

Action and Investment Plan

Revitalising the city centre – 2027-2037



Te Kaunihera o Te Tairāwhiti
GISBORNE
DISTRICT COUNCIL





Contents

1. Introduction	
Introduction	5
Guiding principles	7
Revitalisation strategy	8
2. The Plan	10
Actions and initiatives	12
Public realm and placemaking	14
Lowe Street	16
Gladstone Central	20
Intersection upgrades	24
Peel Street North	26
Reads Quay Promenade	30
Project phasing	34
Business case summary	37
Supporting Information	40

Prepared By

This Action and Investment Plan has been prepared by Athfield Architects Limited, Wraight + Associates Landscape Architects and Te Hono. This collaborative team has been supported by specialist input from WT New Zealand in advisory services and quantity surveying, Urban Connections for transport engineering, Strata Group Engineers for civil and Morphem Environmental for water quality and resilience.

The Plan establishes a coordinated ten-year programme of action to guide investment, revitalisation and partnership-led delivery across the city centre.

Finalised: September 2026

Mayor's foreword

I am genuinely excited about the vision set out in the Gisborne City Centre Action and Investment Plan and what it could mean for the future of our city and our wider region.

During the election, I spoke about moving Tairāwhiti beyond recovery and creating a vibrant, welcoming city where people want to live, work, visit and invest. This plan is an important step towards making that ambition real.

Our city centre is much more than a collection of streets and buildings. It is the heart of our community, a place where people work, do business, access services, meet one another and experience the unique identity and stories of Tairāwhiti.

We also need to be honest that our city centre faces challenges. Some of its infrastructure and public amenities are reaching the end of their useful life, the way people use city centres is changing, and our businesses and property owners are operating in a difficult economic environment. Doing nothing is not a realistic option.

This plan gives us a clear and practical way forward. It sets out a staged programme to improve public spaces and connections, support local businesses and investment, celebrate our identity and create places where people feel welcome and want to spend time.

It has been shaped through extensive engagement with residents, businesses, property owners, community organisations, government agencies and iwi. While people expressed a range of views about what should happen and when, there was a shared desire for a city centre that is thriving, resilient and something our community can feel proud of.

This is a long-term vision, not a single construction project. We will take a staged approach, beginning with practical improvements, learning from what works and making further decisions as funding and opportunities become available.

Council cannot deliver the full transformation on its own. It will take continued commitment and investment from Council, our partners Gisborne Holdings Limited and Trust Tairāwhiti, mana whenua, businesses, property owners, government agencies, investors and our wider community.

Thank you to everyone who shared their time, knowledge and ideas in developing this Plan. Your contribution has helped shape a vision that is ambitious, but also grounded in the realities facing our region.

I look forward to seeing the first projects get underway and working alongside our partners and community to create a city centre that reflects the character, confidence and potential of Tairāwhiti.

Rehette Stoltz

Mayor | Gisborne District Council

Key partner support

Trust Tairāwhiti

Trust Tairāwhiti supports the Gisborne City Centre Action and Investment Plan as a fundamental framework for coordinated long-term investment.

A vibrant and resilient city centre is important to the wider region. It supports local businesses, strengthens the destination and visitor experience and helps build confidence in Tairāwhiti as a place to live, work, visit and invest.

The Trust's decision to acquire the Emerald Hotel precinct reflects a collaborative, best-for-region perspective. The investment is intended to complement Council-led public realm improvements and other city centre initiatives, rather than operate in isolation.

Council leadership and investment in the surrounding public realm also provide important confidence signals for private-sector investment. Together, coordinated public and private investment can help create the confidence for further activity, development and sustainable revitalisation.

The Trust looks forward to continuing to work with GDC, GHL, mana whenua, businesses and other partners to support a more active, connected and welcoming city centre.



Gisborne Holdings Limited

Gisborne Holdings Limited (GHL) strongly supports the Action and Investment Plan and its vision to revitalise the heart of Tairāwhiti as a vibrant, resilient, and attractive place to live, work, visit, and invest.

As Council's commercial partner and the region's investment partner, GHL is committed to supporting initiatives that deliver long-term economic, social, environmental, and cultural benefits for our community.

The Action and Investment Plan aligns closely with GHL's strategic purpose of using our commercial capability, assets, and partnerships to make Tairāwhiti a better place. We recognise that a thriving city centre is critical to attracting investment, supporting local businesses, creating employment opportunities, strengthening visitor experiences, and enhancing community wellbeing.

GHL sees significant value in a coordinated, partnership-led approach that brings together Council, iwi, business, landowners, investors, and the wider community around a shared vision for the city centre. Through our experience in property investment, asset management, tourism accommodation, and regional development initiatives, we are committed to working alongside Council and other stakeholders to help unlock opportunities that support the successful implementation of the Plan.

The recent purchase and refurbishment of the Bates Building at 2-18 Lowe Street is clear evidence of our commitment to this process.

We look forward to contributing to the delivery of a stronger, more prosperous, and more connected city centre that will benefit both current and future generations of Tairāwhiti.



Introduction

This Action and Investment Plan (AIP) sets out a coordinated pathway to revitalise our city centre over the next ten years. It translates long-standing aspirations into a targeted, staged action plan. It provides a predictable sequence of projects that build upon each other rather than a single large investment. It begins with a practical first phase of work on Lowe Street that will be delivered, tested and reviewed. Each subsequent phase of work will require further evidence, funding, community input and council decision making. The full transformation will be delivered by Council alongside our key partners and will require external sources of funding that will be targeted and secured through the ten-year life of the plan.

The primary purpose of this document is to drive city centre revitalisation. It sets out a pragmatic investment and delivery strategy, identifying priority projects, sequencing, and funding pathways to coordinate action across Council, mana whenua, key partners, the private sector and the community towards shared outcomes.

This AIP sits within a broader context of plans and strategies that together shape the future of Tairāwhiti. These include the Tairāwhiti 2050 Spatial Plan, the Future Development Strategy, and the City Centre Urban Framework. The AIP is a key component of the City Centre Revitalisation Programme and builds on previous and ongoing initiatives including the Early Wins and Catalyst Initiatives programmes. Together, these documents establish strategic directions, growth patterns, aspirations and policy settings. The AIP translates them into tactical, meaningful and deliverable projects that can achieve significant outcomes.

It responds to the community's ambitions: to create a compact, connected, and culturally grounded city centre that supports economic vitality, urban living, and community

wellbeing, while reflecting the unique identity of Tairāwhiti.

The purpose of this document is twofold. First, it establishes spatial, landscape and urban design principles that strengthen the look, feel, and function of the city. Second, it sets out a pragmatic investment and delivery strategy, identifying priority projects, sequencing, and funding pathways to enable coordinated action.

A critical focus of this AIP is integration, bringing together infrastructure renewal, placemaking, cultural expression, and development feasibility into a single, coherent programme. This includes embedding mana whenua values and narratives, strengthening connections to the awa and coastline, and reorienting the city centre toward its natural and cultural assets.

This AIP document is designed to be both aspirational and deliverable. It provides a clear line of sight between vision and implementation, aligning with Council's Long-Term Plan cycles, identifying realistic funding mechanisms, and supporting partnerships that will be essential to project delivery.



Sunset over the city from Kaiti. CC BY-NC-ND 2.0

Vision

Tairāwhiti holds a unique place in the story of Aotearoa as the first point of arrival for Horouta, Tākitimu, and Te Ikaroa-a-Rauru waka and later Cook's Endeavour. Tūranga-nui-a-Kiwa/ Gisborne city centre is the heart of Tairāwhiti, a place where people gather, where we connect to our culture and community, where businesses thrive, and the stories of our place are visible in everything we do.

This Action and Investment Plan sets out a shared pathway to create a city centre that is vibrant, welcoming, resilient, and uniquely grounded in the identity of its whenua, awa and people.

Our vision is for a city centre that is designed for people first. A place where families, rangatahi, kaumātua, residents, workers and visitors enjoy safe and attractive streets, lively public spaces, and year-round activity. A place that celebrates mana whenua leadership and cultural identity, strengthens community wellbeing, and fosters a strong sense of belonging and pride.

We see a city centre that supports a thriving local economy by attracting investment, enabling housing and business growth, and creating opportunities for local and Māori enterprises. We see stronger connections to the rivers and natural environment, greener streets, and infrastructure that supports both growth and resilience in the face of future challenges.

Success will be measured by the life these investments bring, including more people using the city centre, stronger local businesses, greater cultural expression, improved wellbeing, and a renewed community heart that reflects the aspirations of Tairāwhiti for generations to come.

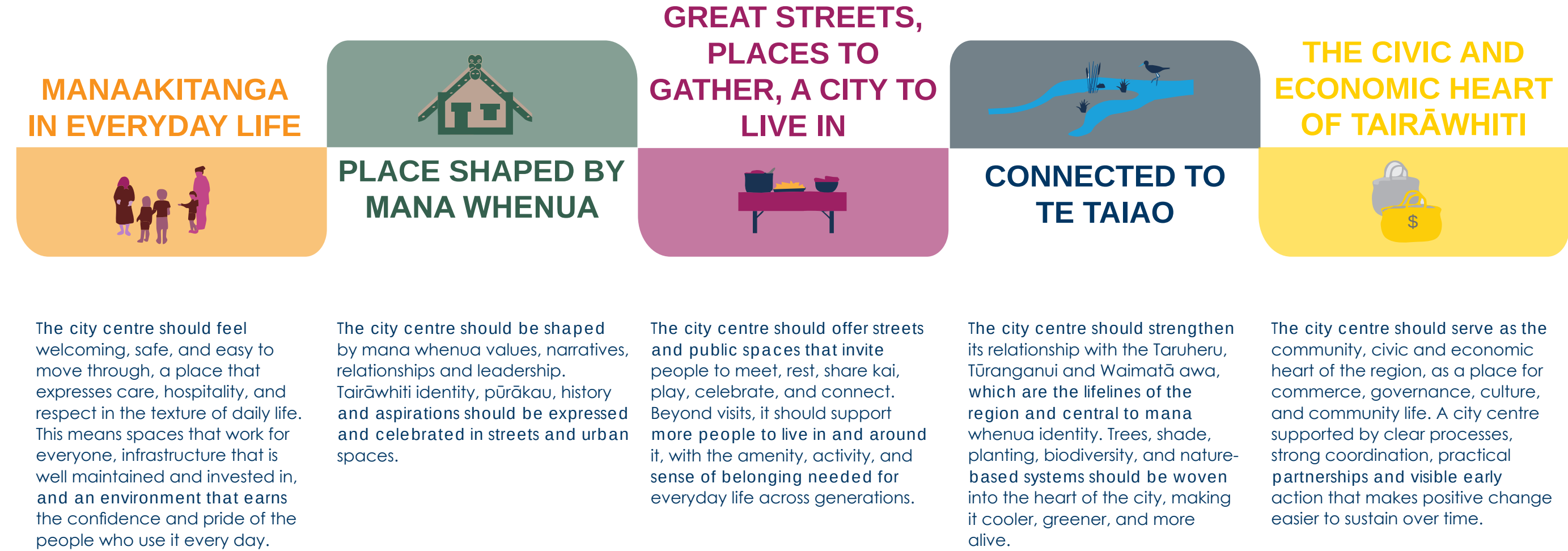
Our vision is for a city centre that is designed for people first.



Te Taiuhu Tūranga Whakamana CC-BY-SA-4.0

Guiding principles

Five guiding principles have emerged through the community and key stakeholder engagement process and build upon themes established through earlier engagement efforts within the Catalyst Initiative and the City Centre Revitalisation Programme.



Revitalisation strategy

Revitalising a city centre is a long-term undertaking, requiring patience, commitment and partnership. Change happens incrementally. Successful regeneration is rarely delivered through a single project. Rather, it results from coordinated public, private and community-led actions that build confidence, improve amenity, attract investment and strengthen the city centre over time.

Revitalisation requires balancing vision with structure, and certainty with agility. Each city has needs, budgets, risk appetites and economic conditions. Capital investment in the public realm provides the backbone, but funding operations, coordination, programming, management and activation is equally important. Plans must remain adaptable to private-sector response while supporting communities and businesses through change.

For Tūranga-nui-a-Kiwa/Gisborne, this means building on existing strengths: a compact, walkable core, strong cultural identity, connections to the awa and coastline, existing civic investment, a rich heritage environment, identified development opportunities, mandated partners and a community invested in its future. The following strategy outlines a practical pathway to revitalisation.

