen access to mahinga kai and kai moana.

Through our engagements with Māori-led social housing providers and iwi developers, three large growth areas have been included in the FDS. These do not preclude other housing projects of a smaller scale that housing providers continue to deliver within the Tūranga-Gisborne urban area.

Toitu Tairāwhiti are assisting the development of the Tūranga Tangata Rite papakāinga and health precinct on land owned by Te Aitanga a Māhaki. The development adjacent the Gisborne Hospital has potential for various housing opportunities and a health precinct within the development. The development is currently at a pre-resource consent and master planning level and implementation of the initial phases are planning for the short term.

Te Runanganui o Ngāti Porou (TRONPnui) shared their short-term intentions to develop their 75 Huxley Road site with a mixed housing development. This housing development is anticipated to begin in the short term.

Towards the medium-long term, TRONPnui are leading the development of the ex-Rifle Range site in Sponge Bay. The site was evaluated through the development of the FDS, however did not meet or possess suitable conditions at present to facilitate growth. However, TRONPnui are committed to provide a Māori-led solution through undertaking detailed assessments which will provide a greater level of detail in shaping how mitigating the effects of natural hazards on-site can help deliver a suitable housing outcome.

Gisborne District Council (GDC) will provide further support to tangata whenua who seek benefit from strategic spatial planning delivered under the FDS to facilitate growing aspirations for whanau. Such support can also be provided once treaty settled land is under the ownership of a respective iwi trust in an urban setting which can trigger a review of the FDS.

## Growth Areas

This section of the FDS has a more detailed picture of the growth strategy. Amendments to the TRMP will be needed to implement the strategy through changes to the zoning and rule frameworks.

### Intensification

The growth strategy encourages 4 050 (75%) of growth within and close to existing neighbourhoods that can support intensification over the next 30 years. This will place the majority of growth in these areas accessible by active and public transport (particularly in the future) to jobs, services and amenities. Critical to delivering positive intensification outcomes will be how intensification can be approached that aligns with the objectives.

#### What is intensification?

Intensification is the process of building more homes within our existing urban areas thereby protecting expansion of housing into our non-urban areas that are important for their fertile soils and biodiversity. It seeks to encourage and enable more housing to be created at a more affordable price through the replacement or adaptation of existing buildings or through more well managed development of underutilised land.

Intensification can be achieved through the following development approaches, which potential approaches are illustrated in Figure 6 below:

- **Infill (A)**

Is a typical form of intensification across Aotearoa New Zealand where a section is subdivided, the existing home is retained, and an additional dwelling is added which is often at the rear of the site.

- **Comprehensive Redevelopment (B)**

A form of intensification where all buildings are removed from the site and is replaced with a number of new homes which are either detached or attached, with open spaces and communal access routes. This process often includes the consolidation of sections and the removal of multiple dwellings for redevelopment.

- **Adaptive Reuse (C)**

A creative form of redevelopment where upgrades and renovations are made to reinvent a building for it to respond to new use demands. Many older buildings have character and identity of place which through adaptive reuse can be retained and restored.

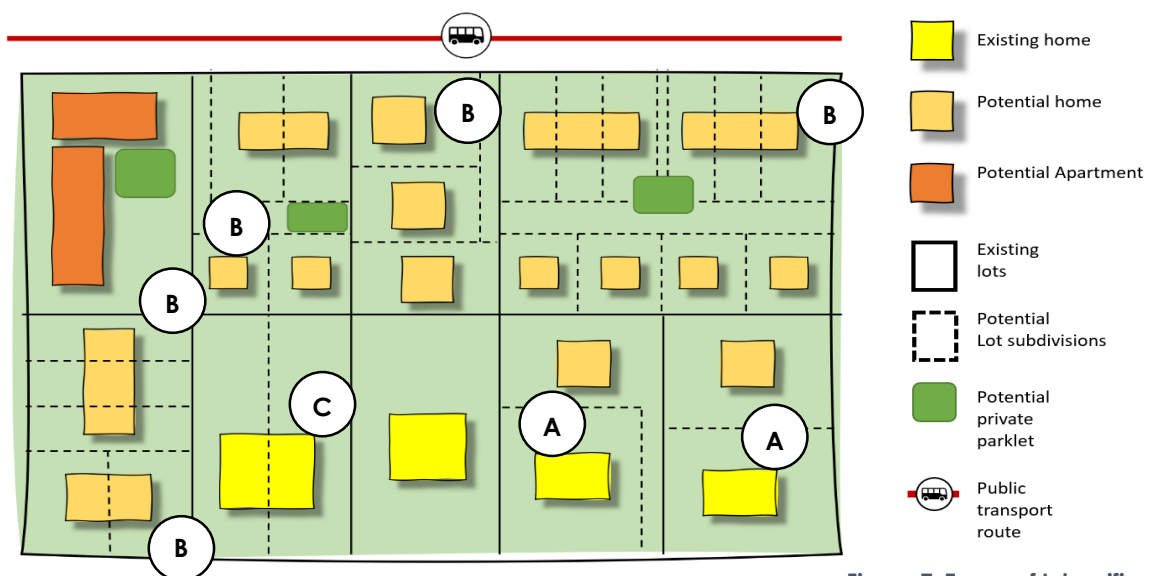


Figure 7: Types of Intensification

**Benefits of Intensification**

Common perceptions are often that medium density is low quality housing or social housing. Benefits of intensification are perceived to be mostly environmental and sustainable management, which are less tangible and less recognised than the community benefits.

Medium density housing is a more efficient use of developable land which is currently underutilised within the traditional detached housing type. Intensifying the urban area will provide dwellings at a higher density and free up land for community spaces or to manage existing issues (such as flooding). These can combine to provide a cumulative benefit of higher amenity values for both existing and future residents.

Other benefits may include:

- The infrastructure and build costs are lower per dwelling due to more efficient use and naturally smaller dwellings, therefore affordable housing is more easily achieved.
- Passenger transport becomes more frequent and affordable.
- Reduces reliance on the private motor vehicle to support movement choices.
- Walking and cycling promote public health benefit.
- Increase in neighbourhood interactions and social cohesion.
- Stronger local economies and business viability associated with increased population densities within particular market catchment areas, and
- Better utilised (and upgraded) public open spaces and opportunity for indigenous biodiversity.

Improvements to local areas, public transport, new cafes, retail, services, supermarkets, and infrastructure are all benefits of an area with higher population. Council and business owners are incentivised as a concentration of people to support, and a higher demand for local amenities. Intensifying appropriate areas will also mean there is less population and growth pressure on areas that should be retained as low-density suburban areas or at risk to natural hazards. Medium density housing works with the city's strengths rather than spreading the need for community resources over an ever-expanding area.

**Areas that can support intensification**

Intensification is enabled in the City Centre, eastwards along Childers Road, Gladstone Road and Aberdeen Road, as well as in Kaiti, Elgin, Whataupoko, Mangapapa and Lytton West which are close to the city centre.

We anticipate new homes delivered via intensification to located in:

Growth Area	Potential homes
City Centre and surrounds	1,200
Elgin	660
Te Hapara and Barry Park	870
Lytton West	50
Whataupoko and Mangapapa	670
Kaiti	600

**Table 1: Anticipated intensification provision**

Intensification principles to enable well-functioning urban environments.

We outline below a high-level principles-based approach on how intensification can be implemented recognising that a 'blanket' application of intensification is not suitable to deliver the outcomes sought by the strategy:

**1. Higher density and mixed-use developments within the inner city and surrounds that supports the revitalisation of the city centre.**

The city centre is the heart of Gisborne City, and we want to see significant consolidation and growth here over the next 30 years. This includes a higher density of buildings in the same area and a mixed-use (residential housing and business premises) environment.

**2. Strengthen neighbourhood commercial centres through improved density and a mix of land uses.**

Elgin will become an increasingly important neighbourhood centre that supports intensification towards the western side of Gisborne's urban area. Future growth in Elgin and surrounding areas can be supported by a potential expansion of current commercial or mixed-use zoning, and public investment in public spaces working closely with key stakeholders including Kāinga Ora.

**3. Encouraging density along primary public transport corridors linking the inner city and highly accessible neighbourhoods.**

Locating denser developments within highly accessible neighbourhoods that are within walking distance to a public transport corridor, cycle lanes and other active movement networks are encouraged. More compact forms of development are encouraged promoting walkable neighbourhoods and reducing the reliance on private motor vehicles.

**4. Recognising current growth constraints with potential for growth.**

Growth in Kaiti is limited, provision is made for 600 new households based on the capacity within the existing infrastructure network. Additional capacity could be created in Kaiti and further east in the Gisborne urban area in the future through significant infrastructure upgrades including the provision of a new wastewater treatment plant or a new northwest interceptor. Further details on the key infrastructure required to enable intensification is outlined in the supporting infrastructure section.



**How is intensification anticipated to occur?**

Intensification of the city will not happen all at once; it will increase over the next 30 years. Not everyone will want to redevelop, and for those that do it could take some time to find the right type of site. Not everyone will want to live in higher density housing either and it will take time for this demand to grow. It is likely that the scale of intensification in the short-to-medium term will remain relatively modest with a lot of new houses being built in

smaller-scale infill development at the rear of existing dwellings. Some more comprehensively designed schemes at heights of multiple storeys.

Council will focus on ways to encourage and enable a greater uptake of intensification. This will include changes to the TRMP, introduction of residential urban design guidelines and masterplans to ensure quality urban development.

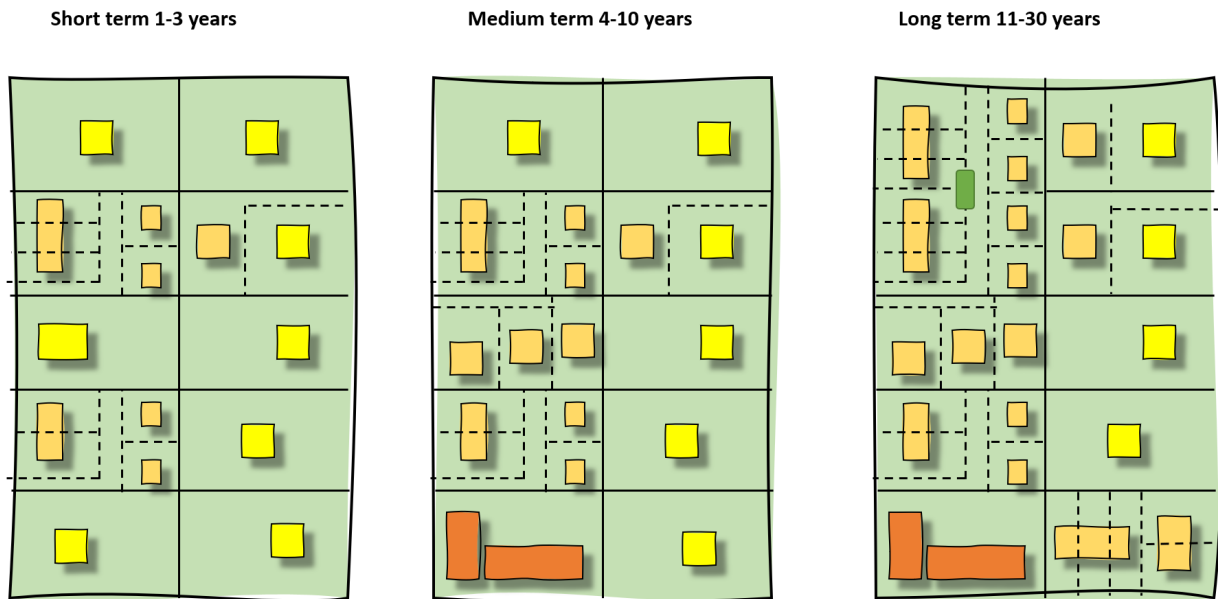
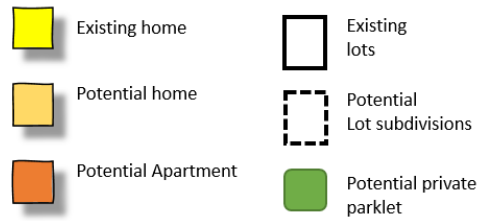


Figure 8: How intensification can be delivered over the short, medium and long term

### Residential Greenfield and Future Urban

Gisborne has significant constraints that limit opportunities for new greenfield development close to the urban area, including productive land and natural hazard risks (such as flooding, coastal inundation and land stability). The FDS includes some greenfield expansion on the western edge of Gisborne's urban area. Greenfield growth will mostly occur through development of already zoned (but still currently undeveloped) land at the Taruheru Block and adjacent to Gisborne Hospital. Additional new Future Urban residential areas west of Gisborne near Hansen Road and Cameron Road are also included.

Collectively, these areas can accommodate around 2,380 new homes (780 through the existing zoned land and 1,600 through new Future Urban land). The location of greenfield areas on the immediate edge of the urban area is reflective of a natural extension for future growth. These Future Urban Zone expansion areas are close to existing infrastructure around the Taruheru Block and the nearby 'future urban' and provides the most cost-effective approach to enabling growth in Tairāwhiti. It also utilises land zoned rural residential to avoid future urban development on rural land still in productive uses.

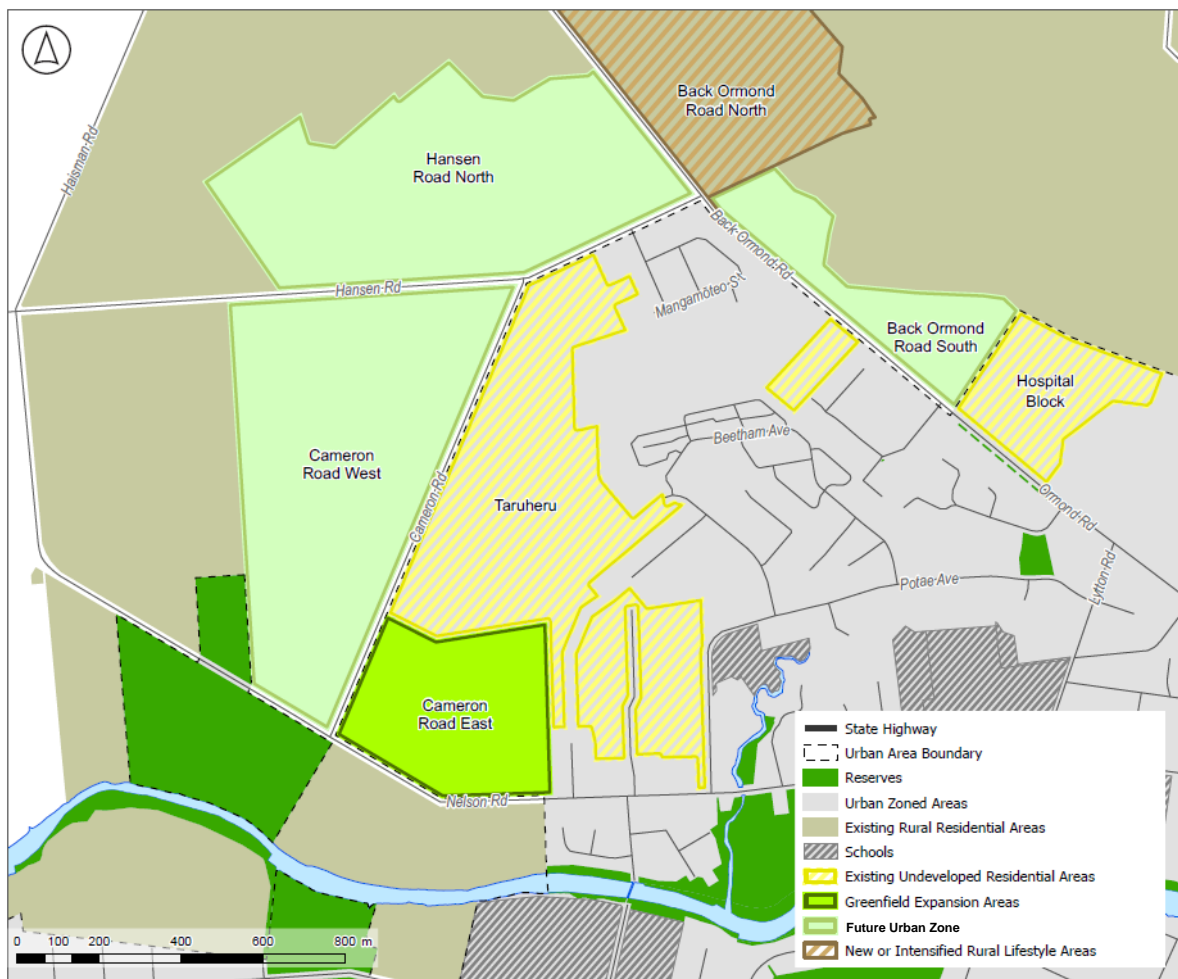


Figure 9: Residential greenfield opportunities

Rural Residential / Lifestyle

The FDS plans for intensified rural residential lifestyle in areas west of Gisborne around McLaurin Road, and in nearby townships of Patutahi, Manutuke and Ormond. These areas could see an additional 570 homes built over the next 30 years. Intensified future lifestyle development will require amendments to the rule framework in the TRMP as they are not currently zoned rural lifestyle.

The significant rural residential opportunities remain clear of productive land, providing suitable locations for residents seeking rural lifestyle living.

The continued provision of rural residential lifestyle opportunities is important to ensure productive land is protected from rural lifestyle development but provides different housing types to support a diverse market.

These forms of lower density development can help to free up existing sites within Gisborne's urban area for intensification by ensuring there are more options for existing residents to move to within the wider area that promotes choice.

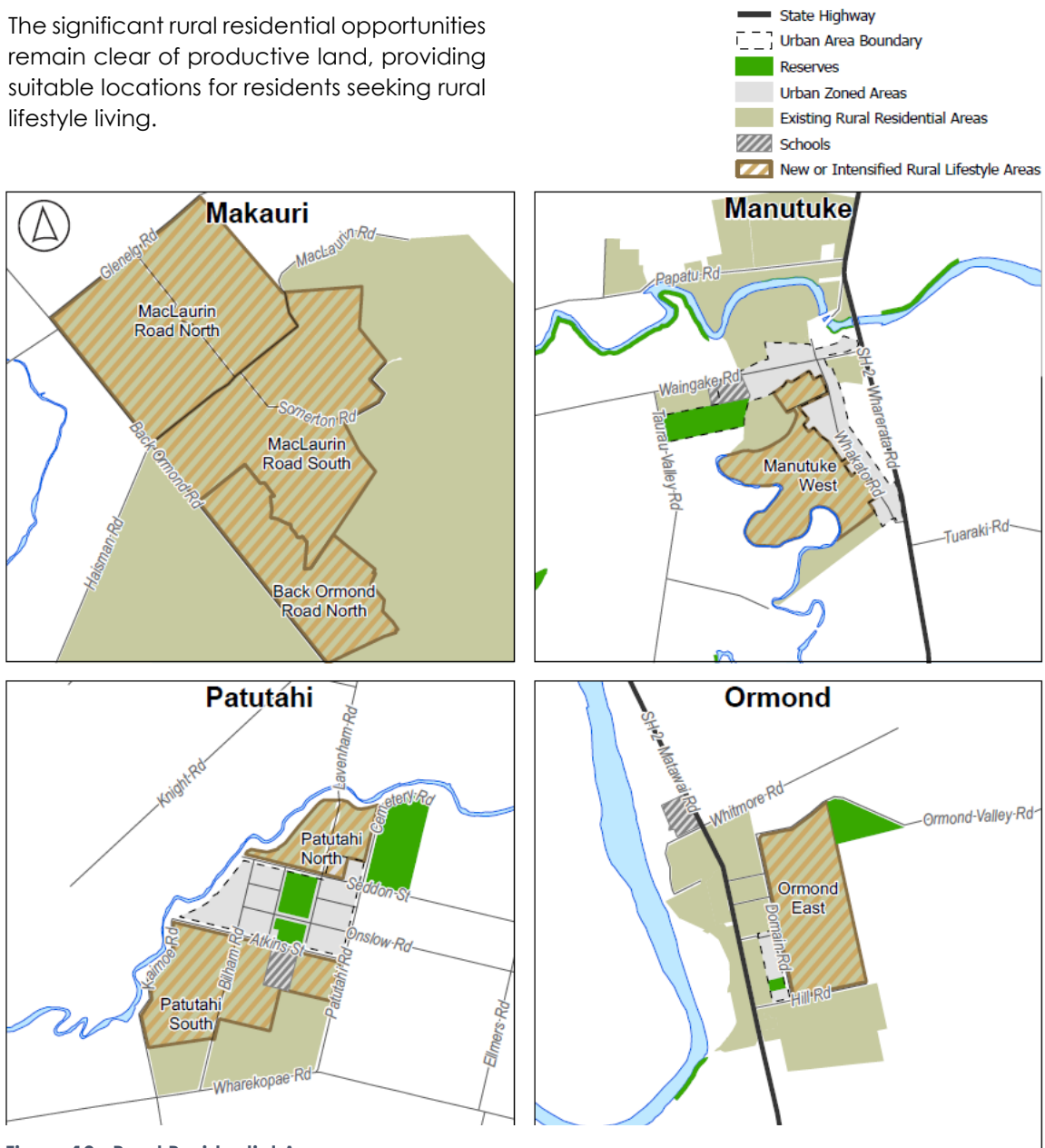


Figure 10: Rural Residential Areas

### Urban Settlements – Coastal and Rural Areas

Around 1,000 additional homes will be required across the following urban settlements outside Gisborne's main urban area over the next 30 years to meet anticipated demand. Table 1 below sets out the capacity enabled in each of the minor urban areas in Tairāwhiti.

Table 2 - Coastal and Rural Areas Capacity

Urban Settlement (Coastal and Urban)	Capacity Potential
Tolaga Bay	285
Te Karaka	350*
Matawai	60
Tokomaru Bay	385
Ruatoria	595
Te Puia Springs	430
Patutahi	25
Muriwai	20

Urban Settlement (Coastal and Urban)	Capacity Potential
Manutuke	60
Ormond	25

\*The housing capacity shown for Te Karaka was assessed pre-Cyclone Gabrielle and will be re-assessed in the Future of Severely Affected Land (FOSAL) categorization.

The largest concentration of capacity is in Ruatoria, Te Puia Springs and Tokomaru Bay. Across these settlements the current capacity enabled through the TRMP exceeds demand. The level of growth anticipated in these areas is expected to be very modest, and the projected demand can be met through existing zoned capacity. An additional 2,235 houses would also be available over the next 30 years to respond to any unexpected demand not forecast in the HBA.

Most new homes developed are anticipated to be stand-alone dwellings, with attached dwelling types not typical of smaller settlements such as these. The TRMP will continue to enable and support housing choice.

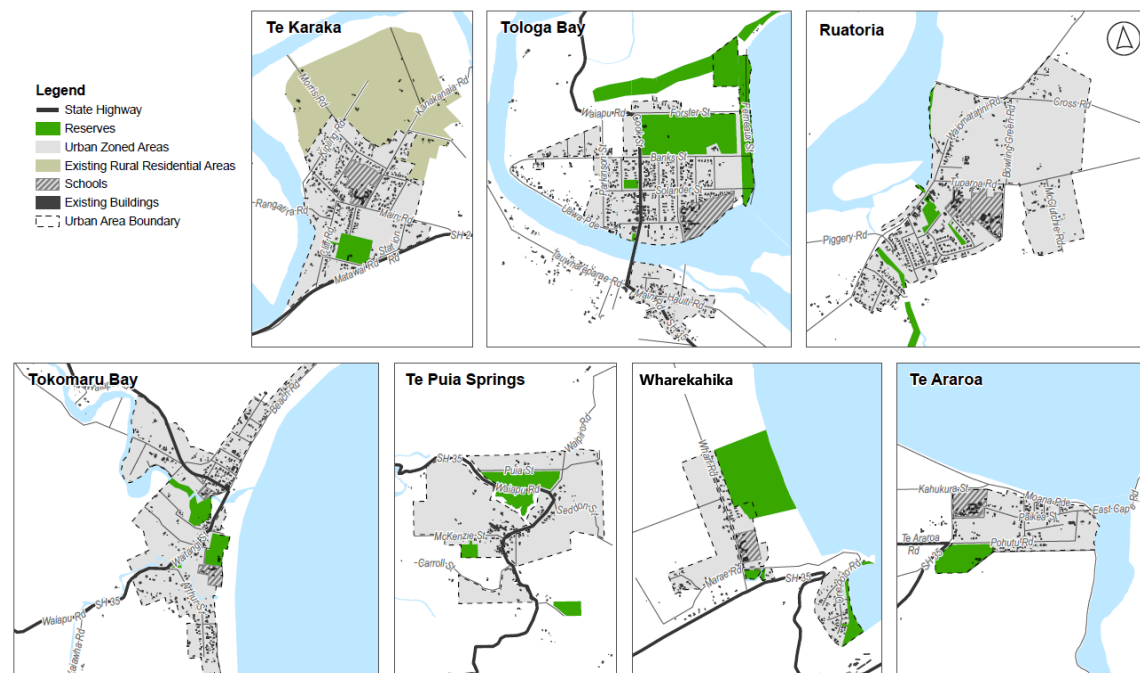


Figure 11: Rural & Coastal Towns Developable Land

## Supporting Infrastructure

Council and other infrastructure providers will need to plan for, and help to fund, supporting development infrastructure. We need safe, resilient, well-planned and integrated strategic infrastructure to support more houses over the next 30 years. Upgrades have been identified to existing infrastructure as well as new infrastructure that would be required over the next 30 years to support growth. Our current infrastructure network has limited capacity which constrains the number of additional houses it can service. We will need to undertake upgrades to our core strategic infrastructure to ensure we can address our housing capacity shortfall. Infrastructure required to enable growth areas:

### **Intensification**

Intensification in and around the city centre of Gisborne will need to be supported by several infrastructure improvements. The proposed level of intensification requires wastewater pump station upgrades in Stafford and Grey Street. There will be sufficient provision of drinking water infrastructure in the short to medium term. This will be increased in the long term through a local water main bulk supply and new reservoirs at Knob Hill and Taumata. Stormwater upgrades will be needed in the southern catchment neighbourhoods of Elgin, Te Hapara, Barry Park, Childers Road and the city centre to enable future growth. The upgrades are needed to treat, attenuate, and appropriately discharge grey water. The provision of key road upgrades, more frequent public transport connections, and network wide enhancements to pedestrian and cycling infrastructure to increase the number of trips via active modes of travel will also be needed.

### **Greenfield opportunities**

Supporting upgrades to the existing infrastructure network as well as new infrastructure will be needed to enable the proposed greenfield growth. A new northwest interceptor and associated pump station will be required for wastewater

provision, while upgraded ring mains for water will be required alongside water treatment plant upgrades to Waingake and Waipaoa. The level of growth anticipated would be supported through provision of future public transport routes and shared cycling and walking networks.

### **Rural Lifestyle**

Growth in the rural residential lifestyle areas will be in non-reticulated areas and will be serviced through onsite septic systems for wastewater, private water supply via roof water, tank and trickle feed where it is existing. Municipal town supply for both water and wastewater for rural residential areas is not part of implementing the FDS.

### **Urban Settlements - Coastal and rural towns**

Outside Gisborne's main urban environment, infrastructure will continue to be provided 'business as usual' at source, meaning rainwater retention and use, septic wastewater systems with discharge to ground or tank and stormwater to existing ground catchments i.e., soakage and greenfield swale systems. Significant infrastructure upgrades are not anticipated in the rural townships and coastal settlements in the growth strategy and any required upgrades can be considered on a case-by-case basis through the TRMP or future reviews of the FDS.

### **Key infrastructure corridors**

The maps below identify the general location for key supporting strategic infrastructure. These are conceptual and the exact location and land required for this infrastructure will be determined through future planning processes. Some of this infrastructure is already planned for, through the Long Term Plan and Infrastructure Strategy. Some of the medium and long term signalled upgrades fall outside the current LTP cycle and may require additional funding tools and initiatives through central government. The maps outline the current and future water, wastewater, stormwater, transport and electricity network infrastructure requirements to deliver the growth strategy.



# Major FDS Infrastructure - Water



Figure 12: Major FDS Infrastructure – Water

# Major FDS Infrastructure - Wastewater

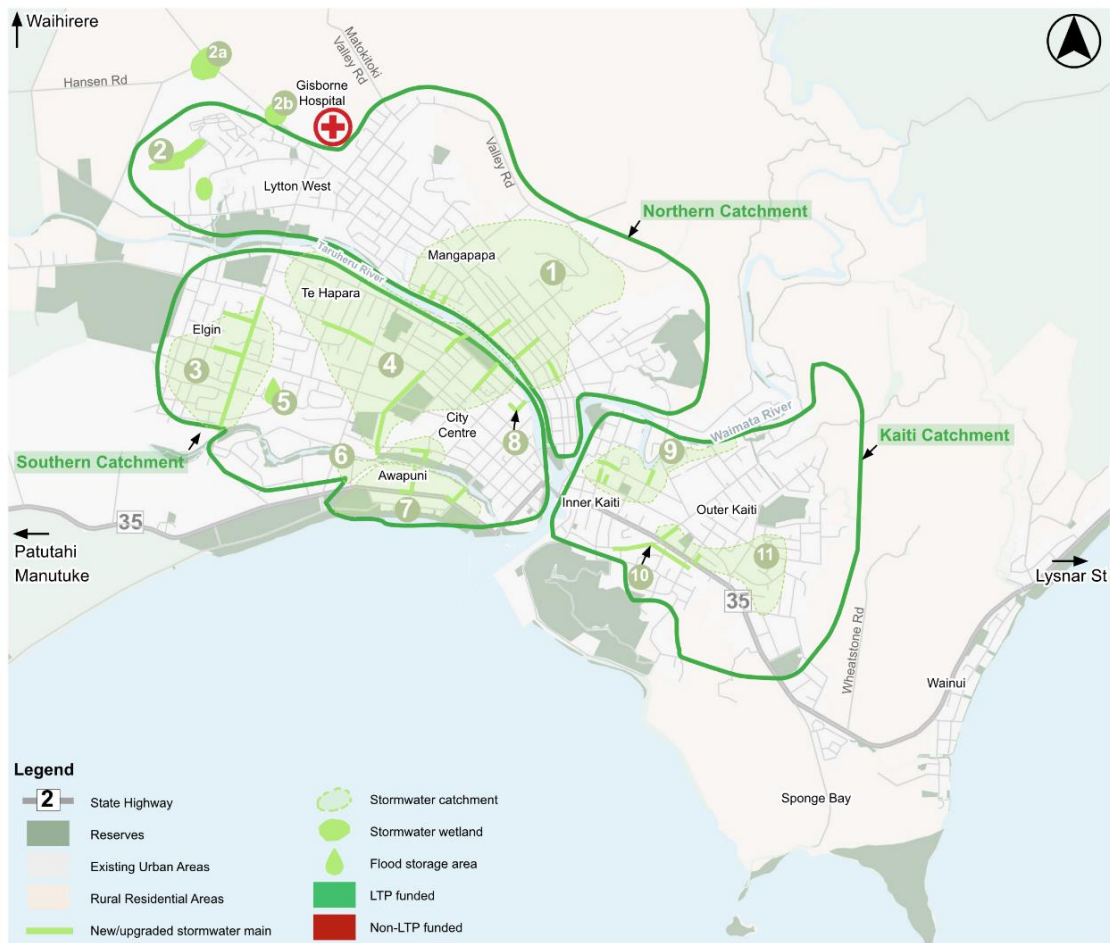


ID	Project Description	Est. Cost	Implementation		
			Short term	Medium term	Long term
1	Kaiti Pump station and Rising Main	\$12m	■		
2	Grey Street upgrade, pump station and emergency storage	\$6m		■	
3	Stafford Street pump station and rising main	\$11m		■	
4	North West Interceptor and Taruheru Pump station	\$18m			■
5	New Wastewater Treatment Plant	\$65m			■
<b>Existing Key Infrastructures</b>					
6	Existing Wastewater Treatment Plant				
7	Existing treated wastewater outfall				

Figure 13: Major FDS Infrastructure - Wastewater



# Major FDS Infrastructure - Stormwater



ID	Project Description	Est. Cost	Implementation
1	Whataupoko & Eastern Mangapapa upgrades - Total pipe length 1250m	\$1.5m	Short term
2	Cameron Road Wetlands		
	All flows getting there from greenfield sites (incl. Cameron Road East)	\$2.5m	Short term
	Only flows south-east of Cameron Road (no retrofit)	\$2m	Medium term
	All flows from greenfield site plus retrofit treatment (note potential area west of Cameron)	\$3.5m	Medium term
2a	Back Ormond East Wetland - All flows getting there from that development site	\$1m	Medium term
2b	Hospital Development Wetland - All flows getting there from that development site	\$0.75m	Medium term
3	Elgin upgrades - Total pipe length 2000m	\$2.75m	Medium term
4	Roeback & Te Hapara upgrades - Total pipe length 2500m	\$3.5m	Medium term
5	Blackpool Reserve flood storage area in park Downstream houses flooded. 'dry pond' established (flooding of park area during extreme events)	\$200k	Medium term
6	Anzac & Kahuka Street upgrades - Total pipe length 700m	\$1.1m	Medium term
7	Awapuni Block Industrial area upgrades - Total pipe length 600m	\$0.95m	Medium term
8	City Centre upgrade (Derby Street) - Total pipe length 300m	\$0.4m	Medium term
9	Kaiti between Hinaki & Waimata - Total pipe length 650m	\$0.8m	Medium term
10	Outer Kaiti bulk SW main along stream - Total pipe length 950m	\$4m	Medium term
11	Outer Kaiti - Total pipe length 250m	\$0.4m	Medium term

Figure 14: Major FDS Infrastructure - Stormwater

## Major FDS Infrastructure - Access and Mobility



ID	Project Description	Implementation	ID	Project Description	Implementation
<b>Roading - Intersection upgrade</b>					
1	Aberdeen Road / Roebuck Road intersection upgrade	Medium term	8	Lytton Road / Ormond Road intersection upgrade	Medium term
2	Peel Street / Childers Road intersection upgrade	Medium term	9	Rutene Road / Harris Street intersection upgrade	Medium term
3	Ormond Road / Wi Pere Street intersection upgrade	Medium term	10	Stanley Road / Gladstone Road (Pacific Coast Highway) intersection upgrade	Medium term
4	Lytton Road / Nelson Road / Stout Street intersection upgrade	Medium term	11	Palmerston Road / Derby Street intersection upgrade	Medium term
5	Lytton Road / Gladstone Road (Pacific Coast Highway) intersection upgrade	Medium term	<b>Active mode connectivity improvement</b>		
6	Rutene Road / De Lautour Road intersection upgrade	Medium term	12	Taruheru Link Project	Short term
7	Aberdeen Road / Lytton Road intersection upgrade	Medium term	13	Potential Wainui Shared Path Project	Short term

Figure 15: Major FDS Infrastructure - Access and Mobility

# Major FDS Infrastructure - Buses and Train

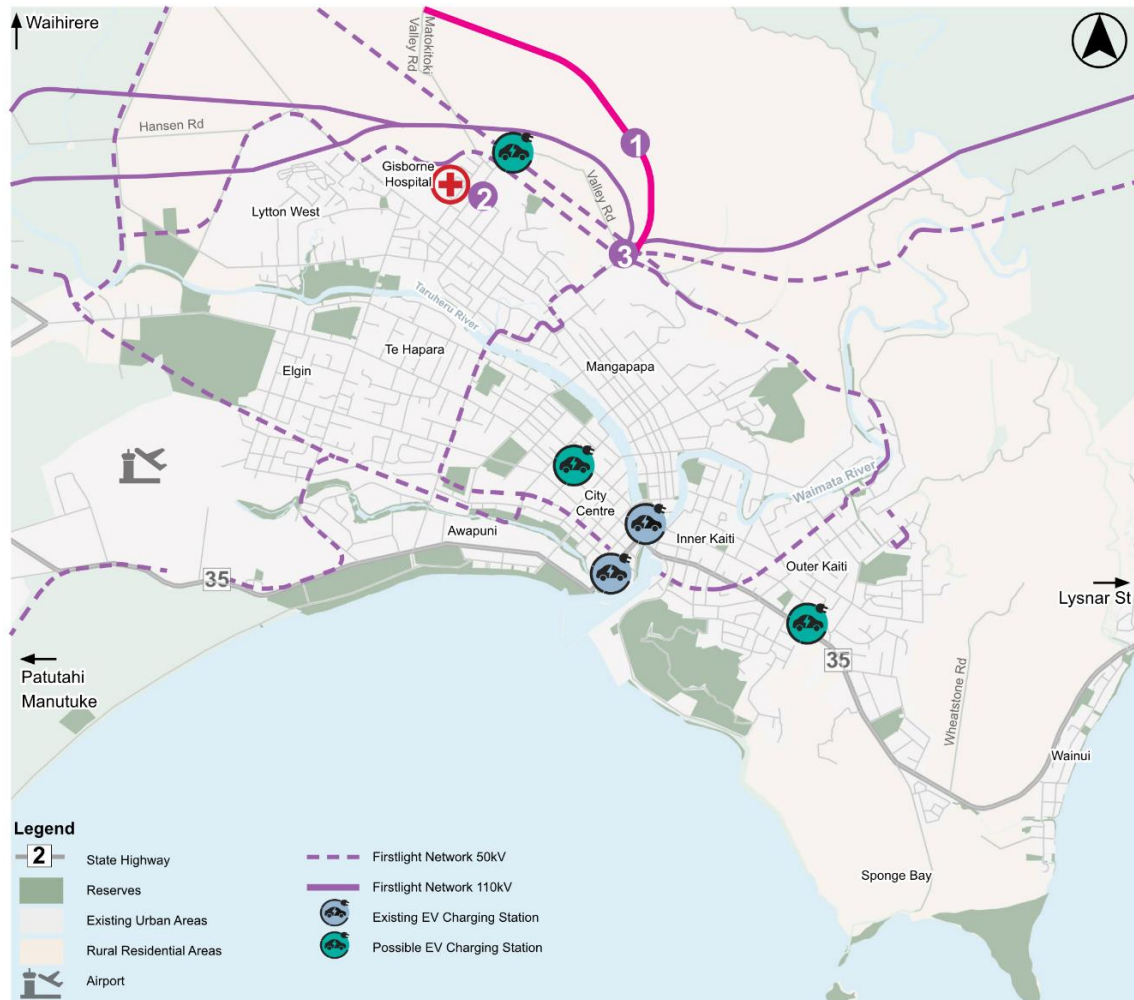


Route Description		Route Description	
<b>Proposed Bus Routes</b>		<b>Proposed Bus Routes</b>	
<b>A</b>	Awapuni	<b>E2</b>	Kaiti South
<b>B</b>	Elgin	<b>E2</b>	Kaiti North
<b>C1</b>	Lytton Road / Nelson Road / Stout Street intersection upgrade	<b>Existing Bus Routes</b>	
<b>C2</b>	Lytton Road / Gladstone Road (Pacific Coast Highway) intersection upgrade	<b>1A</b>	City - Hospital - Te Hapara - City
<b>D</b>	Hospital	<b>1B</b>	City - Elgin - City
<b>D</b>	Okitu	<b>2A</b>	City - Kaiti - Tamarau - City
<b>E1</b>	Kaiti Mall	<b>2B</b>	City - Elgin - Hospital - City

Figure 16: Major FDS Infrastructure - Buses and Train



# Major FDS Infrastructure - Transmission Lines



ID	Project Description	Implementation		
		Short term	Medium term	Long term
1	Long term option for a potential 3rd 110kV line			
2	Potential new substation			
<b>Existing Infrastructure</b>				
3	Firstlight Substation			

Figure 17: Major FDS Infrastructure - Transmission Lines

## Achieving the objectives

The section below sets out how the FDS achieves the objectives described in Objectives section. The growth strategy is intended to achieve the objectives as a whole. A balance is required, acknowledging the sometimes-competing objectives.

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

The FDS seeks to achieve this overarching objective by working towards the other objectives as a whole, combined these will support the revitalisation and enhancement of the health of the environment whilst balancing the need for vibrant communities. Many other plans and strategies outside of the FDS are also required to fully achieve this objective.

#### **Te Taiao**

- The growth strategy does not include expansion into areas of known biodiversity value, including indigenous biodiversity. The growth strategy supports the NPSIB which has a strong focus on protecting indigenous biodiversity and increasing biodiversity across the region.
- Similarly with respect to Te Mana o te Wai, growth areas where there are known wetlands have been avoided, and infrastructure upgrades planned to accommodate future growth will assist in managing effects on freshwater with respect to water, wastewater and stormwater.
- By providing for growth in areas that are accessible to jobs and services and expanding public transport services in the future, will support a reduction in greenhouse gas emissions.

#### **He Tangata**

- While the FDS itself cannot deliver houses or require houses of different sizes and forms, it helps deliver on this outcome by identifying sufficient development capacity and growth areas that can

accommodate a range of housing typologies, from greenfield single residential, to apartment buildings.