We have already started

The revitalisation process has already begun in the city centre. Early Wins initiatives have demonstrated the value of temporary activations, Catalyst projects continue, façade upgrades are underway, community-led projects are happening in Treble Court

and elsewhere, Gisborne Holdings Limited has purchased and renovated the Bates Building, while Trust Tairāwhiti has invested

in the Emerald Precinct, demonstrating growing confidence in the future of the city centre and providing momentum for further revitalisation.

Next Steps:

1. Build alignment around the vision and the AIP

The development of this Action and Investment Plan provides a shared direction for Council, mana whenua, key partners, businesses, property owners and the wider community. Establishing a common vision and guiding principles, clear priorities and a coordinated programme of work creates the certainty needed to support long-term decision-making, community confidence and private investment.

2. Support the existing city centre

Continued support across the city centre is critical. Establishing a city centre Management structure and funding this through annual operational budgets is a necessary step.

Markets, public art, public realm activation, place-making initiatives, façade improvements, relationship management and ongoing maintenance all contribute to a city centre that feels welcoming, vibrant and cared for. This work requires energy, collaboration, co-ordination and dedicated management.

It is critical that both the most vibrant and least active areas of the city centre are cared for and that programs such as art in storefronts and temporary events continue. Maintaining strong relationships and communication between the wide variety of stakeholders engaged in the city centre should be a key focus.

3. Public realm activation

Low cost interventions, events programming, cultural activation and creative placemaking in Gladstone Road, Peel Street, Lowe Street and Reads Quay will provide the opportunity for increased visitation, behaviour change, and new positive experiences of these places for residents and visitors. Experience based interventions focused on family activities and play will attract a new generation of visitors to the rivers edge and meet community needs for spaces that are focused on rangatahi and whanau.

4. Lowe Street

The Lowe Street Shared Space is proposed as the first significant public realm investment and catalyst project. This project will enable the transformation of an under-utilised and compact section of street into a new destination public space in the city centre. The street is not a part of the primary vehicle movement network and its redevelopment will minimise negative construction impacts on more established areas of the city centre.

Lowe Street is envisaged as a vibrant hospitality, dining and gathering destination where people can meet, share kai, relax and experience the unique character of Tairāwhiti. The shared space will support outdoor dining, cafés, local food and beverage experiences, markets, community events, cultural celebrations and seasonal activations. Its design will allow the street to accommodate temporary closures for special events and create opportunities for new visitor experiences that support local businesses and contribute to a livelier and more welcoming city centre, helping stimulate future private investment and inform the next steps of investment in the public realm.

5. Gladstone and Peel Streets

A series of simple targeted intersection, street and crossing improvements aimed at pedestrian prioritisation, enhancing accessibility, integration of cultural expression, paving replacement and enhanced native planting will expand the programme on Gladstone Road between Lowe and Peel, and on North Peel Street. This phase of work will set a new pattern for Gladstone Road, enhance the setting for local retail and businesses and work to stimulate an additional cluster of private redevelopment opportunities. On North Peel Street focused improvements will strengthen the important role of the street as a hub for community activities, extending the presence of nature, providing easier street crossings and increasing space for people to gather.

6. Connect to the awa at Reads Quay

The final stage of the programme focuses on strengthening the relationship between the city centre and the awa. Investment along Reads

Quay and the river edge will create new opportunities for recreation, gathering, cultural expression and ecological restoration, helping to establish a city centre that is uniquely grounded in the landscape, identity and aspirations of Tairāwhiti. This phase will make permanent change based on results from the period of temporary activation. It will work to increase visitor numbers through events and activity, enhance the appeal of the city centre for families, and promote improvement in adjacent development sites as they activate building frontages against the promenade.

Why invest in the public realm?

We want to invest in a city centre that is lively, safe, welcoming, and good for our future. Success will mean:

More people using the city centre

What we want to see:

- more people visiting
- people staying longer
- more activity during evenings and weekends.

Why it matters:

- more people leads to more spending in shops, cafés and local businesses
- stronger local economy and more jobs
- a place with more people is more attractive for investment.

A place people enjoy and feel good in

What we want to see:

- people feel safe, welcome, and proud of the city centre
- more social connection and community activity
- an increased residential population
- a place that attracts families and people of all ages

Why it matters:

- better wellbeing and quality of life
- people spend longer in places they enjoy
- places with more residents are safer and more active.

A greener, more resilient city centre

What we want to see:

- more trees, shade and attractive spaces
- better connections to the river
- enhanced water quality, reduced flooding and heat.

Why it matters:

- people are attracted to nature for its health benefits
- lower long-term infrastructure costs
- better environment for future generations
- a stronger sense of place.

Safer, easier ways to get around

What we want to see:

- safer streets for walking and cycling
- fewer accidents
- easier access for everyone
- a city that is still easy to navigate by car.

Why it matters:

- fewer injuries and safer communities
- health benefits from more walking and activity
- more equitable and multi-generational access to the city centre.

More thriving local businesses

What we want to see:

- fewer empty shops
- more local businesses opening and growing
- more local spending staying in Gisborne
- more private sector investment in the city centre
- local businesses delivering our projects.

Why it matters:

- stronger local economy
- more jobs and opportunities
- opportunities for māori businesses and artists.

A city centre that reflects our identity

What we want to see:

- stronger presence of local culture and stories
- mana whenua involved in design and decisions
- more cultural events and activity.

Why it matters:

- a unique, authentic city centre
- stronger cultural identity and pride
- a great place for locals will also attract visitors
- opportunities for māori businesses and artists.

When we invest in better public spaces, we see more people using the city centre, people enjoying being there, businesses growing and more private investment.

The plan - a call to action

The time to invest in the city centre is now.

Tūranga-nui-a-Kiwa/Gisborne is at a crossroads. As Aotearoa approaches 200 years since the signing of Te Tiriti o Waitangi we have a unique opportunity to further recognise and celebrate the stories of navigation, arrival, settlement, and connection that define this place and its people at the confluence of the awa. The local community recognises the need and supports change in the city centre. Key partners acknowledge the urgency of revitalisation and are ready to build on the momentum of public investment.

Local developers have land assembled and are looking for certainty and leadership from the Council. It has been almost 30 years since the last major investment into the city centre public realm and much of the paving and hard surfaces are at end of life.

This presents both a challenge and an opportunity to access New Zealand Transport Agency renewals funding that will shore up Council investment. Investments in Three Waters infrastructure have already been approved and are being procured now. Coordination with these efforts will maximise their positive impact and minimise disruption to existing businesses.

Regional centres like Whanganui, Rotorua and Hastings show us that this strategy works:

- build alignment around a strong vision
- start small, activate, test, develop and build momentum
- engage key partners
- private investment will follow.

A city centre that people want to visit, live and work within is key to the economic health of the region. Trust Tairāwhiti has recognised this within the Tairāwhiti Destination Management Plan. A vibrant city centre is key in attracting people, businesses and investment.

The cost of not investing is real. A deteriorating physical environment, increasing maintenance costs, growing vacancy, environmental, social and economic challenges and a lack of community pride in place.

The AIP presents a call to action - the time to act is now.

BUILD ALIGNMENT AROUND THE VISION

SUPPORT THE CITY CENTRE COMMUNITY

ACTIVATE EXISTING SPACES

DELIVER PUBLIC REALM PROJECTS

ENABLE KEY PARTNERS

CATALYSE PRIVATE SECTOR INVESTMENT



Looking over Waikanae beach

Actions and initiatives



Ref	Initiative	Led by	Likely Funding Source	Principle
1	Public Realm Improvement Projects			
1.1	North Lowe Street shared space	GDC	GDC / NZTA	
1.2	Lowe Street / Gladstone Road intersection	GDC	GDC / NZTA	
1.3	Gladstone Road- Lowe to Peel	GDC	GDC / NZTA	
1.4	Peel Street / Gladstone Road intersection	GDC	GDC / NZTA	
1.5	Peel Street North	GDC	GDC / NZTA	
1.6	Reads Quay Promenade	GDC	GDC / NZTA / EXT	
1.7	Co-ordinated roading maintenance and renewals projects	GDC	AMP / NZTA	
1.8	Infill of Gladstone to Reads Quay turn lane	GDC	GDC / NZTA	
1.9	Future improvements to Gladstone / Customhouse II intersection scope TBC	GDC	GDC / NZTA	
1.10	Hei Pipi - mana whenua-led landscape project	RIT/ TT	TT	

Ref	Initiative	Led by	Likely Funding Source	Principle
2	Placemaking and Activation			
2.1	City centre management structure	GDC / TT	GDC/ TT	
2.2	Arts / cultural workshop as activator	RIT	TBC	
2.3	Activation programming for Peel Street	GDC	GDC	
2.4	Continued support for façade fund	GDC	GDC	
2.5	Public realm activation to Reads Quay (years 1-7)	GDC	GDC	
2.6	Public realm activation to Lowe Street (years 1-2)	GDC	GDC	
2.7	Encourage markets on Reads Quay	GDC	GDC	
2.8	Test night market location at North Peel / Treble Court	GDC	GDC	
2.9	Promote activation of laneways and courtyards by adjacent property owners and businesses	GDC	GDC	
2.10	Deliver City Centre Loop trail within the public realm projects - establish a programme of mahi toi, interpretative signage and wayfinding elevating mana whenua narrative alongside european history and contemporary culture.	GDC/ RIT	GDC / EXT	
2.11	Explore naming opportunities linked to cultural narrative	RIT / GDC	GDC / RIT	
2.12	Repair river front promenade lighting to enhance safety and enable ease of use at night	GDC	GDC	

Lead agency identifies the primary organisation responsible for coordinating delivery. Where Gisborne District Council is not the lead agency, Council will still have an important supporting, regulatory, landowner, funding or partnership role in the successful delivery of the initiative.

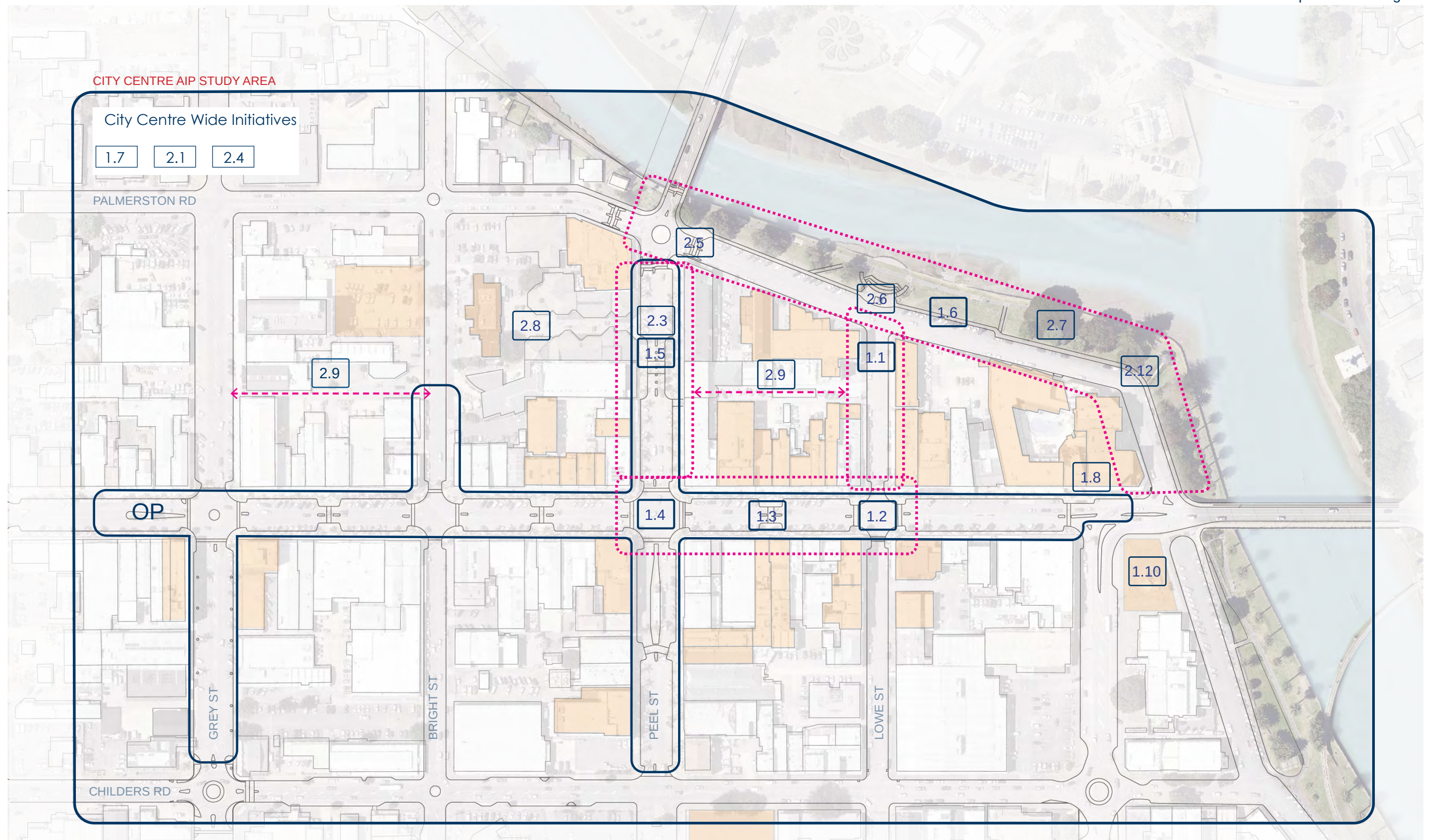
Actions and initiatives plan

1_3000 A3



Key development opportunities

OP - Works covered within operational budgets



Public realm and placemaking

Public realm projects provide the primary mechanism for Council to invest directly in city centre revitalisation. In response to the Guiding Principles, community engagement, analysis of previous plans, the current context and potential city centre development opportunities, AIP public realm projects are focused on the north-east quadrant of the study area and set between the established city centre and the river confluence.

While city centre management, maintenance, renewals, business support and activation continue across the city centre this geographic focus balances the need to protect established centres of activity from disruption, test revitalisation and activation strategies and provide new destination spaces that draw people to the centre and stimulate opportunity.

These projects will establish a connected network of welcoming, accessible and people-focused destinations that reinforce the role of the city centre as the community, cultural and economic heart of Tairāwhiti. They will connect the city centre more fully to the awa and the energy of the inner harbour and create opportunities for development to follow.

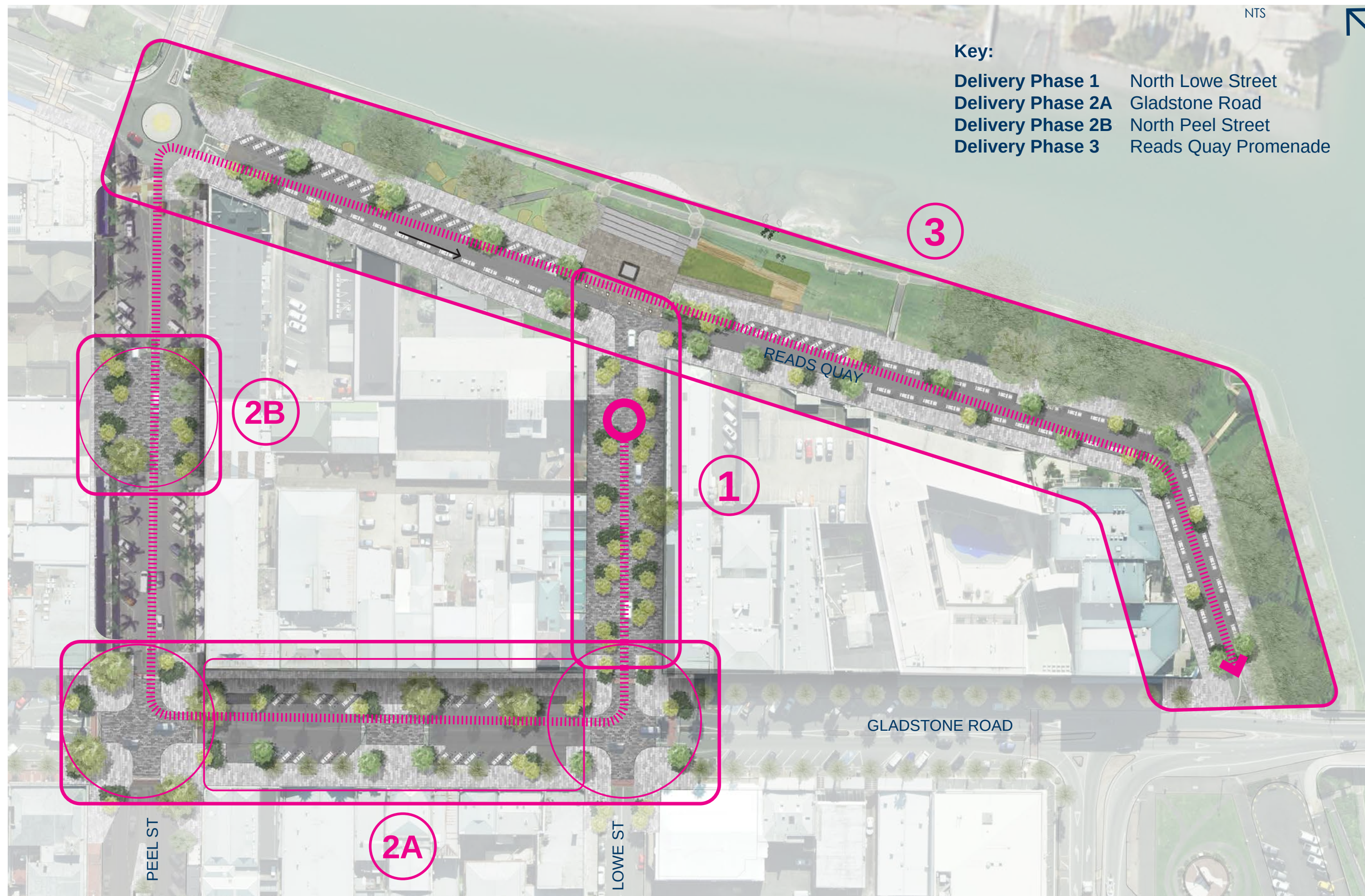
Placemaking activations, located at key street nodes, will provide interactive experiences supporting social engagement, play and/or occupation of newly defined public space. See 'Placemaking and Activation Strategy' within Supporting Information section (Page 51) for more detail.

In addition to Council's standard procurement and delivery requirements, each project is recommended to complete:

- project-specific cultural expression, naming, interpretation and mahi toi developed with mana whenua
- a co-design strategy, including for integrated mahi toi and cultural elements
- an operations and maintenance strategy and budget (including handover documentation)
- a coordination plan with roading and three waters infrastructure upgrades, renewals and maintenance aligned to asset management plans
- a community engagement process specific to each project and group of key stakeholders
- coordination with adjacent development opportunities where possible
- a parking and access management plan specific to each project, demonstrating how any parking changes will be mitigated, relocated or offset to maintain accessibility, business functionality and visitor convenience
- a business disruption mitigation plan
- coordination with livable spaces on play opportunities and landscape.



Low Street precedent images – creating a sense of place and destination



Key:

- | | |
|-------------------|----------------------|
| Delivery Phase 1 | North Lowe Street |
| Delivery Phase 2A | Gladstone Road |
| Delivery Phase 2B | North Peel Street |
| Delivery Phase 3 | Reads Quay Promenade |

1. Lowe Street

Lowe Street has been identified through community engagement* and planning studies as a place with real transformation potential. This short section of street opens to the awa in a way that is unique within the city centre.

Removed from primary vehicle routes, the street is currently quiet and underutilised. Historic buildings and high-quality storefronts give the space distinctive character, and recent investment in the Bates building by Gisborne Holdings Limited has built momentum for adaptive reuse. Multiple adjacent development sites, combined with a small number of tenancies, offer the opportunity to minimise vacancy and maximise continuous street-level activity. At the north-west corner, the Ngā Wai e Rua Building anchors opportunities for iwi-led transformation at the river's edge.

The street already has the ingredients of a great destination, good scale, historic character, established restaurants, and an easy walk to the river. The current street environment does little to support this character and promote pedestrian priority and activation.

Through considered design, planting, seating, lighting and cultural expression, and programme activations, Lowe Street will become a new destination hospitality and gathering precinct within the city centre. The shared space will create opportunities for outdoor dining, seasonal events, markets and community celebration experiences that spill into the street. The design supports temporary street closures and special events, creating a distinctive “eat street” atmosphere that strengthens connections between local businesses, residents and visitors.

*via Catalyst early engagement led by Trust Tairāwhiti.

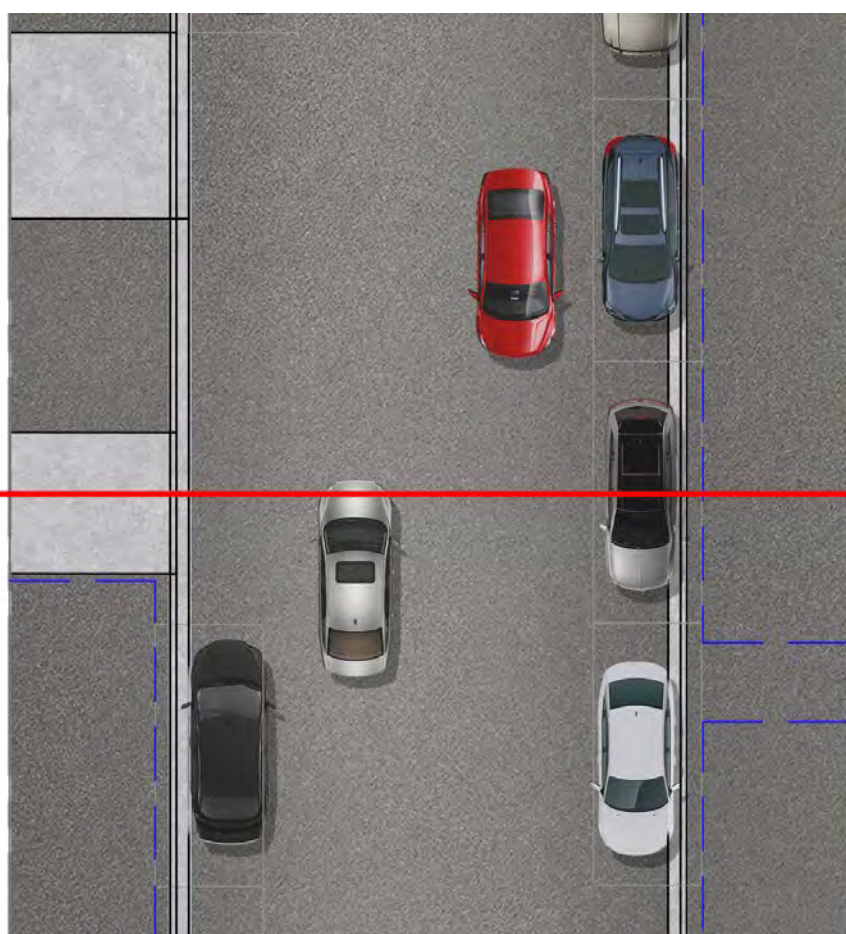


View looking east to the Bates Building

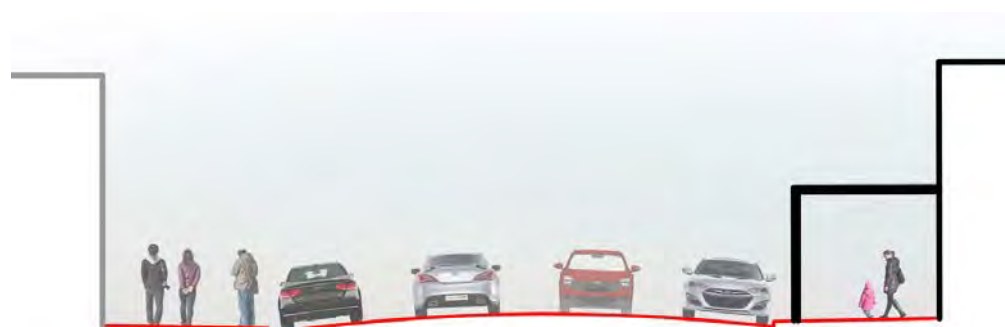


Existing condition

Lowe Street experiences low traffic volumes, in comparison to its neighbouring streets. It has poor lighting conditions, limited amenity and narrow footpaths, undermining both its vibrancy and its sense of public safety.