- The strategy assists in building resilience to the future effects of climate change by supporting a compact and accessible urban environment where the need to travel by private car is reduced, which in turn reduces greenhouse gas emissions.
- In terms risk from natural hazards, including those that are increased by the effects of climate change, the growth strategy seeks to avoid areas that are or may be subject to significant risk from natural hazards in the future, including avoiding known natural hazard areas where the risk cannot be mitigated.

#### **Development**

- The growth strategy provides for more capacity than is required to meet projected growth over the next 30 years. The FDS itself does not zone land however, this will be undertaken via changes to the TRMP, and may be undertaken in a staged manner, i.e., zoning for 30 years of growth is unlikely to be released at once. It is the intention however that at all times the TRMP provides enough land supply to exceed demand.
- The business capacity assessment that underpins this FDS indicates that there is sufficient existing business zoned land to meet demand, including for a diverse range of uses.
- The proposed growth strategy does not include any expansion on to productive land. This is deliberate as there is sufficient capacity to be found elsewhere, and in acknowledgement of the importance of productive land to the region.
- The preparation of the FDS has involved working closely with Council's infrastructure team, to ensure that the growth areas can be supported by efficient infrastructure delivery. This has influenced the distribution of growth spatially, with less growth occurring in

and towards Kaiti given the extensive stormwater and wastewater constraints east of the city.

## Te Whakatutukinga Implementation

### Overview

The FDS is a long-term strategic document and cannot be delivered all at once and in itself will not result in immediate change. To achieve the FDS objectives and increase the number of houses in our growth areas, we need to take actions over a long period of time.

The FDS will not be delivered by Council alone. Council will need to partner with iwi and hapū, the Government, non-government organisations, businesses, and community groups to achieve it. The FDS provides direction, gives confidence to, and helps all our partners deliver growth and development opportunities for our region. The delivery of many of the actions will require planning and engagement through other Council processes, such as the TRMP review.

The NPSUD requires us to regularly review, and if necessary, update the FDS, every six years.

### Delivering the FDS

We will prepare a supporting Implementation Plan<sup>2</sup> that will sit alongside the FDS. This will be a live document that we will review and update annually with our partners, as required by the NPSUD.

The Implementation Plan will set out the detailed actions to deliver the FDS, including those relating to strategy and statutory planning, advocacy and research, other initiatives and infrastructure investment. It will also include details of who will be responsible for delivering each action, as well as supporting agencies and organisations.

The FDS does not include detailed timing for when growth areas will be rolled out over the next 30 years, given the need to be responsive to changing market dynamics. The FDS implementation plan, which is updated annually, will identify and update the staging and roll out of growth areas, in response to market information and feedback, and annual monitoring results. This will inform the Council's Long Term (financial) Planning processes.

Table 3 outlines a series of key actions that will form a framework for the implementation plan. The Council will develop the implementation plan following adoption of the FDS.

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<sup>2</sup> Requirement of the NPS UD 2020 part 3.18

Action	Purpose	Timeframe Short 0-3, Medium 4-10 Long 11-30 years	Responsibility
<b>Monitoring and Review</b>			
Prepare the FDS Implementation Plan.	Required by the NPSUD	Short term. 2024	GDC
Undertake annual reporting on market uptake and development trends. This will include monitoring of the intensification uptake rates.	Required by the NPSUD and provides an up-to-date picture of market conditions to inform the implementation.	Annually	GDC
Annual update to the FDS implementation plan based on latest market and technical information.	Required by the NPSUD to regularly track progress Provides the opportunity to review and update priority areas.	Annually	GDC
Prepare an updated Housing and Business Assessment to inform the 2026 update to the FDS.	Required by the NPSUD to assess residential and business demand and capacity.	Three yearly	GDC
<b>Strategic Alignment and Funding</b>			
Align Tairāwhiti Regional Policy Statements with the FDS growth strategy.	Ensures alignment with Councils strategic regulatory planning documents to inform future plan changes.	Short term	GDC
Plan for and fund priority infrastructure through LTPs, Infrastructure Strategies and Regional Land Transport Plans.	Coordinates land development with infrastructure funding and provision.	Short term	GDC
Explore opportunities for the use of alternative funding mechanisms for strategic growth opportunities.	Provides potential alternative funding sources for infrastructure to cater for growth.	Short to medium term	GDC in partnership with developers, central Government and funding agencies
<b>Supporting Intensification</b>			
Undertake review of TRMP and/or progress plan change to enable intensification.	Reduce regulatory barriers to intensification that currently exist in the RMPs.	Short term. Next few years	GDC
Identify priority areas and undertake master planning in those parts of Gisborne identified for intensification	Provides a detailed framework for infrastructure planning and amendments to the RMPs.	Short term	GDC



Action	Purpose	Timeframe Short 0-3, Medium 4-10 Long 11-30 years	Responsibility
Prepare urban residential design guide.	Provides support to guide good intensification development outcomes.	Short term. 2024.	GDC
<b>Providing Greenfield Opportunities</b>			
Undertake structure planning in greenfield locations.	Provides a detailed framework for infrastructure planning and amendments to the TRMP.	Medium term	GDC
<b>Infrastructure</b>			
Explore innovative infrastructure solutions in eastern Gisborne.	To support future development opportunities and allow greater growth in Kaiti and eastern areas of Gisborne.	Short term	GDC
<b>Partnerships</b>			
Partner with Kāinga Ora, community housing providers and others to explore opportunities for more affordable housing.	Enables GDC to support the delivery of more affordable housing.	Short to medium term	GDC

**Table 3: FDS Key Actions**

## Ngā Tāpiritanga Appendices

Tāpiritanga 1 - Appendix 1 – 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.

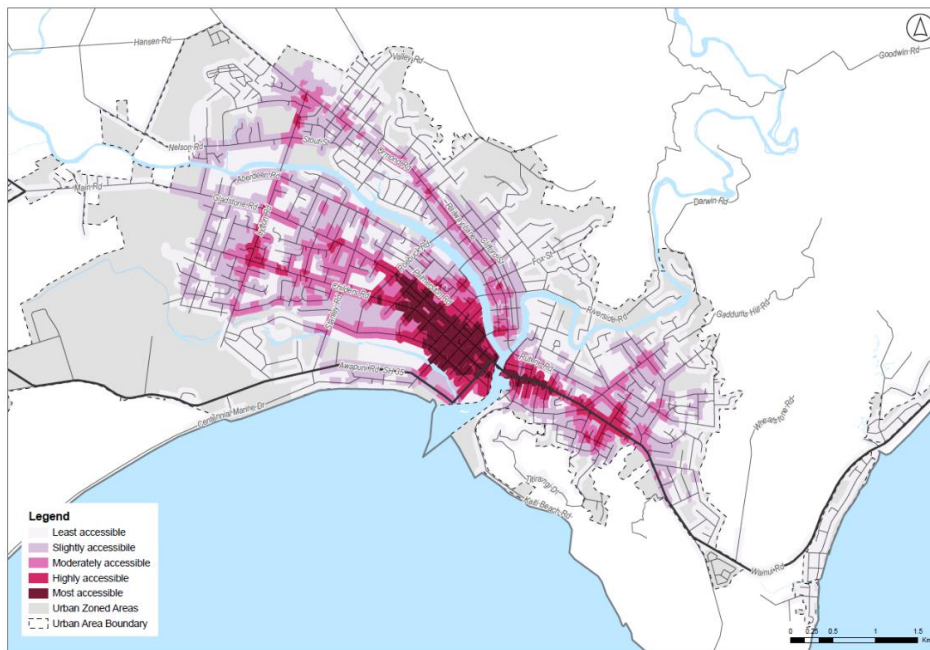


Figure 18 - Gisborne Levels of Accessibility

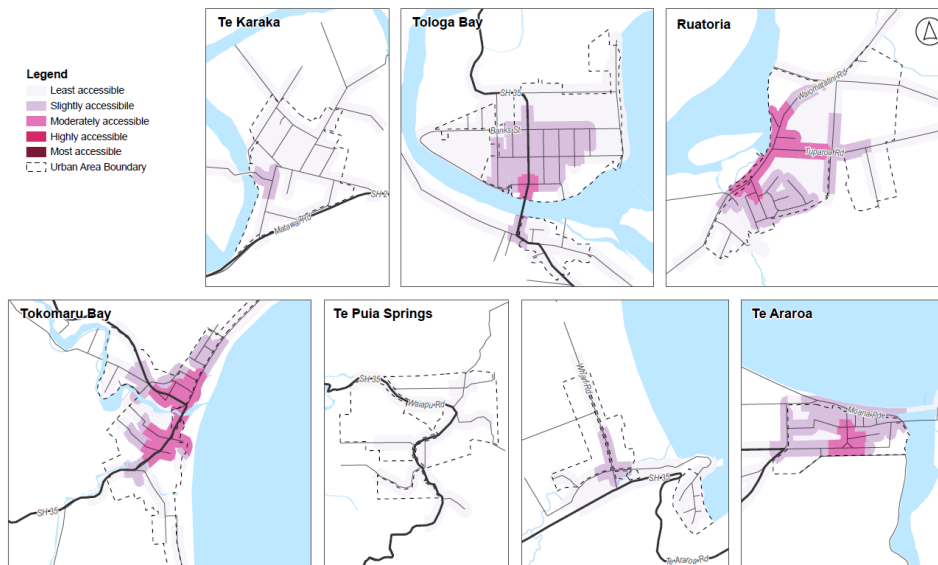


Figure 19 - Rural & Coastal Towns Level of Accessibility

## Opportunities and Constraints

### Regional map

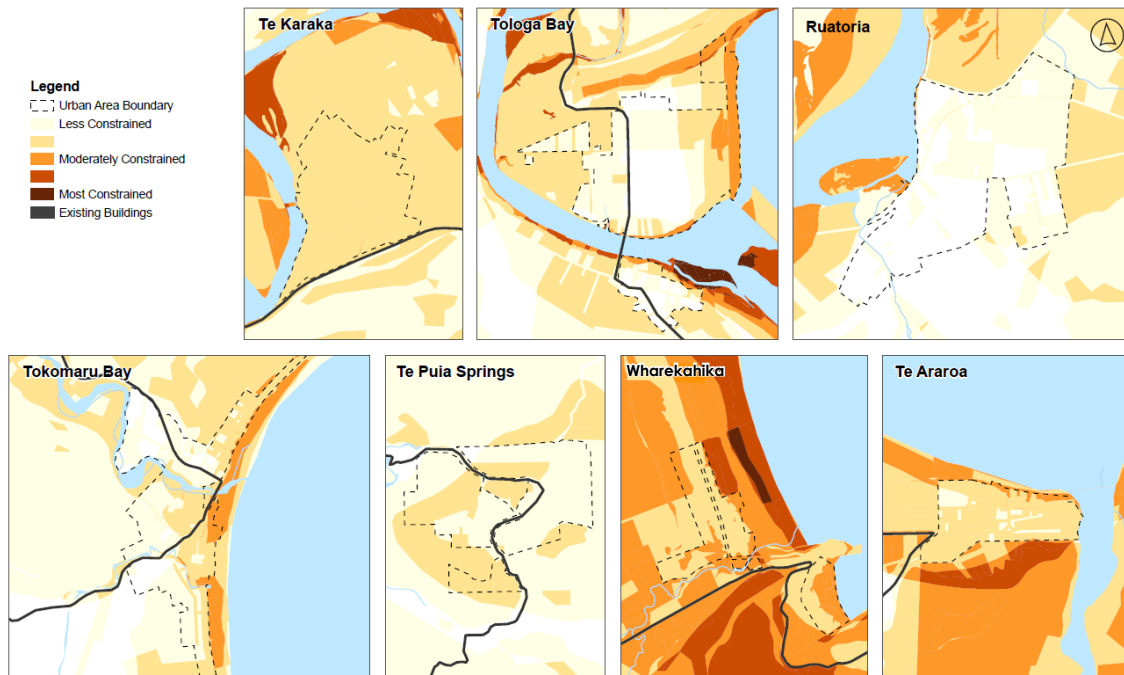


Figure 20 - Rural & Coastal Towns Constraints Summary

**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. Productive land is a finite resource and must be protected from urban growth, subdivision and rural lifestyle development under the NPSHPL. 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 this map is largely LUC 1-3 and provisional until HPL has been identified and confirmed in the RPS**).

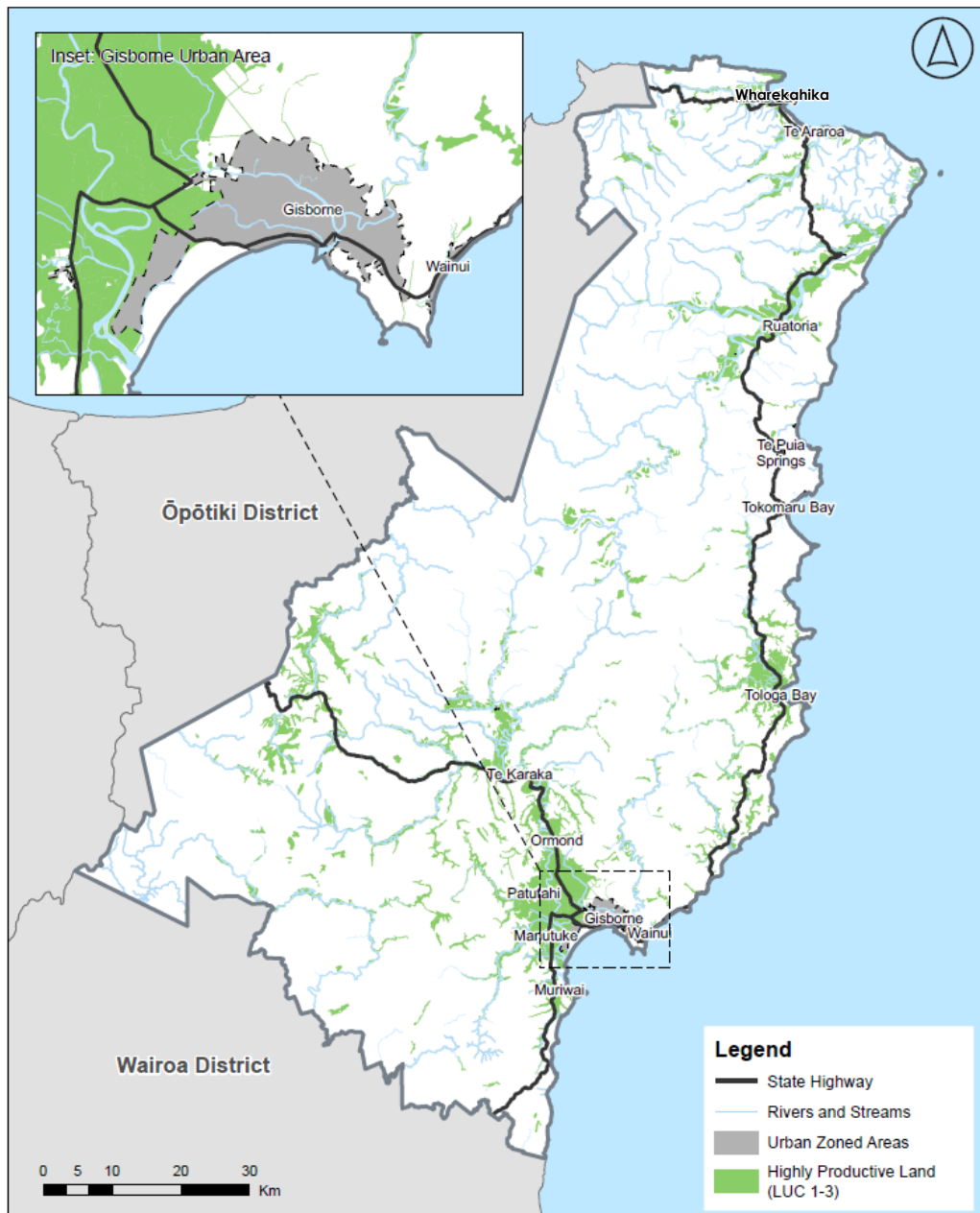


Figure 21 –Productive Land Constraints

**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.

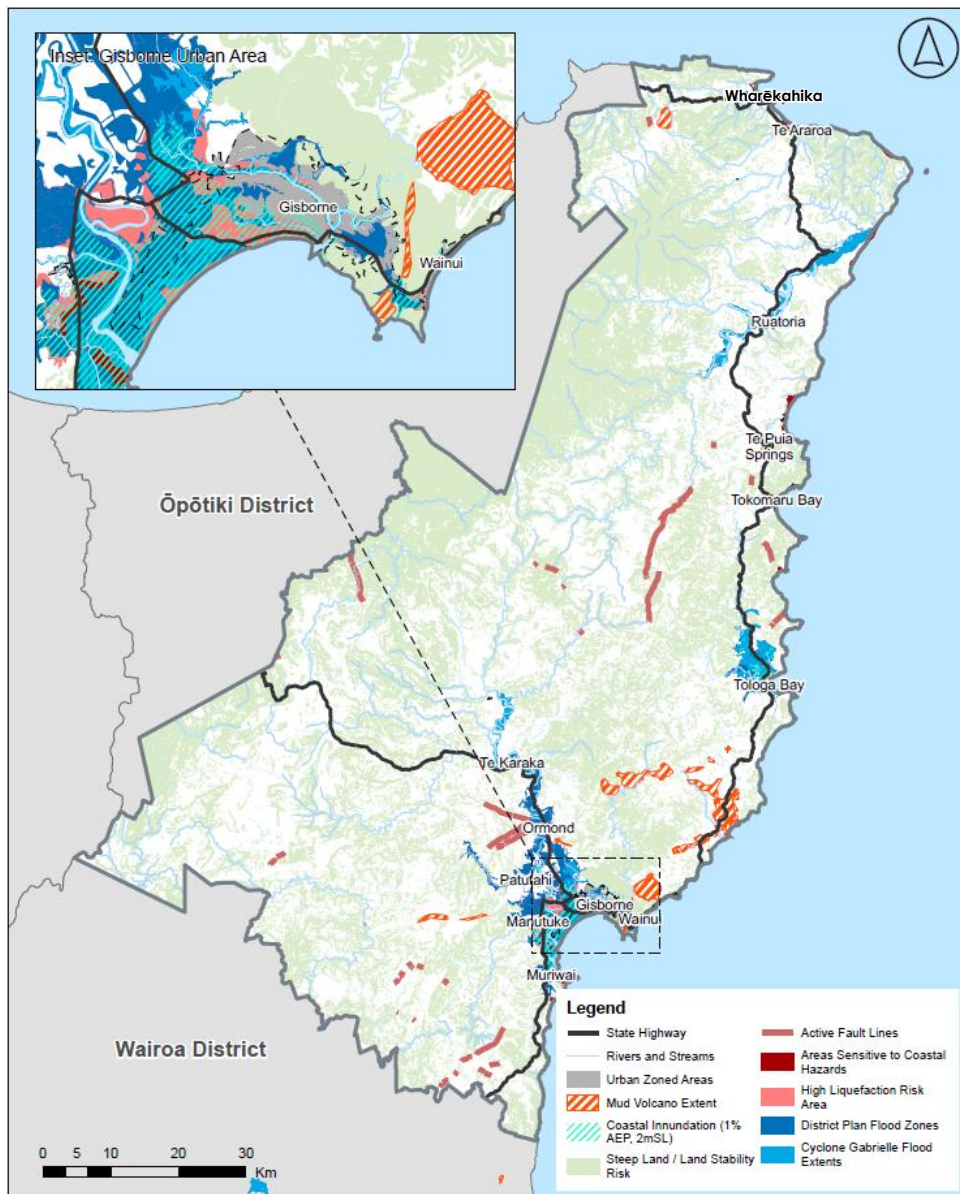


Figure 22 - Natural Hazards Constraints



**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.

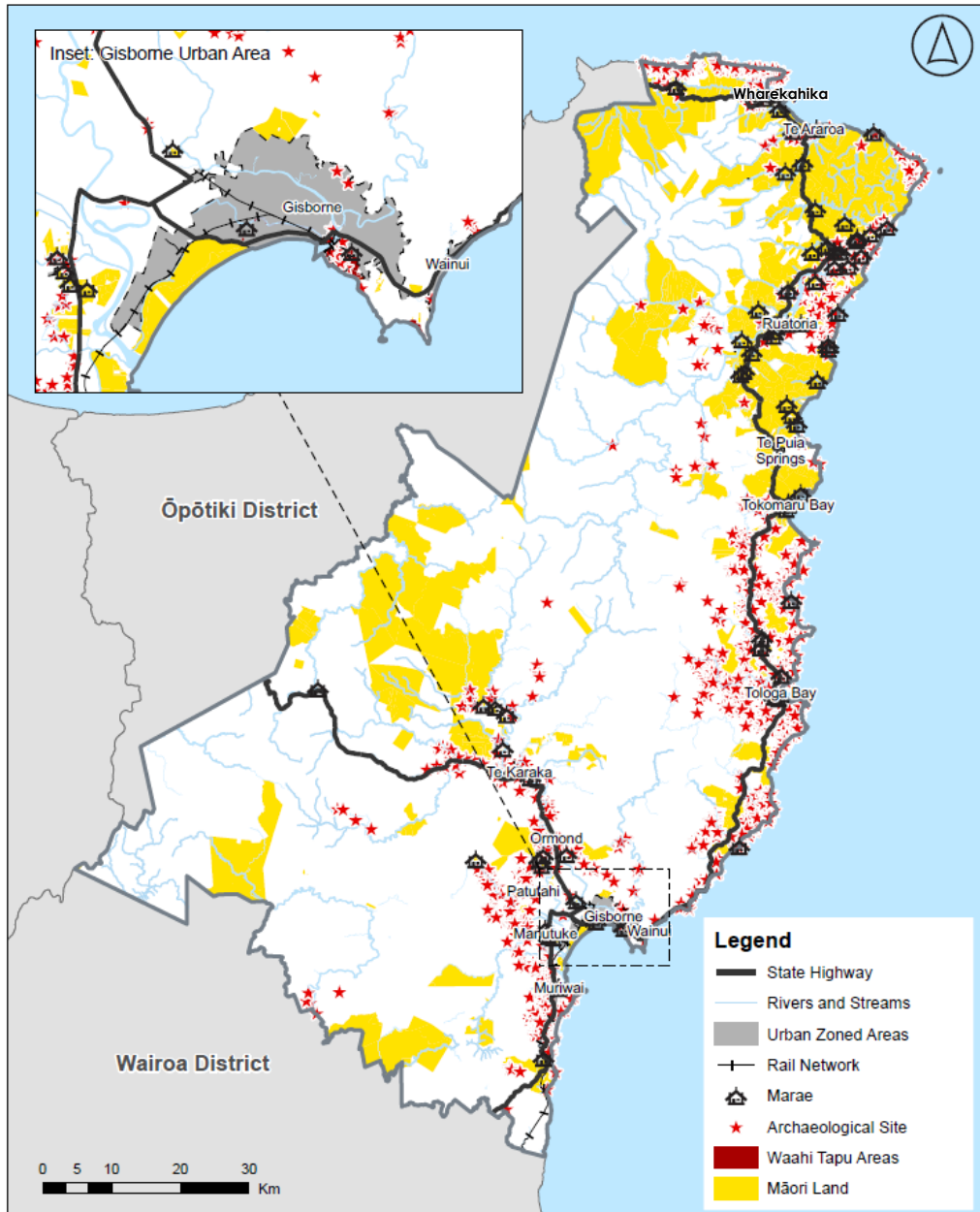


Figure 23 - Cultural Constraints & Opportunities



**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 is 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.

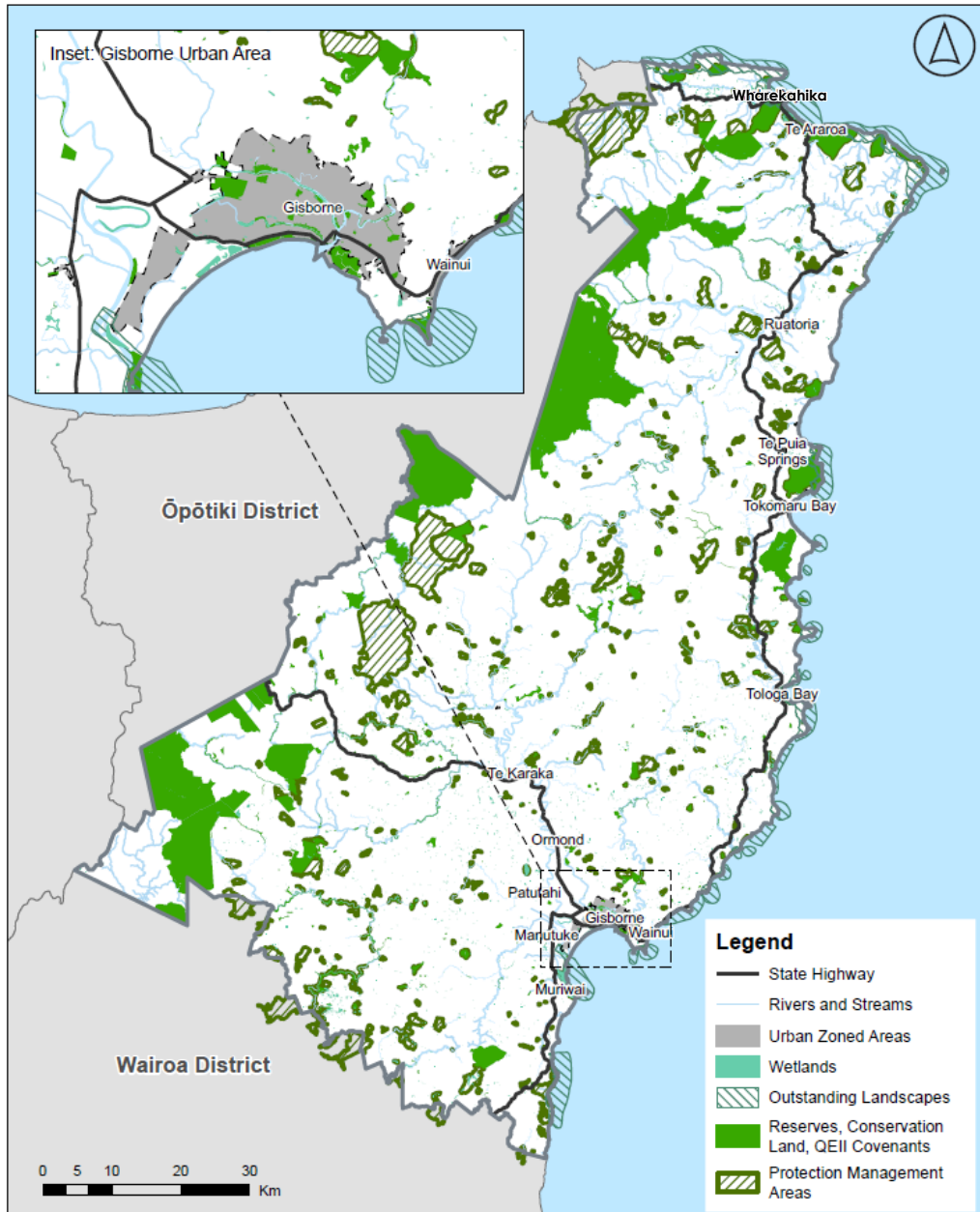


Figure 24 - Natural Environment Constraints & Opportunities

**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.

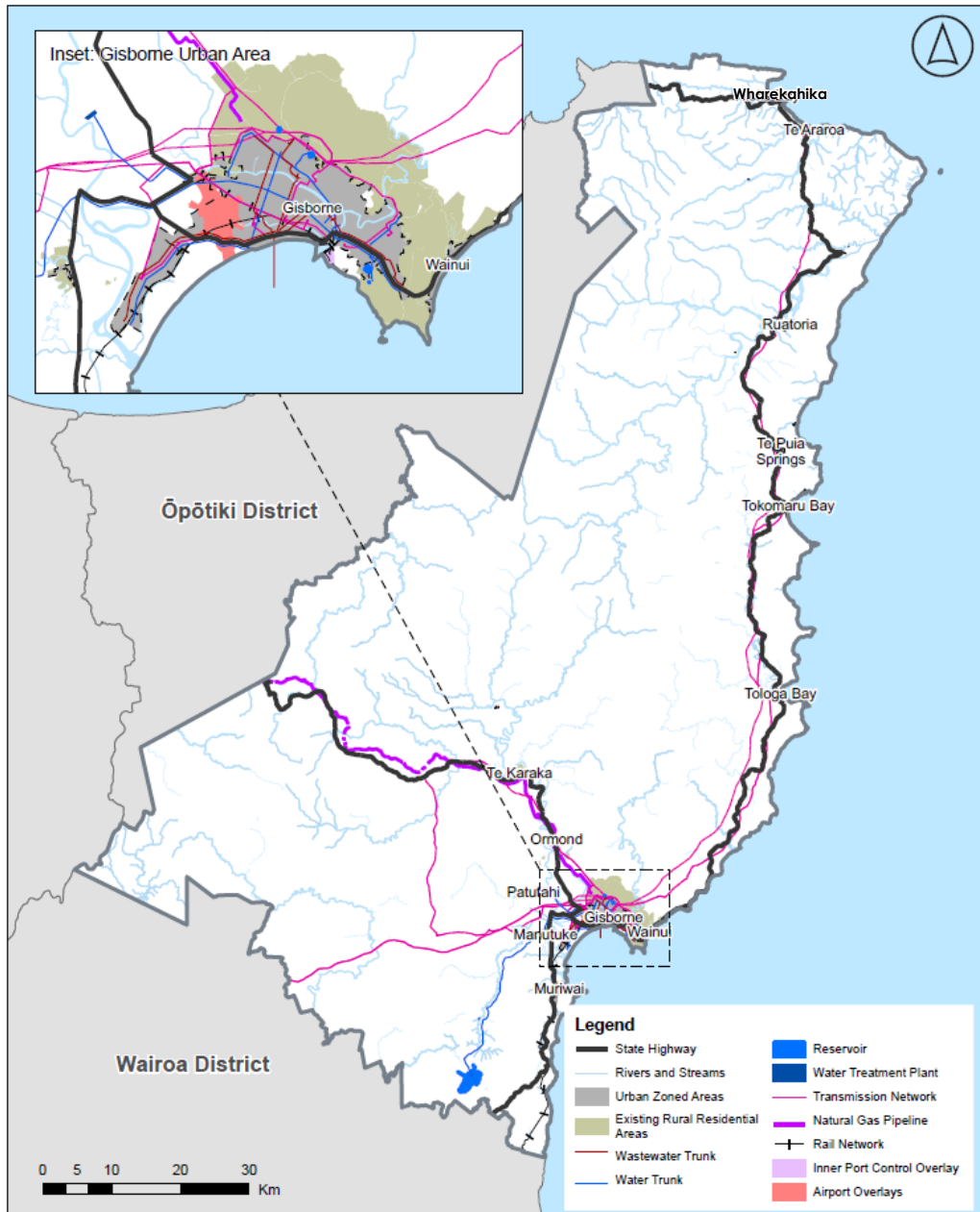


Figure 25 - Strategic Infrastructure Constraints & Opportunities

## Tāpiritanga 2 - Appendix 2 – Community and Stakeholder Feedback

### Community Feedback

Early engagement with the public took place the first and last quarter of 2022 to introduce the FDS, gain feedback on the overarching FDS strategic directions and for the community to put forward any potential growth sites. Council reached out across online webinars, in-person events and our FDS engagement page on the Council's website.

Key themes that we heard from our engagements:

Suggestions on intensifying existing urban areas, particularly the CBD or close to the CBD to increase the housing stock and regenerate residential areas that are becoming rundown. However, it should be targeted to appropriate areas that can support increased densities.

Support for residential growth in existing areas given the high walkability and cycling opportunities. Support for improving the cycling network, particularly alongside the river.

Comments to avoid creating satellite subdivisions which are unconnected to the city centre.

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.

Need to ensure accessibility to green spaces alongside new housing developments and supporting a well-connected open space network, biodiversity and canopy cover.

Support for not locating growth on highly productive land and acknowledge how an intensification focus can support protection of arable land. To contain urban sprawl and force development up rather than (out) on Greenfield land.

### Young people and Youth engagement

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 Gisborne District Council *What's up Rangatahi? Survey 2022* and a "Postcards to the Future" engagement where we met with school kids aged 8-17 across a few schools in Gisborne. Some key themes that arose from these engagements relevant to the FDS were:

A clear acknowledgement of the housing crisis and affordability were some of the larger issues expressed. Some more site-specific responses in nominating an increase in supply of housing in Kaiti. Multi-storey apartments were encouraged in the city centre where it is currently run-down and needs revitalisation.

From their perspectives, Gisborne had too much traffic and supported electric public and individual transport.

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.

Global warming, the environment and sustainability were topics front of mind particularly regarding waste / sewage being released into our awa. Increased Urban greening / biodiversity / natural habitat for native birds. Public food forests / community gardens to increase food security against climate change and reduce financial pressure for low-income households.

The need to identify sustainable freshwater supply to meet our growing residential population needs – i.e., individual dwelling rainwater collection and build capacity on wastewater and water supply infrastructure.

Increased supply and maintenance of public/community services and facilities and the opportunity to create a youth technology innovation centre.

### **Stakeholder Feedback**

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.

Key themes that emerged from the focussed discussions included:

Intensification within the CBD for mixed-use, walkable, high-density developments that could create a destination with high levels of amenity, vibrancy, and connectivity. There is both demand for higher density housing and land capacity within the CBD and surrounding areas. 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.

Infrastructural capacity was flagged as the most pressing constraint to development as it is insufficient for intensification. Further investment in infrastructure, particularly the wastewater network, will provide opportunities for brownfield development. 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.

Protecting the waterways and surrounding areas and creating nature corridors alongside urban development to support biodiversity, walking/cycling connectivity, and water quality goals.

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.

Most stakeholders shared the same view that productive agricultural land should be protected for productive activities and development should be focused within existing urban 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.

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.

### **Draft FDS Consultation**

Council consulted on the Draft FDS which closed on 31 January 2024.

Most of the feedback supported intensification, our stated objectives and growth strategy in the FDS. Some of the bodies we received submissions from were Waka Kotahi (NZTA), Ministry for Housing and Urban Development, Ministry for Education, Kāinga Ora (Homes and Communities), Heritage NZ and local construction companies and not for profits.

### Tāpiritanga 3 - Appendix 3 - Growth Picture

The FDS is informed by how much residential and business growth we are planning for over the next 30 years. We also need to understand what future communities in Tairāwhiti will look like: how old will they be? What will their income be? What is their ethnicity? This information will ensure we provide the right type of housing and business opportunities to meet their needs in the right locations.

Within the 30-year timeframe, we have looked at demand in the short term (three years), medium term (ten years) and long term (30 years). At the same time, we need to understand how much, and what type of land we need to support businesses to establish and grow. Ensuring Tairāwhiti has quality and affordable housing will also be an important factor of attracting businesses.

The NPSUD states the FDS must be informed by the latest Housing and Business Capacity Assessment (HBA), which was completed in 2022 (**Tairāwhiti HBA 2022**). The key outcomes of this work are summarised below.

The forecasts made for population growth and demographic change in the future may turn out differently than we expect. Economic shocks, natural disasters, pandemics, higher or lower than expected immigration, among other events may speed up or slow down the growth rate in Tairāwhiti. The FDS responds to this by providing a range of options for housing and business growth and committing to monitoring and staging development in response to up-to-date information on growth rates and changes in the market.

### Housing Context

#### How Many Homes Do We Need?

Tairāwhiti is projected to continue to grow significantly over the next 30 years. In 2020, Tairāwhiti had 17,250 households. This is expected to increase by at least 29%, with 5,400 additional households (demand plus the competitive margin) being required over the next 30 years.

We aren't starting from scratch and the current planning rules provide capacity for around 2,600 – 3,000 additional homes over the next 30 years. This is capacity that can currently be realised on zoned land, primarily through infill and the redevelopment of sites in the existing urban area. This means that we will need to provide up to an additional 2,800 homes to address the shortfall in capacity.

Outside of Gisborne's main urban area, demand for housing is expected to remain relatively low. It is projected that around 1,000 additional houses will locate to areas outside Gisborne's main urban area in the rural and coastal settlements.

These numbers come from Tairāwhiti's HBA 2022 and are based on what we predict might happen based on historical trends. The council must be able to respond to whatever growth patterns eventuate, so the FDS allows for a long-term growth scenario. This ensures we have the flexibility to respond to growth as it actually occurs and that we have enough capacity in the pipeline if growth trends continue.

#### What Type of Houses Will We Need?

We will need a range of types of homes over the next 30 years to meet the needs of our communities now and into the future and contribute to a 'well-functioning urban environment' as required by the NPSUD. There are a range of factors that inform the type of homes we will need.



Like the rest of New Zealand, Tairāwhiti's population is ageing at an increasing rate and 58% of households in 2020 are 50 years or older. Related to this, a large portion of the projected growth in households is expected within one-person and couple households, accounting for 71% of total growth over the long term. Analysis also shows that growth over the next 30 years will be concentrated across lower average household income bands given the increasing number of retired people.

In terms of affordability, dwelling prices have more than doubled over the last five years and a similar pattern has occurred with rents. Less than 3% of the available housing stock would be affordable to the lower income households, despite these households forming the largest portion of total households at 4,500 or 26%.

Ensuring that the FDS provides opportunities for smaller and more affordable homes in Tairāwhiti will be important in meeting future housing needs.

## Business Context

### What are our business needs?

Over 55% of employment within Tairāwhiti is located outside of land zoned for business. This can be attributed to home-based occupations such as small businesses and professional services, employment based at schools and Gisborne Hospital, and agriculture and farming activities based in the rural areas. The agriculture sector is expected to experience continued growth and will continue to play a central role in the Tairāwhiti economy.

Population growth will mean that employment and demand for business land will grow over the next 30 years. There will be sufficient capacity to accommodate business growth over the short, medium, and long term through vacant land and the potential to redevelop existing commercial and industrial zoned land. Gisborne central will have on average approximately 67% of currently vacant area available to support business growth within Gisborne.

As there is sufficient land in Tairāwhiti to accommodate future demand and growth, the FDS is not proposing to identify any additional business land as it is not required over the next 30 years.

## Tāpiritanga 4 - Appendix 4 – Kuputaka - Glossary

**ACTIVE TRANSPORT** means forms of transport that involve physical exercise, such as walking or cycling, and includes transport that may use a mobility aid such as a wheelchair (NPSUD).

**DEVELOPMENT CAPACITY** means the capacity of land to be developed for housing or for business use, based on the zoning, objectives, policies, rules, and overlays that apply in the relevant proposed and operative RMA planning documents; and the provision of adequate development infrastructure to support the development of land for housing or business use.

**DEVELOPMENT INFRASTRUCTURE** under the NPSUD means the following, (council-controlled organisation) network infrastructure for water supply, wastewater, or stormwater and land transport.

**FOSAL** after Cyclone Gabrielle, the Government set up land categorisations to deal with the risks from future severe weather events. Provisional maps were developed showing which category affected properties in our region may fall under ([LINK](#)).

**INTENSIFICATION** Urban intensification is an approach to transfer urban areas into a compact, higher density, and public transportation-adapted urban form, and as the way of reducing private vehicle dependence, supporting public transport efficiency while promoting a safer and more equitable city.

**IWI TECHNICIANS** part of a 12-month trial to ensure the review of the Tairāwhiti Resource Management Plan (TRMP) has a hapū/iwi lens from tangata whenua in the region. The IIT consists of four technical experts appointed by four iwi trusts of (Te Aitanga a Mahaki, Te Runanganui o Ngāti Porou, Ngai Tamanuhiri and Rongowhakaata. The members contribute to the drafting of the TRMP review, of which the FDS is a strategic policy.

**LONG TERM** means between eleven and thirty years (NPS UD).

**MASTERPLAN** is a planning document that provides a conceptual design to guide future growth and development.

**MEDIUM TERM** is between four and ten years (NPS UD).

**NPS-UD** is National Policy Statement Urban Development 2020 (updated 2022) is the Governments National Direction to Councils which aims to provide development capacity to meet the diverse demands of communities of New Zealand's towns and cities, address overly restrictive rules, and encourage quality, liveable urban environments.

**SHORT TERM** as set out in the NPS UD within the next three years (NPS UD).

**REASOURCE MANAGEMENT ACT** is New Zealand's primary land use legislation that promotes the sustainable management of natural and physical resources such as land, air and water. The council to develop resource management plans that detail how we will meet these requirements.

**REGIONAL POLICY STATEMENT** is the highest-level resource management document for the council. It sets the policy framework for the rest of the Plan. The regional coastal plan, regional plan and district plan provisions must give effect to the provisions in the regional policy statement.

**REGIONAL LAND TRANSPORT PLAN** sets the direction for transport in the region for the next 10-30 years. It identifies regional priorities and includes the list of transport projects the region intends to deliver.