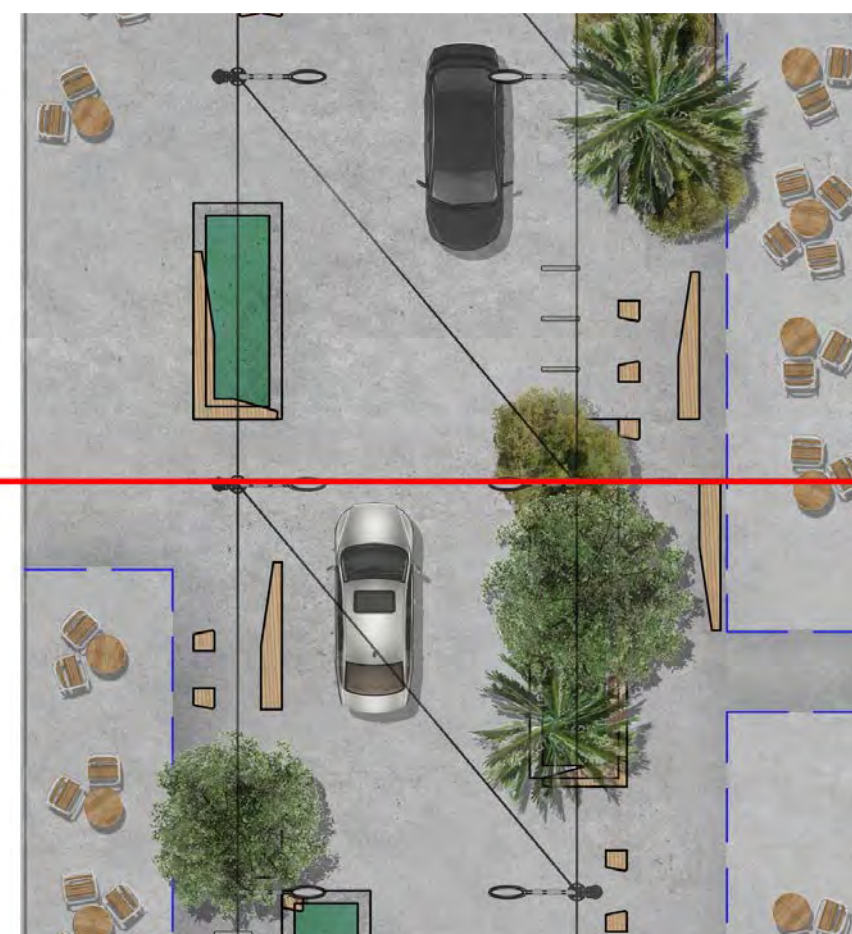
Existing plan diagram



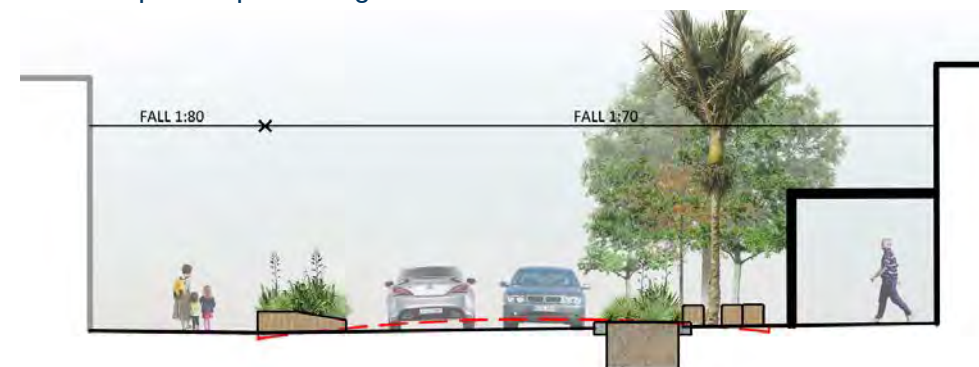
Existing section diagram

Proposed condition

A pedestrian focused shared space. This space will reinforce Lowe St north as a place for the community to inhabit and enjoy, stimulate adjacent development, support retail and food and beverage uses and increase foot traffic for the city centre. The street transformation will provide new ecological planting and storm water treatment, significant accessibility enhancements, new street lighting and opportunities for Tairāwhiti's cultural identity to be strongly expressed within the city centre.



Proposed plan diagram



Proposed section diagram

Benefits:

- canvas for cultural identity
- place for community
- connects city centre spine, gladstone road, to the river
- significant enhancement / amenity (ecological interventions and contemporary streetscape finishes)
- improve the quality of stormwater run off
- significant accessibility improvements (cross falls and road camber).

Considerations:

- layout of surface drainage/ overland flow paths
- location of services in relation to new planting interventions
- assess requirements for loading/services parking
- assess traffic flows, determine whether two way or one-way provides optimum level of service/ safety
- pavement loadings for shared surfaces
- lateral shifts to control vehicle speeds
- bike/ active mode parking
- communication of traffic changes to motorists, local businesses and residents
- catenary lighting design in relation to emergency access and position of overhead cables
- asset maintenance (cost, expertise, effort)
- maintaining existing access to properties.



View looking North-East towards Taruheru awa

2A. Gladstone Central

Gladstone Road provides the primary retail spine for the city centre. The street's length and the current low demand for retail space mean its energy is dispersed with high levels of vacancy and many lower quality storefronts and spaces. Paving is at end of life and the current exotic palm trees provide significant challenges for maintenance and safety while providing little in the way of shade.

While the palms and historic buildings are visually striking, a lack of planting and amenity at street level limits the streets potential as a place to linger for many. Existing assets include a number of exemplary historic buildings, the Odeon Theatre and a number of potential development sites along its length.

The proposed improvements to the block between Lowe and Peel Streets focus on paving renewals for end of life surfaces and aim to increase the level of hospitality and comfort within the street environment. The work would introduce upgraded pavements, new planting and furniture, and safer, more accessible pedestrian crossings.

This will shift the balance toward a more people-friendly street, improving accessibility and identity while retaining the existing layout and parking. This vision encourages people to spend more time in the area, enhancing the value of adjacent tenancies, providing places for people to meet and gather, celebrating key buildings like the Odeon and creating the potential for further development opportunities to follow.

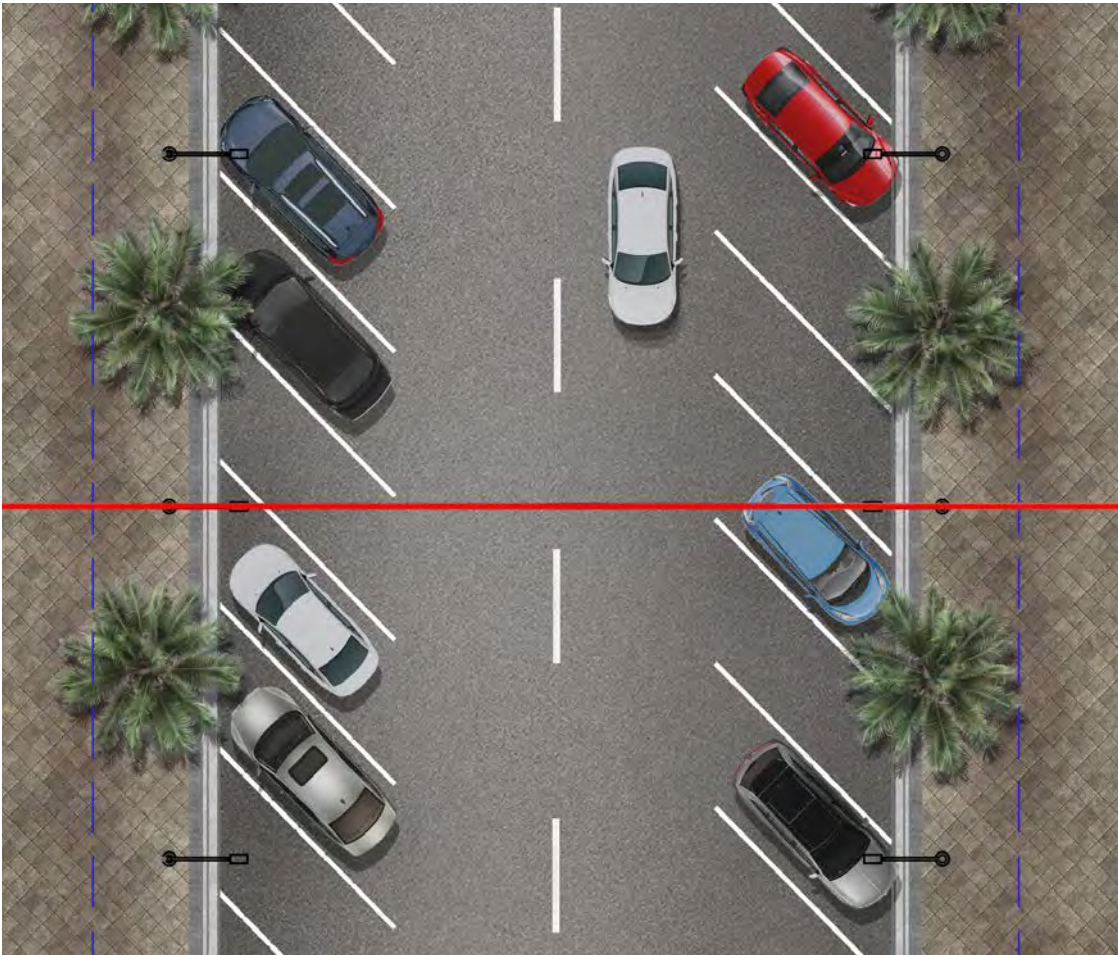


View on Gladstone showing a refurbished Odeon Theatre and potential infill development

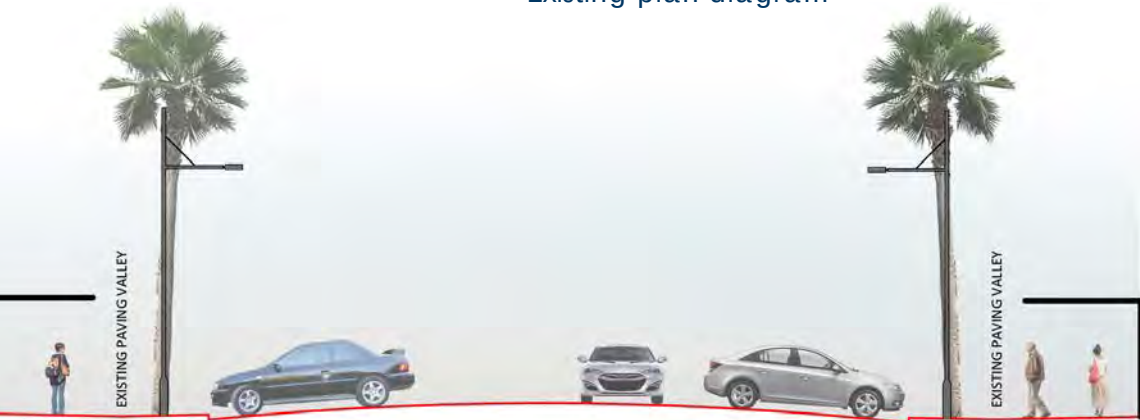


Existing condition

Generously proportioned, central Gladstone Road (between Peel and Lowe Streets) lacks character and vibrancy by virtue of its tired and end of life street furnishings and finishes. Palm trees provide a degree of 'green' amenity. However, they provide little in the way of shade, shelter or ecological benefit.



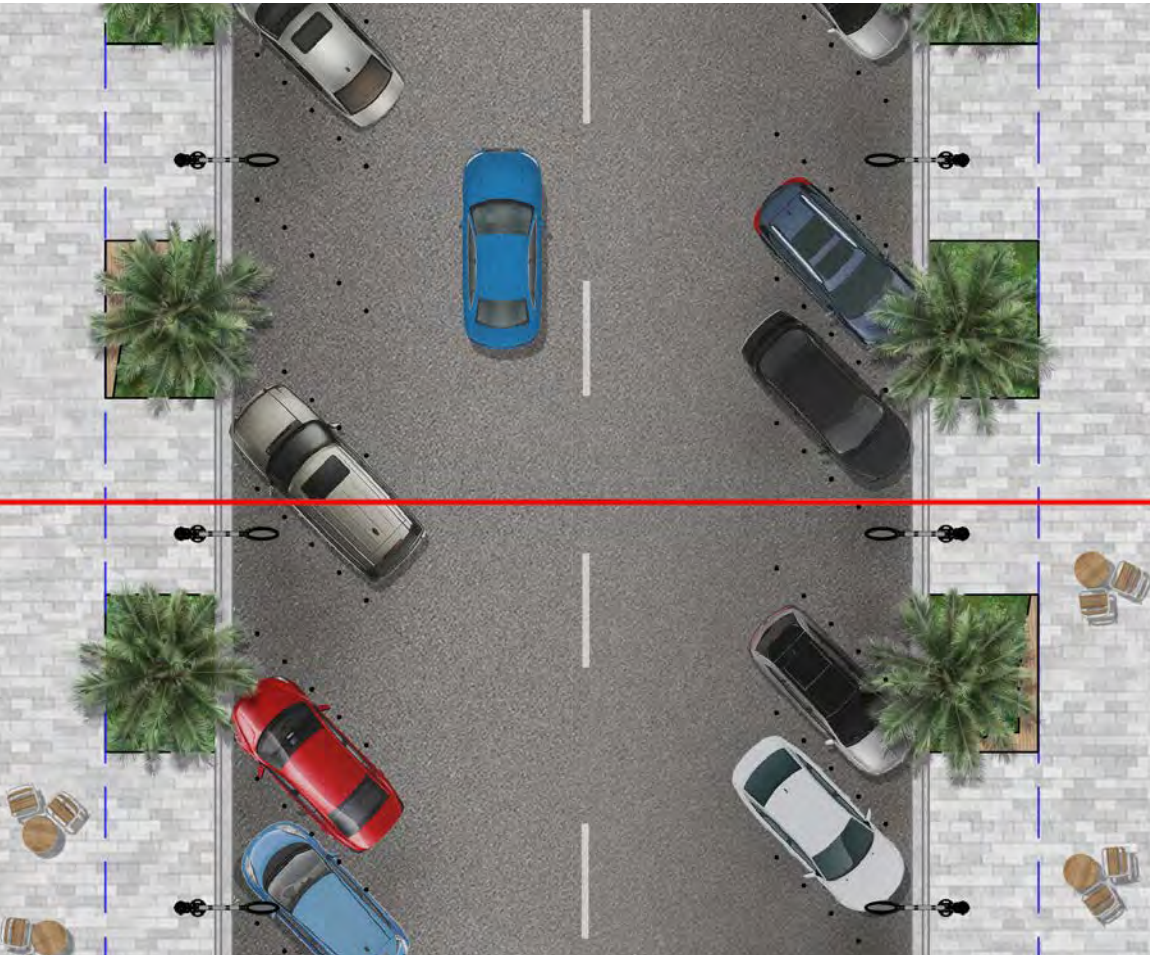
Existing plan diagram



Existing section diagram

Proposed condition

Upgraded pavements, new planting and furniture, better pedestrian crossings, and enhanced intersections. These changes will shift the balance toward people-friendly streets, improving accessibility, comfort, and identity while maintaining the existing street layout and parking.



Proposed plan diagram



Proposed section diagram

Benefits:

- canvas for cultural identity
- place for community
- resolves localised trip hazards and broken paving
- ecological stormwater treatment at crossing points
- more street-side seating and amenity provisions
- improved midblock crossing
- significant enhancement / amenity (ecological interventions and contemporary streetscape finishes)
- retains existing parking.

Considerations:

- location of services in relation to new planting interventions
- careful management of existing palms and surrounding vegetation during construction, while enabling future landscape succession and ecological enhancement over time
- ongoing maintenance of palms will be required
- overland flow path design in relation to raised crossings
- emergency vehicle access in relation to raised crossings
- consistency of street-lighting elements
- asset maintenance (cost, expertise and effort)
- maintaining existing access to properties.



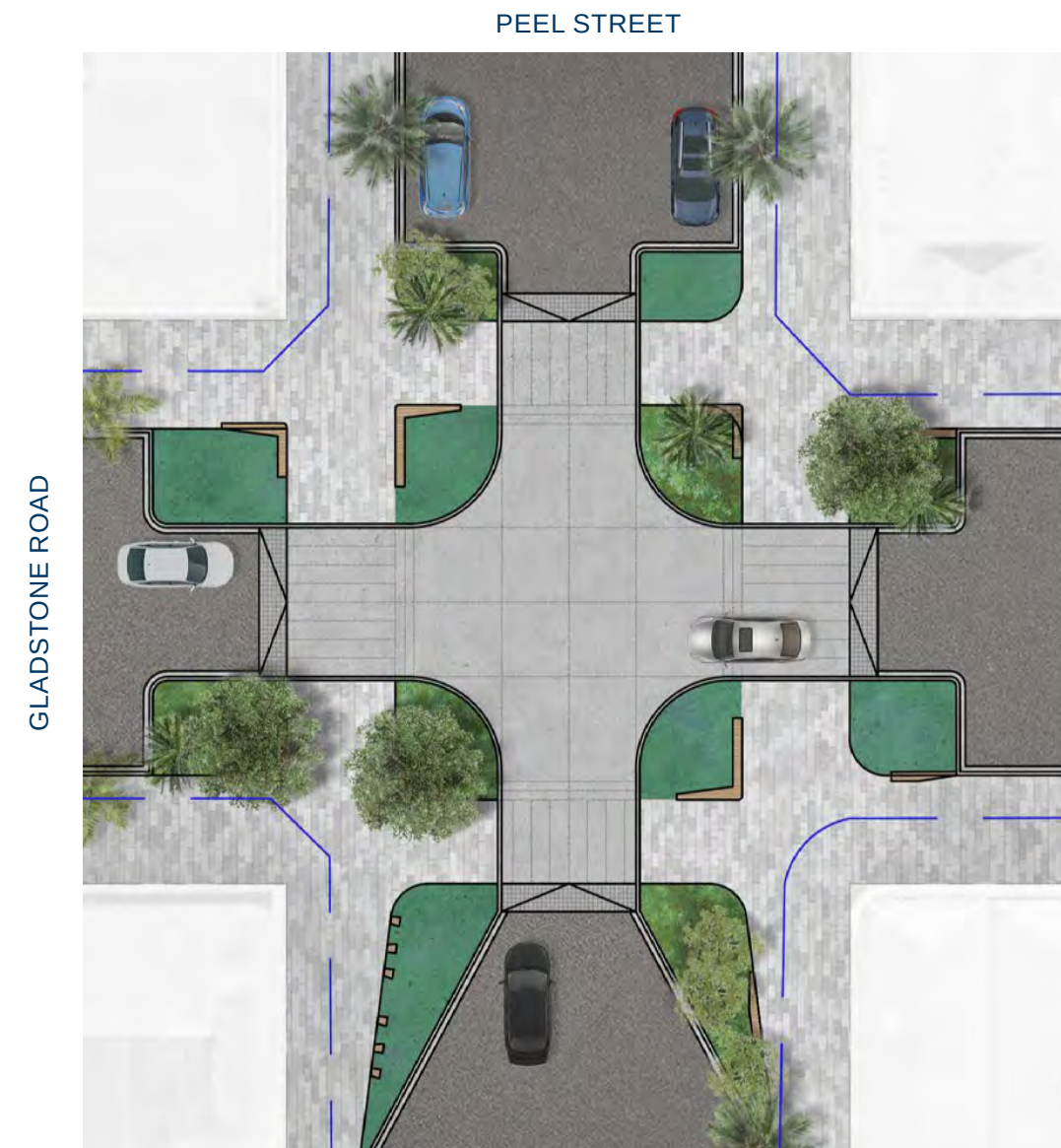
Aerial view looking North-West on Gladstone Road

Intersection upgrades

NTS



Lowe and Gladstone
detail plan



Peel and Gladstone
detail plan

Proposed Condition

Reconfigured to raised pedestrian table, tightened corner turning radii, improve mobility parking close to intersections, minimise changes to existing parking conditions on Gladstone Road.

Benefits:

- canvas for cultural identity
 - significant improvement to accessibility
 - prioritises pedestrian over vehicle movements
 - localised ecological stormwater treatment
- Improves on-street mobility parking facilities.

Considerations:

- layout of surface drainage/ overland flow paths in relation to raised crossings
- emergency vehicle access in relation to raised crossings
- sight lines for motorists and pedestrians in relation to tree layout
- traffic light signal improvements for Peel Street (green wave technology, sequencing to prioritise pedestrian movements, audio signals for vision impaired)
- mobility requirements (e.g. tactile)
- smart pole technology
- communication of traffic changes to motorists
- consistency of streetlighting elements across the city centre
- asset maintenance (cost, expertise, effort)
- detailed modelling of traffic movements and flow.



View looking west at the intersection of Lowe and Gladstone
and possible residential conversion of the Masonic building

2B. Peel Street North

North Peel Street provides the community heart of the city centre and is currently one of the more vibrant, active areas within the AIP study area. The HB Williams Memorial Library provides an anchoring civic building that draws families into the city and Treble Court is consistently identified by rangatahi as a key space for youth.

Proposed changes are intended to strengthen and amplify this role, removing a line of palms at the centre of the street, adding lower native planting, added seating and amenity, and providing an upgraded, leveled crossing zone. This space would link both sides of the street more strongly into one shared space and slow traffic through it, turning an already-active street into an even stronger

community destination.

While the new street maintains the existing kerb condition and parking, additional programmes such as a night market are proposed to support rangatahi requests for activities that build on the existing offers within Treble Court.

It is anticipated that careful coordination with the roading AMP may allow for paving renewals across the balance of the street - refreshing a tired physical environment that succeeds due to the energy and commitment of the community that occupies it.

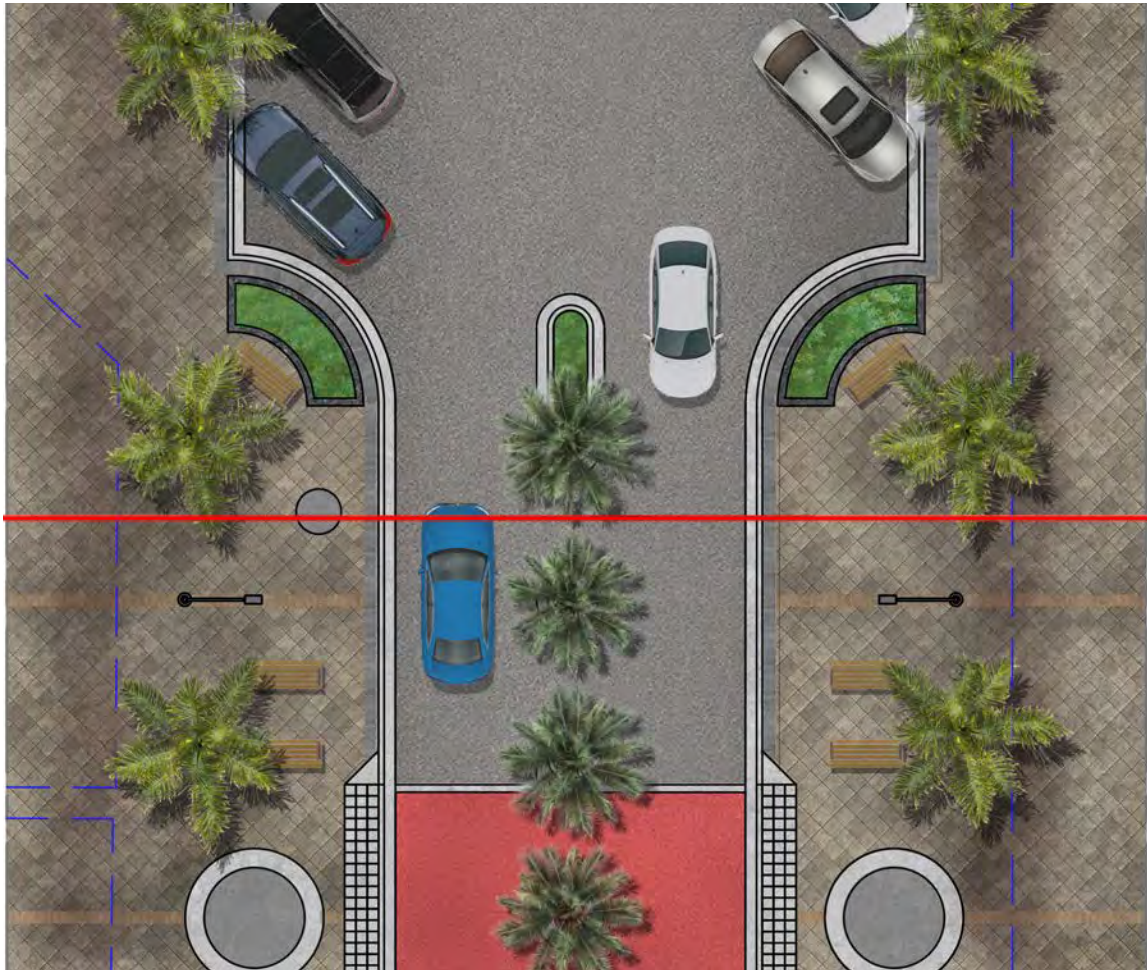


View looking north over Peel street toward Treble Court

Existing condition

The central crossing zone at Peel Street (on the section between Reads Quay & Gladstone Rd) provides a generously proportioned pedestrian environment free of parked cars in close proximity to the city's key community facility, the public library.