**TAIRAWHITI RESOURCE MANAGEMENT PLAN** the land use planning plan prepared under the Resource Management Act. It is a combined regional policy statement, regional coastal plan, regional plan and district plan. It is the primary document through which the council will meet its obligations under the Act.

**URBAN FORM** how communities are designed and structured, the type of development that is allowed and where, and how the different areas are connected. Urban form impacts the need to travel and the attractiveness of walking as a practical form of transport.





- PO Box 747  
Gisborne 4040 NZ
- 15 Fitzherbert Street Gisborne  
Waiapu Road, Te Puia Springs
- 06 867 2049  
0800 653 800
- service@gdc.govt.nz  
www.gdc.govt.nz
- @Gisborne DC  
GDC Fix app





78 Whakato  
Road Manutūkē  
Gisborne 4053  
New Zealand

CMB 24  
Manutūkē  
Gisborne  
4053 New  
Zealand

P: 64 6 862 8086

E: [trust@rongowhakaata.iwi.nz](mailto:trust@rongowhakaata.iwi.nz)

## Feedback on the Gisborne District Council Future Development Strategy

Prepared By: Te Rina Whaanga, Kaikōwhiri

### Timatanga Kōrero

The lands in which Rongowhakaata have ancestral and customary connections extend from Te Kowhai at Te Wherowhero lagoon inland to the Te Arai headwaters, continuing to Te Reinga in the south-west, and north through Tuahu, Hangaroa-Matawai, and Tahora. They take in Patutahi and the area around Tangihanga and Repongaere, through to the Matawhero and Whataupoko lands linking with the Taruheru and Turanganui rivers, and onwards to Kaiti. Rongowhakaata also had traditional links to the moana, and its resources out to Te Toka a Ahuru.

Rongowhakaata Iwi Trust (RIT), are the Post Settlement Governance Entity, mandated to represent the hapū of Ngāti Maru, Ngāti Kaipoho and Ngai Tawhiri.

### Whakahoki Kōrero

#### He Kaupapa

#### 1. Draft Objectives Framework

##### 1.1 Recommendation

- 1.1.1 Rongowhakaata Iwi Trust recommend retaining reference to Te Oranga o Te Taiao and Te Mana o Te Wai in the current draft FDS objectives framework.

#### He Whakaaro

##### 1.2 Intent of new Government

- 1.2.1 The draft Future Development Strategy (FDS) references concepts that may no longer be included in national direction. Throughout the document there is reference to Te Mana o Te Wai, Te Oranga o Te Taiao and Spatial Planning. These are key tenets of the previous Governments proposed Resource Management Act (1991) reform, and national guidance including the National Policy Statement for Freshwater Management (NPSFM) 2020. Following their recent election, our current Government has announced these will either be repealed, or removed when national direction is redrafted.

##### 1.3 Retaining TMOTW and TOOTT aligns with iwi and community preference

- 1.3.1 Our view is that central Government guidance is a minimum expectation of planning. It is the floor- not the ceiling- of how we should manage future growth, housing provision and development in Tūranganui-a-Kiwa. The planners delivering the draft FDS have already undertaken engagement with Rongowhakaata Iwi Trust, and have undertaken significant engagement with wider iwi, community and industry stakeholders. Their whakaaro has informed the draft objectives framework. It has set what our regional vision is for future growth and development.
- 1.3.2 Council is now the position of being able to retain Te Mana o Te Wai and Te Oranga o Te Taiao in the final FDS, to meet what is required of an FDS under the National Policy Statement for Urban Development 2020 (NPS-UD) while surpassing what our new Government has signalled they consider adequate when managing natural resources and built environment.

##### 1.4 Positive influence for the remaining TRMP review

- 1.4.1 Retaining the draft objectives framework will support Councils review of the Tairāwhiti Resource Management Plan (TRMP). It would assist Council in meeting iwi and community expectations for how future growth is managed. The draft FDS will also provide context and direction for planners

undertaking the next stage of the TRMP review. Once final, the FDS should influence the review of built environment, future zoning, papa kainga, land management, hazards and climate change provisions as well as the management and provision of infrastructure.

### 1.5 Supporting a well-functioning urban environment

- 1.5.1 Removing reference to Te Mana o Te Wai and Te Oranga o Te Taiao would ignore the essential relationship between healthy environment and its capacity to sustain life- including within highly modified built environments like our urban residential areas.
- 1.5.2 Retaining reference to Te Mana o Te Wai and Te Oranga o Te Taiao in the draft FDS objectives framework will recognise and provide for the purpose (1) (a) (i) of the FDS- that is, achieve well-functioning urban environments (WFUE) in its existing and future urban areas.
- 1.5.3 Elements of a WFUE go beyond concepts such as place making or ecocentric planning. In Rongowhakaata Iwi Trust's view WFUE's must have a deep connection with the history and life supporting capacity of the land the urban environment stands on, the community that inhabits it, and the future mauri of both.
- 1.5.4 This is where the influence of Te Mana o Te Wai and Te Oranga o Te Taiao would be most felt each day by our whānau, hapū and communities once housed in areas the draft FDS has indicated for intensification and greenfield development.

### He Kaupapa

## 2. Provision of adequate infrastructure to support intensification.

### 2.1 Recommendation

- 2.1.1 Rongowhakaata Iwi Trust require firm Council commitment to provide increased infrastructure at pace with intensification and subsequent increased growth and infrastructure demand.

### He Whakaaro

### 2.2 Kaiti targeted for intensification

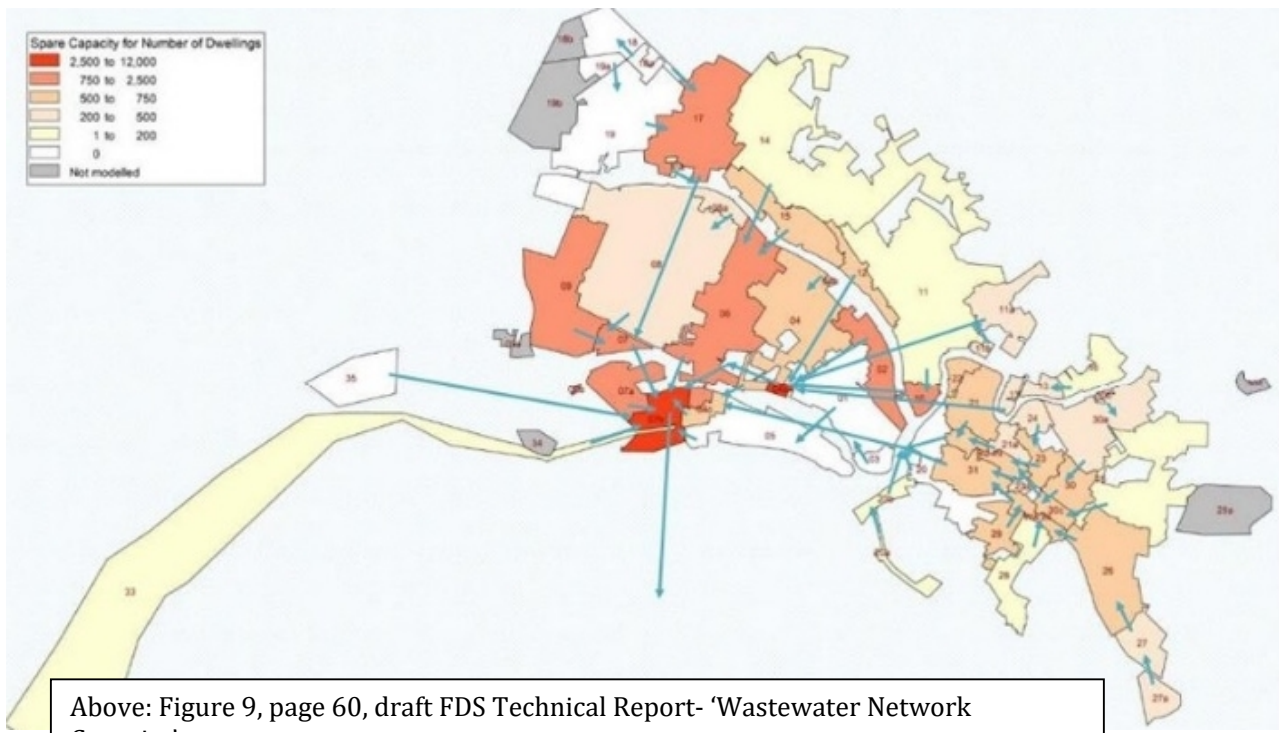
- 2.2.1 The draft FDS (table 1, page 12) identifies an additional 600 homes able to be delivered through intensification of existing residential area in Kaiti / East Gisborne.

### 2.3 Low confidence in likelihood of adequate water infrastructure provision for eastern Gisborne

- 2.3.1 Increasing intensification in Kaiti would require resolution of existing waste and stormwater provisions, where storm and wastewater are often and easily inundated, creating necessary but abhorrent spewing of raw sewage into the Tūranganui and Waimata Rivers and tidal zones.

*The preparation of the FDS has involved working closely with Council's infrastructure team, to ensure that the growth areas can be supported by efficient infrastructure delivery. This has influenced the distribution of growth spatially, with less growth occurring in and towards Kaiti given the extensive stormwater and wastewater constraints east of the city.*

-Draft FDS pg25



2.3.2 The

draft FDS Technical Report which accompanies the draft FDS notes that there is spare wastewater treatment capacity in Kaiti for between 500-700 additional dwellings, using the existing wastewater treatment plant.

2.3.3 However, during rain events, the system is overwhelmed due to wastewater inflow and infiltration issues when stormwater enters the wastewater system. This will require a large sub-catchment stormwater public network upgrade, where the existing system is retrofitted, and existing and future homeowners may also need to improve storm and wastewater components on their properties.

2.3.4 While mentioned, the draft FDS gives no commitment towards whether identified water infrastructure improvements will keep pace with the rate of future intensification in Kaiti.

## 2.4 Low confidence in Councils ability to deliver infrastructure improvements at pace with housing developments.

2.4.1 If the draft FDS is going to identify the eastern city area / Inner Kaiti as prime whenua for intensification, then clarity is needed as to whether investment in increased water infrastructure in Kaiti will be moved up from the medium term, and if it will keep pace with demand on the system.

## He Kaupapa

### 2.5 FDS has identified whenua Māori for rural residential lifestyle development.

### 2.6 Recommendation

2.6.1 Rongowhakaata Iwi Trust require that Council:

- 2.6.1.1.1 Review all rural zoned areas identified for rural residential lifestyle development in the draft FDS and identify within the FDS where this consists of whenua Māori, and if it also includes urupa, kohanga and Marae.
- 2.6.1.1.2 Address how development of whenua Māori would occur as this is different to general title land, and
- 2.6.1.1.3 Address in the draft future actions a process of supported, resourced, clear and streamlined process for Māori development on whenua Māori, to support whānau working across multiple agencies and bureaucratic processes including Councils, who wish to undertake development of their land.

## He Whakaaro

### 2.7 Manutuke targeted for rural residential lifestyle

- 2.7.1 The draft FDS (figure 10, page 16) plans for intensified rural residential lifestyle areas west of Gisborne around McLaurin Road, and in nearby townships of Patutahi, Ormond and Manutuke. The draft FDS notes that the area identified in Manutuke has the capacity for an additional 60 homes built over the next 30 years.
- 2.7.2 What it doesn't identify within these new or intensified rural lifestyle areas is whether land is general title of whenua Māori. It also fails to note that the area labelled "Manutuke West" on Whakato Road in Manutuke includes two active Marae and is wholly whenua Māori. Nor does it address these two incongruous features in the projected housing provision stats or their implications on the development process.

### 2.8 Draft FDS does not consider complexities of developing whenua Māori

- 2.8.1 Development of whenua Māori is more complex than general title land. For instance, it would require Māori landowners to separate shares to create partitions or subdivisions of their whenua Māori, or it would require development of Papa Kainga style housing, which all shareholders would need to agree to and negotiate with agencies such as Te Puni Kōkiri to progress toward feasibility for development. It takes years of jumping through hoops just to prove what type of suitable development can occur.
- 2.8.2 Nowhere in the draft FDS is there provision or forward action identified to support Māori development on Māori land, ease the hurdles and issues currently felt by whānau when attempting this process. We note these issues were raised by whānau who attended FDS hui at both Muriwai and Takipu Marae during drafting of the FDS in 2023.
- 2.8.3 The draft FDS Technical Report that accompanies the draft FDS discusses whenua Māori only once, briefly, on page 112. This does not address or fully list issues or challenges, and only focuses on the urban area- not those identified for rural residential lifestyle.

*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.*

### 2.9 Incongruous with aspirations listed in the FDS

- 2.9.1 Rongowhakaata Iwi Trust see how the aspiration of Kotahitanga (figure 3, page 5), could possibly occur without these types of critical scaffolding being provided for in forward actions in the short and long term.
- 2.9.2 We also don't see how lifestyle development of the land identified in Manutuke can occur without these pathways for Māori whānau being invested in and provided. It's disingenuous to map whenua Māori as the areas where rural lifestyle development should occur, and subsequently list housing provision numbers for these areas, while indicating Kotahitanga is important and then not deliver any pathways for Kotahitanga to occur.

## 2.10 Need to check other rural areas for similar discrepancies.



On the left- area designated as 'Manutuke west' in the Draft FDS, and identified as having capacity for up to 60 new rural residential lifestyle homes.  
 On the right- in orange and with icons, all land within that area that is currently designated whenua Māori, and the location of both Manutuke and Whakato Marae.

- 2.10.1 With the majority of the Manutuke area being designated whenua Māori, Rongowhakaata Iwi Trust have low confidence that this is the only discrepancy of this type in the draft FDS.

Further conversations will need to be undertaken with RIT in relation to City Centre implications. We ask for clarification of the next steps for this work in particular your proposed cultural values assessment which indicates the delivery of the FDS, and how we tie this strategy to wider work on connecting our narratives and identity within shaping our urban and residential spaces, including city revitalization.

Āku mihi,

**Teina Moetara**

Kaihautū, Rongowhakaata Iwi Trust



## Tairāwhiti Regional Housing Steering Group

### SUBMISSION TO THE GISBORNE DISTRICT COUNCIL ON THE FUTURE DEVELOPMENT STRATEGY

**TO:** Jo Noble  
Director of Sustainable Futures  
Gisborne District Council

**BY E-MAIL:** [TRMP@gdc.govt.nz](mailto:TRMP@gdc.govt.nz)

**DATE SUBMITTED:** 1 March 2024

**SUBMISSION ON:** Council's Draft Future Development Strategy

**NAME OF SUBMITTER:** Tairāwhiti Regional Housing Steering Group

**ADDRESS FOR SERVICE:** Tairāwhiti Regional Housing Steering Group  
C/- Judy Campbell  
judy@manaakitairawhiti.nz



## Executive Summary

Te Tairāwhiti Regional Housing Steering Group (Steering Group) welcomes the opportunity to provide feedback to the draft Tairāwhiti Future Development Strategy (FDS).

- The focus on Intensification Areas near the city centre is supported.
- The Steering Group feedback on the FDS is focused on these key topics:
  - Uncertainty in population predictions
  - Framework of Objectives
  - The importance of Green Infrastructure and Urban Green Spaces
  - Preferred Growth Strategy
  - Future greenfield allocation
  - Infrastructure investment in Kaiti
  - The importance of Place
  - Enabling papakāinga
  - Sustainability and emissions
  - Public transport and mode shift
  - Speed of delivery
  - Business land
  - Incentives to intensify
  - Affordability

The following sections of the submission will provide further explanation of these key points.

### 1. Te Tairāwhiti Regional Housing Steering Group

Te Tairāwhiti Regional Housing Steering Group has key focus areas that are interconnected with the Future Development Strategy (FDS) including:

- Meeting whanau needs and aspirations for housing,
- Rapidly increasing the stock of sustainable housing,
- Changing regulations and improving consent processes to accelerate housing development, and
- Funding and programming the infrastructure needed to support housing development.

The steering group acknowledges that Te Tairāwhiti/Gisborne is a Tier 3 Authority under the National Policy Statement on Urban Development (NPS-UD) and developing an FDS is optional. The housing group commends the Council for drafting an FDS and welcomes the opportunity to provide feedback.

### 2. Housing in Te Tairāwhiti is at Crisis Point

Our region is in the midst of a housing crisis. We have a significant shortfall in housing and demand for housing far outstrips supply. Demand for social housing remains high. In September 2023, there were

603 applicants on the waitlist for placement into social housing.<sup>1</sup> There is an acute shortage of rental properties with the number of rentals falling by 8 percent over the past five years.

The updated Gisborne housing stocktake was released in December 2023. The housing stocktake suggests that the low number of rental properties available in Te Tairāwhiti is pushing people towards social housing. Housing affordability has worsened significantly in Te Tairāwhiti since 2016 when affordability peaked. Rental affordability, based on the ratio of average weekly rent to average household income is worse in Te Tairāwhiti than for New Zealand as a whole (22.3% for Te Tairāwhiti vs 21.8% for New Zealand) and rental affordability in Te Tairāwhiti has significantly worsened over the past three years.<sup>2</sup> Affordability of homes is a key concern for many whānau.

The full 2023 updated housing stocktake report is attached in **Appendix A**.

The Future Development Strategy (FDS) utilises population projections from Council's Housing and Business Assessment which anticipates 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'.

The updated 2023 housing stocktake found that population growth is driving demand for housing upwards. Population growth grew at 1.15 percent in the year to 2023 – close to the historical average over the past century, adding about 600 people to the region. The demand for housing is high and will continue to rise.

Compounding the issues associated with the shortage of housing is the low quality of the housing stock available in Te Tairāwhiti. Housing conditions are an issue in Te Tairāwhiti, with many homes being cold, damp and lacking basic amenities such as cooking facilities, potable water, electricity.

Many whānau are living in houses that are ill-designed for their needs, including being culturally inappropriate and/or having poor accessibility.<sup>3</sup>

### 3. Impact of Cyclones

Cyclone Gabrielle and other storm events have had a significant impact on the housing stock in Te Tairāwhiti. Many houses were directly damaged by the storms and flooding and many whānau were displaced from their homes. Central government's risk assessment, as at 19 December 2023, has classified 62 properties as category 3, the highest risk level where it is not safe to live because of risk of flooding and landslide. Thirty-six properties have been classified as category 2A, 182 properties as category 2P and 14 properties as category 2C, with further assessment required to distinguish the level of community and property level interventions.<sup>4</sup>

The whānau displaced by Cyclone Gabrielle and subsequent storm events have placed additional demand on the already overwhelmed existing housing supply. The effects of climate change will increasingly be felt in our region, as the frequency and intensity of storm and flooding events will continue to rise. This highlights how critical it is to locate new development and intensification in areas

<sup>1</sup> Ministry of Social Development Housing Register – September 2023

<sup>2</sup> Gisborne District Council Matawai Taiao Environmental Scan – June 2023

<sup>3</sup> Tairāwhiti Regional Housing Strategy 2022-2027

<sup>4</sup> <https://participate.gdc.govt.nz/future-severely-affected-land>

with low risk of natural hazards. The steering group supports the FDS approach of avoiding intensification in areas subject to natural hazards.

To ensure our communities are resilient to the current and future effects of climate change, planning for future demand on housing supply should include an additional buffer to allow for provision of housing (permanent, temporary and emergency housing) in case of further displacement resulting from natural disasters. This will go some way towards ensuring that our urban environments are resilient to the effects of climate change.

#### **4. Population Growth Drives Demand**

The Housing Stocktake: Update 2023 notes that population growth is returning after COVID slowed the growth rate. Increases in demand for housing are underpinned by a growing population. Gisborne's population grew at 1.15 percent in the year to 2023 - close to the historical average over the past century, adding about 600 people to the region. New Zealand experienced record population growth of 2.7 percent in the year to September 2023, fuelled by strong net migration. The number of migrants that arrived in the country were much higher than earlier forecasts by Statistics NZ<sup>5</sup>.

The rapid population growth being seen nationally, is lifting Gisborne's population. International migration added 540 people to Te Tairāwhiti in the year to June 2023 (about 86% of total population growth). This population growth has largely been accommodated in the outskirts of the Gisborne city (aside from Te Hapara South), with the highest concentrations in the suburbs of Tamarau, Wainui-Okitu and Outer Kaiti.<sup>6</sup>

#### **5. Population Projections Warrant Further Consideration**

There are mixed views on the likelihood and level of growth over the next decade. The impacts of Cyclone Gabrielle and other weather events may affect the desirability of Te Tairāwhiti as a place to live which could reduce net migration.

There is uncertainty in population forecasts. Several of the population projection scenarios show continued growth, while others suggest that national population (and regional) growth will slow over the next decade. The disruptions caused by COVID-19 and extreme weather events have had an impact on the region and brought uncertainty to population forecasting.

The growth assumptions that have informed the FDS were included in the Council's Housing and Business Capacity Assessment (HBA). The FDS 'plans for a 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.'

The FDS technical report states that under a 'medium-high' population projection, the population is projected to increase by 8,760 people to reach 59,460 by 2050. The latest Housing Stocktake states that New Zealand is experiencing the strongest population growth in our history. The stocktake also suggests that Statistics New Zealand's population forecasts may be too conservative. The conservatism in Statistics New Zealand's forecasts of population growth is one of the problems with predicting

<sup>5</sup> In net terms, 118,835 migrants arrived in NZ

<sup>6</sup> Refer to Figure 14 in Housing Stocktake Update 2023. Source: Statistics NZ

demand right now. Statistics New Zealand's net migration forecasts for Gisborne suggests very low growth.<sup>7</sup>

The Gisborne District Council's Matawai Taiao Environmental Scan (June 2023) states that 'Growth has exceeded forecasts prepared prior to the 2021-2031 Long Term Plan.' Population growth and demand for more housing has implications for infrastructure planning. The housing steering group submit that infrastructure planning needs to be based on the most accurate population growth assumptions.

The FDS has planned 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. The housing steering group supports this approach for infrastructure planning and planning for demand for new housing.

## 6. Framework of Objectives

Te Tairāwhiti Regional Housing Steering Group sees a potential issue with council's preferred option for all objectives to be structured under an overarching Te Oranga o te Taiao (well-being of the environment) objective - *"Growth and Development must revitalise and enhance Te Oranga o te Taiao"*.

The steering group understand and recognise the importance of Te Oranga o te Taiao, however, having it as an overarching objective and with the current wording will be problematic in practice. The expectation that all growth and development will be able to meet the objective of revitalising and enhancing Te Oranga o te Taiao is unrealistic and difficult to achieve. Whilst the steering group agrees that new development should enhance te Taiao where possible, the current wording of the overarching objective sets a difficult outcome for developers to achieve at the land use and resource consent level. Planning processes involve a balancing of competing priorities and outcomes.

The steering group submit that the first of the He Tangata objectives be amended to make it clearer and strengthen it to state:

- *Growth and development that delivers houses of a size, form, and design that meets the diverse requirements of the people of Tairāwhiti and reflects mana whenua values.*

The steering group also submit that Te Taiao or Development objectives include a specific objective to support 'urban greening' - increasing the plant life and the level of green infrastructure in our city.

Green infrastructure refers to mitigating the impact of hard surfaces typically found in cities by weaving permeable paving, bio-swales, street planting, green roofs, green walls, rejuvenated wetlands, urban forests, parklands and other vegetative systems into the urban fabric.

The objective could state:

- *All new development supports green infrastructure and new urban green spaces.*

The importance of urban green spaces and green infrastructure should be a key focus of the Tairāwhiti Resource Management Plan (TRMP) Review and the well-overdue review of the Gisborne District Council Engineering Code of Practice for the reasons outlined in section 7 below.

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<sup>7</sup> The high forecasts suggest growth of 1,000 people every five years and the medium forecast suggests no population growth.

## 7. The Vital Importance of Green Infrastructure and Urban Green Spaces

Increasing the level of green infrastructure and urban greenery in our cities not only improves the environment but also increases social, economic and cultural value for our communities. Benefits to urban greening include cleaner air quality, less stormwater runoff, provision of habitat, and reducing the urban heat effect.

The data shows that urban green spaces in New Zealand have been declining steadily since 1980 and they continue to decline at a rate of 1% per year.<sup>8</sup> Nearly all of this loss has occurred on private residential land. The loss of urban green space has a detrimental effect on flood mitigation. More impervious surfaces in cities means a greater volume of water that needs to be artificially managed, and an increased likelihood of flooding. The Parliamentary Commissioner for the Environment has released a new report 'Are we building harder, hotter cities? The vital importance of urban green spaces'.<sup>9</sup>

Trees provide shade, and a canopy for people to spend time outside on hot days or provide cooler walking paths. Trees reduce the temperature under the canopy. Being able to spend more time outside leads to mental health improvements, especially if green spaces provide areas for physical exercise for walking, biking and playing sport.

The mental health benefits of being in green spaces or walking in a green space for just a couple of minutes include reduced stress, depression, and anxiety.<sup>10</sup> As cities become more compact (through intensification), green space is becoming increasingly limited. Planners, central government and local government need to be more creative and deliberate in the way they manage and plan for cities to ensure space for urban greening and green infrastructure is not overlooked.

In Te Tairāwhiti's urban areas, we are already experiencing the effects of increased stormwater runoff during heavy rainfall events. As climate change increases the frequency and intensity of these events, the need to provide green infrastructure will be more vital than ever. With increasing densities of housing, the council will need to be more intentional about retaining sufficient space and corridors to enable green infrastructure.

In Gisborne there is a marked difference in amenity values between the leafier suburbs, endowed with street trees and low density of development which enables the retention of trees on-site, and those suburbs without street trees or on-site trees. There are myriad benefits to retaining as many existing trees as possible during the process of intensification by creating tree protection rules combined with new landscaping requirements to accompany intensification.

The steering group submits that tree protection rules should be included in the TRMP review in the short-term, to avoid any additional loss of tree canopy. Planting of street trees should be mandatory for any new roads required in greenfield development. Retrospective planting of street trees should be high priority within road reserves, and this should be scheduled to align with infrastructural upgrades that may require earthworks within the road reserve. This will allow for appropriate

<sup>8</sup> <https://pce.parliament.nz/our-work/news/levelling-the-playing-field-green-spaces-as-vital-urban-infrastructure/>

<sup>9</sup> <https://pce.parliament.nz/publications/are-we-building-harder-hotter-cities-the-vital-importance-of-urban-green-spaces/>

<sup>10</sup> <https://www.csiro.au/en/news/All/Articles/2021/November/urban-greening>

measures to be incorporated into the design to protect underground infrastructure to from root encroachment (which has been in an issue with street trees in the past).

Any reviews of the TRMP or Engineering Code of Practice should include specific mechanisms requiring green infrastructure and green spaces to be incorporated into new developments and proposals to increase the density of existing development.

## 8. Urban Heat Islands

One major impact of climate change is increasing heatwaves. These are felt more in urban areas because they absorb, produce and retain more heat. The Ministry for the Environment published *'Adapt and thrive: Building a climate-resilient New Zealand – New Zealand's first national adaptation plan'* on 3 August 2022.<sup>11</sup> The national adaptation plan focuses on changing how we do things to thrive in a different climate to the one we've had in the past.

Vehicles and buildings generate heat, and the dark, paved surfaces that typically cover urban areas absorb heat. These surfaces also allow fewer plants to grow. This reduces the cooling effects of shading and evaporation and worsens air pollution. The resulting urban heat-island effect can increase temperatures in cities relative to their surrounding areas. Heat absorbed throughout the day is then released in the evening, raising night-time temperatures and worsening the effects of heatwaves.<sup>12</sup>

Being exposed to extreme heat for prolonged periods puts stress on our bodies and can worsen health conditions. Heatwaves have widespread negative impacts on health, wellbeing and levels of comfort, especially for older people and those who may not be able to pay to cool their homes. Extreme heat caused by climate change is likely to intensify Māori and Pasifika health inequities.

This is a relevant consideration in Te Tairāwhiti where we have high levels of deprivation and a large proportion of the of the population are Māori (52.9%).<sup>13</sup> Data on levels of fuel poverty in Gisborne is not readily available, however, based on other socio-economic indicators, it is highly likely that a large proportion of our population experience fuel poverty in our region. A household is in fuel poverty if it would need to spend more than 10% of the total household income on all household fuels to achieve a satisfactory indoor environment (including heating and cooling).<sup>14</sup>

There are energy strategies and government policy initiatives aimed at addressing household insulation levels and the Building Code includes thermal building standards. Building design, materials and urban planning can mitigate the heat-island effect. Planting more trees and using nature-based solutions for infrastructure help to cool urban areas. They also have other benefits, such as:

- reducing greenhouse gas emissions
- slowing the flow of stormwater runoff
- enhancing mauri of land and water
- enhancing biodiversity and providing habitat
- improving human health and wellbeing.

<sup>11</sup> <https://environment.govt.nz/publications/aotearoa-new-zealands-first-national-adaptation-plan/>

<sup>12</sup> <https://environment.govt.nz/what-you-can-do/stories/reducing-he-impact-of-urban-heat-islands/>

<sup>13</sup> Source: Statistics NZ Census 2018 - <https://www.stats.govt.nz/tools/2018-census-place-summaries/gisborne-region>

<sup>14</sup> Source: Fuel Poverty in New Zealand. Bob Lloyd - Director Energy Management, Otago University via MSD publications and resources

These simple and effective solutions (building design, materials, planting more trees, and green infrastructure) are used around the world, and Council should prioritise the implementation of these solutions in Te Tairāwhiti in tandem with intensification.

## 9. Preferred Growth Strategy

Te Tairāwhiti Regional Housing Steering Group **supports intensification** as a growth strategy to meet housing demand. The benefits of intensification include improved housing affordability and housing choice, which are key issues in Te Tairāwhiti. Compact urban forms result in greater connectivity and productivity, reduced vehicle emissions, more efficient use of infrastructure, diversity of land use, energy saving, more available green space and improved community interactions. The steering group agrees that intensification should be targeted instead of permitted broadly.

The Steering Group submits that the FDS should include commentary around how intensification will improve housing affordability, given that it is a key issue in Tairāwhiti.

The Steering Group does not support the inclusion of the Reserve Greenfield Expansion Areas (Long-term). These areas will provide surplus housing beyond what is required to meet demand in the 30-year period (including competitiveness margin) and are in addition to the existing undeveloped greenfield and rural lifestyle identified growth areas. The Reserve Greenfield Expansion Areas (Long-term) do not need to be included in the FDS. Significant investment in infrastructure (upgrades and new) will be required to support the identified Intensification Areas and existing greenfield areas. Including unnecessary Reserve Greenfield Expansion Areas in the FDS risks drawing infrastructure funding and resource away from the other areas identified for growth.

The proposed expansion areas are also not well serviced by transport, local services or amenities that are required to support communities. In the Steering Group's view, the proposed greenfield expansion areas would contribute to urban sprawl and do not align with the objectives of emissions reductions and communities growing in areas accessible by active transport to jobs, services and amenities.

The Steering Group's view is that infrastructure investment should be focussed on the identified Intensification Areas, rather than greenfield expansion.

Whilst the steering group supports intensification to increase housing supply, it recognises that intensification without appropriate guidelines and controls can result in poorer design, safety, environmental and health and wellbeing outcomes. Without quality master plans and proper incentives to encourage the level of density in the preferred locations, the desired outcomes may not be achieved.

Compact (higher density) cities, if not managed well, can result in adverse effects such as traffic congestion, air pollution, loss of recreational spaces, higher land values and housing costs disproportionately affect renters, first time buyers and low-income households. To successfully harness the benefits of compact cities while avoiding trade-offs calls for comprehensive and tailored policy interventions. 'Policy makers can leverage regulatory and fiscal tools to mitigate negative impacts and secure sufficient housing supply and affordability, sustainable transport, and the quality of the urban environment by preserving green and public spaces.'<sup>15</sup>

Well-developed master plans and urban design guidelines will be necessary to provide the planning

<sup>15</sup> <https://www.oecd.org/regional/cities/compact-urban-development.htm>



instruments for enabling quality medium density housing and achieving a well-functioning, high quality, urban environment. Factoring in Maori-led and place-based design that reflects mana whenua values will also be key to meeting the needs of whanau Māori. This is discussed further in subsequent sections.

The steering group supports concentrating intensification areas near the city centre, for the reasons outlined in the FDS (accessibility, reduced infrastructure costs, proximity to services and employment etc). However, it does not support the notion that most of the growth should occur in Elgin, and that growth should be limited in Kaiti due to infrastructural constraints. It also submits that intensification needs to be supported by planning tools such as master plans and design guidelines to shape the denser urban spaces into well-functioning, liveable spaces.

## **10. Increase Capacity of Infrastructure in Kaiti to Enable More Growth**

The steering group submits that the FDS should first consider where people want to locate, and then plan for the infrastructure (new or upgraded) necessary to support that. The steering group understands that Ngāti Porou and Kāinga Ora have plans to intensify in the Kaiti area, as this is where they have significant land holdings.

Missing from the draft FDS was any spatial analysis of where people have chosen to locate in recent years. As mentioned in section 4 above, population growth (driven predominantly by migration) has largely been accommodated in the outskirts of the Gisborne city (aside from Te Hapara South), with the highest concentrations in the suburbs of Tamarau, Wainui-Okitu and Outer Kaiti.<sup>16</sup> In order to meet the He Tangata objective of ‘delivery of housing that meets the diverse requirements of the people of Tairāwhiti’, this should include providing additional housing in the areas that people wish to live.

The steering group advocates for greater investment in reticulated network services to increase infrastructure capacity (particularly in wastewater) in Inner and Outer Kaiti. Having a clear plan for increasing infrastructure capacity in this area will assist in seeking other funding sources, beyond the ratepayer base. The FDS should inform the infrastructure strategies and be ambitious rather than limit growth in areas with known capacity constraints.

## **11. Place is Important**

Te Tairāwhiti Regional Housing Steering Group submits that delivery of housing that meets the diverse requirements of the people of Tairāwhiti needs to be focussed on a sense of place. Urban design is about making connections between people and places. Having a sense of place includes a sense of ‘being ours’ to people. The sense of belonging to a region and a regional culture. Mana whenua refers to the mana held by local people who have ‘demonstrated authority’ over land or territory in a particular area, authority which is derived through whakapapa links to that area.

A key design principle in Te Tairāwhiti Regional Housing Strategy 2022-2027 is culturally- appropriate homes. Te Tairāwhiti Regional Housing Steering Group promotes housing developments that are planned and designed in ways that reflect our cultural identity. Māori architectural principles should be a core part of housing design, enabling Māori to live well in and be proud of their homes. The

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<sup>16</sup> Refer to Figure 14 in Housing Stocktake Update 2023. Source: Statistics NZ

steering group wants to see the adoption of kaupapa Māori urban design principles in planning our urban areas. Iwi engagement during development of the draft FDS highlighted that iwi/hapu/whanau narratives should be reflected in their spaces.

The steering group wants to see mana whenua inputs and values reflected in the planning and design of housing. These should be carried through into the TRMP review and be included in a set of Design Guidelines. They should also be linked to the MAIHI Ka Ora principles mentioned in section 12 below.

## 12. MAIHI Ka Ora

The FDS makes no mention of MAIHI Ka Ora, the National Māori Housing Strategy released by Government in 2021, followed by an Implementation Plan in 2022. MAIHI Ka Ora provides the strategic direction for Māori housing, it also commits to working in a genuine partnership with Māori. The Implementation Plan is a cross agency plan that delivers on the potential of the strategy.

The MAIHI principles include:

- Mauri (life force wellbeing).
- Whakamana (intergenerational empowerment).
- Tikanga (doing things right).
- Whanaungatanga (deliver through a whakapapa lens).
- Tino Rangatiratanga (create your own sense of belonging).
- Manaakitanga (engaging and building relationships).

The steering group submits that any design guidelines, master plans, or implementation plans developed to give effect to the FDS should embrace the MAIHI Ka Ora principles above.

The plan also includes a review of settings for the establishment of papakāinga on whenua Māori, with the goal of addressing persistent barriers (which remain consistent and largely unchanged since the Auditor-General's 2011 report on housing on Māori land).

Any increase in housing supply in Te Tairāwhiti needs to provide a mix of housing solutions – from housing options for those ready to buy their own home, to those who want to return to their own land and live with their whānau in papakāinga.

## 13. Enable More Papakāinga

Te Tairāwhiti Regional Housing Steering Group considers that whenua Māori should not be precluded from further development when it is located outside of the preferred growth areas. Although the majority of the population in Te Tairāwhiti lives in urban areas, the rising housing and rent affordability issues may see more Māori returning to their whenua to live.

The protection of the highly fertile soils in our region should not come at the expense of Māori housing developments being limited to the proposed future intensification areas. The features of the land categorised as highly productive land under the National Policy Statement for Highly Productive Land (NPS-HPL) comprise the same land features that are appealing for new housing developments (e.g. flat land). When we preserve land solely for productive purposes, the cost of land suitable for housing goes up. This makes it harder for lower income households to get onto the housing market, which disproportionately affects Māori.

The NPS-HPL is about ensuring the availability of New Zealand's most favourable soils for food and fibre production, now and for future generations. Development on specified Māori land may be exempt from the provisions of the NPS-HPL, and Council will have an opportunity to include objectives, policies, and rules in their district plans to give effect to this clause.

The steering group submit that Council should go broader in their provisions for papakāinga to include land owned by Māori and not limit papkāinga to land defined as Māori freehold land or Māori customary land in Te Ture Whenua Māori Act 1993.

Iwi engagement during the development of the draft FDS highlighted that Māori want the ability to have multiple houses on a site, to enable multi-generational living, in keeping with their traditional cultural norms. Council should consider including a Papakāinga Development Guide to assist Māori to reoccupy their ancestral land. A joint project between Hastings District Council, the Maori Land Court and Te Puni Kokiri (Takitimu region) created a Papakāinga Development Guide in 2008 to harmonise the processes across the three agencies. The process for whanau Maori establishing papakāinga in Te Tairāwhiti is also disjointed and confusing for applicants, and a coherent road map and design guideline will assist in unlocking the development potential of whenua Māori.

The TRMP review should include more permissive rules to enable papakāinga and Māori housing developments that suit whānau Māori ways of life and help meet their aspirations.

## 14. Sustainability and Emissions

One of the reasons the housing steering group supports intensification as a strategy to enable more housing growth is because of the sustainability benefits of a compact city footprint. Compact urban forms offer more opportunities to move towards a carbon neutral urban environment by having lower infrastructure costs, lower energy and land consumption.<sup>17</sup>

To achieve the objective of reduced greenhouse gas emissions, the FDS needs to be supported by a well-functioning, high frequency public transport system, and increased walking and cycling infrastructure.

Lower-level plans should include the requirement for low impact stormwater solutions in new developments and public drainage networks. On-site water tanks in the urban area will improve community resilience during natural disasters and mitigate flooding effects.

The long-term costs of housing include the energy required to keep it at a comfortable temperature. Given the issues of fuel poverty in our region, consideration should be given to incorporating the Green Building Standards into new developments to minimise the ongoing costs to households over the lifetime of the building.

Council could advocate for new developments to utilise locally sourced, natural building materials as much as possible to reduce the amount of embedded carbon in the build.

<sup>17</sup> Source: OECD Compact Urban Development - <https://www.oecd.org/regional/cities/compact-urban-development.htm>

## 15. Public Transport and Mode Shift Vital

To achieve quality, compact urban environments, we need to have a well-functioning public transport system with high walkability and cycling infrastructure for accessibility to the CBD. Increased housing density in central urban areas will need to be coupled with improved public transport networks (frequency, routes, modes) and support for greater walkability and use of active modes.

Te Tairāwhiti is fortunate to have a flat CBD and surrounding urban areas, which is well suited to cycling. The walking and cycleways that we currently have are well utilised, but there is a need for more separated walking and cycleways to support commuter routes and improve connectivity with schools.

The Steering Group considers that more investment is required into walking and cycling infrastructure. The past has shown us that once the walking and cycling infrastructure is constructed, people will use it. Increasing active modes of transport will be vital in achieving a compact, vibrant, well-functioning, and healthy urban environment.

## 16. Speed of Delivery is Critical

The pressing need to increase housing supply rapidly is resulting in piecemeal developments throughout Gisborne city. Currently, new housing developments are challenging to deliver in a coordinated way due to the existing infrastructural constraints. There is a lack of certainty as to the timing and staging of new infrastructure investment.

The steering group considers that further work is required, as a priority, in the following areas:

- a) Improve infrastructure capacity,
- b) Have clear timeframes and funding mechanisms for delivery of infrastructure upgrades,
- c) Urgent review of TRMP zoning rules,
- d) Development of local Design Guidelines, and
- e) Develop an Implementation Plan.

## 17. Business Land

The steering group understands that the FDS does not address growth areas for business land as the existing supply of business land is predicted to meet the needs of Tairāwhiti. The steering group's view is that the FDS is weakened by not exploring the important role of suburban centres, and associated business land. There is unrealised development potential in the suburban commercial zones to accommodate mixed-use developments (e.g. retail and residential) and further enhance the range of services available to better support the anticipated housing growth in those areas.

## 18. Incentives to Intensify

As part of the next steps, the Steering Group is interested to see how intensification will be incentivised to encourage the land resource to be utilised to its full extent, and for density to occur in accordance with the future Master Plans.

## 19. Affordability

The Steering Group considers housing affordability as one of the key issues in our region, and the FDS did not go far enough to address how intensification will deliver more affordable housing in Tairāwhiti. The Steering Group would like to see future work focussed on the housing typologies and how these will suit the demands of households, particularly lower income households. The supply of infrastructure to support development needs to be confirmed and funded. If the full cost of infrastructure upgrades is passed on to the developer, the cost of housing will continue to increase. Having a clear and aspirational infrastructure plan will assist Council to seek external funding.

The Steering Group considers that the FDS lacks significant commentary regarding affordability, and in particular, how the strategy of intensification can deliver relatively more affordable housing in Tairāwhiti/Gisborne.

The housing affordability challenges for Tairāwhiti/Gisborne will continue, as highlighted by the information as part of the FDS. As noted above, infrastructure supply is not confirmed or funded in full, and as such, if this cost is passed in full to the developer, cost of housing will continue to increase. This issue is particularly acute in delivering greenfield developments. Ensuring that the housing envisaged to be delivered under the FDS is appropriate to the growing demand of households, especially those smaller and lower income households is a key issue that needs to be addressed.

The FDS could be more explicit in explaining the benefits of higher density housing options and therefore the improved relative affordability of undertaking an approach based primarily on intensification in appropriate, well serviced locations.

## 20. Conclusion

Te Tairāwhiti Regional Housing Steering Group appreciates the opportunity to provide feedback on the draft FDS and is available to discuss any matters raised in the submission above. We understand that this submission is being submitted one month after the submission closing date. It was a very busy time period to have consultation open, and we hope that you accept this late submission.

**Judy Campbell**

**Strategic Advisor - Manaaki Tairāwhiti**

**Te Tairāwhiti Regional Housing Steering Group**

**1 March 2024**

**Title:** 24-61 Three Year Plan (2024-2027) Engagement Plan and Consultation Document

**Section:** Communications & Engagement

**Prepared by:** Melanie Thornton - Kaiarataki Tuia Tāngata / Engagement Manager

**Meeting Date:** Thursday 14 March 2024

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Legal: Yes

Financial: Yes

Significance: **Medium**

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## Report to COUNCIL/TE KAUNIHERA for decision

### PURPOSE - TE TAKE

The purpose of this report is to present the draft “Healing Our Region For Our Future” Three Year Plan 2024-2027 Consultation Document for approval and the plan for engagement.

### SUMMARY - HE WHAKARĀPOPOTOTANGA

The approach to drafting the Consultation Document (CD) and Engagement Strategy was presented at the Council meeting on 25 January 2024. All resolutions made by Council, such as approval of draft financial estimates, Financial Strategy and Infrastructure Strategy have been incorporated into the CD. The draft CD outlines the information for our community to participate and provide feedback on decisions.

The **attached** draft CD is complete - subject to minor design changes and any final edits following this meeting. Once approved by Council, the CD will be the primary tool for public consultation and will be made available to the community and stakeholders.

The decisions or matters in this report are considered to be of **Medium** significance in accordance with the Council's Significance and Engagement Policy.

### RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. Approves the draft Consultation Document for formal consultation from 20 March to 19 April 2024.
2. Adopts Gisborne District Council's 2024–2027 Three Year Plan Consultation Document – subject to any minor changes.

*Authorised by:*

**Anita Reedy-Holthausen - Director Engagement & Maori Partnerships**

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**Keywords:** consultation document, engagement strategy, auditor, supporting information, LGA, 3 Year Plan, 2024–2027, climate change

## BACKGROUND - HE WHAKAMĀRAMA

1. Council's draft Healing Our Region For Our Future 2024–2027 Three Year Plan Consultation Document (CD) is attached for approval (**Attachment 1**). Once approved, the CD will be the primary tool used for public consultation.
2. The draft branding for the CD was presented to Council on 25 January 2024. Feedback from Councillors included the desire to include a green in the colour mix. This has now been included in the draft CD and branding for the 3YP.

## DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

3. As a result of the severe weather events in 2023, the Government has allowed Gisborne District Council to prepare a 2024-2027 3YP instead of a 2024-2034 Ten Year Long Term Plan (LTP) to help Gisborne and Te Tairāwhiti focus on recovery. The 2024-2027 3YP will replace the 2021-2031 LTP as Council's primary strategic planning document.
4. The branding, communication and engagement approach and key messages for the 2024-2027 3YP and CD reflect the Strategic Framework adopted by Council on 14 December 2023.



5. Sections of the CD include
  - an introduction that lays out the realities for our region
  - key components of the Financial and Infrastructure Strategies
  - examples of the rating proposals across different categories of rating units
  - the impact of the proposals on rates and debt
  - proposed rating options for feedback



6. The CD aims to present information in an engaging and clear format to draw feedback that will provide councillors with clear direction for decisions to be made in the 2024–2027 3YP.
7. The focus of the CD on recovery runs throughout the document and includes information on the financial support from Government of \$204m and the work funded by this package, including repair of severely damaged bridges, replacement of four of the destroyed bridges, a solution for Tiniroto, and fixes for major slips and dropouts. This funding will also enable stormwater, stopbanks and drainage improvements.
8. The CD also supports the key strategic and financial information agreed to, and explains clearly what our challenges are. It emphasises strengthening wastewater, stormwater and water supply systems, the need to maintain our essential services alongside repairing our damaged roading network, improving our townships, along with flood protection and land management activities. And it clearly explains why we are faced with significantly increased costs and workloads while trying to manage affordability for everyone.
9. Our preferred options for the 2024-2027 3YP focus on maintaining our essential services and fixing our critical infrastructure within the 11.4% rates level. They are:
  - Deliver our essential services and major projects that are either critical or have external funding
  - Carry out emergency repairs on our roading network and undertake maintenance work, prioritising school bus and heavy freight routes.
  - Continue to improve our drinking, waste, and stormwater infrastructure, continuing our DrainWise programme and pipe renewals.
  - Protect our region against floods by completing construction on the western side of the Waipaoa River, increase the Te Karaka flood control scheme, undertake geo-mapping of where we need to build, rebuild, or improve existing stopbanks and continue clearing drainage systems.
  - Protect our environment by removing large wood debris and silt impacting waterways and critical infrastructure.
  - Continue our work with two rural communities each year on township infrastructure upgrades to support and improve the wellbeing of our smaller communities.
  - Future proofing waste management.
10. The options in the CD highlight that there may be some changes to the levels of service following a review of the roading network where it may mean that instead of sealed roads in some areas we revert to unsealed roads.
11. The consultation campaign will begin on Wednesday 20 March and submissions will close on Friday 19 April 2024.

12. The campaign will be a no-frills campaign and will include:
  - Hardcopy and online tools for presenting the CD to the community and for gathering submissions.
  - Advertising and promotion through local print, radio, social media, and digital channels.
  - Up to 20 community drop in or events throughout the district led by Councillors supported by staff. A calendar of preliminary meetings and events is attached (**Attachment 3**) for information. Councillors are encouraged to attend and to notify staff of other events that could be included in the calendar during the consultation period.
13. Submissions will be gathered from online at meetings and events along with face-to-face interactions and written submissions.
14. Hearings will be held on Wednesday 15 and Thursday 16 May 2024 for anyone who wishes to speak to their submission.
15. The CD will clearly signpost where the community can access additional supporting information including links to papers to Council, strategies and plans.
16. Council has adopted all the key documents that the CD relies on.

Approval Date	CONSULTATION DOCUMENT supporting information
<b>30 June 2021*</b>	<ul style="list-style-type: none"> <li>• Significance and Engagement Policy.</li> <li>• Tairāwhiti Piritahi: Fostering Māori Participation in Council Decision-Making Policy.</li> </ul>
<b>29 November 2023</b>	<ul style="list-style-type: none"> <li>• 2024-2027 Three Year Plan Development Roadmap.</li> <li>• Significant forecasting assumptions.</li> <li>• Environmental Scan.</li> </ul>
<b>14 December 2023</b>	<ul style="list-style-type: none"> <li>• Strategic Framework.</li> </ul>
<b>25 January 2024</b>	<ul style="list-style-type: none"> <li>• Draft Estimates.</li> </ul>
<b>31 January 2024</b>	<ul style="list-style-type: none"> <li>• Draft Regional Land Transport Plan.</li> <li>• Draft Regional Public Transport Plan.</li> </ul>
<b>21 February 2024</b>	<ul style="list-style-type: none"> <li>• Draft Revenue and Financing Policy.</li> <li>• Draft Rate Remission and Postponement Policy (including Remission of Rates on Māori Freehold Land).</li> <li>• Draft Investment Policy.</li> <li>• Draft Liability Management Policy.</li> </ul>
<b>28 February 2024</b>	<ul style="list-style-type: none"> <li>• Draft Financial Strategy.</li> <li>• Draft Infrastructure Strategy.</li> </ul>
<b>14 March 2024</b>	<ul style="list-style-type: none"> <li>• Draft Development Contributions Policy.</li> </ul>

17. The following supporting documents specifically referred to in the CD, are being consulted on as part of the 2024-2027 3YP:

Approval Date	2024-2027 3YP CONSULTATION
21 February 2024	<ul style="list-style-type: none"> <li>Draft Rate Remission and Postponement Policy (including Remission of Rates on Māori Freehold Land).</li> <li>Draft Fees and Charges 2024/25.</li> <li>Draft Revenue and Financing Policy.</li> </ul>
28 February 2024	<ul style="list-style-type: none"> <li>Draft Financial Strategy 2024-2027.</li> <li>Draft Infrastructure Strategy.</li> </ul>
14 March 2024	<ul style="list-style-type: none"> <li>Draft Development Contributions Policy.</li> </ul>

18. The following documents are also being consulted on with the community concurrently:

Approval Date	2024-2027 3YP consultation
28 February 2024	<ul style="list-style-type: none"> <li>Draft Local Alcohol Policy.</li> </ul>

19. All documents for consultation will be available on Council's website from the start of consultation.

## ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** High Significance

**This Report:** Low Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** Medium Significance

**This Report:** Low Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** High Significance

**This Report:** Low Significance

The effects on individuals or specific communities

**Overall Process:** High Significance

**This Report:** Low Significance

The level or history of public interest in the matter or issue

**Overall Process:** Medium Significance

**This Report:** Low Significance

20. The decisions or matters in this report are considered to be of **Medium** significance in accordance with Council's Significance and Engagement Policy.

21. The decision has a major impact on Gisborne district.

## **TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA**

22. High level iwi priorities for recovery have been discussed and negotiated through the Te Kotahitanga forum.
23. A formal letter to iwi organisations is being sent to invite them to participate in the consultation discussion. Council will be hosting multiple drop ins in rural townships and through this process, more specific engagement with hapū may occur. Specific opportunities for hapū engagement will be offered at these discussions.

## **COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI**

24. Community engagement and consultation are integral to the Council's long-term planning. An engagement plan has been developed that demonstrates the opportunities for community engagement across the region, with Council attendance at events already planned by the community or through Council arranged community drop in hui. Other ideas were considered i.e., travelling coffee cart "**Councils Kawhe Korero**", but with the focus on recovery and its implications on rates, this approach is considered fit for purpose.
25. Consideration was also given to using the findings of Koi Tu and their work on *Deliberative Democracy* phase one. In discussions with Harley Dibble, programme manager, we will work together on a longer-term approach to embedding *Deliberative Democracy* but have agreed to share some learnings from phase one that could supplement our engagement on the 3YP.
26. It's also recognised that many in the community have been directly or indirectly affected by last year's weather events and their ability to participate as part of Council's usual processes, may still be restricted. We will be working with Councillors to supplement what we know, to identify those groups who want to engage on the 3YP but may not be able to, through this process.
27. The CD, subject to any changes approved by Council, will be updated prior to formal consultation occurring.

## **CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga**

28. The implications of climate change have been identified within the environmental factors of the 2023 Environmental Scan where the environmental and infrastructure implications of climate change remain a significant issue for the Council, particularly given the region's vulnerability to natural hazards and sea level rise.
29. Ongoing regional planning will be required alongside the development of 'business as usual' considerations.

## **CONSIDERATIONS - HEI WHAKAARO**

### **Financial/Budget**

30. The draft 2024-2027 3YP includes budget estimates for the next three years. The Plan determines how much money should be collected via rates and how much funding should be allocated to particular activities.
31. The costs associated with the preparation and production of the 2024–2027 Three Year Plan have been budgeted for and is in line with our Financial Strategy.

### **Legal**

32. The Department of Internal Affairs consulted on an Order in Council to make eight temporary amendments to three local government Acts:
  - Local Government Act 2002.
  - Local Government (Rating) Act 2002
  - Local Government (Financial reporting and prudence) Regulations 2014.
33. On 7 September 2023, the Minister of Local Government/ Department of Internal Affairs agreed to suspend the statutory requirement for a 10-year LTP, for Gisborne District Council and seven other councils and to adopt a three-year unaudited plan, focusing on recovery instead.
34. The Local Government Act 2002 sets out the requirements relating to the 3YP, including the content for the CD and Plan and the process to put it in place. Section 83 sets out the special consultative procedure to follow. The council's project and work programme will ensure those requirements are met.
35. Legislation relating to the three waters services reform (the Water Services Entities Act 2022, the Water Services Legislation Act 2023 and the Water Services Economic Efficiency and Consumer Protection Act 2023) was repealed on 16 February 2024. Three waters services are therefore included within the 3YP as Council will continue to own and operate water services and will remain responsible for delivering them.

## **POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE**

36. The 3YP links a variety of policies, plans and strategies.
37. The 3YP Strategic Framework set by Council will inform future strategy and policy development processes over the next three years as well as the development of several other key Council documents.
38. It is important that the key documents within the 3YP are consistent with each other: Draft Financial Strategy, Draft Infrastructure Strategy, and funding and financial policies.
39. The 3YP will review and determine Council's strategic direction for the next three years. Any significant deviations in direction may result in additional review work being required for other Council strategies, policies or plans.
40. Council's next 10-year, Long Term Plan will be developed in 2027.

## RISKS - NGĀ TŪRARU

41. Key staff are unable to complete critical path tasks. This is mitigated by sharing the dates of these key tasks with impacted stakeholders to ensure continuity.

## NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone
Weds 20 March to Fri 19 April 2024	Formal consultation period.
Weds 15 & Thurs 16 May 2024	3YP Public Hearings.
29 or 30 May 2024	3YP deliberations. Date and meeting TBC
27 June 2024 Council meeting	Adoption of the 2024-2027 3YP.

## ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - 3 YP Engagement Plan Table [24-61.1 - 5 pages]
2. Attachment 2 - 2024-2027 Three Year Plan Branding Consult Document Cover FINAL COUNCIL [24-61.2 - 28 pages]



# Engagement Plan Outline

Three Year Plan Consultation 20 March – 19 April 2024

UP TO DATE 6/3/24

Prior to consultation	Date	Channel
<u>Opportunity councillor lead</u> - An opportunity to introduce councillors and their interests prior to consultation	Launch Early March	Digital, Enewsletter, Video, Podcast
<b>Digital</b>		
Website goes live – submission form	20 March	Digital
Orbviz - used for displaying capital projects allocation, recovery budget and possibly rates calculator.	20 March	
Social media – various posts promoting each priority	SEPARATE PLAN	Social media
Internal to Staff	SEPARATE PLAN	Intranet and 10@10 session
eNewsletter - 2 editions	Thursday 15 March Thursday 29 March	Digital eNewsletter
<b>Radio</b>		
Radio advertising across all local stations.	15-19 March Lead in AD 20 March – 19 April	Radio



	Month Long Campaign booked on NZME, Mediaworks, Radio Ngati Poroa and Turanga FM.	
<b>Print</b>		
Consultation document available for pickup at coffee shops, Four Squares, library, Kiwa Pools and other outlets.	From 20 March	Throughout the district
Letters to Stakeholders	Week of 20 March	Iwi, agencies, organisations
The Gisborne Herald – Public notice, solus, media releases.	MR – 14 March MR – 19 March	
Posters in community key locations	15 March	Throughout the district
Displays in customer service, Kiwa Pools, Library	15 March	



## Face to face engagement

Date	Face to Face	Time	Location
Wednesday 20 March	Tairāwhiti Multicultural Society	6pm	GDC
Thursday 21 March			
Friday 22 March			
Saturday 23 March	Farmers Market – Pop Up	9:30am-1pm	Farmers Market
Sunday 24 March	Tokomaru	10am-12pm	Tokomaru Bay United Sports Club
	Waipiro Bay/ Te Puia	2-4pm TBC	Iritekura Marae TBC
Monday 25 March	Tiniroto	5pm-7pm TBC	Tiniroto Hall
Tuesday 26 March	Matawai/Motu	6pm TENTATIVE	TBC
	Patutahi	6pm TBC	Pakowhai Marae TBC
Wednesday 27 March	Wainui/Makorori	6pm	Wainui Beach School Hall
Thursday 28 March	Manutuke	6pm TBC	Manutuke Fire Station 21/22 dates to be changed due to zone 2 hui
Friday 29 March – Monday 1 April	<b>Easter</b>		

Tuesday 2 April			
	Ngatapa	6pm	Ngatapa Marae
Wednesday 3 April	Rere	TBC	Rere School TBC
Thursday 4 April	Gizzy Local	5:30pm	Gizzy Local
Friday 5 April	Waimata	4pm TBC	Waimata Community Hall TBC
Saturday 6 April	City	9am-1 pm TBC	Lawson Field – Rose Room
	Tamararo	TBC	FORM FILLED
Sunday 7 April	Tamararo	TBC	FORM FILLED
	Te Araroa Market Day	10-2pm	
	Wharekahika/Potaka/Waikura Valley	4-6pm TBC	
Monday 8 April	Muriwai	TBC	Muriwai School
	Tairāwhiti Community Voice Monthly Hui	Monday 8 April 12:30pm	Rehette attending
Tuesday 9 April	Te Karaka	4pm TBC	Te Karaka Area School TBC
Wednesday 10 April	Whangara	TBC	Whangara School
Thursday 11 April			
Friday 12 April	EIT	AM TBC	
Saturday 13 April	Farmers Market – Pop Up	9:30am-1pm	Farmers Market
	Ruatorea	PM TBC	RSA TBC
Sunday 14 April	Makarika	AM TBC	Penu Marae TBC
	Whareponga	PM TBC	TBC

Monday 15 April	Uawa	6pm	Reynolds Hall - Location to be changed to Fire Station
Tuesday 16 April	City	5:30pm	Library
Wednesday 17 April	Tikitiki/Rangitukia	TBC	
Thursday 18 April			
Friday 19 April			



HEALING  
**OUR REGION**  
FOR OUR FUTURE



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# Tō tātau tirohanga whakamua

## Our vision

**Oranga wai**  
**Healthy water**



**Oranga tangata**  
**Healthy people**



**Oranga whenua**  
**Healthy land**



**Oranga mo āpōpō**  
**Healthy future**



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Where we are

Our plan for rates

What we need to do

Have your say



## Te Whakaora i Te Tairāwhiti Healing Tairāwhiti

**This Three Year Plan (3YP) deals with the far-reaching damage and impacts of severe weather in 2023 which left scars on our environment and our people.**

Cyclone Gabrielle highlighted major vulnerabilities in the infrastructure we all use every day - from three waters to roading, flood protection and even managing our waste.

We estimate our infrastructure alone suffered \$1.1 billion in damage, that includes \$725M for roading and \$172M to clear large wood debris.

This is huge and the future resilience of our infrastructure requires significant investment. We won't be able to do this alone and will continue to partner with government to ease the financial burden.

Our focus for this plan is balancing recovery with our community's needs and aspirations while maintaining, restoring and reconnecting in a way that's affordable and financially sustainable.

Work hasn't stopped and we have a lot more to do to repair and heal as we keep Tairāwhiti moving forward.

The government's decision to repeal Three Waters means we continue to own and deliver wastewater, stormwater and drinking water services to Tairāwhiti. Going forward we'll look at how this is managed and put together a plan guided by the policy and tools provided to us.

Despite tremendous challenges we have come up with a sound financial strategy, outlining how we pay for the day-to-day core services while building back stronger. We simply cannot tackle all of the issues, if we did it would mean a rates increase of more than 20%.

To do everything in this plan, within the timeframe with the resources we have - we propose an 11.4% rates rise in the first year, 9.8% by year two and 8.4% in the third. It's up to you to look at what we propose - the options show what we can deliver within our budget constraints versus what we could achieve with more money.

We have pulled every financial lever in our power to address the affordability issues we face with recovery, but the reality is this hard road will stretch out long beyond the next 3 years.

I encourage you to read on - your input helps us to see if we're on the right track. We must carefully navigate the path ahead to enable our people and our environment to heal.



**Mayor Rehette Stoltz**  
Te Koromatua  
Gisborne District Council

**Rising costs  
and a huge workload  
means we can't fix  
everything and it's  
going to take longer  
than 3 years to fix.**

# Tātau ināianeī

## Where we are

- 🌀 Why 3 years not 10?
- 🌀 Our challenges
- 🌀 Changes since our previous 10 year plan
- 🌀 Our focus for the next 3 years





## 3YP THREE YEAR PLAN

## He aha ai ko te toru tau ēhara i te tekau tau? Why 3 years not 10?

This 2024-2027 3YP outlines what recovery work and services Gisborne District Council will focus on, how we'll pay and what it means for rates and debt.

Due to the disruption caused by Cyclone Gabrielle, the government changed the legislative requirement for us to produce a Long Term Plan with a ten-year scope.

Instead, they've allowed us to prepare a plan for 3 years with a focus on recovery, recognising that cyclone damage has created uncertainty around costs, funding and timing. The extent of work ahead also impacted our ability to deliver previously planned projects.

## Ō tātau tauwhāinga Our challenges

We have to balance our business-as-usual core services with major projects and an enormous amount of recovery work.

This 3YP faces the harsh reality of a \$1.1 billion recovery bill for our infrastructure alone. That's mostly for damage to our local roading network and the clean-up of large wood debris.

Every service we deliver to our community has in some way been affected by the cyclones – from our parks and reserves, cemeteries, public toilets, walkways, boat ramps and playgrounds to our 3 waters.

We also have to increase flood protection and factor in voluntary buyout of damaged homes and lifting homes in flood risk areas under the government's Future of Severely Affected Land (**FOSAL**) framework.

We've received government funding of \$204M towards helping us fix and repair, but to recover back to what we previously had means there's a lot we can't afford to do.

*We have around \$2.6 billion in assets, mostly infrastructure that needs to be maintained. We still need to deliver core services – from the water we drink to the roads we drive and even the slide at your local park.*

### Did you know?

**FOSAL** is government's land categorisation process to deal with the risks of properties affected during severe weather events.

## Ngā wāhanga hou mai te mahere tekau tau o muri

### Changes since our previous 10 year plan

As we begin the healing journey for Tairāwhiti, we know costs, resources and the need to keep rates as low as possible will affect our ability to build back stronger.

We must focus on fixing what's broken and reinstate critical infrastructure.

Inflation and rising interest rates pose significant hurdles for our 3YP, while the scale and cost of work post cyclones continues to stretch our already limited resources.

#### There's more work than we can do

As we enter the next 3 years we must face up to the reality – there is more to do than we can achieve with the resources available.

Like many other cyclone-affected councils this billion-dollar repair bill is one no community wants. The workload created by recovery not only impacts our budgets, but places a strain on contractors, who are limited by their capacity to deliver more.

#### Rising costs

We have been impacted by rising interest rates and inflation which now seriously affects our ability to keep rates down.

Higher all-round expenses and not receiving dividends for 3 years from Gisborne Holding Limited (GHL) means we can no longer hold rising costs back from ratepayers.

#### Did you know?

Gisborne Holding Limited is our main investment vehicle. It is a 100% Council owned and Controlled Trading Organisation (CCTO) – with a primary focus on providing an income stream to Council through its commercial operations.

#### Affordability stretched

We understand many are struggling which is why we've looked closely at what we need to do and what we can afford, alongside keeping the impact on ratepayers as low as possible.

We propose to delay any major projects that are not externally funded. We will also introduce additional rate remissions to help property owners facing significant hardship.

In doing this we hope to support the current needs of our communities, without over-burdening future generations.

To ease the cost of recovery on our region, we continue to seek support from funding agencies.



## Tō tātau aronga mō ngā toru tau whai ake nei

### Our focus for the next 3 years

Over the next 3 years we will establish some of the key building blocks for our region's future. To do this we will keep in mind that everything we do is in line with our vision for **healthy water, healthy land, healthy people and healthy future.**

#### Resilient and healthy waters

- Improving waterways with accelerated fixes and replacements in our wastewater and stormwater infrastructure.
- Ongoing development of freshwater and catchment plans to protect our waterways.
- More resilient water supply infrastructure – increase our backup supply of pipes and parts for quicker fixes.
- Increased resources for drainage management, silt and wood debris removal.

#### Safe and healthy people

- Accelerate the Waiapoa River Control Scheme, alongside additional infrastructure investment for new schemes protecting communities from future flooding.
- Completing the voluntary residential property buyouts for Future of Severely Affected Land Category 3 properties where there's an intolerable risk to life from flooding or landslide and it's not possible to reduce the risk.
- Continue with township improvements for the wellbeing of our people.

#### Effective regulatory functions

- Increasing resources for statutory obligations and the protection of our environment.
- Reviewing our Tairāwhiti Resource Management Plan to ensure best management practices for land use in our region including:
  - New restrictions on forestry harvesting to minimise the amount of slash and sediment impacting our waterways.
  - Work to develop a Catchment Forestry Plan template which can be applied across Tairāwhiti. These plans integrate best-practice management tailored to the threats, pressures and issues of each catchment.
  - Mapping our region's worst eroding land which is unsuitable for clear-fell harvest and farming to updating land overlay data to manage erosion risk. This land will be transitioned to permanent vegetative cover. To do this, we will work alongside our Treaty partners, foresters, farmers and government agencies to create transition pathways.
  - Wider policies and rules to reduce erosion risk from rural land uses on our waterways and coastal areas.

#### Building back our damaged roading network

- Repairing and adding resilience to the network over the next 3-5 years. This includes about \$250M of emergency work, and recovery of which \$125M is government funded.

#### Sustainable and resilient

- Delivering a new resource recovery centre.
- Improving kerbside collections to separate our waste.
- Improving our landfill management to cope with receiving waste.



# Tō mātau whakaritenga mō ngā rēti

## Our plan for rates

- Our budget to heal and repair
- Rates increase explained
- Dealing with debt
- What your rates will pay for
- What we do every day
- Proposed rates changes





## Tō tātau pūtea whakaora me te whakapai Our budget to heal and repair

This is a no-frills budget focussed on delivering our core services along with paying for the big-ticket items as we build back stronger for the future.

We've done this by carefully managing debt and spending. We've been mindful of affordability by smoothing the impacts of rate rises to future years as much as possible.

We also don't want to 'max out the credit card' when it comes to the amount we're prepared to borrow. We need to save for a rainy day and be prepared for more severe weather events to come.

We're spending the government's funding on our recovery projects, and we'll continue to apply for more money.

Beyond the life of this plan we still require considerable investment in our broken infrastructure.



## Whakamāramatanga i ngā rēti eketia Rates increase explained

We're proposing a maximum rates increase of 11.4% in the 2024/25 financial year.

The total revenue we will collect from rates will be: \$84.3M in 2025, \$92.9M in 2026 and \$101.2M in 2027.

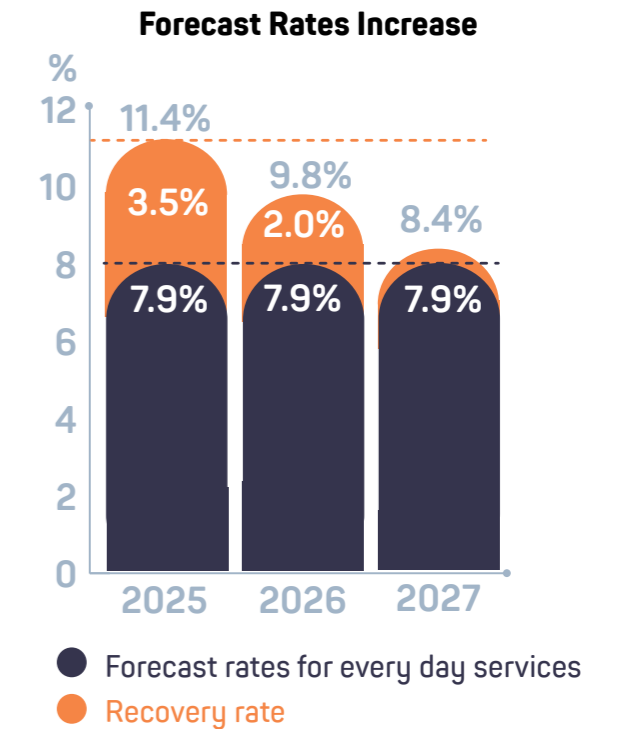
**7.9%** keeps up with the rising cost of inflation to pay for the core every day services such as roading, water services, township upgrades and clearing drains.

**3.5%** is an additional recovery rate to cover costs arising from Cyclone Gabrielle. For most ratepayers this equates to an additional \$82 in 2024/25.

### The new recovery rate includes:

- Future of Severely Affected Land costs for the voluntary property buyouts for homes identified in this category.
- Increased flood projection across our region.
- Increased response for silt removal from our drains and large wood debris from the water catchments.

Average household rates are set at the lowest level possible to keep Tairāwhiti moving forward, while responding to our significant recovery issues.



Lean more in our Draft Financial Strategy on our website.



## Te whakarite i ngā nama Dealing with debt

Our strategy is to set our debt cap at 175% of our income. We'll only borrow what's required to fund our major projects, and only when it's needed.

Debt is set to peak at \$248M over the next 6 years. This is up from \$150M projected in our previous Long Term Plan.

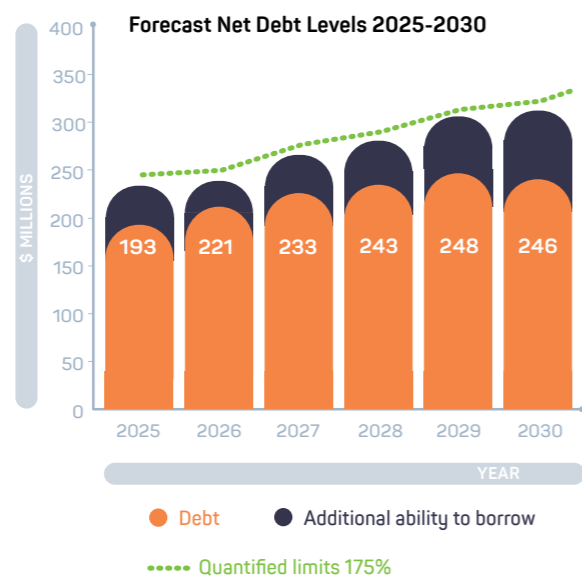
Most of the increased debt has been driven by recovery infrastructure projects, such as FOSAL Category 2 and 3, roading and resilience for our drinking water, wastewater and stormwater.

In forecasting debt over the next 6 years we've assumed Three Waters services remain within our control.

### Did you know?

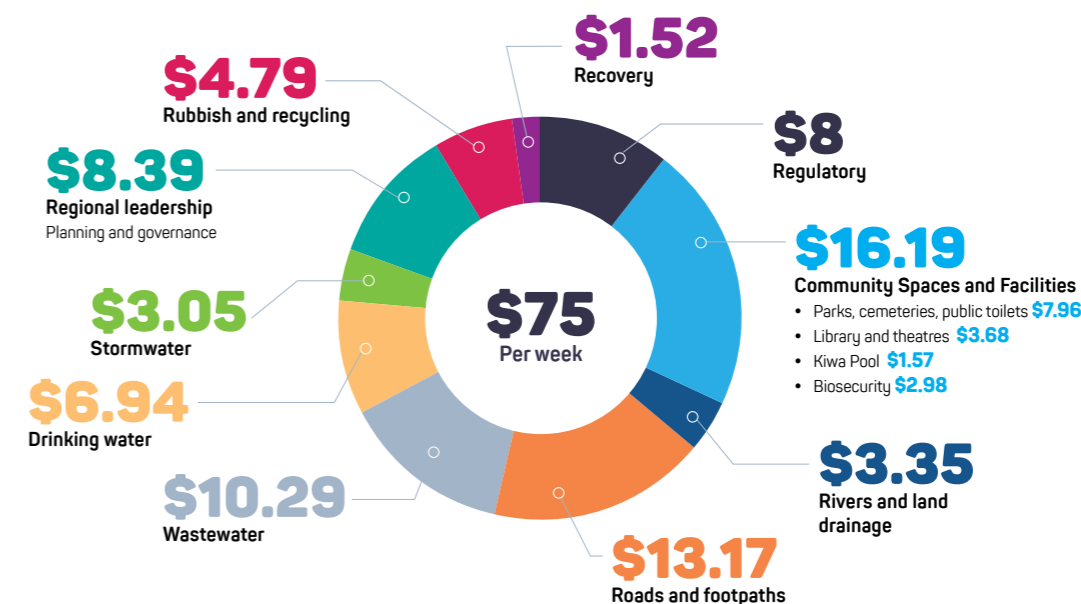
Our debt cap is what we've allowed ourselves to borrow from the bank.

Our debt cap leaves some borrowing headroom to respond to emergencies should it be required.



## Ka utu i te aha ōu rēti What your rates will pay for

With a maximum rates increase of 11.4%, on average, a household will pay around \$75 per week for activities and infrastructure we provide every day.



### Did you know?

How much you pay depends on a number of factors such as:

- Any change to the value of your property. Rate revaluations were completed in 2023.
- Services your property is rated for.
- Changes to the amount we charge for services.

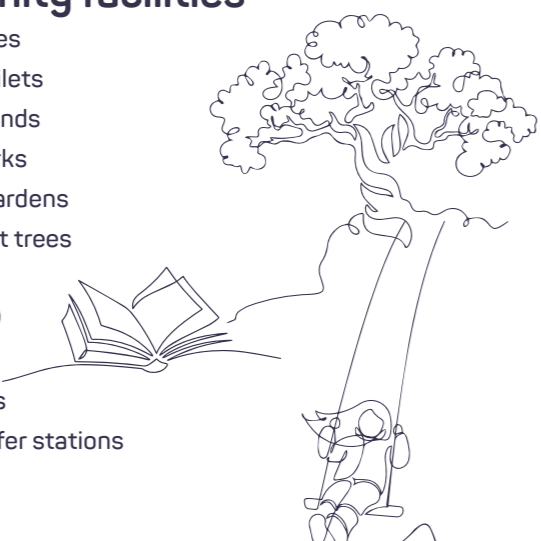
Our plan for rates

# A tātau mahi ia rā, ia rā What we do every day

We provide all the services of both a regional and district council. These are core services and facilities that keep Tairāwhiti ticking along every day.

## Community facilities

- 13** cemeteries
- 53** public toilets
- 40** playgrounds
- 35** sport parks
- 2500m<sup>2</sup>** gardens
- 4000** street trees
- Library**
- Kiwa Pools**
- 2** theatres
- 9** boat ramps
- 9** rural transfer stations



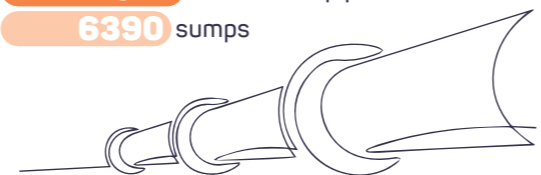
## Flood protection

- 277 km** rural land drains
- 303 km** rivers and streams
- 67.3 km** stopbanks



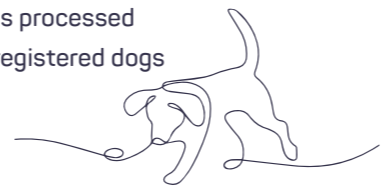
## Stormwater

- 170 km** stormwater pipes and drains
- 6390** sumps



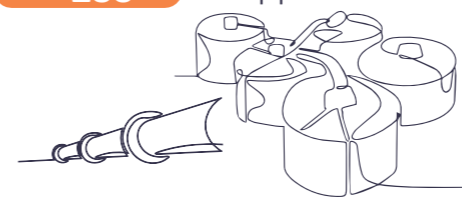
## Consents

- 6390** open environmental consents
- 1524** building and resource consents
- 176** LIMs processed
- 9800** registered dogs



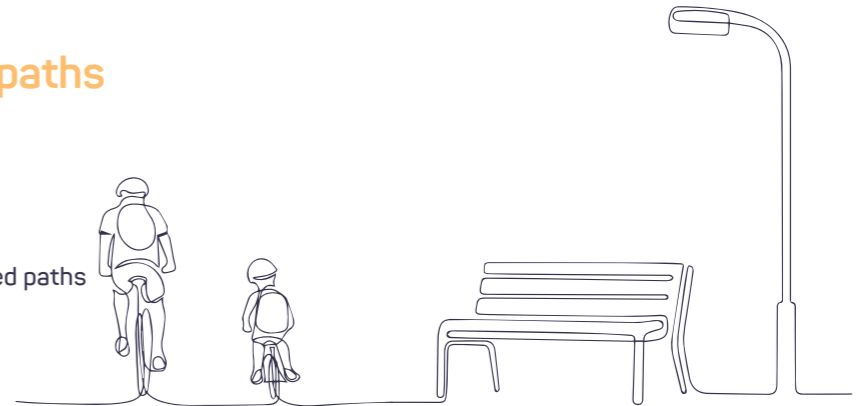
## Drinking water

- 4** water treatment plants (Waingake, Waipaoa, Te Karaka, Whatatutu)
- 7** water reservoirs
- 250 km** water pipes



## Roads and footpaths

- 1900 km** of roads.
- 413** bridges
- 3703** streetlights
- 239 km** footpaths
- 10.9 km** cycleway shared paths
- 21** roundabouts



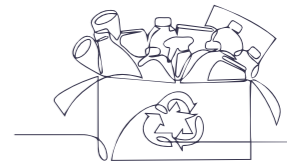
## Wastewater

- 228 km** wastewater pipes
- 2910** wastewater manholes
- 42** pump stations
- 2** wastewater treatment plants, 1 oxidation pond (Te Karaka)



## Services

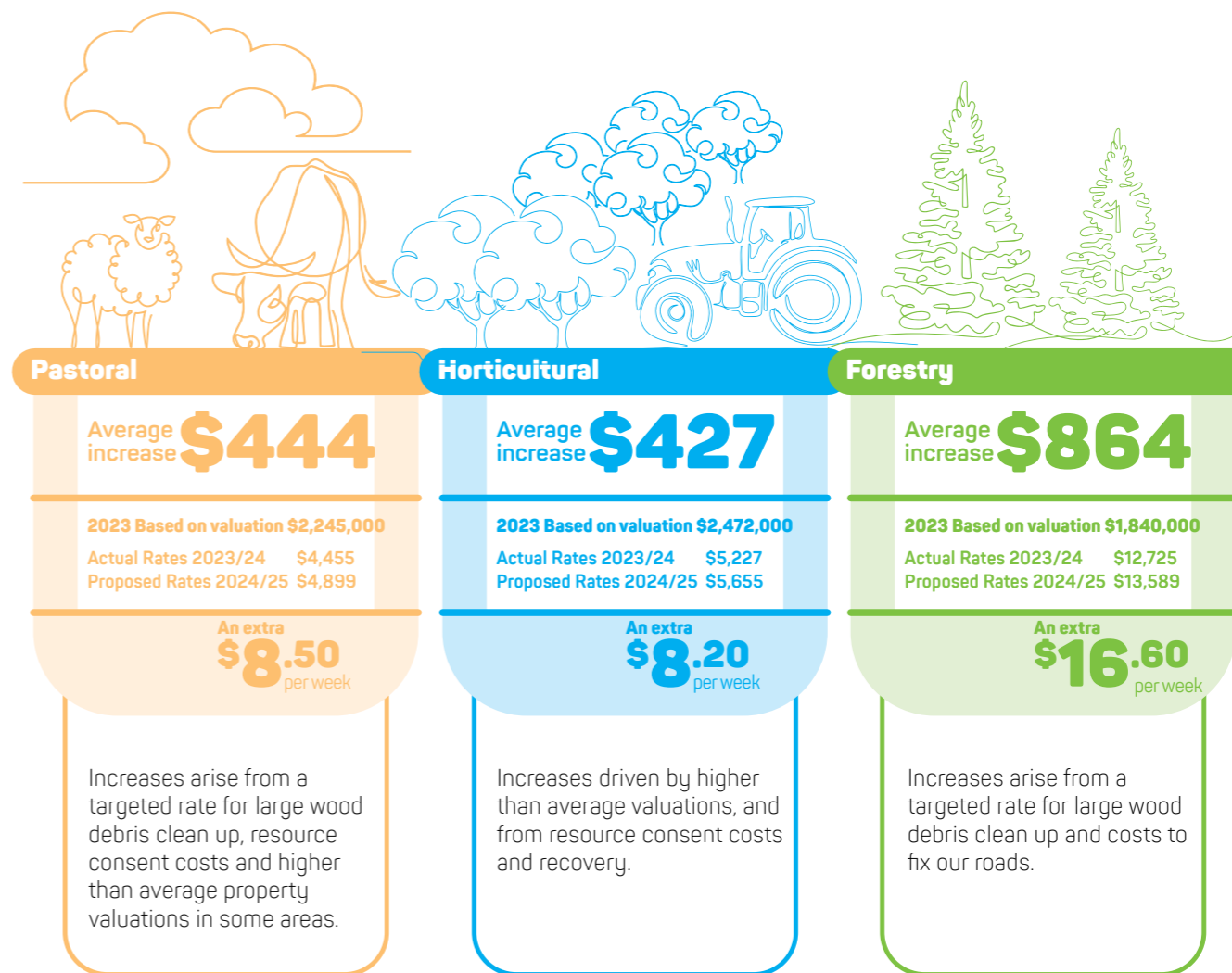
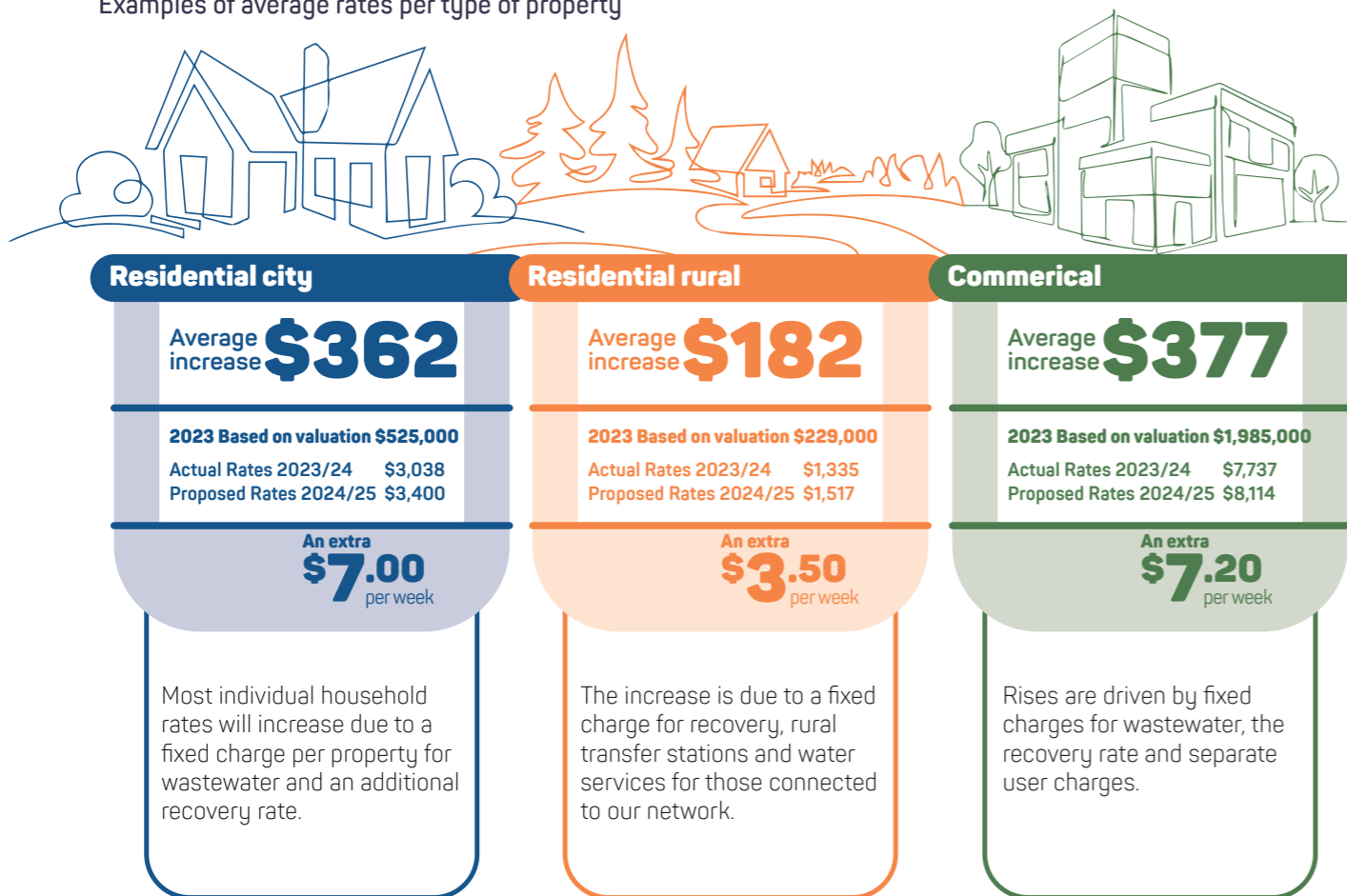
- 56** parking meters
- 590** litter bins
- 14851** houses on kerbside collection



Our plan for rates

# Ngā āhua whakahou rēti Proposed rate changes

Examples of average rates per type of property\*



Our plan for rates

\*Examples are based on average valuations for each sector



# Ka ahatia tātau nāianeī

## What we need to do



### Our recovery

- What we've done
- Where we'll be by 2027
- Safer communities
- Roads to recovery
- Flood protection
- Community-led plans



### Major projects



### Our other projects





# Te whakaoranga Our recovery

Cyclone Gabrielle hit when our critical infrastructure was already in a fragile state following 9 severe weather events since 2021. Now we're faced with about 1800 recovery projects to deliver as well as our usual business every day.