The poor condition and age of streetscape finishes and furnishings, however, negatively affects its appeal. The central line of palm trees is challenging for both pedestrians and vehicles to navigate.



Existing plan diagram



Existing section diagram

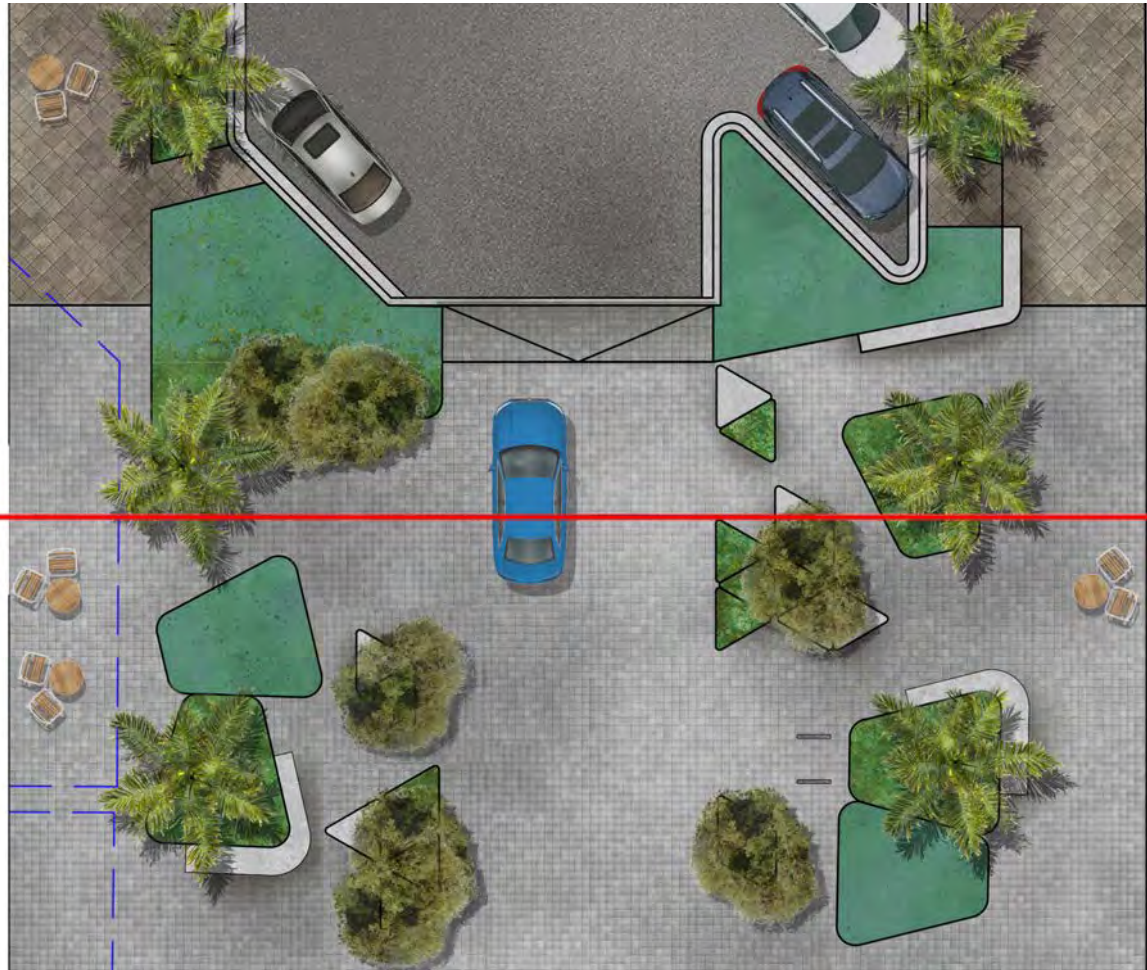
Proposed condition

NTS

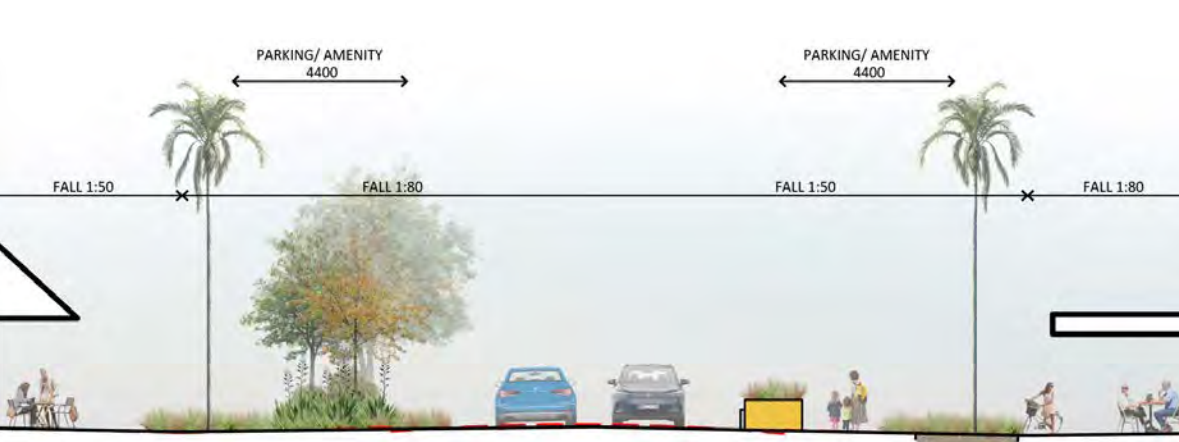


New central raised crossing with localised upgraded pavements, new planting and furniture.

Improving pedestrian comfort and building identity while maintaining the existing street layout and parking.



Proposed plan diagram



Proposed section diagram

Benefits:

- canvas for cultural identity
- place for community
- resolves localised trip hazards and broken paving
- ecological stormwater treatment at crossing points
- more street-side seating and amenity provisions
- improved midblock crossing
- significant enhancement / amenity (ecological interventions and contemporary streetscape finishes)
- retains existing parking
- flexible community space capable of supporting temporary events, evening activations and night activities through planned traffic management and event-based street use.

Considerations:

- location of services in relation to new planting interventions
- ongoing maintenance of existing palms, establishment care for new planting, and long-term landscape management will be required to ensure successful ecological enhancement over successive phases
- overland flow path design in relation to raised crossings
- emergency vehicle access in relation to raised crossings
- consistency of street-lighting elements
- asset maintenance (cost, expertise and effort)
- maintaining existing access to properties.



Aerial view looking North on Peel Street



3. Reads Quay Promenade

Reads Quay offers the city centre's best opportunity to connect to the green environment and amenity of the river corridor. This potential is limited however by the configuration of the street and the series of building 'backs' that currently address the river.

Historically, the banks of the Taruheru functioned as a site of arrival, exchange and trade. Revitalising Reads Quay offers a chance to restore these functions to the awa's edge, creating a lively promenade where markets, events, hospitality, recreation and community life can flourish.

This vision proposes a shift to one-way traffic, freeing up space for an enhanced riverfront promenade, family-friendly destinations and play, and greater capacity to host events. Reads Quay revitalisation has the strongest outcomes in terms of connection to the awa, opportunities for cultural expression along Te Ara Hīkoi, environmental enhancement and resilience, and vibrancy.

Setting this project in Year 8 of the AIP enables time to identify and secure the external funding required for this project and allows for building redevelopment projects to begin to adjust their frontages to the street to promote further activation and support events

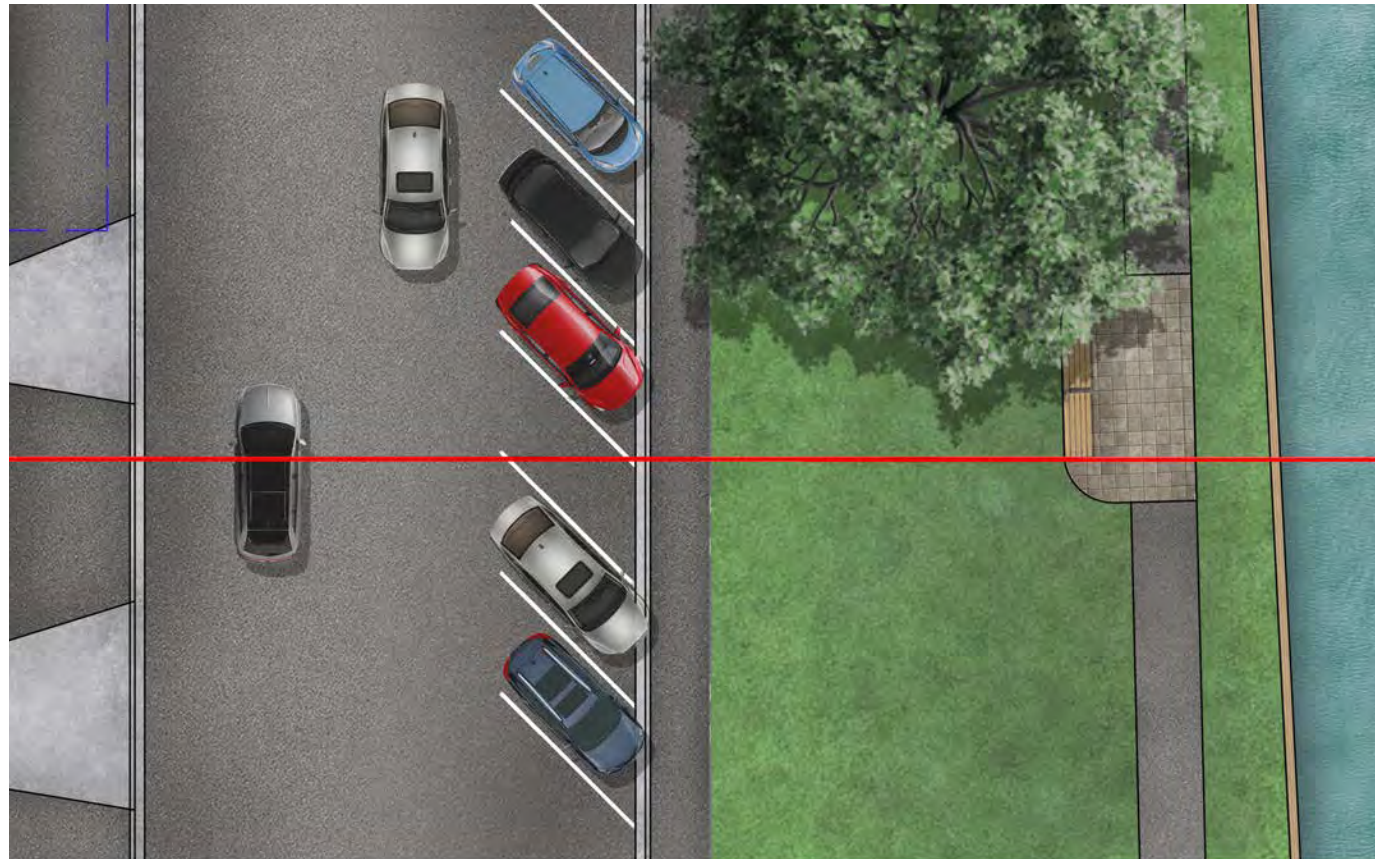


View looking east over Reads Quay Promenade

Existing condition

While greatly advantaged by its riverside location, Reads Quay lacks vitality and vibrancy. Building frontages largely face away from the river or offer blank façades at street level.