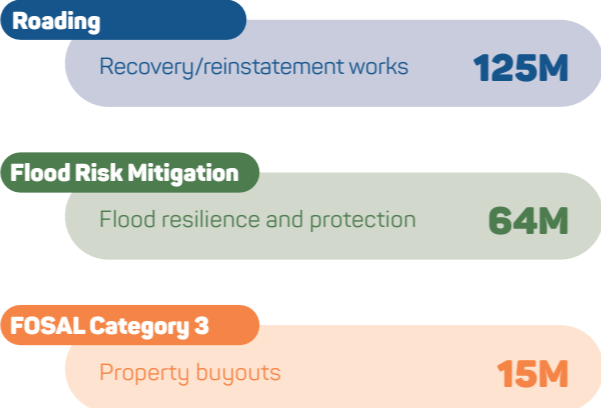
Our recovery plan prioritises infrastructure repairs with building back stronger to be prepared for potential future risks. The recovery plan estimates we need about \$1.1 billion for recovery efforts over several years.

In November 2023 we secured a \$204M cyclone support package from government. This funding is for specific recovery projects across the region.

If we don't focus on the recovery projects, we leave ourselves open to a worsening situation with future storm events.

## Government's cyclone support funding package of \$204M

This funding package will be spent beyond this 3YP plan.



[Learn more about recovery on our website.](#)

# Ngā mahi kua ōti i a mātau What we've done

**45 days**  
To repair 10 major breaks in the water pipeline

**193k tonnes**  
Wood debris removed from our waterways

Slash removed from **77 bridges**

Over **65,000m<sup>3</sup>** of silt removed

## Where we'll be by 2027

We'll have established some of the building blocks for our region's future, but this work will also stretch out beyond 3 years.



What we need to do

## Future of Severely Affected Land – FOSAL

Nearly 2,000 properties across our region experienced devastating impacts from flooding, silt inundation or land erosion. In response, central government launched the FOSAL framework.

The FOSAL framework involved mapping the affected properties to pinpoint those at the highest risk of property damage or loss of life during future severe weather events. Properties have now been categorised according to risk as either Category 2 or 3.

Government funding has enabled us to buy out properties that are at the highest risk and to support mitigations for other properties. This funding does not cover the costs of house demolition or ongoing maintenance from the buyout and will need to be funded through rates.

### Category 3 buyouts

This is the **highest risk** category and means those homes are no longer safe to live in due to an unacceptable threat to life and future potential of

flooding or landslide. Homes in these areas cannot be rebuilt on that site. We continue to work with those individual property owners.

### Category 2

This is the **managed risk** category – the risk to life can be mitigated by raising nearby stopbanks, improving drainage or property level interventions such as raising the house.

#### House lifting

We will work with eligible homeowners to raise houses above the water level seen during Cyclone Gabrielle. The goal is to reduce the likelihood of flooding inside the home in future severe weather events.

### Our focus for the next 3 years

By 2027 we aim to have:



Our roads are our lifelines and without building in long-term resilience, our community's economic and social wellbeing will be significantly affected.

Our rural network was closed during cyclones Hale and Gabrielle. Some communities were cut off for weeks with 8 bridges destroyed, 54 with major damage and significant slips and dropouts, leaving a repair bill stretching into the hundreds of millions of dollars.

The total damage to our roading network has been assessed as \$465M to get it back to where we were, but to build back stronger we need \$725M. We also spent an additional \$85M on the initial emergency response.

This still leaves us with a significant shortfall, so we will be working in partnership with government to try and get more funding.

### Our focus for the next 3 years

This work programme is focused on the greatest risk and the highest priority in terms of people's safety.

These priorities were consulted on in October 2023 as part of the support package.

*We have secured \$125m for roading repairs from the government's \$204m cyclone support package.*



What we need to do

## Whakamaru waipuke Flood protection

*In addition to the Waipaoa major project we've secured \$64M for flood protection from the government's \$204M cyclone support package.*

Flood protection networks across our region have been impacted by ongoing heavy rain events and 2 cyclones. A major consequence was the reduced drain channel capacity caused by silt building up. This left many residents vulnerable to compromised drainage and heightened risk of future flooding.

### Our focus for the next 3 years

Flood protection work will speed up over spring and summer months.

We won't get through all the work in 3 years, realistically it may take up to 7 years. We will focus on the highest priority flood-prone areas.

We will continue to remove silt and large wood debris around structures, as well as advancing our stopbank projects to ensure resilience for the future.

We will plan, review and model what can be built where, to reinstate, reinforce and improve the flood protection infrastructure and increase resilience of the networks.

A specific focus on the Waipaoa River's middle reaches, especially around Te Karaka to identify why flooding occurred. This will be used to develop future flood protection solutions for the area.

### Rural land drainage network

We are prioritising clearing drains in flood-prone areas such as Patutahi, Muriwai and Manutuke.

### Mangahauini River stopbank repair

Staged work of the Mangahauini River stopbank and erosion protection will help protect Tokomaru Bay township from flooding.

#### Did you know?

One excavator can clear 200m of drain each day. It's estimated to take 25 days to clear 5km of drains, weather permitting.

One kilometre of stopbank construction costs on average about \$0.3 - \$0.5m.

## Mahere aratakina e te hapori Community-led plans

We're supporting 25 communities across our region with their community plans identifying recovery priorities. These will take into consideration their aspirations as we plan and prioritise work for recovery.

These plans focus on our rural communities so we can improve efficiencies and increase resilience as we build back stronger for the future. We're also working with urban communities on the best approach to facilitate opportunities for recovery in the city.

While working in different communities we're also supporting groups such as Pasifika, sports and recreation and whaikaha (disability and accessibility).

### Our focus for the next 3 years

This is a new process and aims to create meaningful connections with our communities.

*Once the plans are complete, we will take key findings and use them to help prioritise recovery work in different areas.*



What we need to do



# Ngā mātua kaupapa mahi Major projects

As we focus on recovery, we must also remain committed to advancing our critical infrastructure projects and those that are externally funded. Projects like these help our communities to thrive.

## Waipaoa flood control



Following the completion of the city side of the Waipaoa stopbank flood control upgrade, we're advancing 25km on the western side of the river over the next 3 years. Stopbanks will be both higher and significantly wider to provide more flood protection accounting for climate change impacts of greater rain events and sea level rise.



## Drainwise



Our DrainWise programme is about continuing to work together with property owners to prevent wastewater overflows on private property and into our rivers during heavy rain. To prevent this, we inspect gully traps and downpipes on private properties to check they are in good condition and connected to the right outlet.

We also have an ongoing renewal programme for old wastewater pipes to reduce groundwater leaking into these pipes.



## Wastewater treatment plant



We're upgrading the infrastructure of our treatment plant to improve water quality in partnership with key stakeholders and Iwi representatives. We're exploring alternative use and disposal with wetlands to progress the use of treated water.

A further \$2.6M is budgeted beyond this 3YP to start the process of building a city wastewater wetland - to act as the final stage of wastewater disposal, rather than the marine outfall in 2029 to 2031.



## Walking and cycling



Our walking and cycling network consists of footpaths, shared paths, footbridges, bike lanes, mountain bike tracks and boardwalks. We're working on a plan to encourage different choices on how we travel.

Other related projects include speed reductions near schools and in townships, Streets for People, and a road safety campaign to support safer walking and cycling.

The only project in the next 3 years is extending the Taruheru River shared path from Mitre10 to the Botanical Gardens.



## Waingake transformation



We will continue with the programme of work to restore the natural eco-system to 1100ha of the Waingake Waterworks Bush in partnership with mana whenua Maraetaha Incorporation and supported by Ngāi Tāmanuhiri. We've planted thousands of natives; placed willow and poplar poles in erosion prone areas to protect our main water pipeline; removed wilding pine regrowth and kept pest numbers down including goats, deer, pigs, rats, possums, stoats and feral cats.

This provides meaningful training and employment, our biodiversity flourishes and our water supply remains high quality.



## Waste minimisation



We have an important role in managing waste, reducing the harm it can cause, and encouraging communities and businesses to reduce waste. By doing this we can reduce waste disposal costs to ratepayers.

Our project is a resource recovery and disposal centre. This will have an increased focus on recycling, recovery of our waste, and move towards zero waste.



## City centre revitalisation

Over the next year we'll work with our economic partner Trust Tairāwhiti to take a closer look at what needs to be done to revitalise our city's central business district (CBD).

Later we will ask you what you would like to see improved in the CBD to make our city an even better place to live, work and play.

**Budget for 3 years: \$3M**

## Kiwa Pools

As part of our plan for the next 3 years we will apply for external funding of \$3.5M to complete the outdoor area. This is a committed project and is the second stage of the Kiwa Pools project, enhancing our recreational facilities.

We require external funding of \$3.5M.

**Budget for 3 years: \$6.5M**

## A tātau ake mahi Our other projects

**We must also continue to manage shifting legislation and address the impacts of central government reforms.**

**We're working on these projects:**

### Tairāwhiti Resource Management Plan (TRMP) review

Our region has changed due to increased development, population growth and changing demands on natural resources. Developing a new TRMP will protect what's important and provide a strategic view and direction that reflects the voice of mana whenua and our communities. This is a community-driven vision to address future challenges such as urban growth and development, outlined in the Tairāwhiti Future Development Strategy.

### Improving the quality of our freshwater

We're reviewing our freshwater plans to improve the water resources in our 7 catchment areas. This will include new freshwater targets and allocation limits.

Overall we will continue to work with community groups, agencies, and iwi and hapū on a number of freshwater projects including:

#### Freshwater Improvement Fund

- Focusing on riparian planting, wetland restoration, removal of fish passage barriers, enhancing fish spanning and reducing erosion in our urban and peri-urban waterways.

#### Freshwater Farm Plan – Regional Pilot

- Tairāwhiti has been selected as one of 3 regions to test the freshwater farm planning process with a small selection of farms. The pilot will inform better planning practices in the future.

#### Integrated Catchment Management Plan (ICMP)

- Under the TRMP, the ICMP will be completed alongside freshwater planning by 2025.

## Our places and spaces

We will continue to fix cyclone-damaged walkways and erosion prone areas in our reserves. At the same time we'll make sure the right asset is in the right place for future proofing our facilities.

#### We'll take a look at:

- The number of public toilets and playgrounds across the region.
- Our main cemetery, we need a new site that's not affected by high groundwater tables.
- Our ageing playground equipment for replacement.
- Planting natives as natural buffers in coastal areas.
- A feasibility study for a multi-purpose indoor court centre. This will be used to support a request for external funding.





# Kōrero mai Have your say

## Your options:

-  Our waters
-  Our roads
-  Land drainage
-  Large wood debris
-  Our townships
-  Future proofing waste disposal





## Kōrero mai Have your say



**We have some tough decisions ahead as we need to recover and keep investing in our region.**

The plans we make will touch the lives of everyone in our region – that's why we want to know if we have the balance right.

We've talked about our recovery plans, some of which are funded by central government, and some aren't. We also have to absorb rising costs from inflation in providing our much-needed every day services.

We are working hard to keep rates affordable while still doing what needs to be done.

**We're asking for your feedback on the options for:**

- Our drinking water, wastewater and stormwater
- Maintaining our roads
- Removing large wood debris
- Improving land drainage
- Investing in our townships
- Future proofing waste disposal

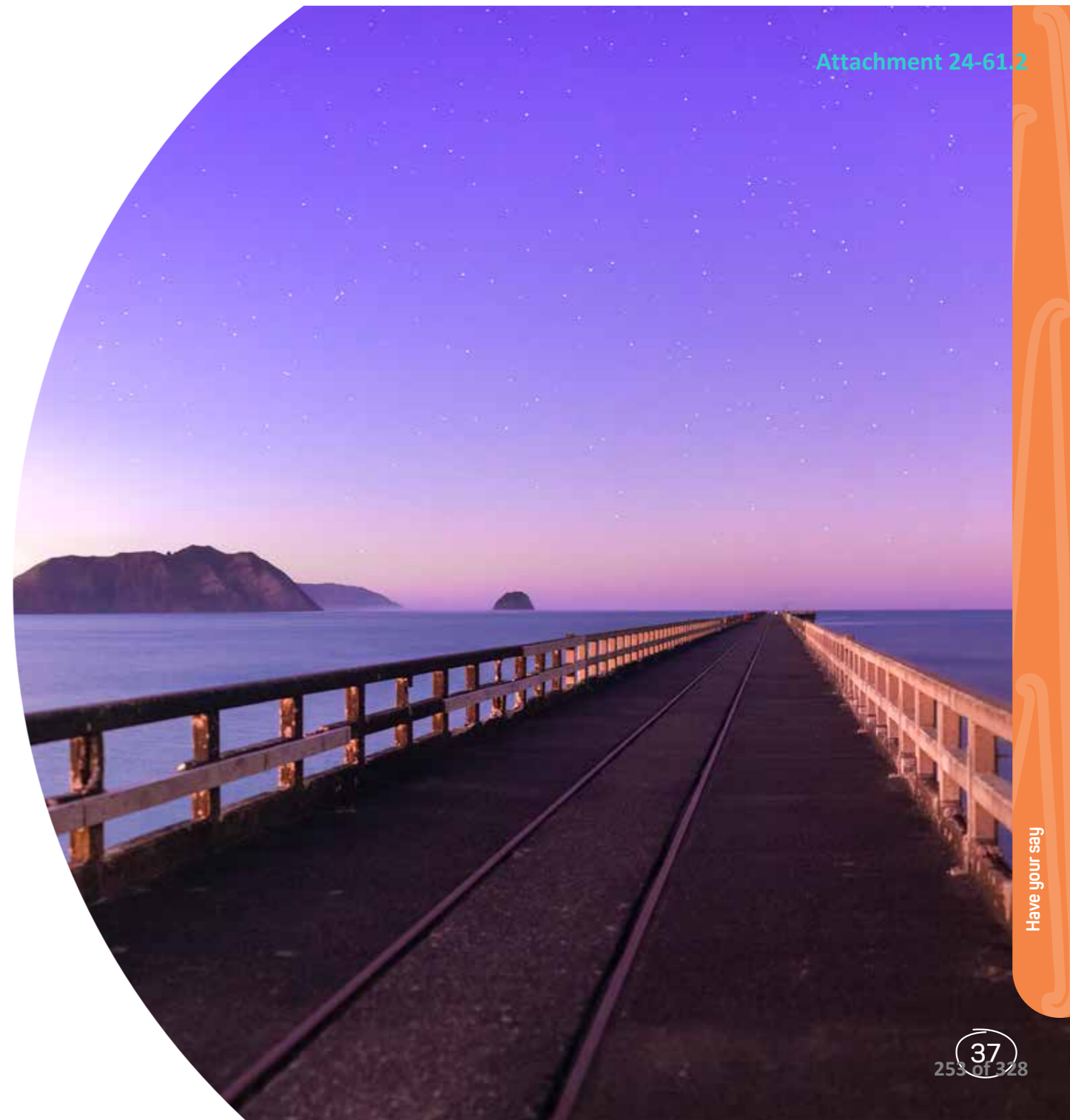
We understand it's about balance – what needs to be done and what we can afford to do now, without placing too much financial burden on our future generation.

## Kua tika a mātau mahi? Have we got it right?

**Tell us if our focus and priorities are right for those services.**

**Have we got the budget right?**

Do you agree with our preferred options or would you prefer to pay more to get more.



## O tātau wai Our waters



Managing our drinking water, wastewater and stormwater is the most important responsibility we have.

Cyclone Gabrielle highlighted the vulnerability that we face with our city's water supply. Multiple breaks in the pipeline caused major water restrictions for residents and businesses for months.

We have a lot of work to do including removing large wood debris in the Te Arai catchment threatening our water pipeline.

We also need significant investment to make our water supply even more resilient in the future.

### What we can achieve in 3 years

The government announced a new direction for water services called 'Local Water Done Well' after repealing the Three Waters legislation, recognising the importance of local decision-making.

The exact details of the new rules and structure remain uncertain.

By the end of 2025 government will provide direction to all councils on the requirements for setting up council-controlled organisations – banding together means we would have more borrowing power.

We will continue to improve and protect our three waters by:

- Replacing and renewing pipes across the network.
- Increasing resources for silt and wood debris removal near our water pipeline to prevent future damage.

### Water supply

- Comply with the recently enacted NZ Water Services Act.
- Improve capacity and resilience from the dams to the city.
- Increase our back up supply of pipes for faster fixes.

### Wastewater

- Continue our DrainWise programme working with property owners to reduce wastewater overflows.
- Continue replacing ageing pipes and infrastructure.

### Stormwater

- Continue to improve public network to reduce surface flooding.

## Ōu kowhiringa mō o tātau wai Your options for our water

Rates increase

**1.5%**

Impact on debt

**\$13M**

### Our preferred option

This will give us a budget of \$43M over 3 years

- We will increase repairs and renew the infrastructure network of pipes, pump stations and treatment plants for more resilience.
- We will continue with our DrainWise programme.
- We can increase our backup supply of replacement pipes for immediate fixes across our networks.

Rates increase

**2.3%**

Impact on debt

**\$23M**

### Spend more, do more

This will give us a budget of \$53M over 3 years

- Plan and model for alternative water supply sites.
- Increase the work required to reduce number of emergency wastewater overflows into our waterways.
- Making our water supply more resilient, faster.

## Ō tātau rori Our roads



Our roads are our lifelines and our single biggest cost.

The network of roads and bridges goes over unstable and highly erodible land that's prone to slips and dropouts making it fragile. Ongoing storms and more frequent flooding have magnified existing damage and without significant investment will remain challenging.

We need to make sure that the network connects Tairāwhiti safely, but we also need to look at the affordability of what we do now, and how we will do it in the future.

### Our challenges

Our road maintenance and construction budget has been stretched due to multiple storms, heavy freight and rising costs of fuel and materials.

We know potholes are an issue but the reality is there's not enough money to fix them all - to do that rates would need to increase by a further 16%.

We know that's unaffordable so we're reviewing our extensive 1900km roading network, to see where we need to build stronger roads, where to pull back and where to change the levels of service. This may mean instead of sealed roads we revert to unsealed roads.

### What we can achieve in 3 years

Our maintenance is behind schedule as we've had to reprioritise our resources and funding to reopen and repair roads following multiple storm events.

The maintenance programme will be done alongside the huge amount of Cyclone Gabrielle work across the network.

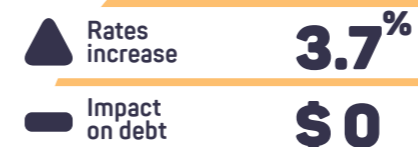
### Maintenance of our roading network includes:

- Chip seal – 879km sealed roads
- Metalling and grading – 1020km unsealed roads
- Mowing and vegetation control – 1,899km roads
- Fixing potholes – 887 roads
- Roadside drains
- Streetlights - 3703
- Footpaths and footbridges – 263km
- Bridges - 413
- Shared pathways – 10.9km

#### Did you know?

Our geology is soft like porridge and heavy rain events are predicted to increase in intensity. This makes our job to repair our roads increasingly difficult.

## Ōu whakaaro mō o tātau rori Your options for our roads



**Maintain our existing budget to meet rising costs of inflation.**  
**Our preferred option**

This will give us a budget of \$84M over 3 years.

Road maintenance will continue to be challenging.

- We won't be able to maintain some roads, but we will prioritise school bus and freight routes for stock trucks etc.
- We will plan and model for a resilient, safe and affordable network.
- Tauwhareparae Road will be reopened.
- We will continue with staged reinstatement of cyclone-damaged roads and bridges over 5 years.



**Spend even more, do more**

This will give us a budget of \$70.3M over 3 years.

As well as the work listed above, we will be able to increase our level of service on fixing potholes, maintaining roads and clearing drains.



## Whakaawa wai whenua Land drainage



We construct and maintain a network of open drains, across private land to provide land drainage.

The urban network consists of pipes, open drains, creeks and streams forming drainage systems across the district.

The rural network consists of 277km of drains spanning 14 drainage districts. We spray twice a year to keep weeds down.

Clearing drains would not completely stop flooding in extreme storm events, but increased maintenance could potentially provide more protection for properties.

### What we can achieve in 3 years

- We will continue to model effects and impacts of our drainage network to determine the best and most effective maintenance programme.
- We will prioritise clearing drains as part of a wider plan to protect homes and properties, particularly those in FOSAL Category 2 and 3 areas.
- We will continue to provide a flood protection warning service for some rivers.

## Ōu whakaaro mō te whakaawa wai whenua Your options for land drainage

▲ Rates increase	<b>0.9%</b>	<b>More money in the budget Our preferred option</b>
▬ Impact on debt	<b>\$0</b>	

This will give us a budget of \$4.1M over 3 years

- This will double our previous budget to clear sediment from drains and maintain our drainage network in flood-prone areas based on the flooding we have seen in previous rain events.

▲ Rates increase	<b>1.8%</b>	<b>Spend even more, do more</b>
▬ Impact on debt	<b>\$0</b>	

This will give us a budget of \$6.2M over 3 years.

- We will be able to do more drain clearing faster and increase our maintenance on clearing and spraying drains more frequently, particularly in flood-prone areas.

Have your say

## Tāwhaowhao kaitā Large wood debris



We have increased our forestry team to better monitor forestry practices for compliance, throughout the region.

The team also carry out aerial mapping and on-the-ground inspections to identify key areas where large wood debris could mobilise causing potential risk.

### Large wood debris removal (LWD)

Unprecedented volumes of wood debris were mobilised causing widespread damage. LWD impacted and threatened bridges, roads, our water pipeline, residential homes, waterways and beaches.

It's estimated that around 1.4 million tonnes of large wood debris is within our hill and water catchments, costing over \$150M to remove. By February 2024 we had removed 193,000 tonnes in the waterways and there's still a lot more work to do. Forestry have also estimated that they have removed approximately 300,000 tonnes.

Government funding of \$54M still leaves a shortfall of over \$100M to remove the wood debris still in the catchments threatening our waterways and infrastructure.

### What we can achieve in 3 years

There is a significant shortfall in funding to clear large wood debris in the hill and water catchments. We are likely to see the mobilisation of large wood debris for a number of years to come.

The approach we have taken is to rate for some of this work around protecting our critical infrastructure. At \$2.7M over 3 years, we won't have enough to do everything and we've never rated for this before.

The priorities for cleanup are based on risk to life, protection of communities and critical infrastructure including the main water pipe, bridges, roads.

### Catchments

Waimata, Hikuwai/Uawa, Te Arai, Waiapu and Waipaoa.

### Beaches

Midway, Waikanae, Kaiti, Uawa and Whangara.

## Ōu whiringa mō ngā tāwhaowhao kaitā Your options for large wood debris



### Our preferred option

This will give us a budget of \$2.7m over 3 years.

With the government's funding and additional rate funding, we will continue to prioritise clearing large wood debris threatening critical infrastructure.



### Spend more, do it faster

This will give us a budget of \$5.3m over 3 years.

This will boost the budget for clearing large wood debris meaning we can do more clearing faster.

We will also continue to spend the government's cyclone support funding, with a priority to clear large wood debris impacting and threatening waterways, beaches and critical infrastructure.

Have your say

## O tātau taone Our townships



Council allocates \$700k per year to work alongside communities to create their township plans that reflect their vision for their environment and outdoor spaces.

Our townships are vital in supporting the health and wellbeing of our people in rural communities.

### Improvement work includes:

#### Wellbeing

- New and improved playgrounds
- Community facilities
- Streetscape improvements

#### Infrastructure

- Walking and cycling improvements
- Street plantings
- Welcome, cultural and historic signage.

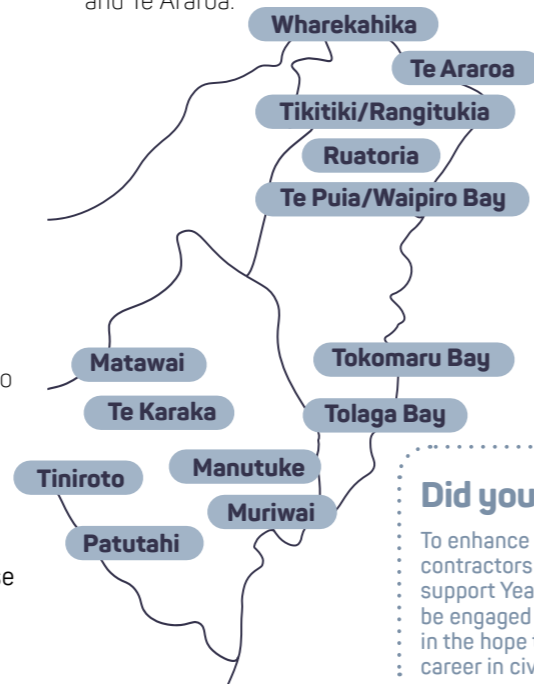
We have 239km of footpaths across our region, 29km are within our townships. These upgrades also aim to encourage the use of alternative transport, provide safe traveling routes, reduce gas emissions and support overall health and wellbeing of our communities.

We're working with local contractors to help increase the skills and knowledge of their **workforce**.

### What we can achieve in 3 years

We will continue to do two townships upgrades per year.

External funding from central Government of \$1.4M allows for further work on safety enhancements including footpath and crossing upgrades in Wharekahika, Ruatoria, Matawai, Tikitiki, Rangitukia and Te Araroa.



#### Did you know?

To enhance our workforce, contractors are required to support Year 13 students to be engaged with the projects in the hope they'll consider a career in civil infrastructure.

## Ōu whakaaro mō o tātau taone Your options for our townships

▲ Rates increase **0.3%**

▲ Impact on debt **\$2.1M**

### Our preferred option

This will give us a budget of \$4M over 3 years

This budget will meet the rising costs of upgrading 2 townships per year, including footpaths, outdoor spaces and planting schemes.

▲ Rates increase **0.7%**

▲ Impact on debt **\$3.9M**

### Spend more, do more

This will give us a budget of \$6.2M over 3 years

We can increase the number of township upgrades per year, with more money we can focus on more safety, walking and cycling improvements.

Have your say

## Te whakareinga whiu para Future proofing waste disposal



Cyclone Gabrielle highlighted the issue we have with transporting waste out of the district. We need to be more prepared to deal with possible future events where our region may be cut off from the rest of the country if the state highways close.

We're also working in line with the national plan to improve waste management across Aotearoa by 2030, which includes separated food scraps, greenwaste and standardised kerbside recycling collection.

### Our plan for the 3 years

- By 2025, improve household kerbside collection to separate our waste.
- Deliver a new Resource Recovery Centre.
- Improve our waste management locally to control our own waste.
- Increase awareness and education around managing waste, illegal dumping and expanding recycling services to be more accessible.

In doing this work, we will reduce costs and greenhouse gas emissions, and at the same time it will increase our resilience.

### Tell us what you think

Do you agree with our plans to future-proof our waste disposal?

### Tell us your preferred options

### It's important we receive your feedback by Friday 19 April 2023

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[Go to our website for more information.](#)

## Kua tika a mātau mahi? Have we got it right?

### Tell us what you think

Do you agree with our plans to future-proof our waste disposal?

### Tell us your preferred options

### It's important we receive your feedback by Friday 19 April 2023

Here's how you can join in:

### Face to face

We'll be out and about in the community, so you can come and talk to councillors and staff. See the calendar of events near you. They will be advertised on our website [www.gdc.govt.nz](http://www.gdc.govt.nz), our Facebook page @GisborneDC and the Gisborne Herald or phone us 0800 653 800.

### Fill in a submission

The form is on our website [www.gdc.govt.nz](http://www.gdc.govt.nz)



[Go to our website for more information.](#)

### Supporting draft documents include:

- Draft Tairāwhiti Piritahi: Fostering Māori Participation in Council Decision-Making Policy

### What else we're consulting on?

- 2024-2027 Draft Financial Strategy
- Draft Infrastructure Strategy 2024-2027
- Draft Fees and Charges 2024/25
- Draft Development Contributions Policy
- Draft Rates Remission and Postponement of Rates on Māori Freehold Land Policy
- Draft Revenue and Financing Policy

### Consultation coming soon

- Waste Minimisation and Management Plan
- Water allocations



[www.gdc.govt.nz](http://www.gdc.govt.nz)



**Title:** 24-45 Establishment of a Tairāwhiti Resource Management Plan Committee

**Section:** Sustainable Futures

**Prepared by:** Janic Slupski - Principal Policy Advisor

**Meeting Date:** Thursday 14 March 2024

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Legal: No

Financial: No

Significance: **Low**

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## Report to COUNCIL/TE KAUNIHERA for decision

### PURPOSE - TE TAKE

The purpose of this report is for Council to operationalise the establishment of a Tairāwhiti Resource Management Plan (TRMP) Committee and to re-confirm the committee members.

### SUMMARY - HE WHAKARĀPOPOTOTANGA

Council has been processing a review of the TRMP since 2021. In October 2021, Council resolved to support the establishment of a new co-governance committee to oversee the review of the TRMP, subject to further discussion and confirmation from mana whenua. Following the October 2021 meeting iwi authorities were contacted. Discussions were had between iwi authorities and Council in early 2022 on aligning understanding and expectations around co-governance. In November 2022 councillors nominated their representatives for this committee. Several invitations have been sent to iwi to identify their committee members. However, participation on a TRMP committee is not something iwi wish to pursue at this time.

Given the ambitious work programme, and the need for an updated fit for purpose Plan, the timing is right to proceed with establishing the committee with Council's nominated elected members while also leaving the opportunity open for iwi members to join as and when appropriate.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.



## RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. Agrees to establish the Tairāwhiti Resource Management Plan Committee as a Council-only committee, noting that seats remain available to iwi if they choose to exercise their right to participate.
2. Reconfirms the membership of the Tairāwhiti Resource Management Plan Committee currently being Colin Alder, Larry Foster, Rawinia Parata, Aubrey Ria, and Nick Tupara with Mayor Rehette Stoltz as Chair.
3. Requests that the Delegation Manual be updated to include the Terms of Reference for the Tairāwhiti Resource Management Plan Committee (Attachment 1) subject to any changes that have been agreed to by Council and be reported back for adoption by Council.

*Authorised by:*

**Joanna Noble - Director Sustainable Futures**

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**Keywords:** governance, resource management, TRMP, committee, terms of reference

## **BACKGROUND - HE WHAKAMĀRAMA**

1. Council has been committed to partnering with tangata whenua at a governance level to oversee and provide direction on the Tairāwhiti Resource Management Plan (TRMP) review.
2. The formation of a co-governance committee for the TRMP review was first mooted in 2021 with a report to the Sustainable Tairāwhiti Committee on 28 October [\(Decision Report 21-234\)](#). The report was left to lie on the table at the Sustainable Tairāwhiti Committee meeting on 28 October 2021 and was subsequently workshopped at the conclusion of that meeting. The report was progressed under "Adjourned Business" at the Extraordinary Council meeting on 4 November 2021.
3. The establishment of such a committee was put on hold in 2021, allowing time for partnership discussions to take place.
4. On 17 November 2022, Council agreed to add a Tairāwhiti Resource Management Plan Review (TRMP) Committee to Council's committee structure [\(Decision Report 22-228\)](#). The report to Council stated that: *This TRMP Review Committee will have a membership of the Mayor (or nominee), five elected members and up to six iwi appointees. This will be a co-governance Committee to support the TRMP Review process and would meet quarterly with the intent to provide direction and make decisions.*
5. The following elected members have been appointed to the TRMP Committee: Colin Alder, Larry Foster, Rawinia Parata, Aubrey Ria, and Nick Tupara with Mayor Rehette Stoltz to chair.
6. Iwi authorities have been approached several times by the senior staff, the CE and Mayor regarding participation in the TRMP committee – the last approach being toward the end of 2023. However, it is apparent that participating in the TRMP committee does not align with the preferences of iwi. Bilateral partnership discussions with iwi chairs/CEs are continuing at a leadership level.
7. To support operational work on the TRMP, an iwi technical trial was proposed and jointly established with iwi CEs. The iwi technicians were appointed for the period November 2022 to October 2023. Staff are working with each iwi to confirm the approach for the current year, with a more tailored arrangement being developed for each iwi.
8. Having a strong and appropriate governance body in place will support the successful delivery of the TRMP review. It is the role of governance to provide vision, direction, and leadership to support the implementation of the TRMP review as a programme.
9. With this in mind, this report seeks direction from elected members on activating the TRMP committee.

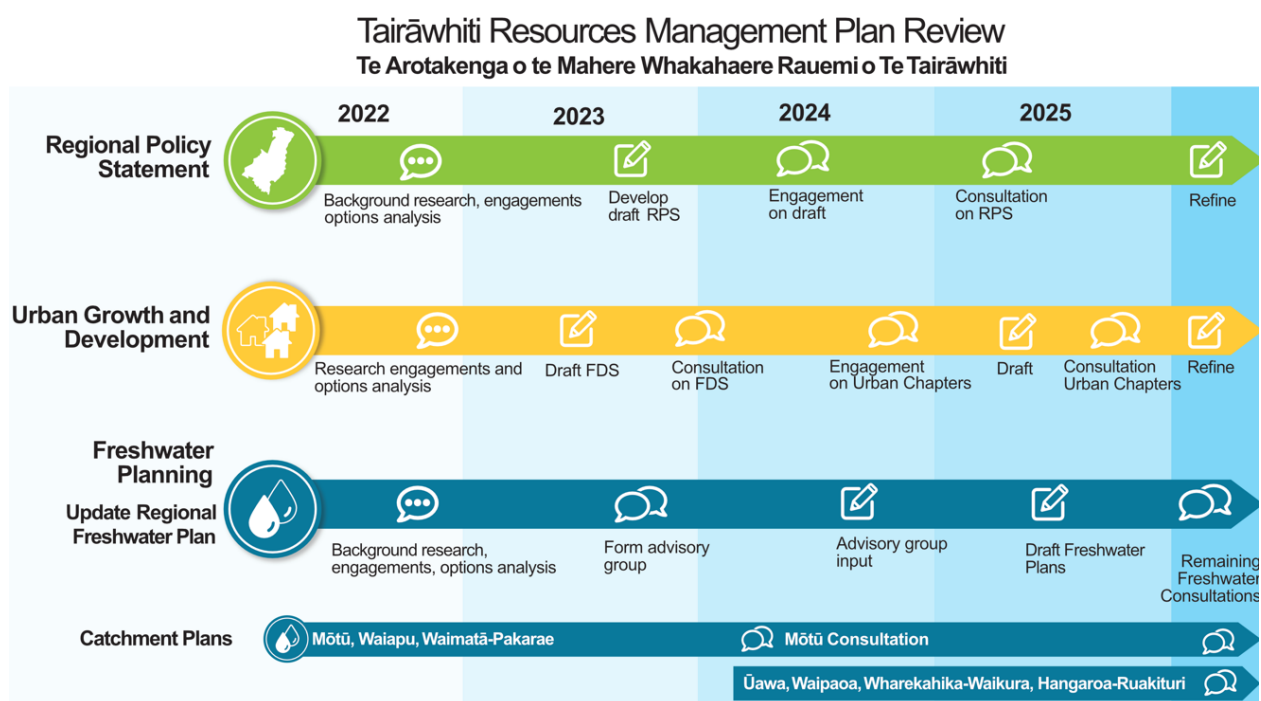
## **DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA**

10. The TRMP committee is intended to provide guidance to the TRMP workstream leads and make decisions on plan development ahead of notification. This includes:
  - Setting priorities and providing guidance on how we manage the natural and built environment.
  - Providing high-level oversight, guidance and decision-making on proposed policy direction/options presented by staff.

- Recommending to Council or approving [to be confirmed in terms of reference]:
  - Draft catchment plans and regional freshwater plan provisions for notification prepared under the National Policy Statement for Freshwater Management 2020 (NPS-FM).
  - Draft Regional Policy Statement provisions for notification.
  - Draft urban growth and development provisions for notification to give effect to the National Policy Statement for Urban Development.
  - Draft regional and district plan provisions and changes.
  - Plan evaluation reports supporting proposed changes to the TRMP.
- Ensuring that legislative obligations for plan making, including national directions relating to the TRMP review are considered and complied with.

### Current situation

11. Given the ambitious work programme, and the need for an updated fit for purpose Plan, the timing is now right to operationalise this TRMP Committee to provide high-level oversight on the plan development stage and to guide and lead the TRMP programme team. Refer to the adjusted TRMP timeline following the Government's extensions to freshwater planning timeframes:



12. The committee will initially be composed of Council members until iwi can confirm their commitment to the available committee positions. Quarterly meetings will enable regular guidance on plan topics and to make the necessary recommendations to Council. More frequent meetings may be required at times to achieve the TRMP review work programmes.

13. Terms of Reference with appropriate delegations are required to support this Committee's role and function. A draft Terms of Reference is attached (refer Attachment 1). If iwi choose to exercise their right to participate this will initiate the process we have always intended around a co-drafted terms of reference and co-chairing opportunities.

### **ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA**

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

**Overall Process:** Low Significance

**This Report:** Low Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** Low Significance

**This Report:** Low Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** Low Significance

**This Report:** Low Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** Medium Significance

**This Report:** Low Significance

The effects on individuals or specific communities

**Overall Process:** Low Significance

**This Report:** Low Significance

The level or history of public interest in the matter or issue

**Overall Process:** Medium Significance

**This Report:** Low Significance

14. The decisions or matters in this report are considered to be of Low significance in accordance with Council's Significance and Engagement Policy. The TRMP review process as a whole is of medium to high significance, and the RMA requires for extensive public participation and input.

### **TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA**

15. Partnership, collaboration, and input from mana whenua as the TRMP review progresses will be critical to giving effect to Te Tiriti o Waitangi to provide a next generation plan that successfully integrates Te Ao Māori and western science/values.
16. Two other arrangements in place must be considered alongside the TRMP review committee. These are the Joint Management Agreement (JMA) and the Local Leadership Body (LLB). These are made under different pieces of legislation.

17. Targeted consultation and engagement will occur throughout the TRMP review. Staff will work with mana whenua to determine what forms of engagement will work best for them. This may require different approaches to suit individual iwi, hapu and Māori interest groups.

### **COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI**

18. No community engagement has been undertaken as part of this report.
19. Each of the three TRMP workstreams has a Communication and Engagement Plan, with tailored approaches to engagement.
20. Input from the wider community will be sought to contribute to and participate in the plan-making process. This will be critical to making the next generation TRMP successful and enduring.
21. Governance in the context of decision-making is not engagement, which is about making meaningful connections between people, and describes the process of seeking information from the community to assist and inform decision-making. Nor is it consultation, which is gaining feedback on analysis, alternatives and/or decisions.

### **CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga**

22. There are no climate change impacts or implications arising from the matters in this report.

### **CONSIDERATIONS - HEI WHAKAARO**

#### **Financial/Budget**

23. Nil beyond existing budgets.

#### **Legal**

24. Under section 34 of the RMA, Council may delegate to any committee of Council established in accordance with the Local Government Act 2002 any of its functions, powers, or duties under the Resource Management Act (RMA). This would include approval of a plan or plan changes. The delegations would be reflected in a Terms of Reference.
25. A formal Terms of Reference is needed to be adopted by Council when establishing a new committee of Council. Otherwise, there are no legal implications as it is Council's decision alone on how committees and sub-committees are arranged. This extends to who they decide is on those committees.

### **POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE**

26. The establishment of a TRMP committee will support the TRMP review.

## RISKS - NGĀ TŪRARU

27. While ongoing in-depth discussions continue with iwi at a governance level, no bi-lateral agreements have been reached at the time of writing this report. Staff will continue to work with iwi and other tangata whenua at an operational level in accordance with Te Tiriti Compass and RMA requirements.

## NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
2 May	Adopt the amended Delegations Manual	
tbc	Committee induction and training and development to include: <ul style="list-style-type: none"><li>• Committee's role and the RMA</li><li>• Te Tiriti o Waitangi principles</li><li>• Making good decisions course</li><li>• TRMP work programme</li></ul>	

## ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - DRAFT Terms of Reference TRMP Review Committee [24-45.1 - 2 pages]



## Tairāwhiti Resource Management Plan Review Committee

<b>Reports to:</b>	Council
<b>Chairperson:</b>	Mayor (or nominee)
<b>Membership:</b>	Mayor (or nominee) and five elected members and up to six iwi appointees
<b>Quorum:</b>	Half of the members when the number is even and a majority when the membership is uneven
<b>Meeting frequency:</b>	Quarterly or as required in order to achieve the TRMP review work programme.

### Purpose

- A committee to support the Tairāwhiti Resource Management Plan (TRMP) review process.
- To promote the sustainable management of Tairāwhiti's natural and physical resources by overseeing the review and development of plans, changes and variations as required under the Resource Management Act 1991 (RMA).
- To apply a Te Tiriti articles-based approach to governance direction when undertaking the future planning and decision making on how Tairāwhiti's, natural and physical resources are managed within the Tairāwhiti under the RMA.

### Terms of Reference

- Provide governance oversight and guidance on policy directions presented by staff ahead of whole of Council recommendations.
- Approve for recommendation to Council:
  - draft catchment plans and regional freshwater planning provisions for notification prepared under the RMA and the National Policy Statement for Freshwater Management 2020 (NPS-FWM)
  - draft Regional Policy Statement provisions for notification
  - draft urban growth and development provisions for notification to achieve the purpose of the RMA and to give effect to the National Policy Statement for Urban Development
  - draft regional and district plan provisions and changes
  - plan evaluation reports supporting proposed changes to the TRMP
  - hearing committees or hearings panels, composed of accredited persons, to hear and decide upon submissions on proposed regional plans, proposed variations and proposed plan changes (such hearing committees or panels may include members of the committee and/or other persons chosen for their particular skills, attributes or knowledge that will assist the hearing committee or panel). This includes the ability to approve draft versions for consultation, and make recommendations to Council following consultation.
- Ensure that legislative obligations for plan making, including pre-consultation engagement and giving effect to national directions relating to the TRMP review are considered and complied with.
- Make recommendations to Council to approve or change a proposed policy statement or plan under clause 17 of Schedule 1 of the Resource Management Act 1991 (RMA).

### **Power to Act**

- To make all decisions necessary to fulfil the role and scope of the Committee subject to the limitations imposed.
- To establish working parties as required.
- To appoint non-voting members (such as tangata whenua representatives) to assist the Committee.

### **Delegations**

- The Council delegates all the functions and powers of the Council that are capable of delegation under the Resource Management Act 1991 to the Tairāwhiti Resource Management Plan Review Committee which are necessary for it to carry out the specific responsibilities listed above relating to the review and development of regional plans, changes and variations.

### **Power to Recommend**

- To Council and/or any Council committee as it deems appropriate through a report on an agenda to the appropriate meeting of Council or committee.

### **Review of Terms of Reference**

- A review of the Committee's Terms of Reference will be undertaken:
  - When an iwi appointee joins the committee
  - When the Proposed Tairāwhiti Resource Management Plan becomes operative
  - at any time at the Council's discretion.

**Title:** 24-68 Proposed Changes to Committee Structures  
**Section:** Democracy & Support Services  
**Prepared by:** Heather Kohn - Democracy & Support Services Manager  
**Meeting Date:** Thursday 14 March 2024

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Legal: Yes

Financial: No

Significance: **Low**

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## Report to COUNCIL/TE KAUNIHERA for decision

### PURPOSE - TE TAKE

The purpose of this report is to approve changes to three of Council's committees, the Appointments Committee and the Audit & Risk Committee and the Gisborne District Sister Cities Committee Incorporated.

### SUMMARY - HE WHAKARĀPOPOTOTANGA

The current Council came into office 15 months ago at its Inauguration 27 October 2022.

At its meeting 17 November 2022 Council adopted its current committee structure.

In addition to Report **24-45** Establishment of a Tairāwhiti Resource Management Plan Committee, three further changes to the committee structure are requested.

Instead of the Appointments Committee having a membership of four – Mayor or Mayor's appointee, one independent, Deputy Mayor Josh Wharehinga and Cr Colin Alder, it is recommended that this committee becomes a committee of the whole for the interviews only. This ensures all councillors are involved in the interviews and are part of the appointment process resulting in full buy in.

Councillor Foster has requested to be added to the membership of the Audit and Risk Committee. Councillor Foster was previously a member of the 2019-2022 Audit & Risk Committee in his capacity as a Co-Chair of the Operations Committee.

Councillor Tibble has requested removal from the membership of the Gisborne District Sister Cities Committee Inc.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

## RECOMMENDATIONS - NGĀ TŪTOHUNGA

That the Council/Te Kaunihera:

1. Approves changing the Appointments Committee to a committee of the whole.
2. Appoints Councillor Larry Foster to the Audit & Risk Committee.
3. Removes Councillor Rhonda Tibble from the Gisborne District Sister Cities Committee Incorporated.
4. Instructs the Chief Executive to update the Delegation Manual and Terms of Reference to reflect these changes if adopted.

*Authorised by:*

**Anita Reedy-Holthausen - Director Engagement & Maori Partnerships**

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**Keywords:** audit & risk, appointments, committee, of the whole, Cr Foster,

## BACKGROUND - HE WHAKAMĀRAMA

1. See Report **22-228** Committee Structures and Appointments [COUNCIL Meeting 17 November 2022](#) for the background on Committee structures and appointments.

## DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA

2. In addition to the Discussions and Options section of Report **22-228** Council can review its committee structure and modify it to best suit its current needs.

## ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

**Overall Process:** Low Significance

**This Report:** Low Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** Low Significance

**This Report:** Low Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** Low Significance

**This Report:** Low Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** Low Significance

**This Report:** Low Significance

The effects on individuals or specific communities

**Overall Process:** Low Significance

**This Report:** Low Significance

The level or history of public interest in the matter or issue

**Overall Process:** Low Significance

**This Report:** Low Significance

3. The decisions or matters in this report are considered to be of **Low** significance in accordance with Council's Significance and Engagement Policy.

## TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA

4. No consultation external to Council is required when deciding on Council's governance arrangements. Council is bound by the Local Government Act 2002 (LGA) relating to governance as set out in the body of Report **22-228**.

## **COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI**

5. No consultation external to Council is required when deciding on Council's governance arrangements. Council is bound by the LGA relating to governance as set out in the body of Report **22-228**.

## **CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga**

6. There are no climate change impacts or implications arising from the matters being considered in this report.

## **CONSIDERATIONS - HEI WHAKAARO**

### **Financial/Budget**

7. There are no anticipated financial implications arising from this report. The additional appointments are already accounted for in the cost of the democracy budget.

### **Legal**

8. Council may appoint the committees, subcommittees, joint committees or other subordinate decision-making bodies it considers appropriate under clause 30, Schedule 7 of the LGA.
9. Please note when considering membership that the minimum number of members on a committee is three and the minimum number for a subcommittee is two. Clause 31(3) of Schedule 7 of the LGA also provides for Council to appoint people who are not elected members of the Council to committees and subcommittees who have the skills, attributes and knowledge that can assist in the work of committees. The exception is that at least one member of a committee must be an elected member. Staff acting in the course of their employment can only be members of subcommittees.

## **POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE**

10. The proposals in the recommendations meet Council's obligations under the LGA.
11. There are no significant changes required to the current year of the Long Term Plan.

## **RISKS - NGĀ TŪRARU**

12. There are no major risks associated with the decision.



**Title:** 24-69 Category 2P: Elevating Tairāwhiti Policy  
**Section:** Recovery  
**Prepared by:** Jo Noble - Director  
**Meeting Date:** Thursday 14 March 2024

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Legal: Yes

Financial: Yes

Significance: **Low**

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## Report to COUNCIL/TE KAUNIHERA for decision

### PURPOSE - TE TAKE

The purpose of this report is to present the Category 2P: Elevating Tairāwhiti Policy (referred to as Elevating Tairāwhiti Policy or Policy) for adoption by Council.

### SUMMARY - HE WHAKARĀPOPOTOTANGA

This report presents the Elevate Tairāwhiti Policy that will support recovery from Cyclone Gabrielle. The Policy outlines the conditions for property owners to access funding to assess feasibility of lifting their dwelling, within their existing property, to above an agreed minimum level and, if feasible and practical, fund physical works required to undertake the lifting.

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

### RECOMMENDATIONS - NGĀ TŪTOHUNGA

**That the Council/Te Kaunihera:**

- 1. Adopts the Category 2P: Elevate Tairāwhiti Policy (Attachment 1).**
- 2. Notes the Chief Executive will have delegated authority to make decisions implementing the Policy.**
- 3. Notes that the Policy has been approved by Central Government (via CIP).**
- 4. Notes the Elevate Tairāwhiti Fund will commence upon funding released by CIP as per the approval of the Policy.**

*Authorised by:*

**Joanna Noble - Director Sustainable Futures**

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**Keywords:** recovery, Crown Infrastructure Partners, building consent, lifting houses, inundation

## **BACKGROUND - HE WHAKAMĀRAMA**

1. The context to the Policy is a series of severe weather events that struck Gisborne in early 2023, most notably Cyclone Gabrielle on 13 February. Like other parts of the North Island the impact was significant in Gisborne and many homes were inundated or affected by land movement.
2. To assist regions, Central Government developed the FOSAL (Future of Severely Affected Land) framework to allow properties to be assessed from a risk mitigation perspective.
3. To support this, funding of \$15M has been approved by Government for Gisborne District Council and Te Aitanga a Māhaki to assist recovery and improve future resilience to natural hazards for Category 2P properties, **specifically for elevating dwellings** that were flooded in Tairāwhiti during the North Island Severe Weather Events in 2023.
4. The process for identifying and categorising properties has been undertaken by Council. At the time the Policy was developed and agreed there were approximately 175 properties that met the Category 2P criteria. This number may change as further assessments are conducted and categorisations finalised, as well as through the objections process available to property owners.
5. Owners of Category 2P properties can voluntarily apply to have a feasibility assessment undertaken. If deemed feasible, they may apply for funding for physical works to be undertaken.
6. Te Aitanga a Māhaki has committed to elevating 32 dwellings. Whilst proportional funding from the \$15M will be provided to Te Aitanga a Māhaki to manage the process for these properties, the Elevate Tairāwhiti Policy will not be applicable to these properties. The Policy will only be applicable to the remaining Category 2P properties, and funding proportional from the \$15M to managing 143 properties retained by Gisborne District Council to undertake work within the Policy.
7. The Policy will be supported by guidelines for Council and applicants, and assessment criteria and tools to support the assessment process.

## **DISCUSSION and OPTIONS - WHAKAWHITINGA KŌRERO me ngā KŌWHIRINGA**

8. As storm magnitudes and sea levels increase with climate change, as well as increasing riverbed and river berm sedimentation and aggradation trends, the height of flood waters is anticipated to increase over time. Dwellings in low-lying areas may be flooded more often and to a greater extent than previously experienced.
9. The risk of flooding can be mitigated by elevating Dwellings above the Cyclone Gabrielle water levels and adding a minimum 500mm freeboard component. Freeboard is the term given for an allowance in floor levels above the modelled flood level – in this instance the lower level (measured from the finished floor level) must be a minimum of 500mm above the designated flood level.
10. Elevating dwellings by lifting or relocating to higher ground directly mitigates flood-related risks, reducing risk to life and potential damage to property and infrastructure. This leads to minimised financial losses for homeowners, insurance companies, and the government, resulting in a more resilient community.

11. Capped funding will be made available to eligible owners for the purpose of undertaking necessary property level interventions, namely elevating a residential dwelling by lifting or relocating on-site with a design that meets new minimum floor levels, appropriate engineering standards and consenting requirements.
12. Funding is also available in the following circumstances:
  - a. Where the Dwelling will be replaced or relocated on-site, provided that the Dwelling meets the new minimum floor levels.
  - b. Where the property has been through a sale and purchase process following the North Island Severe Weather Events
  - c. For insured and uninsured properties
13. A two-stage process will be followed as part of the Policy.
14. The first stage is a feasibility assessment, to see whether elevating the dwelling is feasible or practical, and how complex this may be from a time and cost perspective. This will be undertaken by suitably qualified providers identified by Council, and the assessment will be undertaken by Gisborne District Council, following an agreed assessment methodology and criteria. Stage one is voluntary for owners of Category 2P properties.
15. The second stage is detailed design and physical works. To be eligible, a stage one feasibility report must have shown that it is practical and feasible for the Dwelling to be elevated and capable of meeting minimum floor level that is equal to or above Cyclone Gabrielle flood level. This will determine the specific design and costs. Stage two is voluntary for eligible Category 2P properties.
16. Work under stages one and two will be undertaken by service provider(s) procured by Gisborne District Council. At stage two, the provider(s) will directly manage design and physical works with the property owner.
17. A clause for special circumstances is included so that there is flexibility in the Policy, on the basis that discretionary decisions need to be consistent with the objectives and principles of the policy.

### **Selection of policy options**

18. Due to the nature of the policy, there were limited options available. The key considerations were as follows:
  - a. **Eligibility** – due to the nature the funding agreement, eligibility was limited to those impacted by the North Island Weather events and categorised as Category 2P, with house lifting identified as an appropriate property intervention. Some timeframes have been included to ensure a timely administration of the fund.
  - b. **What costs are covered** – to ensure that the fund can assist as many eligible property owners as possible, the list of activities that can be funded has been limited to those activities necessary to deliver a safe house lift that is compliant with the Building Act requirements. Adding more components would mean that we would not have sufficient funds to assist all eligible property owners and would need to run some form of 'selection' process.

- c. **Funding cap** – to ensure that the fund can assist as many eligible property owners as possible, a funding cap per house has been set that reflects an amount that subject matter experts have assessed as being sufficient to lift most houses. Some contingency is proved within this amount.

## **ASSESSMENT of SIGNIFICANCE - AROTAKENGA o NGĀ HIRANGA**

Consideration of consistency with and impact on the Regional Land Transport Plan and its implementation

**Overall Process:** **Low** Significance

**This Report:** **Low** Significance

Impacts on Council's delivery of its Financial Strategy and Long Term Plan

**Overall Process:** **Low** Significance

**This Report:** **Low** Significance

Inconsistency with Council's current strategy and policy

**Overall Process:** **Low** Significance

**This Report:** **Low** Significance

The effects on all or a large part of the Gisborne district

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

The effects on individuals or specific communities

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

The level or history of public interest in the matter or issue

**Overall Process:** **Medium** Significance

**This Report:** **Medium** Significance

19. The decisions or matters in this report are considered to be of **Low** significance in accordance with Council's Significance and Engagement Policy.
20. The Policy significantly affects Category 2P property owners. They are directly impacted by the Policy and settings within it.

## **TANGATA WHENUA/MĀORI ENGAGEMENT - TŪTAKITANGA TANGATA WHENUA**

21. Gisborne District Council and Te Aitanga a Māhaki, through its nominated entity Toitu Tairāwhiti Housing Limited (**TTHL**), have been allocated the fund to assist owners to elevate their Dwellings. TTHL is a combined Tairāwhiti iwi owned company (Ngāti Porou, Te Aitanga a Māhaki, Rongowhakaata, and Ngai Tāmanuhiri) and will have a separate funding agreement with the Government.
22. Te Aitanga a Māhaki have been involved through the development of this Policy. Te Aitanga a Māhaki have agreed to separately manage 32 dwellings and will manage this outside of the Elevate Tairāwhiti Policy.

## **COMMUNITY ENGAGEMENT - TŪTAKITANGA HAPORI**

23. Gisborne District Council and Te Aitanga a Māhaki, held joint community hui for Category 2P and 2A property owners that were likely to be eligible for the Elevate Tairāwhiti Policy in November/December 2023. Hui were held in Te Karaka, at Council (including Online) and for the Fergusson Drive Residents. At the hui the draft policy elements were presented, questions and feedback was captured.
24. Following the hui a survey was sent to all invited property owners inviting them to participate in a feedback survey. This feedback was used to help inform the final version of the Policy.
25. Subsequent progress updates on policy development have been sent to property owners identified as FOSAL Category 2P Lifting.
26. Following adoption of the policy we will continue ongoing engagement with eligible property owners through in person meetings, newsletters and email updates.

## **CLIMATE CHANGE – Impacts / Implications - NGĀ REREKĒTANGA ĀHUARANGI – ngā whakaaweawe / ngā ritenga**

27. The Policy provides one part of a methodology for managing risk arising from major natural hazard events. These hazard events are predicted to get more severe and more frequent over time. Elevating Category 2P dwellings to an appropriate level above expected future flood levels helps manage future risk to these people.

## **CONSIDERATIONS - HEI WHAKAARO**

### **Financial/Budget**

28. The total funds for the Policy will be managed out of the money allocated by Central Government.
29. The funding provided by Central Government is a capped amount. There is no flexibility from within Council funds to extend the fund if it is insufficient to successfully elevate all eligible dwellings. As part of this work, property owners may be required to fund some of this work. At this stage, any additional costs identified as part of stage one and two assessments will be the responsibility of the property owner.
30. If through this process current Category 2P properties are reassessed, via the objections process or other circumstances, as Category 3, there may be requirements for Council to include these properties within the Category 3 Voluntary Property and Residential Rights Purchases Policy.

### **Legal**

31. Like any policy of Council, there is potential for the settings or entire policy to be challenged. Section 77 –79 of the Local Government Act set out the decision-making requirements for Council, such as identifying all reasonably practicable options, and consideration of the views of affected persons.
32. There were limited options available with regard to the policy settings – the key considerations are discussed in this report.

33. Council may be able to sufficiently address concerns from affected parties through its discretionary powers under the Local Government Act, and Special Circumstances of the Policy.

## **POLICY and PLANNING IMPLICATIONS - KAUPAPA HERE me ngā RITENGA WHAKAMAHERE**

34. Council has a role in terms of natural hazard identification and management under several pieces of legislation. In summary, this encompasses:
- a. Research into natural hazards in the region.
  - b. Providing information and raising awareness and understanding of natural hazards.
  - c. Community level natural hazard interventions such as stop-banks or land drainage schemes.
  - d. Developing Group civil defence emergency management plans.
  - e. Controlling the use of land to avoid or mitigate natural hazards – for example planning overlays, policies and rules in the Tairāwhiti Resource Management Plan.
  - f. Asset management – managing our infrastructure to ensure its resilient to natural hazard events.
35. Under normal circumstances, Council does not fund private property interventions to manage natural hazard risk. In this instance, funding has been made available by central government to support private property owners, which has necessitated development of a stand-alone policy for the distribution of that funding. The Policy does not sit within any existing planning or policy framework of Council.

## **RISKS - NGĀ TŪRARU**

36. **Reputation:** There is some concern about the time taken between the event, and the fund being available for eligible property owners. There is a balance between moving quickly, and ensuring the Policy, and how it is operationalised, achieves the greatest outcomes for the community and ensures the fund is maximised safely and appropriately. This can be partially mitigated by ensuring regular updates are provided to the community, and adequate resource is available from across the Council to manage and deliver aspects of this work as a priority.
37. **Financial:** The fund provided by Central Government is a capped amount, with no additional funds available from within Council to supplement any work. There is some risk that the complexity of works required will exceed the available fund. Detailed analysis has been undertaken within Council as part of the development of options to ensure end to end costs are understood. A robust procurement process will help ensure Council can manage costs via suitable providers to manage and deliver this work.



38. Alongside the above risk, property owners may be required, in some circumstances, to fund aspects of physical works required – either within the Policy but where costs exceed the cap, or where works are required that fall outside of the scope of the Policy. This risk is partially mitigated with the special circumstances clause in the Policy, and ability for Council to review the Policy at any time.
39. **Precedent:** There is a risk that the availability of the funding and development of a policy to allocate the funding creates the expectation that Council and/or central government will fund future property level interventions to manage natural hazard risk. This will be mitigated by using clear and consistent messaging.
40. **Delivery:** There is a risk that the Policy is too inflexible or too complex in its application. This risk is reduced with the special circumstances clause in the Policy, and ability for Council to review the Policy at any time.

#### NEXT STEPS - NGĀ MAHI E WHAI AKE

Date	Action/Milestone	Comments
In progress	Development of guidelines, communication collateral and supporting material.	

#### ATTACHMENTS - NGĀ TĀPIRITANGA

- Attachment 1 - Cat 2P Elevating Tairāwhiti Policy [24-69.1 - 8 pages]

## CATEGORY 2P: ELEVATING TAIRĀWHITI POLICY

### INTRODUCTION

Funding has been approved by Government for Gisborne District Council (**Council**) to assist recovery and improve future resilience to natural hazards for Category 2P and 2C properties. Specifically, funding of \$15m has been granted for elevating Dwellings that were flooded in Tairāwhiti during the North Island Severe Weather Events in 2023.

Council will administer the majority of this fund, which will be used to assist Owners to elevate their Dwellings. The remainder will be administered by Te Aitanga a Māhaki.

All work referred to under this policy is subject to funding availability.

### Who does this policy apply to?

This policy applies to Owners with a residential Dwelling on a property that has been categorised as Category 2P and the Dwelling was impacted by flooding in the North Island Severe Weather Events.

At the time the policy was developed there were approximately 175 properties that fit these criteria; however, these numbers may change as further assessments are conducted and categorisations are finalised.

### How will future flood risk be effectively mitigated?

As storm magnitudes and sea levels increase with climate change, as well as increasing riverbed and river berm sedimentation and aggradation trends, the height of flood waters is anticipated to increase over time. Dwellings in low-lying areas may be flooded more often and to a greater extent than previously experienced.

The risk of flooding can be mitigated by elevating Dwellings above the Cyclone Gabrielle water levels and adding a minimum 500mm freeboard component. Freeboard is the term given for an allowance in floor levels above the modelled flood level – in this instance the lower level (measured from the finished floor level) must be a minimum of 500mm above the designated flood level.

Elevating Dwellings by lifting or relocating to higher ground directly mitigates flood-related risks, reducing risk to life and potential damage to property and infrastructure. This leads to minimised financial losses for homeowners, insurance companies, and the government, resulting in a more resilient community.

### Is funding available?

Capped funding, as detailed in this policy, will be made available to eligible Owners for the purpose of undertaking necessary property level interventions, namely elevating a residential Dwelling by lifting or relocating on-site with a design that meets new minimum floor levels, appropriate engineering standards and consenting requirements.

Funding is also available in the following circumstances:

1. Where the Dwelling will be replaced or relocated on-site, provided that the Dwelling meets the new minimum floor levels;
2. Where the property has been through a sale and purchase process following the North Island Severe Weather Events;
3. For insured and uninsured properties.

Please note that this is a voluntary process, and impacted Owners will be able to decide whether they wish to apply for funding and complete necessary property level interventions.

**Who will complete the works?**

Council has established a Category 2 Recovery Programme Office. This team will be responsible for assessing and approving applications and providing agreed funding to an approved Service Provider.

Council is intending to approve one or more Service Providers that are capable of being engaged by any eligible Owner, to project manage all aspects of the approved works undertaken in relation to the Dwelling. This will ensure efficient and effective use of the limited funding available.

The same Service Provider may manage both Stage 1 and Stage 2.

The Service Providers will:

1. Manage all aspects of the feasibility assessment through Stage 1, including Geotech assessment, design and any other requirements to complete the feasibility report and cost assessment;
2. Manage all aspects of the physical works through Stage 2, including managing all trades required to complete physical works covered by the Policy; and
3. Be the direct point of contact with the Owner in relation to all aspects of Stage 1 assessment and Stage 2 physical works.

The Service Provider will ensure the Stage 1 report will be prepared by a suitably qualified person e.g. a Licensed Building Practitioner (LBP) and/or aCPEng or PEngGeol geotechnical professional. This would include confirmation of the ability to receive relevant consenting

The Service Provider will not be responsible for approval of any funding required. Council will pay Service Providers directly for works completed within the scope of the Policy.

**OBJECTIVES OF THE POLICY**

The primary objectives of this policy are:

1. To reduce the risk to life of people living in Dwellings that were impacted by flooding as a result of the North Island Severe Weather Events in 2023;
2. To increase the likelihood of Owners obtaining insurance on their Dwellings for future flood events of a scale like Cyclone Gabrielle; and
3. To maximise the number of Owners that can receive funding for property level interventions that are effective in mitigating future flood risk.

## STAGE 1: INVESTIGATION AND FEASIBILITY

At Stage 1, funding is provided for investigation into the feasibility of property level interventions, specifically lifting or relocating a Dwelling on a property classified as Category 2P.

If the property level intervention is considered to be practical and feasible, the Owner may progress to Stage 2: Physical Works Stage.

### Eligibility criteria

In determining eligibility for funding under Stage 1, the applicant must satisfy the following considerations:

1. Council has advised the Owner in writing that their property is provisionally or confirmed Category 2P; and
2. There is a Dwelling on the property that has been classified as Category 2P and that Dwelling was impacted by flooding in the North Island Severe Weather Events in 2023.

An Owner can lodge more than one application where there are multiple Dwellings on their property. Each Dwelling will be assessed on its own merits and funding applied where the eligibility criteria is satisfied on each Dwelling.

### Funding

Up to \$5,500 plus GST per residential Dwelling is available under Stage 1 for investigation and feasibility assessments.

It is a condition of funding that Owners engage with Council's Recovery Programme Office to undertake the services. If an Owner wishes to utilise the services of an alternate Service Provider, then approval must be sought by Council.

Council considers it unlikely that the costs of investigation and feasibility assessments will exceed the Stage 1 funding cap. In the rare circumstance that the funding cap is exceeded, Owners may apply for additional funding under the Special Circumstances clause of this policy.

### Process steps

1.	The Owner, or their authorised agent, applies to Council for funding for an investigation and feasibility assessment.
2.	Council confirms the Owner satisfies the Stage 1 eligibility criteria and accepts the application.
3.	Council will appoint a Service Provider to undertake the investigation and feasibility assessment through Council's Recovery Programme Office.
4.	The Service Provider conducts investigation and provides a report on whether necessary property level interventions are practical and feasible.
5.	Where additional works not covered by this policy are required to make the Dwelling habitable based on requirements of New Zealand Building legislation, the Owner must provide assurance that these works will be personally funded and completed in line with the timeframes set out under this policy. The Owner will be requested to provide this assurance in a written form that will be provided by Council.

6.	If a practical and feasible solution is identified, the Owner may progress to Stage 2.
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### Timeframes

Applications must be lodged **within 6 months** from notification of Stage 1 being opened. Owners with property categorised as Category 2P will be notified in writing when the Stage 1 process opens.

Council may extend any of the timeframes at their discretion.

### STAGE 2: PHYSICAL WORKS STAGE

If the property level interventions are determined to be practical and feasible, the Owner may progress to Stage 2: Physical Works.

#### Eligibility Criteria

A Service Provider engaged under Stage 1 has provided a report which confirms it is practical and feasible for the Dwelling to be elevated and capable of meeting minimum floor level that is equal to or above Cyclone Gabrielle flood level (+500mm freeboard).

#### Funding

Up to \$74,214 plus GST per Dwelling is available under Stage 2 for necessary property level interventions. This includes project management costs.

The funding may be used towards the following:

1. Design and consenting:
  - a) Building consent application fees;
  - b) Design costs, resource consent fees and application costs - where necessary, e.g. if new height exceeds standards in the Tairāwhiti Resource Management Plan;
  - c) Geotechnical and structural engineering advice costs; and
  - d) Architect or Planner costs.
  
2. Labour and material:
  - a) New and extended foundations (including earthworks);
  - b) External stairs, landing and ramps necessary to enable access to the Dwelling;
  - c) Connecting services: to the extent necessary to enable connection to the elevated Dwelling, specifically includes extension of power, telecommunications, stormwater, wastewater and freshwater services;
  - d) Internal remediation (e.g. plastering and repainting work associated with any house lifting damage);
  - e) Reinstatement of existing underfloor insulation;
  - f) Safety fencing and scaffolding costs directly attributable to lifting;
  - g) Demolition and associated building material removal costs directly attributable to lifting process (e.g., basement demolition, waste disposal costs, site preparation for house lifters); and
  - h) Site remediation & asbestos removal where directly associated with the Dwelling.

The Owner will be responsible for funding any work outside of this policy, including any work exceeding the payment cap under this policy and work required under the resource consent. The Owner will be required to provide assurance that they have the means to fund works over the capped amount to ensure the Dwelling is fully completed and is safely able to be lived in.

Funding cannot be used for any of the following:

- a) Costs covered by Insurance Proceeds;
- b) Costs not directly related to the property level interventions;
- c) Temporary alternative accommodation costs;
- d) New or replacement wastewater systems;
- e) New or replacement stormwater detention systems;
- f) New or replacement power systems (e.g. solar panels) and telecommunication systems;
- g) New building extensions, internal alterations, new decks (replacement only);
- h) New insulation (note EECA funding for free insulation may be available: <https://www.eeca.govt.nz/co-funding/insulation-and-heater-grants/warmer-kiwi-homes-programme/check-eligibility/>);
- i) External painting;
- j) Demolition costs;
- k) Silt removal; and
- l) Site drainage or flood protection works not directly associated with elevating the Dwelling.

### Process steps

1.	The Owner, or their authorised agent, applies to Council for Stage 2 funding under this policy.
2.	Council confirms the Owner satisfies the Stage 2 eligibility criteria and approves the application.
3.	Council will appoint a Service Provider to undertake the physical works through Council's Recovery Programme Office.
4.	The Owner enters into a contract with the Service Provider who will project manage the physical works.
5.	Council sequences the works.  While Council are aiming to provide all eligible Owners with funding, works will be sequenced taking into consideration whether: <ul style="list-style-type: none"> <li>a) The residents are currently unable to reside at the Dwelling;</li> <li>b) There are vulnerable people residing at the property such as elderly, families with young children, people with medical requirements or mental or physical disabilities;</li> <li>c) Any efficiencies can be achieved by sequencing certain properties at the same time based on factors such as geographical location, nature of works, allocated Service Provider and availability and capacity of Service Provider.</li> </ul>
6.	Works commence.
7.	Council monitor progress.
8.	Works will be completed by March 2026 and code of compliance certificates issued.



9.	Upon satisfactory completion of the works, the property will move from Category 2P to Category 1.
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### Timeframes

Applications must be **lodged within 2 months** from confirmation of feasibility under Stage 1. **No new applications will be considered after 31 March 2025.**

A condition of the funding from the Government to Council, is that physical works must be completed by March 2026.

Council expects that physical works will be completed within 8 weeks of commencement of the physical works, including the necessary compliance steps.

Council may extend any of the timeframes at their discretion.

### SPECIAL CIRCUMSTANCES

At the request of an Owner, a departure from this policy may be considered at the absolute discretion of the Chief Executive of Council. Any decision to depart from this policy, which could include providing for a different process or outcome, will have regard to:

1. The overarching objectives of this policy;
2. The reasons, extent of departure and implications of any departure from the policy; and
3. Whether any departure involves any increased costs to the Council.

Examples of where special circumstances may apply are:

1. Approved works were undertaken on a Dwelling by Service Providers other than Council's Programme Office prior to this policy taking effect;
2. The Owner wishes to engage their own contractors to undertake works approved under this Policy;
3. A residential Dwelling was removed or demolished because of damage from the North Island Severe Weather Events, and the Dwelling was or is to be rebuilt on the same section;
4. Costs significantly exceed the funding available, in which case Owners may apply for additional funding. Requests for additional funding will be assessed when received to determine eligibility under this policy; however, additional funding will not be distributed until after 31 March 2025 and will be subject to funds remaining.

Any decision to depart from this policy in any way will be recorded in writing, with reasons.

### REVIEW PROCESSES

If an Owner believes that the policy is not being applied correctly or in accordance with the policy objectives, they may request a review of their case by the Council's Chief Executive or their delegate.

The review will be carried out within four weeks of receipt of a written request and the outcome of the review will be communicated to the Owner.

In all other respects, because the policy is voluntary, there is no appeal process provided under the policy.

#### **POLICY REVIEW DATE**

The policy will be reviewed by Council on or before 30 June 2025, including as to whether it should continue to apply. If the policy has not been reviewed by that time it will continue to apply.

*Note: Te Aitanga a Māhaki will adopt a separate policy form Council and will administer their portion of the \$15 million government funding for elevating Dwellings that were flooded in Tairāwhiti during the NIWE.*

## DEFINITIONS

**Dwelling** means a building, or part of a building (including decks, patios and pergolas) that was, as at 12 February 2023, lawfully established, and was self-contained with the facilities necessary for day-to-day living on an indefinite basis (including somewhere to cook, sleep, live, wash, and use a toilet) and was or could be used by 1 or more persons to live in as their home.

For clarity, a “residential dwelling” does not include:

- garages or sheds;
- fixed caravans or vehicles used for residential or non-residential purposes;
- rural buildings;
- residential ancillary buildings;
- commercial buildings;
- wastewater systems;
- water supply tanks; and
- stormwater detention tanks.

Additionally, this policy does not apply to properties where:

- a s.124 demolition order has been issued; or
- the residential dwelling has been removed and no replacement is intended.

**FOSAL** means the Future of Severely Affected Land. Following the devastating impact of Cyclone Gabrielle, the Government announced a system of land categorisations to deal with the risks from future severe weather events on affected properties; the Future of Severely Affected Land (FOSAL) framework.

FOSAL Categorisations:

1. Category 2A - Significant further assessment is required to assess a property as well as engagement with property owner.
2. Category 2P - Property level interventions are needed to manage future severe weather event risk, possibly in tandem with community level interventions.
3. Category 2C - Community level interventions are needed for managing future severe weather risk events.

**Insurance proceeds** includes any sums paid or to be paid to the Owner or their mortgagee related to the elevation, repair or replacement of the Dwelling by an insurer, and includes any such relevant payments under the Earthquake Commission Act 1993.

**North Island Severe Weather Events** refers to the Cyclone Hale, Cyclone Gabrielle and Auckland Anniversary severe weather events in 2023 which are collectively referred to as the North Island Severe Weather Events or NISWE.

**Owner** means the legal owner of the Residential Property on which one or more Dwelling(s) was located as at 12 February 2023.

**Service Provider** means a contractor approved and selected by Council that is capable of being engaged by an eligible Owner to project manage all aspects of the approved works undertaken in relation to the Dwelling.

## 11. Reports of the Chief Executive and Staff for INFORMATION



Te Kaunihera o Te Tairāwhiti  
**GISBORNE**  
DISTRICT COUNCIL

24-28

**Title:** 24-28 Chief Executive Activity Report March 2024  
**Section:** Chief Executive's Office  
**Prepared by:** Joy Benioni - Planning & Performance Advisor  
**Meeting Date:** Thursday 14 March 2024

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Legal: No

Financial: Yes

Significance: **Low**

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### Report to COUNCIL/TE KAUNIHERA for information

#### PURPOSE - TE TAKE

The purpose of this report is to provide elected members with an update on Council activities from 1 November 2023 to 29 February 2024.

#### SUMMARY - HE WHAKARĀPOPOTOTANGA

The decisions or matters in this report are considered to be of **Low** significance in accordance with the Council's Significance and Engagement Policy.

#### RECOMMENDATIONS - NGĀ TŪTOHUNGA

**That the Council/Te Kaunihera:**

1. **Notes the contents of this report.**

*Authorised by:*

**Nedine Thatcher Swann - Chief Executive**

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**Keywords:** chief executive activity report

#### ATTACHMENTS - NGĀ TĀPIRITANGA

1. Attachment 1 - CE Report Mar 24 Final Web [**24-28.1** - 39 pages]



# Te rīpoata a te tumu whakarae Chief executive's report March 2024





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# He kupu whakataki na te tumu whakarae

## Introduction from the chief executive

### **Tēnā koutou katoa,**

This report provides high-level updates on Council activities from 1 November 2023 to 29 February 2024 and provides elected members with an opportunity to discuss progress.

We remain committed to the recovery work we started last year and continue to work on future proofing our region. Cyclone Gabrielle exposed our region's vulnerabilities from three waters to roading, flood protection and waste management. We are aiming to get our region back on its feet and we are proposing a Three-Year plan that will outline our 2024-27 budgets and our plan to maintain essential services while building back stronger.

Government started work on its new Local Water Done Well programme (LWDW) that recognises the importance of local decision-making and flexibility for communities and councils to decide how their water services will be delivered in the future, while keeping a strong emphasis on water quality and infrastructure investment. The first stage of work to repeal the existing legislation was completed in February. This programme will look to ensure council's control and deliver wastewater, stormwater and drinking water to Tairāwhiti, but with a stronger Central Government oversight, stricter rules for water quality, and for investment in infrastructure.