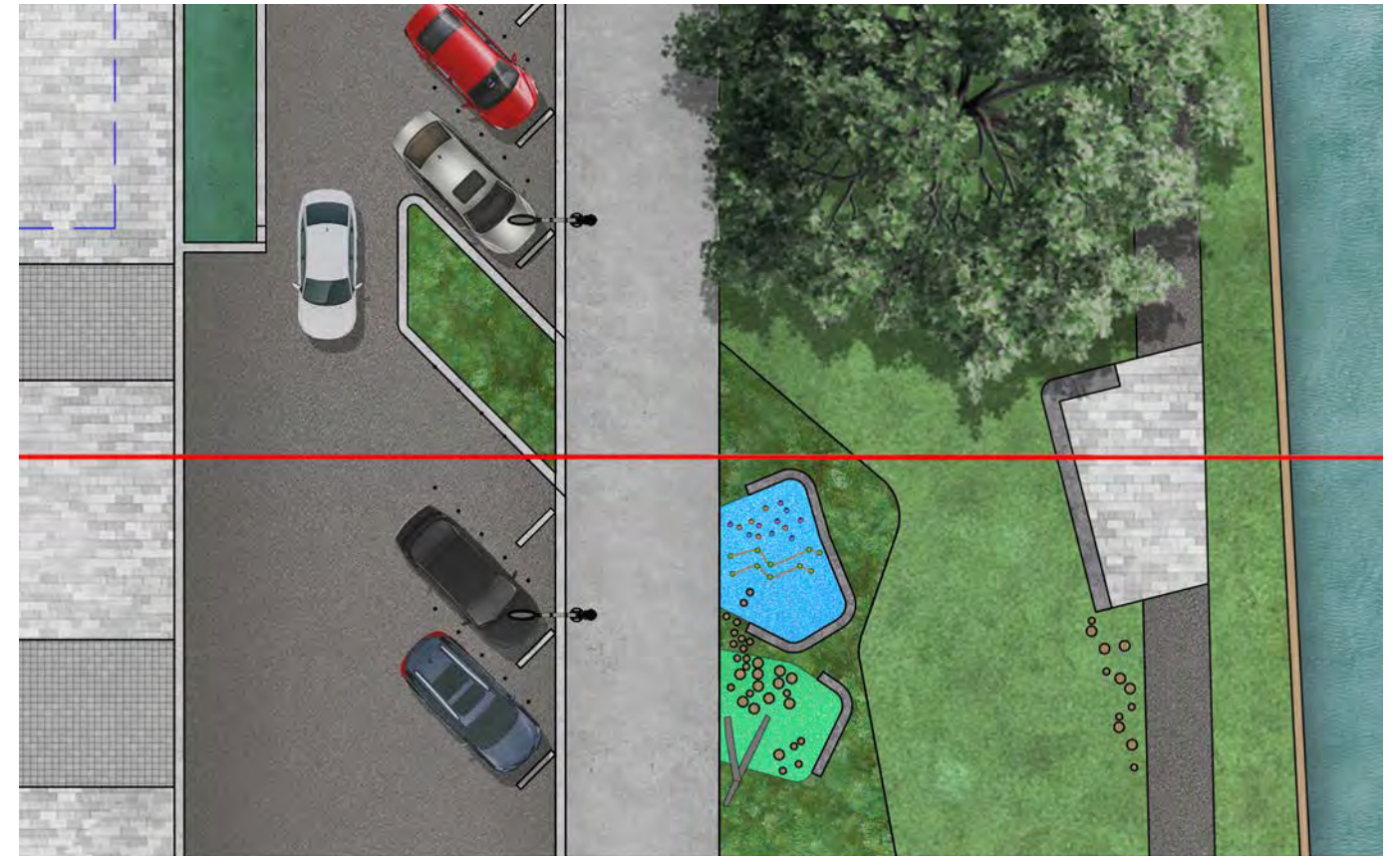
Ungenerously dimensioned footpaths provide little in the way of amenity or space for streetside activity. The riverside path is particularly narrow at an average width of 2.0 m.



Existing plan diagram

Proposed condition

Long-term transformation into a highly walkable, people-focused and destination-led environment. A shift to one-way traffic, removal of kerbs, increased public space, opportunities for family destinations and play, increased capacity to host events and an enhanced riverfront promenade.



Proposed plan diagram



Existing section diagram



Proposed section diagram

Benefits:

- canvas for cultural identity, meaningful connections to taruheru river
- destination for community
- significant enhancement / amenity (ecological interventions and contemporary streetscape finishes)
- improved lighting and safety
- improves the quality of stormwater run off
- significant accessibility improvements (cross falls and road camber)
- increase opportunities for riverside events (afforded by flattened grades)
- prioritises pedestrian over vehicle movements
- largely retains existing parking.

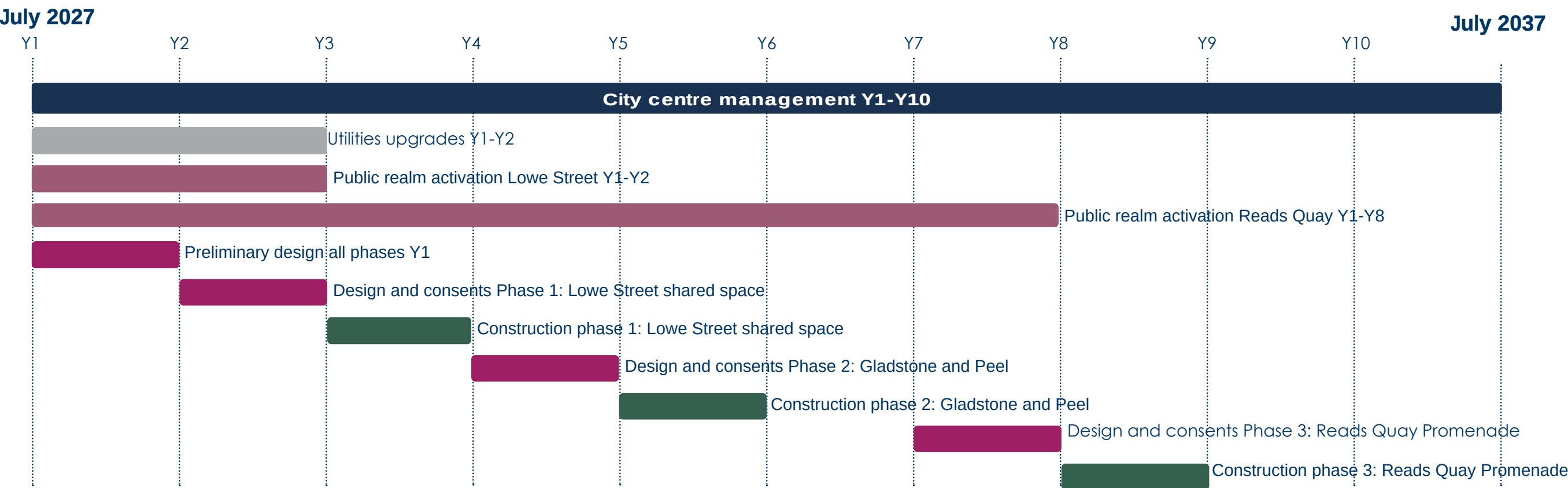
Considerations:

- layout of surface drainage/ overland flow paths in relation to raised crossings
- location of services in relation to new planting interventions
- assess traffic flows, determine optimum one-way direction
- a parking and access management plan demonstrating how any parking changes will be mitigated, relocated or offset to maintain accessibility
- impacts for emergency services
- bike/ active mode parking
- communication of traffic changes to motorists, local businesses and residents
- streetlighting changes and potential impact on river corridor habitats
- designing play elements on slope in proximity of river
- flood protection requirements in relation to river edge transformation
- asset maintenance (cost, expertise, effort).



Aerial view looking east on Reads Quay Promenade

Project phasing



Public realm projects have been designed for phased implementation over the first 8 years of the 10 year AIP period. Work is broken into three phases to balance logical sequencing, isolate areas of impact to existing businesses, maintain economies of scale in delivery, allow for local procurement options and balance cashflow in a fiscally constrained local government context.

This phasing plan also enables confidence in the revitalisation strategy to build overtime, private sector and community projects to plan in parallel, and lessons learned to inform subsequent stages of design, procurement and delivery.

As Phase 3 will require significant sources of external funding, the programme of work enables time for these funds to be identified and secured over the first five to six years.

While there are advantages to this phased approach, it must also be noted that due to inflation and ongoing construction cost escalation, the sooner these projects can be delivered the more affordable they will be. If funding can be sourced more quickly for Phase 3 earlier delivery could reduce escalation costs.

The programme outlined recommends that Preliminary Design is carried out for all phases of work in Year 1. This approach recognises that integration between phases and with

parallel infrastructure projects in the city centre is critical. It is assumed that developed and detailed design and consenting will be completed just prior to delivery to ensure projects remain relevant to the current state of the city centre at each phase of implementation.

It is intended that the AIP and subsequent preliminary design phase enable funding streams and project design, procurement and delivery to be well coordinated with planned Three Waters utility upgrades, roading renewals and maintenance work being carried out in the city centre under other AMPs.

At each phase of design it is also anticipated that the selected project design teams work with key stakeholder groups and the wider community to ensure appropriate design and engagement processes are in place. It is acknowledged that these processes may need to vary for different areas of the city centre. Appropriate mana whenua engagement will be a core component of the delivery of each phase of work.

Project phasing

KEY

A

Phase 1 activation

OP

Captured within operational budgets

\$

Less than \$0.5M

\$\$

\$0.5M to \$3M

\$\$\$

\$3.0M to \$6M

\$\$\$\$

More than \$6M

Phase 1 Lowe Street shared space - years 1-3

Phase one focuses on low-cost, high-impact activation in Years 1 and 2 (July 2027 to July 2029) while utilities are upgraded within key streets. Events programming and street furniture elements are used to bring energy and life into Peel Street, Lowe Street and Reads Quay in this period, prioritising short-term actions such as events, markets, pop-up spaces, seating, and experiential activations. In Year 3 a larger, targeted investment is made to convert the block of Lowe Street closest to Reads Quay into a pedestrian-focused shared space.

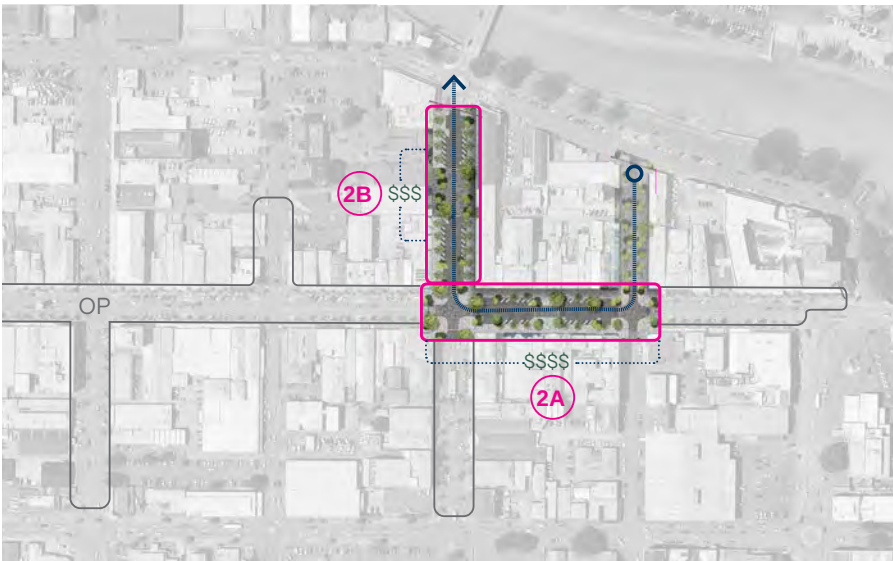
This space will reinforce Lowe St north as a city centre destination for the community to inhabit and enjoy, stimulate adjacent development, support retail and food and beverage uses and increase foot traffic for the city centre. The street transformation will provide new ecological planting and stormwater treatment, significant accessibility enhancements, new street lighting and opportunities for Tairāwhiti's cultural identity to be strongly expressed within the city centre.



Phase 2 Gladstone Road and North Peel - years 4-6

With Lowe Street established, investment extends by adding more permanent, targeted streetscape upgrades in key locations across the city centre including the intersections at Lowe Street and Gladstone Road and Peel Street and Gladstone Road(2A), Gladstone Road between Lowe and Peel, and North Peel Street(2B). In addition to ongoing activation, this phase introduces improvements such as upgraded pavements, new planting and furniture, better pedestrian crossings, and more accessible intersections.