We're proud of the progress our civil defence team are making in partnership with Toitu Tairāwhiti and Te Puni Kokiri ensuring our remote communities are better prepared to respond to a catastrophic event, with 19 communities across the region receiving specialist emergency equipment as part of the Tairāwhiti Marae Emergency Preparedness and Resilience Project. This equipment will enable them to start a community-led response if they're cut off after a catastrophic event.

Recovery work is still a huge part of our work and we are still focused on addressing Woody Debris. To date we have cleared 10% of the 1.9 million tonnes to be removed from waterways with a further review of the catchments plan is taking place to confirm this value. We have confirmed our approach and the key considerations that will guide our work plan we look forward to implementing.

Our region still requires significant investment while balancing recovery work and the needs and aspirations of the community. The road to recovery stays at the forefront of our immediate work, which includes restoring and maintaining our road network, supporting the future planning for our region and continuing to support our severely impacted communities across the region.

### **Ngā mihinui**

**Nedine Thatcher Swann**





# Ngā rangitaki kāwanatanga

## Central Government updates

### THREE WATERS REFORM

In December 2023, the new national-led government announced its intention to repeal the earlier government's Three Waters legislation. A repeal bill will be introduced in February 2024 including options to support local authorities with long-term planning.

#### Update

- Government has started work on its new [Local Water Done Well programme \(LWDW\)](#) that recognises the importance of local decision-making and flexibility for communities and councils to decide how their water services will be delivered in the future, while keeping a strong emphasis on water quality and infrastructure investment.
- The first stage of work on this, to repeal the existing legislation, was completed in February with the passing of the Water Services Act Repeal Bill under urgency. This Bill gives some options for councils to use to help with re-integrating Three Waters information into their Long Term Plans at this late stage in the LTP process. Council is preparing a three-year recovery plan instead of an LTP, these provisions are not necessary for us.
- The rest of the LWDW programme will be implemented through two sets of legislation. The first piece of legislation, to be enacted by mid-2024, will establish the framework for the new three waters management system and will include a requirement for councils to prepare a water services delivery plan within 12 months that outlines their future service delivery arrangements. The second piece of legislation, to be enacted by mid-2025, will establish the more detailed settings for the new regime including a range of structural and financing tools and the regulatory regime.
- While the focus will be on local water services delivery, there's likely still more change needed if we're to meet government's standards for water quality and infrastructure investment. Officers are preparing a detailed water services issues paper to inform Council deliberations on the next steps.
- The National Transition Unit (NTU) within the Department of Internal Affairs will be disestablished by March 2024. Staff are working with the NTU to ensure information and learnings that have been gained over the past two years are available to local authorities.

### FUTURE FOR LOCAL GOVERNMENT REVIEW

The Review into the Future for Local Government is an opportunity to create a new system of local governance and democracy that will effectively respond to a changing Aotearoa New Zealand and create conditions for communities to thrive.

In June 2023, the Future for Local Government Review Panel released its final report '[He piki tūrangā, he piki kōkutu](#)' highlighting the following five key high-level recommendations:

- embedding Local Government's wellbeing purpose and wellbeing focus
- growing authentic Te Tiriti based partnerships – explicit recognition of Local Government as a partner
- system renewal – Council-led reorganisation of Local Government and establishment of dedicated entities to support this
- strengthening local democracy and leadership – including initiatives such as extending the term for local elections, increasing the voting age, Te Tiriti based appointments and Single Transferable Vote (STV) as method for elections
- increasing funding – greater Central Government contribution.

#### Update

In June 2023, Local Government New Zealand (LGNZ) started a programme of work aimed at producing a consensus position amongst local authorities on the Future for Local Government and a unified position on the Panel's report. The aim was for the sector through LGNZ, to use this as a platform to lobby the new Government to transform the Local Government sector.



There is sufficient consensus reached to produce a Future for Local Government Consensus Outcome Paper for members that will set out the big-picture leadership position members have landed on through the consensus-building process. How, when and in what order, the sector advocates to the Government are the next part of the process.

### **EMERGENCY MANAGEMENT 'TRIFECTA' PROGRAMME**

The Trifecta Programme looks to build a modern, inclusive, fit-for-purpose and enduring framework for the emergency management system in Aotearoa/New Zealand.

The Trifecta Programme brings together:

- new emergency management legislation with clarity around powers and functions, new roles for iwi and greater Central Government powers
- a review of the National Civil Defence Emergency Management Plan and accompanying guidance to clarify operations before, during and after an emergency
- a new roadmap for the National Disaster Resilience Strategy so it can be actioned.

The emergency management framework in Aotearoa/New Zealand has been under review for several years and successive ministers have evolved the review programme.

The Emergency Management Bill had its first reading in the House on 28 June 2023. This Bill would repeal and replace the now 20-year-old Civil Defence Emergency Management Act 2002. The Bill was not designed as a fundamental transformation of the emergency management system. Instead, it reinforces the importance of a locally led approach and makes some practical improvements to ensure the system is best placed for the future.

#### **Update**

Gisborne District Council made a submission on the Bill in November 2023.

In January 2024, the Select Committee timeframe to report back to the House on the Bill was extended from March to December 2024. The extension will allow the new Government to make changes to the Bill to reflect its new policy direction and to respond to the report on the Government Inquiry into the North Island Severe Weather Events (which is due by 26 March 2024).

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### **RESOURCE MANAGEMENT REFORM**

On 29 November 2023, the newly formed Coalition Government unveiled its 100-day plan, which included the repeal of both the Natural and Built Environment Act (NBEA) and the Spatial Planning Act (SPA), which were intended to replace the Resource Management Act. Both new Acts were repealed on 20 December 2023, three months after they came into effect.

The Minister Responsible for RMA Reform, Hon Chris Bishop, wrote to Council at the end of January 2024 advising of the Government's plans to develop fast-track consenting legislation and changes to the National Policy Statement for Freshwater Management 2020. As part of the NBEA and SPA repeal Bill, the statutory deadline for notifying freshwater planning instruments to was extended to 31 December 2027 to allow time to replace and implement a new National Policy Statement for Freshwater Management.

#### **Fast-track consenting**

This will be a stand-alone Act with its own purpose. It will prioritise locally, regionally and nationally significant infrastructure and development projects. The proposed Bill will set out a 'one-stop shop' process for approvals under a range of legislation, including the RMA.

The Bill is intended to make it easier to consent new infrastructure including renewable energy, allow farmers to farm, support building more houses, and enable aquaculture and other primary industries. It will also include specific protections for Treaty settlements and other Treaty-related arrangements and commitments.

There will be a process for the responsible minister to refer projects for acceptance into the fast-track process, and the bill will include a list of projects that will be first to have their approvals granted. Referred projects will go to an Expert Panel, which will have limited ability to decline a project once referred and will apply any necessary conditions to ensure adverse effects of the project are managed.

The bill is likely to be introduced to Parliament in early March 2024. A select committee process will follow.



### National Policy Statement Freshwater Management (NPS-FM)

The Hon Chris Bishop has advised that Government intends to review and replace the National Policy Statement for Freshwater Management 2020 (NPS-FM) in this term of Government.

In the interim, changes to the RMA will be introduced in an amendment bill later this year which will change the application of the hierarchy of obligations contained in the Te Mana o te Wai provisions of the NPS-FM during consenting processes. The intent is to clarify that consent applicants do not have to show how their individual activity adheres to the hierarchy.

The TRMP timeframes and planning schedules have been adjusted to reflect the Coalition Government's relaxed timeframes. Staff will keep Council updated when more information is released about the NPS-FM replacement and Te Mana o te Wai amendments. Council is committed in developing the regional freshwater and catchment-level provisions that meet statutory requirements and the aspirations of our Treaty partners and our community.

### OTHER NATIONAL DIRECTION INSTRUMENTS

NATIONAL DIRECTION INSTRUMENT	LEAD AGENCY	COMMENT	STATUS
National Policy Statement for Highly Productive Land (NPS-HPL)	Ministry for the Environment (MfE) and the Ministry for Primary Industries (MPI)	Changes to the NPS-HPL proposed to provide a clear consent pathway for: 1. construction of new specified infrastructure on highly productive land (HPL). 2. developing and moving intensive indoor primary production and greenhouses on HPL.	Feedback was looked for on the potential amendments to the NPS-HPL. Submissions closed on 31 October 2023. Council made a submission to the proposal.
Proposed National Policy Statement on Natural Hazard decision-making	MfE	Directs how decision-makers consider natural hazard risk in planning decisions relating to new development under the Resource Management Act 1991	Submissions closed on 20 November 2023.
National environmental standards for commercial forestry (NES-CF)	MfE and MPI	Changes were made to the earlier NES-Plantation forestry following consultation in 2022. The changes give councils more power to decide where new forests are located, and the regulations now apply to both plantation forestry and exotic continuous-cover forests (carbon forests) that are deliberately established for commercial purposes.	Came into force on 3 November 2023. New activities need to follow the NES-CF.



NATIONAL DIRECTION INSTRUMENT	LEAD AGENCY	COMMENT	STATUS
Freshwater Farm Plan regulations	MfE supported by MPI	Freshwater farm plans are one of the new rules and regulations announced in 2018 to stop further degradation of Aotearoa's freshwater resources and improve water quality.	<p>The Coalition Government has signalled their intention to improve freshwater farm plans to make sure they're cost effective and pragmatic for farmers.</p> <p>Officials recommend continuing to prepare for the implementation of freshwater farm plan regulations with a 'light touch' until clarity is received on changes.</p>
National environmental standards for sources of human drinking water 2007 - amendments	MfE	<p>Initial consultation in 2022. Proposals recently updated:</p> <p>Retain Proposal 1: Map three categories of source water risk management area (SWRMA).</p> <p>Amend Proposal 2: To keep the existing protections of the NES-DW and introduce controls for specific high-risk activities.</p> <p>Remove Proposal 3: Extend the protections of the NES-DW to smaller registered drinking water supplies.</p>	<p>Work to progress changes to the NES-DW has been extended.</p> <p>The guidelines to support mapping Source Water Risk Management Areas are now available. The mapping guidance will apply to both the existing NES-DW and any updated version.</p>
<p>Consenting improvements for renewable electricity generation and transmission.</p> <p>Changes to existing national direction and new National Environmental Standards for Renewable Electricity Generation</p>	MBIE and MfE	<p>A suite of changes proposed to:</p> <p>Provide more enabling policy direction for renewable electricity generation and electricity transmission projects to significantly increase generation output to support New Zealand's emissions reduction targets and renewable electricity goals.</p> <p>Better manage competing interests with other RMA matters through nationally consistent consenting pathways.</p> <p>Support Māori interests and incorporating the principles of te Tiriti o Waitangi.</p> <p>Support small and community-scale generation.</p>	Submissions closed on 1 June 2023.





# Ngā mahere kaunihera me ngā kaupapa rangitaki

## Council plans and policy updates

### CLIMATE CHANGE

Human activities resulting in greenhouse gas (GHG) emissions continue to cause warmer temperatures and change weather patterns globally. Tairāwhiti has been affected by adverse natural events, floods and landslides, which could now be more frequent and worsened by climate change. We need detailed plans to reduce emissions and adapt to the climate change impacts that are already locked in. While these plans could be detailed, we also need a simple [roadmap](#) that gives us and the community an overview of our planned actions and timeframes for climate change response.

#### Change in Government approach to addressing climate change

The incoming Government has signalled a different approach to achieving New Zealand's climate change targets. The implications for existing Government plans and policies currently in development will become clearer in the coming months.

#### Work Programme Updates

##### TAIRĀWHITI CLIMATE CHANGE RISK ASSESSMENT (TCCRA)

The risk identification stage is complete, resulting in an extensive list of climate change risks for our region. Staff are scoping the next phase which is a detailed assessment to rank climate change risks. This will ensure we have the right information to support adaptation planning.

##### ORGANISATIONAL EMISSIONS REDUCTION PLAN (ERP)

Staff are assessing the scope and priority of the actions in the draft ERP considering Cyclone Gabrielle. Options for progressing this will be presented to Council for consideration in due course.

### REGIONAL SPEED MANAGEMENT PLAN

Changes to the speed limit Bylaw aligns Council with the [Road to Zero](#) strategy that has set targets for all councils, that 40% of schools are to have Safe and Appropriate Speeds (SAAS) in place by 2024.

#### ISMP (INTERIM SPEED MANAGEMENT PLAN)

The [Updated Tairāwhiti Speed Limits Bylaw 2013](#) approved by Council in August last year has been submitted to Waka Kotahi and certified as the [Interim Speed Management Plan](#) (ISMP) for local roads in our district.

#### Updates

Stage 1 implementation of the ISMP has seen new speed limits rolled out across the region around schools and in townships. Updates are kept on our website [Amendments to speed limits bylaw | Participate \(gdc.govt.nz\)](#). So far speed reductions have included 15 schools, eight townships and 17 marae.

The new government has amended the rules for council to have all targets/deadlines for Speed Management Plans from being mandatory to being discretionary Setting [of Speed Limits Amendment 2023 \(nzta.govt.nz\)](#)

#### What next?

Work continues on Stage 2 planning for implementation of the remaining changes approved under the ISMP which will achieve the 40% target for schools which is no longer mandatory.

#### STATE HIGHWAY INTERIM SPEED MANAGEMENT

The State Highway Interim Speed Management Plan has been out for consultation and council staff have submitted on this to help in aligning ISMPs for state highways and local roads. Once certified the interim plan for State Highways includes timeframes for speed limit implementation between 2023-27.

#### What next?

Waka Kotahi/NZTA is still awaiting the outcome of their Interim State Highway Speed Management Plan (ISHSMP) that has been submitted. View [the ISHSMP consultation draft](#).



# Ngā pūrongo whakamaru tūmatanui Emergency Management updates

## SPECIALIST EMERGENCY EQUIPMENT FOR COMMUNITIES

Nineteen communities across the region will soon be equipped with [specialist emergency equipment](#) - including water treatment units that can treat both saltwater or compromised water sources, mass first aid kits and hybrid solar energy units among other things. This equipment will enable them to start a community-led response if they're cut off after a catastrophic event (Hikurangi Magnitude 9 earthquake and tsunami). Initiated and led by Tairāwhiti Emergency Management (TEMO) on behalf of Toitu Tairāwhiti, the project has attracted national attention and will form the basis for rollout into other regions which is being led by Te Puni Kokiri partnering with iwi and Emergency Management.

### Emergency Equipment Display

On December 1-2 the public, along with Minister Mark Mitchell (Minister for Emergency Management), local MPs, Government agency representatives and civil defence stakeholders had a chance to see firsthand an operational display displaying the equipment that is being deployed as part of the Tairāwhiti Marae Emergency Preparedness and Resilience Project. The display was a chance to view the specialist equipment developed which will be deployed to remote communities in critical risk zones from flooding or tsunami.



## TAIRĀWHITI CIVIL DEFENCE GROUP PLAN

The development of the Tairāwhiti CDEM Group Plan will be developed in 2024. The project planning will set out the consultation process and feedback from the community and stakeholders which will be developed to update and replace the existing plan.

## FOCUS FOR 2024

The past three years Te Tairāwhiti has seen high number of adverse weather events and cyclones. The toll on the region has been significant and it is expected that the change to the El Nino weather pattern will see an improved outlook. The main focus for the emergency management team is to reinstate training across the region and to develop and enhance processes and procedures as part of readiness.



# Ngā Te Whakarauoranga o Te Tairāwhiti

## Tairāwhiti regional recovery

Te Tairāwhiti experienced widespread damage following Cyclone Gabrielle. Our road network was broken, bridges were damaged or completely swept away, houses and businesses were inundated with water and silt, our main town's water supply was extensively damaged and whole communities were isolated for extended periods. A safe, protected and connected Te Tairāwhiti began with Council's immediate [recovery response](#) after Cyclone Gabrielle, fixing damaged infrastructure.

### FUTURE OF SEVERELY AFFECTED LAND (FOSAL) PROGRAMME

Council is working with Central Government to implement the [Future of Severely Affected Land \(FOSAL\)](#) framework. This includes buying properties classified as Category 3. Category 3 properties are those subject to ongoing risks from the Cyclone Gabrielle event that cannot be mitigated through interventions, and residential use presents an unacceptable threat to life.

#### Update

- Commercial Silt – Notification of additional funding from Government to enable payment for Tranche 3 applications has been approved.
- Category 3 Buy Out - Our negotiation team is engaging with the property owners, making considerable progress toward finalising the settlement details for these properties.
- Land categorisation – There are about 10 properties to be classified.
- Elevating Tairāwhiti - The policy applying to distribution of the \$15M house lifting fund has been completed and is on this agenda (Report 24-69). Te Aitanga a Māhaki will manage the lifting of 32 homes and Council will project manage the rest. Separate funding agreements will be made with the Government. A project manager has been appointed to lead this work.

#### What next?

- Commercial Silt – Awaiting advice from Government on when funding is expected to be received by Council and reporting timeframes.
- Category 3 Buy Out – We expect up to 23 Category 3 properties to be settled over the next two months.
- Category 2P - communication will go out to all 2P properties once the policy has been signed off by Government and adopted by Council. A project brief is underway and will be sent to relevant sponsors for endorsement and sign off when completed.

### WOODY DEBRIS

Tairāwhiti was left with a large amount of [woody debris](#) threatening our infrastructure, waterways and our beaches. Woody debris is a regional problem and there is no simple solution. Council will be part of a multi-agency response. There's still a significant amount of debris in our river catchments, so we will continue to experience woody debris on our beaches for some time.

#### Update

- 178,000 tonnes have been cleared from the high-risk areas equating to 10% of the 1.9M tonnes to be removed. A further review of the catchment is taking place to confirm this value.
- Our approach to prioritising the work program has been guided by several key considerations:
- Establishing Priority Catchments: Our top priority is the protection of life, critical infrastructure, property and the community within these catchments.
- Iwi Involvement: We're committed to actively involving the iwi in the decision-making processes and project delivery to promote collaboration and cultural sensitivity.



### What next?

Staff have a forecast to work in these priority areas to the end of March 2024 and are actively working to gain more funding from Central Government.

### ROAD REINSTATEMENT

Landslides, floods and heavy rains caused roads to collapse and bridges to be destroyed. A detailed assessment of our region's 424 bridges revealed that 62 bridges were affected. In addition, erosion affected more than 250 sections of our network. Current estimates show that fully restoring the network could surpass \$425m, with a maximum projected cost of \$725m.

### Updates

Investigations have been completed on all sites. Three temporary access structures, four ford crossings were built and 41 bridges were fully repaired. More than 600 dropouts have been identified as caused by Gabrielle with a further 300 from other weather events.

PROJECT	PRIORITY	RATIONALE	CAPPED \$ VALUE
Red/Orange Bridges (Rebuild)	1	Red/Orange Bridges The bridges require strengthening and are reconnecting communities.	17,500,000
Black Bridges – St. Leger and Gray's Bridges (Replace)	2	Black Bridges Connecting communities that have been cut off and using temporary pathways/fords. Crown funding has been capped	23,000,000
Roadside drainage programme supporting communities	3	Agreed package with iwi that provides greater resilience to communities. Recipient to work with and agree prioritisation with Waka Kotahi prior to commencement of works.	27,000,000
Tiniroto Road	4	Alternate to SH2 (State Highway 2) South. Connects with Wairoa. Includes business case funding.	45,000,000
Slip repairs	5	Various slips – resilience treatment. Recipient to work with and confirm priority list with NZTA prior to commencement of works.	8,500,000

### What next?

The remaining rebuilds and repairs are in the design phase and prioritisation, finding the best options for each site and planning construction will start this year. Designs for 17 bridges are ready for the tendering process at the end of February 2024.



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## FLOOD RESILIENCE

Council has started a comprehensive plan to reinstate, reinforce and improve the flood protection infrastructure, ensuring community safety and protection of property. A major consequence of Cyclone Gabrielle was the reduced channel ability, primarily caused by silt accumulation as well as significant bank erosion and loss of critical flood control structures such as stop banks. Nearly all damaged stop banks have been successfully repaired, with the remaining repairs expected to be fully completed before the end of the year.

### Update

Waipaoa Stopbank project is ahead of schedule. Kirkpatrick Road Raising completion started in early February. Te Karaka Flood Resilience Improvement Project continues to progress.

### What next?

Funding applications to be developed for investigation and modelling work to understand the risks and solutions in urban and rural areas.

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## LAND MANAGEMENT

Our focus is on investigating erosion control methods for highly erodible gullies and slopes, creating a spatial dataset for assessing land treatment needs and finding and implementing programmes for sustainable land use. We've also been able to expand our work on vegetation planting for freshwater and biodiversity restoration, fencing waterways, pest and plant control and fish passage remediation.

### Update

Funding was granted to council from MPI and MfE to expand council's Land Management section to help with Freshwater Farm Planning. Roles have been filled and work is progressing as required with increased ability available to help with assessment of badly eroded forestry land.



# Whakawhānaungatanga Relationships

## CO-GOVERNANCE WITH TANGATA WHENUA

Co-governance discussions with tangata whenua have shifted post Cyclone Gabrielle and the reforms. Three Waters and the Resource Management reform have become the preferred platform for iwi entities to advance discussions with Council. The co-governance steering group conversations from May last year did not progress due to the inability to meet a quorum.

We'll continue to facilitate co-decision-making opportunities with iwi entities. However, several attempts to facilitate membership in the following forums have been unsuccessful in these committees:

- Tairāwhiti Regional Management Plan Review
- Civil Defence and Emergency Management Group

### Update

The Mayor and Chief Executive met with iwi chairs and their chief executives on February 8, 2024. The main purpose of this meeting was to ensure we are connected in our approach leading up to the political summit, and the shared expectations for relationships between iwi entities and council in the future. The point of co-governance was not discussed directly in this hui. Iwi leaders were approached at the end of last year around committee appointments but have not shown a readiness to take part in those forums yet. Instead, a commitment to bi-lateral relationship agreements and board to board (mana to mana) relationships was agreed upon.

The status of those bi-lateral relationships/agreements are as follows

- Ngāti Porou is currently secured through the Joint Management Agreement
- A relationship agreement with Te Aitanga ā Māhaki is close to completion
- A draft relationship agreement that has been sitting with Ngāi Tāmanuhiri for some time will need revisiting
- Council needs to work with Rongowhakaata Iwi Trust to understand the type of relationship and mechanism that would suit that partnership.

The Mayor intends to revisit the co-governance discussions at a time when the foundations for bilateral relationships are created.

Iwi leaders signalled their readiness to set up the Local Leadership Body (LLB) as per the provision for Tūranga iwi in the Ngāi Tāmanuhiri deed of settlement. Council has tried to facilitate LLB establishment in the past. We will await the signal from iwi as to their readiness to reconvene those discussions.

## POTENTIAL JOINT MANAGEMENT AGREEMENT/MOU WITH NGĀ HAPŪ O TOKOMARU ĀKAU

Ngā Hapū o Tokomaru Ākau (NHOTA) claims that land/whenua taken under the Public Works Act for Harbour Board purposes be returned to its rightful successors as it's no longer used for the purposes in which it was taken. Council made an in-principal decision to return the land/whenua to its rightful successors. The rightful successors still need to be established.

NHOTA's counterclaim in the high court against Te Whānau a Ruataupare about the mandate over the marine and coastal area of Tokomaru resulted in a hearing in September 2022 to hear the claims of both groups. The parties are looking to engage in a meditation/hohou I te rongo process to restore the relationship between the applicants and provide a platform for the parties to discuss boundary/customary marine title issues at a later point.

### Update

There has been no change in the status of this discussion. The hapū of Tokomaru are still working through the decision and establishment of a mandated group to progress this kaupapa with Council.





## TE KĀHUI PATU KAIKIRI | ANTI-RACISM WORKING GROUP

In August 2020, Council committed to an anti-racism journey and set up the first-ever anti-racism group – Te Kāhui Patu Kaikiri, meaning the collective/group striking out racism. The aim of the group is to work towards ending racial discrimination in Local Government in Te Tairāwhiti.

In 2022 some of the members of Te Kāhui Patu Kaikiri roopu indicated they did not have the capacity to be part of the roopu any longer. The anti-racism policy audit was the one activity the group unanimously agreed to, with the results from the audit informing:

- training and/or induction for new staff will be built on the learnings from the audit
- policy overlays and changes
- racial disparity in Te Tairāwhiti and the impacts.

### What next?

[Tatai Aho Rau Core Education](#) have been engaged to undertake an anti-racism policy audit review. Their vision is “An equitable and thriving Aotearoa through learning. Tatai Aho Rau Core Education completed an independent review for Internet New Zealand in 2022, this piece of work included a review of their policies.

Work will start in March with the intention to be completed by May.

## WAIAPU KŌKĀ HŪHUA/RESTORING THE WAIAPU CATCHMENT

The Waiapu Kōkā Hūhua is a 100-year restoration programme in the Waiapu catchment with the vision of ‘Ko te mana ko te hauora o te whenua; ko te hauora o ngā awa; ko te hauora o te iwi - Healthy land, healthy rivers, healthy people.’ The Waiapu catchment has the highest suspended sediment yield of any river in Aotearoa/New Zealand and one of the highest in the world.

In 2013 a partnership of Te Rūnanganui o Ngāti Porou, the Ministry of Primary Industries (MPI) and Council signed a memorandum of understanding, committing to working collaboratively with landowners to treat erosion, stop greater physical damage to the catchment and bring social and economic gains to iwi and landowners. A Joint Governance Group (JGG) made up of TRONPnui appointing two people, Council and MPI appointing one each, oversees the programme of improvements.

### Update

Meetings between the partners have been sporadic, based on need, the progress of each respective programme of work and the availability of people to attend hui. More recently there has been a hiatus of meetings as parties to each agreement deal are facing scoping issues and capacity constraints.

### What next?

Executives are due to meet to discuss progress on this initiative and the preferred approach going forward.

## JOINT MANAGEMENT AGREEMENT FORUM (JMAF)

The [Joint Management Agreement \(JMA\) over the Waiapu Catchment](#), enables Council and Te Rūnanganui o Ngāti Porou to jointly carry out the functions and duties under S36B of the Resource Management Act (RMA) and other legislation relating to all land and water resources within or affecting the Waiapu Catchment. It builds on the work of the existing Waiapu Kōkā Hūhua partnership between the Council, Te Rūnanganui o Ngāti Porou and the Ministry of Primary Industries to restore the Waiapu Catchment.

### Waiapu Catchment Plan

A [Plan](#) is being developed to provide a long-term vision of how to manage freshwater and other natural resources. The project team (consisting of Ngāti Porou and Council representatives) aims to meet regularly to discuss and work through technical aspects of the catchment plan.

### Update

Regular hui with the technical roopu proceeded until mid-2023. More pressing priorities at TRONPnui relating to recovery mahi created a hiatus in co-creation of the plan. This meant we were unable to develop a draft plan by the end of 2023. Council is now working with the Ngāti Porou Taiao Team to renew commitments to completing the catchment plan by the end of 2024.

### What next?

The project team's priority is to confirm working arrangements with TRONPnui. The team will look to confirm this approach and a work programme for the year through the Joint Management Agreement Forum (JMAF) which has not met since February 2022.



# Ngā whakahaere mahi

## General management

### PERSONNEL MANAGEMENT

The People & Capability team is dedicated to fostering a robust recruitment, retention, and development programme for our Council teams. We're committed to ensuring that our staff are well-prepared and supported in their roles, enabling them to effectively engage with our customers and have the skills necessary to serve our community's needs.

#### Focus areas

Our ongoing focus encompasses enhancing recruitment and retention, prioritising wellbeing, and continuously refining our strategies and processes.

#### Updates

TechOne has been introduced as our innovative Human Resources platform. Currently operational, the system is helping the rollout of annual performance reviews through TechOne, marking the completion of the final HR module within the system.

The Annual Summer Student Program has successfully concluded, with participating students returning to their academic pursuits.

#### What next?

We're conducting a thorough review of our Employee Assistance Program (EAP) provider to confirm that their services remain aligned with and effectively support the needs and wellbeing of our staff.

### HEALTH AND SAFETY

The Health and Safety team developed best practice standards to guide our organisation as it embraces the requirements of the [Health and Safety at Work Act \(HSWA\)](#). For us it's not just about compliance; it's about getting people home healthy and safe. See our current [Health, Safety and Wellbeing policy](#).

Supporting our staff is still crucial and working through the following:

- The Wellbeing Group is actively analysing the outcomes of our staff wellbeing survey and crafting a comprehensive strategy for the year ahead. This initiative prioritises addressing psychosocial risks through a collaborative effort with the People and Capability team, underscoring our commitment to fostering a supportive work environment.
- We are enhancing the safety protocols for the Large Wood Debris (LWD) project by conducting thorough Specific Site Safety Plan (SSSP) reviews and securing contractor preapprovals through third-party safety organisations, SHE Assure and Tōtika. Furthermore, we are bolstering our Health & Safety team by recruiting additional resources, ensuring rigorous audits and compliance with recovery mahi are met.
- Following a notifiable event involving an 11-year-old who suffered a head fracture and bleeding after using the 33m pool rope swing, we have completed a detailed investigation. The recommendations from this inquiry are currently being put into action, and we are pleased to report that the individual has fully recovered.
- A serious road traffic incident in December, which resulted in a concussion, a significant lost time injury (LTI) for a worker, and the total loss of a vehicle, prompted us to develop a tailored return to work plan. This plan, created in collaboration with ACC, the Council, and health providers, is designed to facilitate the affected individual's gradual and supported return to work.

#### Focus areas

- We are placing a heightened focus on contractor management, especially relating to recovery efforts. It's crucial to address the risk of fatigue among contractors, who often face extended working hours, including travel time.
- In response to the insights gathered from the recent 'Ask Your Team' staff survey, many initiatives are being rolled out to enhance staff wellbeing. A dedicated wellbeing group is at the forefront of this effort, meeting regularly to lead and guide these initiatives.



INCIDENT TYPE	INCIDENT DESCRIPTION	JAN 24 EVENTS*	ROLLING 12 MONTHS
<b>Near miss</b>	An event or incident that someone has been exposed to that could have caused injury.	2 x minor 3 x moderate 1 x major	<b>41</b>
<b>Injury</b>	Someone has been physically hurt and reported.	3 x minor 1 x moderate 2 x major	<b>43</b>
<b>Incident</b>	An event or incident that has caused damage to equipment, property, or environment and includes threats and abuse to staff members.	6 x minor 15 x moderate	<b>151</b>
<b>Notifiable event</b>	Any of the following events that arise from work: death, notifiable illness or injury, or notifiable incident that triggers requirements to preserve the site and notify WorkSafe NZ.	1 x major (Kiwa pool)	<b>1</b>
<b>Illness</b>	Someone has seen or been involved in an event or exposed to a situation that has resulted in someone becoming ill or unwell, e.g. lung disease, asbestosis, legionnaires disease; this is from workplace exposure and doesn't include common illness such as personal illness, cold and flu.	1 x minor	<b>5</b>

## FINANCIAL REPORTING

At the time of preparing this report the financial results for February 2024 were not finalised and unavailable to be reported on. The December 2023 (YTD) results were reported to Finance and Performance Committee on 21 February 2024 [Report 24-29].

While the February 2024 YTD results were unavailable at the time, the financial performance is tracking along similar trends of December 2023 YTD results.

The summary below is for 31 December, as taken from [Report 24-29].

- For the first half of 2024 the Council has a net surplus of \$2m, lower than what was expected in the YTD Annual Plan surplus of \$3.9m.

A summary of the key financial indicators for December 2023 Year to date are:

- YTD total revenue is \$125.7m, a large portion of this (\$49.5m) related to subsidies for roading reinstatement works and commercial silt and woody debris removal. There is also a \$900k unfavorable variance relating to GHL dividend which is unlikely to be paid.
- The YTD total expenditure is \$123.7m, of this \$53.7m relates to emergency reinstatement costs and commercial silt and woody debris removal costs. Finance costs include an unbudgeted \$1.2m accounting loss for the fair value movement of swaps.
- Capital expenditure for December YTD is \$34m (110%) against the YTD Annual Plan. The capital expenditure is ahead of the Plan, mostly due to Roothing capital expenditure on reinstatement and bridge repairs after Cyclone Gabrielle and water supply Sang Dam pipeline and water main pipeline. These works are externally funded.



# Ngā mahi arotahinga

## Focus projects

### FOOTPATH REPAIR PROGRAMME

In April 2023, we completed a full network inspection of footpath faults. In each case, the cause of the fault was found and the most reoccurring cause was due to Street and privately-owned trees.

#### Update

A massive footpath repair programme is underway around Gisborne from now until May next year.

There's now a push to respond to an increased number of reported damaged footpaths with a focus on high foot traffic areas like schools, kohanga, shopping areas, marae and bus stops.

The pictures below show before and after photos of a footpath repair on Central Street in Whataupoko, which is part of work already completed under a big push on footpath repairs until April next year.



### RESOURCE RECOVERY CENTRE

The [Feasibility Study](#) has been completed as part of our investigation into the development of a Community Resource Recovery Centre for Te Tairāwhiti. Many centres run across the country and have multiple benefits including:

- extending the life of landfills
- reducing the amount of waste being transported from one region to another, which comes at a cost to ratepayers
- education, training and employment opportunities.

The findings of this study were presented to Council and the decision was made to progress this further and investigate the potential funding options as funding is critical to the success of a resource recovery centre.

#### Update

The Ministry for Environment (MfE) have engaged with 3R and Becca to further investigate and assist with creating a regional infrastructure road map for Tairāwhiti, Wairoa and Hawkes Bay with Resource Recovery, Waste and Circular economy in mind, this will feed into the ongoing requirements of a purpose-built facility and assist in a funding application to MfE. We continue to investigate additional appropriate sites post last year's weather events looking to build more resilience into this project



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## COMMUNITY FACILITIES

### INDOOR MULTIPURPOSE CENTRE (IMC)

Tairāwhiti faces a critical shortage of indoor court facilities. This was highlighted by the Sport New Zealand National Facilities Strategy for Indoor Sports, which ranks it with the lowest public indoor court availability per capita in New Zealand. While progress has been made, the actual construction of an indoor facility is contingent on feasibility testing, ownership confirmation, and securing the necessary funding.

#### Updates

We've commissioned a feasibility study for a multi-purpose indoor centre. This feasibility will capture demand, decide the most workable site, create a functional design layout and provide a high-level cost estimate. A site visit was recently completed by the consultant and the framework for community consultation is being finalised.

We've released a [community survey](#) design to help us understand our community's usage, desires and perspectives relating to the existing indoor multipurpose centres and seek ideas for future opportunities. To date we've received 135 survey responses which shows a positive level of engagement. Feedback closed on Friday 15 March.

A Steering Group made up of representatives from key stakeholder groups and mana whenua is in the progress of being set up and will help drive key decision points on the project.

#### Next steps

We are aiming to have a Draft feasibility report completed and available for public review by April 2024.

A series of stakeholder meetings are scheduled for the week starting Monday 4 March and an in-person community consultation workshop will be held on Wednesday 6 March at the Midway Surf Rescue Community Hub. An online community workshop will be held the week following for those who could not attend the in-person session.

### ANZAC PARK WAKA STORAGE

The lease for Mareikura Waka Ama Club at ANZAC Park has been finalised. Technical assessments are being undertaken prior to submission of building consent. Collaboration is ongoing between the club, Trust Tairāwhiti and GDC.

### REGIONAL POOL UPGRADES - HEATING

Please refer to the latest updates in the Trust Tairāwhiti website: <https://trustTairāwhiti.nz/news/trust-supports-school-pool-heating-and-energy-resilience-project/>

### VICTORIA DOMAIN COURT UPGRADES

The Victoria Domain Hub Board are currently working through consenting a land-only lease with Council, and project planning. Their intent is a September 2024 construction start date.

### WHAKARUA PARK GRANDSTAND

Whakarua Park Trust Board are currently seeking quotes for Demolition and Design

### HOROUTA WAKA HOE & YMP WAKA AMA STORAGE FACILITY AT MARINA PARK

Trust Tairāwhiti is evaluating elevated storage following geotechnical assessments, submitting concept designs to Horouta and considering ownership and management options.

### TOKOMARU BAY SPORTS CLUB – RANGATAHI ZONE

Following notification and a hearing on the granting of a lease to Tokomaru United Sports Club for land at Hatea-a-Rangi, a lease has been granted for the sports club building. The Club have advised that they require additional space for the funded Early Win project, the rangatahi zone. This will be brought to Council for consideration as a requested lease variation.

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## TOWNSHIP UPGRADES

Council works in partnership with our whānau and communities to understand their aspirations and prioritise those within the given budget via community led engagement. Township Upgrades has a budget of \$700,000 annually to complete two rural township upgrades. One north of Gisborne and one either south or west of Gisborne. Following the severe weather events, upgrade work has been delayed due to availability of contractors and communities reprioritising what matters to them. The following is an update as of February 2024.



## Update

### TE ARAROA

Although this project was completed in 2023 the team has committed to utilising unspent funds to focus on making the Te Araroa skate rink safer. A contractor has been engaged and the team are awaiting confirmation of the cost and timeframe in which this work will be completed. Post this work being completed by the contractor the Area Liaison Manager will work with the community and other enablers to paint the skate rink as a community led and driven process outside of this project.

### TIKITIKI

Although this project was completed in 2022 the team has committed to utilising unspent funds to improve access into the playground and specifically to playground furniture. During the re-dedication of the playground, it was noted that pakeke found it challenging to get into the playground due to the unevenness of the ground. Plans have been developed to install footpaths from both entrances to furniture that will ensure everyone of all ages & physical abilities can use the playground and furniture.

### RUATORIA

On the 20th of December, the community of Ruatoria came together to celebrate the upgrades to the playground. This celebration was planned and organised by Rawinia Parata (community lead) who has been a proactive advocate for better facilities and whanau-friendly spaces for Ruatoria. The celebration was supported by many external agencies which made the event a success.

Additions to the playground included:

- New play equipment including a double flying fox, toddler equipment, sensory equipment together with new bark base and replacement of existing edging
- Adult exercise equipment
- Seed funding is set aside to support the Basketball New Zealand funding application to erect a full basketball court together with lighting

Other areas to be completed by 30<sup>th</sup> June 2024 – weather and contractor availability permitting;

- A double barbeque to be installed, shelter and playground furniture.
- The team are currently designing the plans to inform our Council Procurement process to install a footpath from the Waiomatatini playground entrance to the Hekeira Street entrance to enable safe foot access through both playground entrances. This will ensure all members of the community can access the playground safely should walking aids be needed. The team are also exploring the best place to install a Disability Carpark.
- A new footpath, footbridge and safer crossing along Waiomatatini Road South into the township is currently being scoped and will be undertaken during the 2025-2026 year.

### TOLAGA BAY

Planning for the Tolaga Bay playground upgrade is not yet complete. A concept plan has been drafted and our project team are awaiting a meeting date with the community to sign off the concept plan.

This upgrade is on track to be implemented during the 2024 – 2025 period.

### TE PUIA SPRINGS, WAIPIRO BAY, MATAWAI, MOTU & TE KARAKA UPGRADES

It was decided that all community engagement for the above communities will become part of their community led Recovery Plans. Some plans have been received and other plans are due on the 1st of March 2024.

Te Puia Springs have prioritised their need for a community facility as the only Ngāti Porou community that does not have a marae or community facility. A facility would serve as a Civil Defence Response and Evacuation space given the communities experiences and challenges during Cyclone Gabrielle as well as a community facility. Council is helping with exploring possible land availability to support a facility to be built. It is highly likely that the community will apply to external funders to fund this part and will require Council support.

Other priorities that could be funded by Township Upgrades funding include;

- The re-establishment of a walkway around the Lake in Te Puia Springs, and
- The establishment of a playground.





Matawai aspirations are to re-establish a playground at the Matawai Reserve. Aspirations outside of the available Township Upgrade funding the community will work with funders post their review of their Recovery Plan.

Motu have identified a need for a Civil Defence Evacuation Hub. This will feature in their Recovery Plan.

Te Karaka have identified that they would like an upgrade to their playground, upgrade to the Cliff Road footpath (for which we have secured BOF funding) and a Wellness Centre. This project team have been preparing a concept plan for the playground and construction designs for the new footpath.

All other community aspirations will be known when the team are in receipt of Recovery Plans.

#### MURIWAI

A local contractor was awarded the procurement for a new footpath from Waieri Road (19<sup>th</sup> of February 2024) to link up with the footpath that leads to the crossing for Muriwai School. This work began on 19<sup>th</sup> February 2024, and estimated to take 2-weeks to complete.

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#### PĀNUKU TŪ/TĪTIRANGI SUMMIT

Council in partnership with Ngāti Oneone proposes to redevelop the Tītirangi summit and build a public space for cultural and educational activities. The multi-purpose community facility [Te Panuku Tū Whare](#) will offer spaces for the display of taonga, a night sky viewing platform, exhibition spaces and facility conveniences - cafe, water fountains and toilets. [Resource consent](#) for the Te Pānuku Tū project was submitted late in 2021. The resource consent has been fully notified and [submissions](#) have been received.

#### Project status

A timeframe is still yet to be decided and the resource consent application remains on hold until we have:

- provided further information needed
- undertaken discussion with submitters on their submissions. This process has taken some time, however, we're hopeful to progress the resource consent in 2024.

#### What next?

We will give a further update once we gain traction with this project.

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#### TAIRĀWHITI FUTURE DEVELOPMENT STRATEGY 2024 – 2054

We have produced a draft Future Development Strategy (FDS) that sets out the best areas to accommodate housing growth in Tairāwhiti. The FDS guides where housing and business growth can happen over the next 30 years.

In November 2022, we asked the community for feedback on four options – intensification, dispersed growth, eastern growth, or western growth. The feedback was that our region favours intensification, aiming for a vibrant city growing upwards not outwards, meeting the challenges of climate change. Intensification supports a compact city form and is in line with the Tairāwhiti Spatial Plan the Council adopted in 2020.

#### Update

In November 2023, we formally released [Our draft Future Development Strategy and the Statement of Proposal](#) for consultation and submissions closed on 31 January 2024. Over the whole programme, Council has received over 250 submissions from Treaty partners, Government Agencies, schools, the public and range of stakeholders.

#### What next?

- A report on the consultation, analysis of the submissions and the updated FDS are available in Report 24-26 to this 14 March 2024 Council meeting.
- An Implementation Plan will then be produced and reviewed and updated annually. It will outline key actions needed to meet the FDS objectives and the timeframes for the actions identified in the plan.
- The FDS has already influenced the Long-Term Plan, Infrastructure Strategy and will inform changes to the *urban* chapters of the TRMP, which will be released for consultation towards the end of this year,



## FRESHWATER AND CATCHMENT PLANNING

### Update

The two freshwater advisory groups for the Regional Freshwater Plan and Waipaoa Catchment Plan are progressing well with preparations underway for the sixth round of hui to be held on 13 March. An Advisory Group has also been established for the Waimata-Pakarae Catchment and the first meeting will be held on 27 February. Section 32 of the Mōtū Catchment Plan is being finalised with a final pre-notification councillor workshop planned for 17 April, followed by public notification mid-year.

*Full details on Freshwater Planning will be provided to Council.*

## REGIONAL POLICY STATEMENT (RPS)

### Update

This workstream continued focusing on collecting evidence for the core research needed to inform the development of the draft RPS, with first drafts on most of the chapters having been written. Contact with internal teams for feedback has started, noting that input from iwi technicians and iwi authorities is still needed to be reflected in the final wording of the draft and proposed RPS.

Following this step, the chapters will be revised, and a series of workshops will be had with elected members prior to the release of a draft document for public engagement in the second half of 2024.

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## ENVIRONMENTAL SCIENCE UPDATE

The Environmental Science and Environmental Monitoring teams continue to progress the science programme, with a particular focus on freshwater and providing evidence for the Tairāwhiti Resource Management Plan (TRMP) review.

The Environmental Monitoring team carries out monitoring of the environment as required by Government regulations and for Council and civil defence business needs.

### Recreational water quality monitoring

The recreational water quality monitoring programme typically runs from November to March – during this period weekly water quality samples are taken at popular swimming sites. Sampling this year started at the end of October. Hangaroa at Doneraile Park is not being sampled this year due to the Ruakaka Rd bridge outage rendering Doneraile Park inaccessible. There have been some exceedances of safe swimming thresholds due to multiple rain events. Ongoing caution is advised for Rere Falls, Rere Rockslide, Hamanatua Stream at Okitu lagoon and Waiotu at Tokomaru Bay lagoon. Bathing water results can be viewed on [LAWA \(Land Air Water Aotearoa\)](#). Water quality can change quickly, especially after heavy rain, which flushes contaminants from urban and rural land into waterways. General advice is to not swim for 2 – 3 days after heavy or prolonged rain – even at sites that generally have good water quality.

### Groundwater monitoring bore drilling

Ten sites have been identified for drilling potential long term groundwater monitoring bores within the East Coast Wharekahika, Te Araroa, Tikitiki, and Ruatoria catchment areas. The bores will enable scientific analysis of the quantity (groundwater level) and quality of groundwater in these catchments. Iwi and community engagement started in January and February 2023. This was paused due to the impact of Cyclone Gabrielle. This engagement re-started in May 2023. Bores have been successfully completed in Wharekahika and Te Araroa and are currently being drilled in Ruatoria before moving on to Tikitiki.

Three new long-term groundwater monitoring bores were completed in November 2023, including one at Muriwai and two new bores next to Te Maungarongo o Te Kooti Rikirangi wetland. Two further locations near Gisborne are programmed for drilling following the East Coast monitoring bores in 2024. These bores have been chosen to gather scientific information through bore drilling, construction and ongoing groundwater monitoring. Each location will help in filling gaps in the existing groundwater bore monitoring network. The sonic drilling method has been chosen for minimal footprint and access requirements and impact to the environment. All parties directly affected by the works have been consulted.



Bore drilling first site in Wharekahika catchment Hicks Bay with the community January 2024





### **Aqua Intel Aotearoa**

Council staff continue to provide support to [Aqua Intel Aotearoa](#)'s programme to investigate freshwater availability using groundwater and surface water surveys. The drilling of three exploratory groundwater bores in the Ruatoria area is planned to integrate with Council's groundwater bore drilling programme. Mapping groundwater aquifers from helicopters has been carried out in Hicks Bay, Te Araroa. It is also programmed to be carried out across the Waiapu, Tolaga Bay and Tūranganui-a-Kiwa/Poverty Bay areas. More information is available on the [AIA website](#).

### **Estuary monitoring programme development**

Council staff have been working in partnership with iwi and the community to develop long term estuary monitoring programmes for Kaitawa (Tolaga Bay), Turanganui (Gisborne) and Te Wherowhero (Muriwai) estuaries. Vulnerability assessment reports have been completed for these estuaries. Community training and workshops are programmed to happen in February 2024 across these estuaries which will mark the start of long-term estuary monitoring.

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### **TŪRANGANUI ESTUARY RESTORATION PROJECT**

This is a four-year project aiming to restore the mauri and ora of the Tūranganui Estuary, including the Taruheru, Waikanae, and Waimatā waterways. By the end of June 2026, around 170,000 native plants will be used in wetland and riparian planting to re-establish wetlands and absorb stormwater contaminants before they get to the Taruheru, Waikanae and Waimatā waterways.

An update is provided for councillors in meeting report 24-23 Freshwater Implementation Update which is also presented at this meeting.





# Te rerenga rauropi Biodiversity

## WAINGAKE TRANSFORMATION PROGRAMME

The [Waingake Transformation Programme](#) aims to create a vital native forest, transitioning 1,400ha of pine plantation to an indigenous forest at Waingake and Pamoā. There is a Memorandum of Understanding (MoU) and Joint Steering Group (JSG) between Council and mana whenua, Maraetaha Incorporation supported by Ngāi Tāmanuhiri. Through our valued partnership with mana whenua, we're creating meaningful employment and training opportunities for local people and restoring native biodiversity.

### Updates

- The Waingake-Pamoā Joint Steering Group (JSG) has commissioned a researcher to complete historical research into the acquisition of land in our water supply catchments. The final report is due at the end of March. The JSG envisages multiple future uses for the research, including informing co-management and co-governance discussions, a place name review, and informing decision-making on appropriate land uses. The historical research will also provide context for the development of a strategic plan/masterplan for Waingake-Pamoā.
- The warm weather and high moisture levels through spring and summer have led to vigorous growth of rank grass and pest plant species. Our operational focus has been on releasing of natives planted in 2023 to ensure survival and ongoing surveillance. Wilding pine and pest plant control work is ongoing, as is fortnightly trapline servicing.
- In January, the team completed photo point monitoring at sites set up in 2021. The images below show the progress between 2021 and 2024.



Photopoint A (2021), Photopoint B (2024)



Photo point A Photo point B (2024)

### Considerations

In November 2023, an Envirolink medium advice grant was approved for research into the landslide hazard and forest management options for remaining stands of plantation pine (on Council land) in areas next to Council's water supply pipeline. Interim results will be available in mid-February, with a final report due in mid-April. The research is expected to inform decisions on how to manage the remaining settings of plantation pine next to the pipeline.

### What next?

- Complete second round of releasing of 2023 plants.
- Quarterly ungulate control to be completed in late February.
- Historical research report due end of March.
- Pre-planting preparation begins in April.
- Planting begins June.
- Variation to funding agreement with MPI to adjust planting areas.

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## INTEGRATED CATCHMENT MANAGEMENT (ICM)

Integrated Catchments handles the implementation, education and advocacy aspects of biosecurity, biodiversity, and land management particularly in respect of Council's statutory functions around the Biosecurity Act and Resource Management Act.

### Sustainable Hill Country Project (SHCP)

The Tairāwhiti region has severe erosion problems, with 26% of the land being susceptible to severe erosion, compared with only 8% of the rest of New Zealand. This programme is helping address the district's severe soil erosion issue by building the council's land management capability and expertise. This work will pave the way for future land treatment work.

### Update

Limited progress has been made on several areas of multiple owned Māori land due to ongoing tenure issues where land titles, with no governance structure, cannot be physically fenced from adjoining land; ongoing changes to governance is occurring; or agreement between adjoining governance cannot be obtained.





### **Ministry of the Environments (MfE) Freshwater Farm Environment Plan (FWFP) pilot**

Land Management staff participated alongside Southland and Waikato Region in MfE's national pilot programme on the Freshwater Farm Plan (FWFP). As outlined in earlier reports 12 properties within Tairāwhiti formed part of this pilot programme. This assessed a range of farming systems; a range of tenures and governance structures; and properties throughout the region. The follow-up with MfE was postponed due to the cyclones and has not been revisited. However, valuable information was gained during the pilot programme for MfE, council and landowners.

#### **Update**

Gisborne alongside Waikato and Southland will have rolled out the FWFP process in recent months. However, an Order in Council (ORC) has deferred the requirement for FWFPs in Gisborne and Hawkes Bay until 2025 due to the impacts of the cyclones. Council is working alongside the regional sector to progress Freshwater Farms Plans.

#### **Land Management Expansion**

The Land Management section has been expanded over the last six months to address the increasing national demands of the freshwater reforms particularly the FWFP process and other changes at a national level.

Funding was sought from MfE through Essential Freshwater Funding (EFF) with a Team Leader for Land Management, an Iwi/Hapū Advisor, a Regional Catchment Facilitator and one of three Senior Catchment Advisors have been recruited.

Funding sought from Ministry for Primary Industries (MPI) through the Hill Country Erosion Fund (HCEF) and use of proceeds held by council from forest harvesting at Waerenga o Kuri on behalf of Land Information New Zealand (LINZ) has allowed recruitment of two further Senior Catchment Advisors and three Catchment Advisors. To obtain MPI funds councils must provide a similar amount of funding internally, hence the use of the funds held by LINZ.

The region has been separated into three catchment areas which coincide with the Catchment Plan process occurring simultaneously with Strategic Planning. These groupings are: Waipaoa, Motu and Hangarua; Waimata, Waiomoko, Pakarae and Ūawa (including Mangahauini); and Waiapu, Waikura and other Northern Catchments.

The funding arrangements are sufficiently flexible to allow a wide range of work streams to be progressed by the land management section. This includes general land management advice, assessment of land for land use change, supporting the Forestry Plan Change process, ongoing support and facilitation of Catchment Planning and providing technical advice for regional resource consents.

#### **Waiapu Catchment**

The Whakaoratia Trust continues to function throughout the year despite the effects of the cyclones and ongoing wet weather conditions and the associated disruption to access. There was significant disruption to sediment structures with some structures being buried due to the extreme volumes of sediment entering waterways. As the stream and gullies scour during smaller rainfall events these structures become exposed and function as intended. The Trust is progressing repairs and extensions to existing dam series into the summer months.

#### **Protection Management Areas (PMAs)**

A total of 15 PMA visits have been undertaken during the season to date.

The focus for the visits has been on properties in the Mangatu area which are managed by Integrated Foods as well as properties of several of different tenures inland from Te Puia Springs.

Ungulate (both farmed and feral hooved animals) impacts are significant in many of the PMAs. An absence of palatable species growing in the shrub layer of the patches was the main indicator of this impact. The PMAs located next to freshly planted forestry blocks where pest animal control is occurring have benefited indirectly. This has resulted in the growth of some palatable seedlings and shrubs in the understorey (the plant layers under the canopy) in some PMAs.

Pest plant densities were relatively low and were confined to forest edges when recorded. This was due to the remote localities of many of the PMAs surveyed where pest plants are less widespread. The size of the PMAs surveyed ranged from a 0.5-hectare rock stack in the southern part of the district to the largest PMA in the district which is 7500 hectares.



*The smallest PMA in Tairāwhiti*



*The largest PMA in Tairāwhiti – climbing rata flowering*

## BIOSECURITY

Our [Biosecurity](#) team works with landowners to manage or eradicate pests, plants and animals, especially those species in the Regional Pest Management Plan that we want to eliminate from our region. Managing the use, development and protection of our natural and physical resources now and into the future requires Council to use regulatory, science and community approaches to protecting the environment from the negative impact of pests - plants, animals and diseases.

### Highlights

- Kerry was awarded the [Outstanding Contribution award](#) at the NZ Association of Resource Management (NZARM) conference, in Christchurch late last year, for his long and distinguished career. Kerry Hudson has been described as a hero of soil conservation and land management in Tairāwhiti.
- Biosecurity officer Glen Brown has developed an engaging and informative presentation that he has been delivering to school children across the district, highlighting the many challenges facing our indigenous biodiversity. The first rollout of this programme has been targeting primary-aged tamariki (Years 1-8). Glenn is currently developing new content that he will pitch at secondary schools throughout 2024.





# Ngā pūtea tauawhi

## Grant funding

### COUNCIL-ADMINISTERED GRANTS

Council receives and distributes funds on behalf of the following funding schemes.

#### **Creative Communities Fund**

The [Creative Communities Fund](#) provides funding for local community projects that encourage arts participation. Under the scheme, “arts” includes all forms of creative and interpretative expression. The annual distribution is received in two lots of \$22,230 for each funding round and any unused funds or returned funding is carried over.

#### **Updates**

Applications are currently open until 26 February; we have \$23,000 to give in this round.

#### **Sport NZ Rural Transport Fund**

The [Sports NZ Rural Transport Fund](#) is designed to help subsidise rural travel for junior teams (aged between 5-19 years old) and help school and club sports teams to take part in local sporting competitions. There are two funding rounds each year for winter and summer sports codes. The fund is a three-year contract for \$21,383 annually and an added two-year support package has been added of \$14,970 due to increased fuel costs and falling rural participant numbers.

#### **Updates**

We received three applications for the summer funding round in November, Tikitiki, Potaka & Tolaga Bay Area Schools. The total amount given was \$9070.

#### **What next?**

The unspent balance transfers to the winter funding round, giving a total of \$19,378 for allocation in April 2024.

#### **Natural Heritage Fund (NHF)**

The [Natural Heritage Fund](#) helps private landowners protect or enhance indigenous biodiversity on their land. The 2024 round of the fund opened for applications on 15th July and closed on 15th September. 39 applications were received. There was \$112,000 available for projects for 2024.

#### **Updates**

- A report recommending the allocation of funds to 20 projects for 2024 was approved by the Operations Committee at the 9 November 2023 meeting.
- Staff are currently reviewing and updating the assessment criteria used for scoring applications to ensure it is fit-for-purpose given the increased demand for funding in recent years.
- Six projects are outstanding from 2023 that have not yet been completed. Contact has been made with all grant holders and all are on track to complete projects by the end of 2023/24 financial year (June 2024)

#### **What next?**

Once the assessment criteria review is complete a report will be presented to Council for information on changes to the NHF process. Applications for the 2025 funding round will open on 1 July 2024

#### **Waste Minimisation Fund**

The [Waste Minimisation Fund](#) supports local initiatives that contribute to waste minimisation, avoiding harm, and improving resource efficiency. Funding of up to \$15,000 is available each round, which can go to one applicant or be spread across several applicants.

#### **Update**

Applications for the current round of the Waste Minimisation Fund closed on 23 February 2024.



**What next?**

Applications will be assessed by a panel of five Council staff and applicants will be advised of outcome by 22 March 2024.

**EXTERNAL FUNDING FOR ACTIVITIES DELIVERED DURING 2023/24**

**Table 1** below provides an overview of funding applications awaiting a decision.

ACTIVITY/PROJECT	DECISION	FUNDER	TOTAL AMOUNT
Turanganui Estuary Pest Eradication Programme	May 2024	Lottery Environment Heritage Fund	\$196,626
Tairāwhiti Tourism Enhancement and Resilience Programme	August 2023 (Pending satisfaction of preconditions)	Ministry for Business and Innovation (MBIE) – Tourism Infrastructure Fund	\$137,498
Local Government Flood Resilience Fund Taruheru Awa Flood Resilience - Spartina Removal Tokomaru Bay Transfer Station - Flood Mitigation	Declined January 2024	Cyclone Recovery Unit (CRU) Department of the Prime Minister and Cabinet (DPMC)	\$5,047,000

**Table 2** below provides an overview of income from external funds granted for activities that are in progress in the 2023/24 financial year.

ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
Contaminated Site Remediation Fund – Tokomaru Bay Legacy Landfill	February 2024	Ministry for the Environment (MfE)	\$4,985,891
Kopuawhakapata Awa Beautification and Restoration	February 2024	Trust Tairāwhiti	\$28,000
Tu Whitia – Stand and Shine Event	February 2024	Trust Tairāwhiti	\$100,000
Local Government Flood Resilience Fund Enhanced Flood Intelligence and Resilience Resilient Homes – Elevating Tairāwhiti	September 2023	Cyclone Recovery Unit (CRU) Department of the Prime Minister and Cabinet (DPMC)	\$16,200,000
Extreme Weather Fund - Review of Flood Warning Manual	September 2023	National Emergency Management Agency (NEMA)	\$40,000
Extreme Weather Fund – Water Depth/ Velocity Survivability Guidelines	September 2023	National Emergency Management Agency (NEMA)	\$80,000
Waingake Harvest Risk Study	September 2023	Envirolink	\$40,000
Review of Land Use Capability Manual	September 2023	Envirolink	\$10,000



ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
Three Waters Transition Fund	September 2023	Department of Internal Affairs (DIA)	\$366,000
Tairāwhiti Haumarū Moana – Safer Boating	August 2023	Maritime NZ	\$48,000
Cyclone Gabrielle Solid Waste Management Fund	July 2023	National Emergency Management Agency (NEMA)	\$1,827,077
Hill Country Erosion Project	July 2023	MPI Hill Country Erosion Fund (HCEF)	\$903,283
North Island Weather Event – Recovery Structure Support	June 2023	Department of the Prime Minister and Cabinet (DPMC)	\$3,760,000
Post Cyclone Resource Support – Ministerial Inquiry into Land Use (MILU)	June 2023	Ministry for the Environment (MfE)	\$180,000
Woody Debris Removal Fund	June 2023 September 2023	Ministry for Primary Industries (MPI)	\$1,700,000 \$2,300,000
Extreme Weather Event Recovery – Sediment and Debris	February 2024 May 2023	Department of Internal Affairs (DIA)	\$23,600,000 \$38,800,000
Assessing LWD Volume in catchments using AI	April 2023	Envirolink	\$40,000
Essential Freshwater Fund	December 2022	Ministry for the Environment (MfE)	\$1,500,000
Freedom Camping Transition Fund	November 2022	Ministry of Business and Innovation (MBIE)	\$128,000
Better off Funding Tranche 1 Compostable Waste Collection and Waste to Energy Marae Emergency Preparedness and Resilience Programme Township Upgrades Hawaiki Tūrangā Site Remediation and Installation Deliberative Democracy on Climate Change Adaptation	November 2022	Department of Internal Affairs (DIA)	\$7,210,000
1000-year Walkway Bridge cultural component and Te Maro platform	September 2022	Trust Tairāwhiti	\$343,000





ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
Tūranganui Estuary Restoration	September 2022	One Tree Planted	US \$24,065
1000 Year Walkway	June 2021	Lotteries Significant Projects Fund (LSPF)	\$1,750,000
Waingake Transformation – Planting Year 2,3,4	May 2021	One Tree Planted	US\$740,000
Waingake Transformation – Weed/Pest control Year 2,3,4	March 2021	Department of Conservation (DOC) – Kaimahi for Nature	\$2,000,000
Waingake Transformation – Planting Year 2,3,4	March 2021	Ministry for Primary Industries (MPI) – One Billion Trees Fund	\$1,860,000
Waipaoa River Flood Control Scheme	July 2020	COVID-19 Recovery Fund	\$7,500,000
Waiapu Phase 2 Erosion Control - ECFP Fund	October 2016	Ministry for Primary Industries (MPI) Erosion Control Funding Programme	\$2,100,000

**Table 3** below provides an overview of external funding that has been completed in the 2023/24 financial year.

ACTIVITY/PROJECT	AWARDED	FUNDER	TOTAL AMOUNT AWARDED
Recovery Coordination Centre	April 2023	Department of Internal Affairs (DIA)	\$1,000,000
Kiwa Pools Solar Panels	November 2022	Department of Internal Affairs (DIA)	\$810,000
Kiwa Pool Redevelopment Upgrade - Hydrotherapy Suite	December 2022	Lotteries Community Facilities Fund (LCFF)	\$600,000
Three Waters Transition Fund	September 2022	Department of Internal Affairs (DIA)	\$732,000
Olympic Pool Redevelopment	July 2020	COVID-19 Recovery Fund	\$40,000,000
Wastewater Treatment Upgrade Options for water amalgamation Rural township's water supply	August 2020	3-Waters Reform Economic Stimulus	\$7,500,000 \$250,000 \$3,290,000

## EXTERNAL FUNDING APPLICATIONS

### LOCAL GOVERNMENT FLOOD RESILIENCE FUND

In September 2023, Council was granted \$16.2million of funding from tranche 1 of the Local Government Flood Resilience Fund to support two projects.

\$15 million was awarded for the Resilient Homes – Elevating Tairāwhiti project to raise about 200 homes at risk of future flooding.

This work is critical for Tairāwhiti iwi and homeowners who have been displaced due to the recent weather events. One of the outcomes of the initiative is its positive impact on the affected Tairāwhiti communities. Elevated houses





enable residents to return to their homes, allowing individuals to recover emotionally and materially in a more stable environment.

In addition, \$1.2 million was awarded to the Tairāwhiti Enhanced Flood Intelligence and Resilience project. The project aims to improve monitoring of river systems and groundwater, provide real-time data to the community, and enhance preparedness for network and power disruptions. Through webcams and urban groundwater telemetry, we aim to better understand flooding events and ensure reliable communication and data collection.

Council submitted applications for two initiatives to tranche 2 of the Local Government Flood Resilience Fund, seeking funding totalling \$5.047 million. Unfortunately, both applications were unsuccessful. The first aimed to relocate the Tokomaru Bay transfer station, which often faces flooding during ongoing weather events. The second sought support for removing the spartina pest plant on the Taruheru riverbanks to mitigate future flooding impacts.

The unsuccessful submissions were attributed to the significant oversubscription of the fund and the broader fiscal constraints faced by the Government. Priority was given to applications from regions affected by North Island Weather Events (NIWE) without cost-share arrangements with the Crown or other funding for similar purposes. Ministers decided that the projects submitted to tranche 2 addressed impacts similar to those already funded under Category 2 risk mitigation projects through cost-share agreements. Notably, \$16.2 million of the total \$100 million Fund was granted to the region in the first tranche of funding.

### **THREE WATERS BETTER OFF FUNDING PROGRESS UPDATE**

In November 2022, Council was awarded \$7,210,000 for Tranche 1 of the Three Waters Better Off Funding (BOF), given to six projects. However, in April changes to the Government's Affordable Water Reforms resulted in the removal of Tranche 2 of the 'Better off' funding which means Council is no longer eligible to receive the second allocation of \$21.62 million in 2024.

Following the removal of Tranche 2 and the impact of Cyclone Gabrielle, Crown Infrastructure Partners (CIP) suggested that councils could request substituting previously agreed Tranche 1 projects with those related to cyclone recovery or other projects meeting the "Better off" fund criteria.

On 14 December 2023 Council gave a decision on the Better Off Tairāwhiti Fund programme and the projects for substitution.

### **DISCONTINUED PROJECTS**

#### **MARAE SUSTAINABILITY PROGRAMME**

The Marae Sustainability Project faced setbacks due to the impacts of Cyclones Hale and Gabrielle, resulting in unsuccessful attempts to secure necessary services. In light of these challenges, a decision was needed about the feasibility of continuing with the project or redirecting the given funding to alternative projects. After careful consideration, it was decided that redirecting the \$1 million given for the Marae Sustainability Project to the Marae Emergency Preparedness and Resilience Project would be the most practical course of action.

#### **TARUHERU WALK AND CYCLEWAY INTERSECTIONS**

The progress of the Taruheru Walk and Cycleway Intersection Project was affected by the aftermath of cyclone Gabrielle, leading to a reassessment of its viability within the scope of the Better off Fund. After careful consideration, it was decided to reallocate the \$1.4 million given for the Taruheru Walk and Cycleway Intersection project to the Townships Upgrades.

Staff have prepared a revised single stage business case for the Taruheru Walk and Cycleway from Mitre 10 to the Botanical Gardens in preparation for the next 3-year roading funding bid to the NZ Transport Agency.

### **NEW PROJECTS**

#### **THE MARAE EMERGENCY PREPAREDNESS AND RESILIENCE PROJECT**

The project focuses on enhancing and expanding the Marae Emergency Preparedness and Resilience project, a joint initiative between Te Kaunihera o te Tairāwhiti - Gisborne District Council and Toitu Tairāwhiti, to support marae clusters by providing emergency resources to implement community-based disaster support systems, enabling communities' self-sufficiency and resilience, ensuring Hāpori are adequately equipped to maintain their autonomy and withstand challenges during severe weather events and natural disasters.



### TOWNSHIPS UPGRADES BETTER OFF FUNDING PROJECT

The Townships Upgrades project is aimed at enhancing infrastructure in rural townships across the Tairāwhiti region based on community led engagement and decisions. The Project Team put in a funding bid for Better off Funding to update or establish new footpaths, footbridges if needed and safer crossing within rural communities where the need was great, this fund is to enable safe and efficient transport routes for residents, encouraging the use of alternative transport, increasing accessibility, and reducing the risk of deaths and serious injuries.

### PROGRESSING PROJECTS UPDATE

#### KIWA POOLS SOLAR PANELS

##### Completed

- Solar panels have been installed and operational since the beginning of September 2023.
- Cost savings and carbon offset data show significant savings to Council since operational.

#### CIRCULAR ECONOMY – IMPLEMENTATION OF KERBSIDE WHEELIE BIN COLLECTION

##### In progress

- Procurement and purchase of the wheelie bins planned for February 2024.
- Project is on track to begin as scheduled.

#### HAWAIKI TŪRANGA SITE REMEDIATION AND INSTALLATION

##### In progress

- The remediation plan has now been confirmed.
- The expected project completion date is estimated for September 2024.
- Consent application in progress.

#### DELIBERATIVE DEMOCRACY ON CLIMATE CHANGE ADAPTATION

##### In progress

- 60 interviews have now been conducted with residents in three communities.
- Report on community response and recovery experiences will be completed December 2023 and planned for release in February 2024.



# Ngā mahinga rori ā-rohe

## Regional roading activities

### TINIROTO LANDSLIDE

On 3 October, an estimated 25,000m<sup>3</sup> of hillside above [Tiniroto Road](#) came down in a landslide that shunted almost 100 meters of the road downhill and dammed the Waikoko Stream. The slip was 20km along Tiniroto Road. The road was closed with no access available between Rockhill Road and Parikanapa Rd.

#### What next

Crown Infrastructure Partners funding have committed \$45M to finding an alternative route to SH2, a feasibility study will be undertaken to confirm the assumptions and engineering estimates.

Staff will be reviewing the LDE/WSP technical report to reopen the Hangaroa Bluff and confirming cost.

### AWATERE BRIDGE

Almost one-year ago Awatere Bridge on East Cape Road was severely damaged during Cyclone Gabrielle. It was one of 10 bridges in our region that suffered significant structural issues that required immediate repairs to avoid the risk of loss in a further flood event.

#### Update

- The whole bridge was jacked onto a temporary support with a new beam poured just before Christmas.
- Awatere Bridge on East Cape Road is fully repaired and open to all traffic.
- There's still some minor work to finish, with the project due to be completed by mid-February.



### EAST CAPE ROAD

This is the last remaining Provincial Growth Fund (PGF) project, focused on improving the resilience along East Cape Road by placing rock along the coastal foreshore.

#### Update

Contractors have re-established now the Awatere Bridge is fixed allowing unrestricted access to the site. Progress has



been steady with favourable weather conditions and 9000T of rock have been placed along the foreshore. The project is forecast to finish by August 2024.

We're working with Regional Film Office of NZ to allow filming onsite in March/April as they tell the story of Tūwhakairiora a chief from Ngāti Porou.

### WALKING AND CYCLING STRATEGY

A plan is being developed outlining where walking and cycling is easy, safe and the best way to get around Gisborne for short trips. The focus is on making it safer and more convenient to swap a vehicle for alternative modes of transport like – walking, cycling, skateboarding, and where it's more accessible for wheelchairs and mobility scooters.

#### Updates

The Active Travel Strategy and Mode Shift Plan Active Travel Strategy and Mode Shift Plan were considered by Council at its January meeting. They're being consulted on these as part of a broader 'Let's talk Transport' engagement period in February. The focus is on making it safer and more convenient to swap a vehicle for alternative modes of transport like – walking, cycling, skateboarding, and where it's more accessible for wheelchairs and mobility scooters. These documents have been developed alongside asset planning for the Regional Land Transport Plan bid for future funding in support of key strategic responses.

#### What next?

Consultation closed 28 February and feedback will be considered for the final documents to be approved. Supporting projects included in the improvement bid for Government subsidy are due in March to be moderated on by NZTA under a new GPS.

### STREETS FOR PEOPLE 2021-24

The [Streets for People programme](#) runs until June 2024. The aim is to make it easier and faster to create safer, healthier, more people-friendly streets, and funds the effort to help Aotearoa achieve its emissions reduction goals faster, while creating vibrant, people-friendly places for thriving communities.

These projects are 90% funded by Waka Kotahi for councils to use adaptive urbanism with communities to trial, engage and evaluate changes that encourage mode shift and improve road safety to inform future permanent solutions.

The two projects that have been approved are:

#### LINEAR PARK – GREY STREET, AWA TO MOANA

Led by Tairāwhiti Adventure Trust, looking to improve the connection from the CBD to the I-site, skate park and pump track. The linear park will encourage active journeys along Grey Street between the Awa and the Moana.

#### HEI HUARAHI ORANGA ŪAWA PROJECT

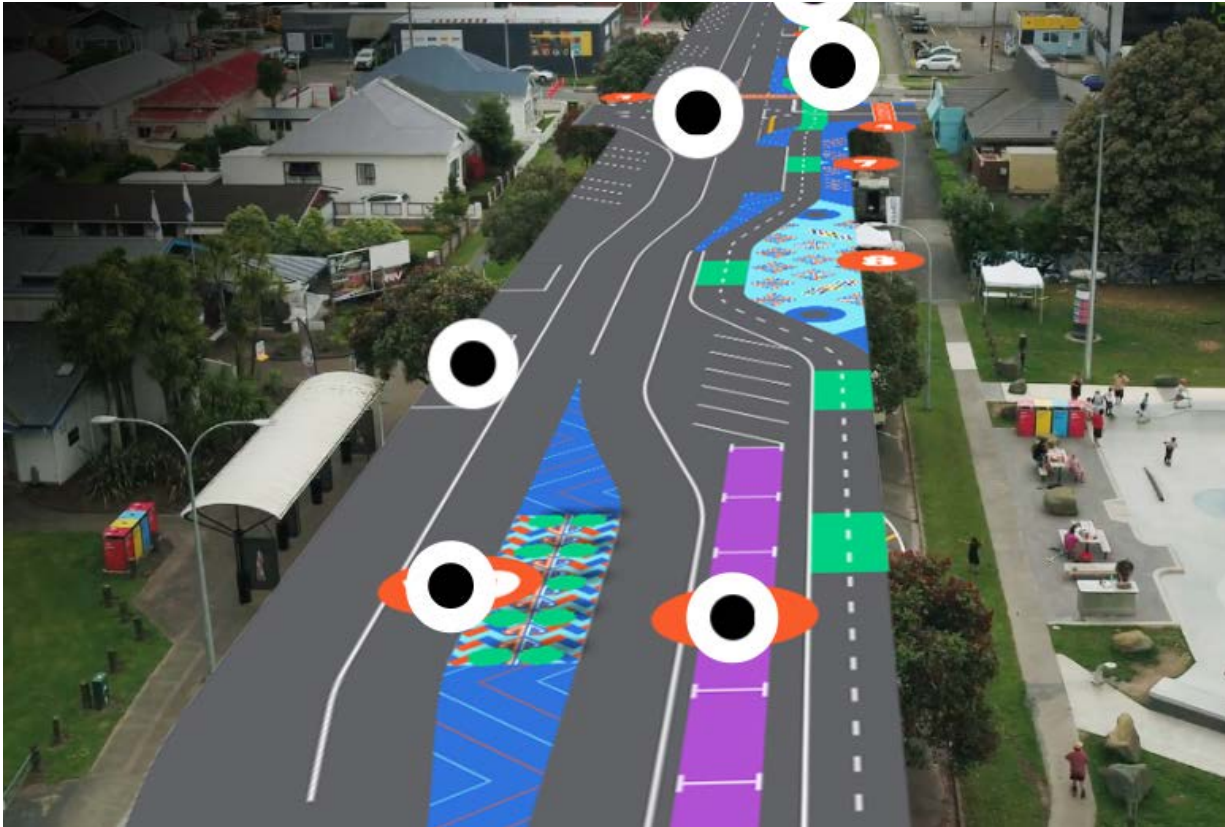
Led by the Ūawa community steering group looking to connect the new shared trails along State Highway 35 between Solander and Monkhouse Streets while addressing wider efforts to slow down large trucks and cars passing through to improve safety and connection to school, parks and marae across the township.

#### Updates

Waka Kotahi representatives for Streets for People have been engaging with TREC to align the Ūawa project with recovery work on SH35. Designs require further work to ensure safety and community needs are met and are currently with TREC for pricing.

The grey street group (TAT) had a roadshow to display the design to the public with presentations throughout December including at Council, Kiwa Pools, Raglan Roast, Library, I-site, farmers market and the Grey Street Christmas Festival. An online project page on Council's Participate website was also created for the community to give feedback.





The feedback collected will be used to check any change in public opinion while the installation is in place. Installation was due to start in mid-February but has been delayed.

**What next?**

Council and Waka Kotahi are supporting community groups in the procurement and installation of the temporary solutions while the groups continue to lead the design, art and events and help socialise and capture feedback and data from the wider community to adapt into the designs.



### ŪAWA CYCLE AND WALKING TRAIL

This is a community led initiative to enable safer walking and cycling around the township with 5km of off-road tracks and is part of a wider 8km network proposed to connect wharf to town and beaches. Separated pathways for walking and cycling are the most effective way of improving safety and encouraging mode shift. Road safety statistics are typically worse for Māori in our region.

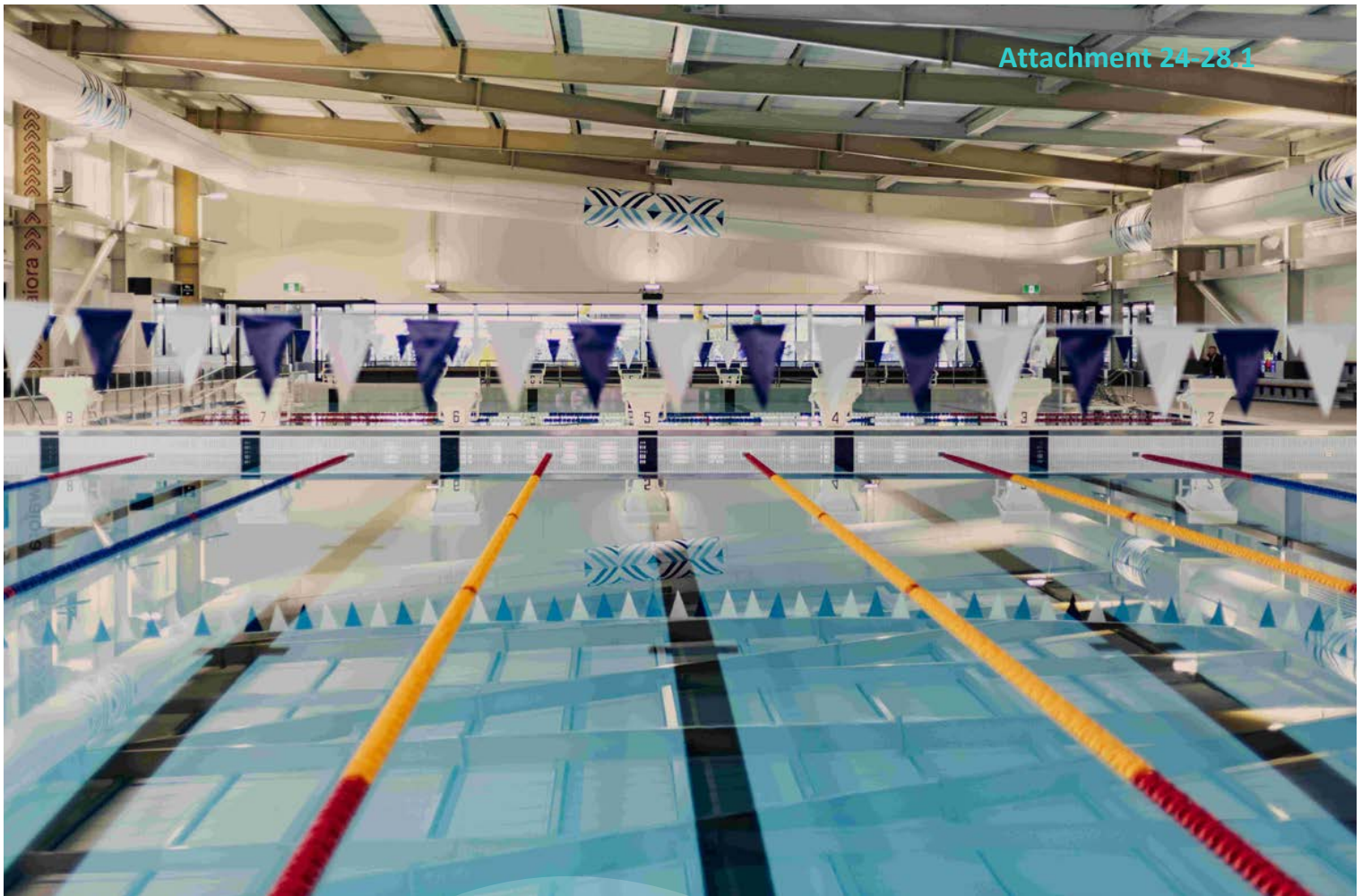
#### **Updates**

Construction of the 5km trail around the township, including remedial work from the cyclone, is complete; however, a section is still affected by the ongoing slash removal mahi. Ongoing maintenance issues are being worked out.

#### **What next?**

Funding for the remaining section linking Ūawa to the wharf is being applied for through the 2024-27 National Land Transport Fund.





#### WHAKAPĀ MAI CONTACT US

-  15 Fitzherbert Street, Gisborne 4010  
4746 Waiapu Road, Te Puia Springs 4079
-  [www.gdc.govt.nz](http://www.gdc.govt.nz)
-  [service@gdc.govt.nz](mailto:service@gdc.govt.nz)
-  0800 653 800 | (+64 06) 867 2049
-  [www.facebook.com/GisborneDC](https://www.facebook.com/GisborneDC)
-  PO Box 747

Our customer service is available to help with any enquiry. Our business hours are Monday to Friday 9am – 5pm.

**The Mayor** - [mayor@gdc.govt.nz](mailto:mayor@gdc.govt.nz)

**The Chief Executive** - [ceo@gdc.govt.nz](mailto:ceo@gdc.govt.nz)

**Media Contacts** - [comms@gdc.govt.nz](mailto:comms@gdc.govt.nz)

**HB Williams Memorial Library** - [www.gpl.govt.nz](http://www.gpl.govt.nz)



**GDC Fix App** is a smartphone app to report issues to Council. The app identifies the location using the phone's GPS. It sends an email to us from the user's email address, including the details about the issue and a photo.



Te Kaunihera o Te Tairāwhiti  
**GISBORNE**  
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