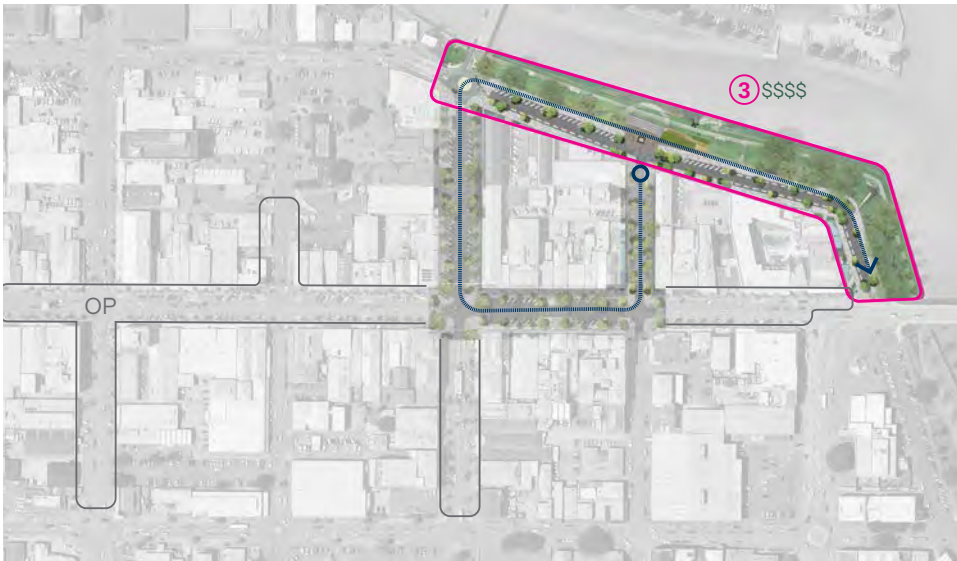
These changes will shift the balance toward people-friendly streets, improving accessibility, comfort, and identity while maintaining the existing street layout and parking. These improvements aim to stimulate additional private-sector investment and further enhance the city centre environment in alignment with the guiding principles of the AIP.



Phase 3 Reads Quay Promenade - year 8

Phase 3 represents a comprehensive, long-term transformation of Reads Quay into a highly walkable, people-focused and destination-led environment. It includes upgrades to the street profile including a shift to one-way traffic, increased public space, opportunities for family destinations and play, increased capacity to host events and an enhanced riverfront promenade.

This phase delivers the strongest outcomes in terms of connection to the awa, cultural expression, environmental enhancement and vibrancy, but also requires the highest level of investment and a longer delivery timeframe. It builds on the earlier phases to create an integrated, resilient and future-ready city centre heart for Tairāwhiti.



Additional recommended initiatives



The following initiatives are included as recommendations for consideration and have been captured through the AIP design process.

Ref	Initiative	Led by	Likely Funding Source	Principle
3	Recommendations for Consideration			
3.1	Approvals toolkit for building conversion to residential	GDC	GDC	
3.2	Toolkit for storefront and verandah improvements	GDC	GDC	
3.3	Revisions to city centre zoning to reinforce retail activation in condensed centre and enable alternate uses at ground elsewhere	GDC	GDC	
3.4	Revisions to city centre zoning to restrict opaque and inactive ground floor glazing treatments for commercial uses at ground floor level	GDC	GDC	
3.5	Revisions to city centre zoning to promote active frontage to Reads Quay	GDC	GDC	
3.6	Develop centralised city centre parking management strategy for public and non-business hours private parking - shared revenue, wayfinding, events parking	GDC	GDC	
3.7	Develop strategy for residential parking provision in city centre	GDC	GDC	
3.8	Develop a marketing tool for residential conversion and city centre commercial development opportunities	GDC	GDC	
3.9	Promote city centre opportunities for rangatahi-focused facilities for example; climbing gym, bowling alley, educational uses, night market, basketball court. Support existing youth-oriented facilities.	GDC	GDC	
3.10	Review use and management of existing CCTV system to maximise value to community	GDC	GDC	
3.11	Establish and initiate process to gather data to enable calculation of monetised benefits for projects (refer to supporting Business Case)	GDC	GDC	

The business case

A Programme Business Case (PBC) has been produced to support the development of the Action and Investment Plan and the case for investing in its implementation. The PBC has been developed in broad alignment with The Treasury New Zealand Better Business Cases methodology and addresses the core components of The Five Case Model at a programme scale:

The Strategic Case:

Demonstrates a compelling case for change, defining the underlying problems, opportunities, and strategic fit.

The Economic Case:

Proves that the chosen combination of programme activities represents the best balance of value-for-money, benefits, costs, and risks.

Commercial Case:

Outlines the overarching procurement and sourcing strategy required to deliver the work.

Financial Case:

Confirms the overall affordability and funding requirements for Gisborne District Council across the timeframe.

Management Case:

Establishes the governance, delivery arrangements, and framework for managing downstream projects.

The PBC has been used to assess a long-list of public realm improvement scenarios that contribute to the revitalisation of the city centre, understand the relative impacts and benefits of a resulting short list of projects, inform the selection of the preferred option from that shortlist, and analyse more fully the benefits of that preferred option. The preferred option identified within the PBC is presented within this AIP document and aligns with the favored approach identified through community engagement.

The strategic case establishes the underlying problem that requires response and identifies a series of investment objectives linked to the AIP guiding principles. The PBC then establishes a series of programme requirements that deliver on these objectives and inform the design response and assessment of benefits.

R1	Provide a safer pedestrian and cyclist-prioritised environment and reduce the dominance of private vehicles within the street corridor.
R2	Improve accessibility for people of all ages and abilities.
R3	Support increased pedestrian activity and longer visitor dwell times.
R4	Enhance amenity, comfort, and attractiveness for residents, workers, and visitors.
R5	Maintain appropriate access for emergency services, deliveries and waste collection.
R6	Retain connectivity with surrounding streets, public transport facilities, and key destinations.
R7	Contribute to improved economic vitality and commercial activity within the precinct by supporting increased foot traffic to adjacent businesses.
R8	Support increased visitation and destination appeal to enhance the attractiveness of the area for private sector investment.
R9	Support activation and flexible use of public space, reflecting local identity, heritage, and cultural values where appropriate.
R10	Incorporate climate-resilient design and improve stormwater management outcomes where practical and, in doing so, minimise whole-of-life environmental impacts.
R11	Be deliverable with manageable construction impacts and disruption.
R12	Comply with all relevant statutory, regulatory, and safety requirements.
R13	Capex investments scaled to suit local delivery and represent good value for money for local tax payers.
R14	Achieve acceptable lifecycle maintenance requirements and opex value for money for local tax payers.

Project cost and cashflow

Cost estimate

A concept estimate has been developed for the public realm projects outlined within the AIP and has formed the basis for the Whole of Life Cost Model and Net Present Value calculations developed within the Business Case. While the Whole of Life Cost Model includes escalation the figures captured here are in 2026 dollars for clarity. Contingency has been calculated at 30%.

In addition to the project capital costs outlined on this table the AIP makes allowance for an additional **\$200K** per annum in Opex costs to enable the establishment and maintenance of a city centre management function and to fund the work required to programme, administer and coordinate activation events across the city centre. It is critical that investment is made in both capital projects (the hardware) and events programming (the software) to ensure the success of this AIP investment over time.

Description	Lowe Street	Gladstone	Peel Street	Reads Quay	River Front	Total
Construction Subtotal	\$3,028,135	\$6,137,282	\$1,927,437	\$7,468,193	\$3,901,362	\$22,462,410
Design	\$423,939	\$859,220	\$269,841	\$1,045,547	\$546,191	\$3,144,737
GDC Internal	\$121,125	\$245,491	\$77,097	\$298,728	\$156,054	\$898,496
Consent	\$45,422	\$92,059	\$28,912	\$112,023	\$58,520	\$336,936
Contingency (30%)	\$1,085,586	\$2,200,216	\$690,986	\$2,677,347	\$1,398,638	\$8,052,774
Expected Estimate by Area	\$4,704,207	\$9,534,268	\$2,994,274	\$11,601,838	\$6,060,766	\$34,895,353

Phase	Phase 1	Phase 2	Phase 3	
	Lowe Street	Gladstone and Peel	Reads Quay	Total
Expected Estimate by Phase	\$4,704,207	\$12,528,542	\$17,662,604	\$34,895,353

Estimated capex project cashflow

Description	FY 27/28	FY 28/29	FY 29/30	FY 30/31	FY 31/32	FY 32/33	FY 33/34	FY 34/35	FY 35/36	FY 36/37	Total
Construction Subtotal			\$3,028,135		\$4,032,360	\$4,032,360		\$5,684,778	\$5,684,778		\$22,462,410
Design	\$127,182	\$127,182	\$169,576	\$338,718	\$338,718	\$451,624	\$477,521	\$477,521	\$636,695		\$3,144,737
GDC Internal	\$36,338	\$36,338	\$48,450	\$96,777	\$96,777	\$129,036	\$136,435	\$136,435	\$181,913		\$898,496
Consent	\$13,627	\$13,627	\$18,169	\$36,291	\$36,291	\$48,388	\$51,163	\$51,163	\$68,217		\$336,936
Contingency (30%)		\$53,144	\$53,144	\$979,299	\$141,536	\$1,351,244	\$1,398,422	\$199,536	\$1,904,969	\$1,971,481	\$8,052,774
Expected Estimate	\$177,146	\$230,290	\$3,317,473	\$1,451,085	\$4,645,682	\$6,012,652	\$2,063,541	\$6,549,432	\$8,476,572	\$1,971,481	\$34,895,353

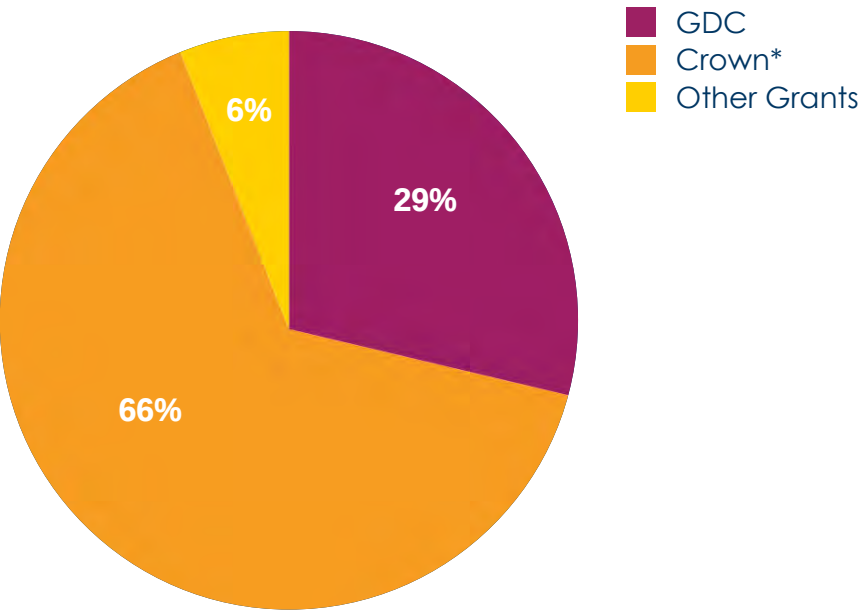
Funding strategy

Delivering all three phases of the proposed public realm improvement projects is beyond the capability Council on its own. The Business Case has identified potential capex funding sources and their status within the financial case. In the current political cycle it is not yet possible to predict the type or quantity of funds available from the Crown or other investment partners over the 10 year period of the AIP.

Two mixed funding strategies have therefore been developed to reflect different scenarios for funding availability at a national and local level. Each scenario maintains a Council Capex investment of \$10M and assumes an New Zealand Transport Agency Waka Kotahi contribution to road and footpath paving renewals. The first scenario assumes pathways to Crown funding are also available through the Regional Infrastructure Fund or NIFF Infrastructure Funding. The second assumes Crown funding is restricted and relies on a mix of grants, corporate or individual philanthropy and key partner investment. These scenarios are illustrative only and will be developed more fully through the early stages of the implementation of the AIP as the Crown funding landscape becomes clearer post-election.

In each case it is proposed that internal funding is focussed on early stage projects in Phase 1 and 2. This will ensure that Council investment is made in early wins projects that evidence commitment, show impact, secure key partner investment and build local investor confidence. It will enable the further design and coordination of projects and the collection of data to shore up the assessment of benefits for future funding applications. It is recommended that Crown funding pathways are explored in association with Key Partners and through a process that reflects an innovative model of public private collaboration in city centre revitalisation.

Capex funding strategies

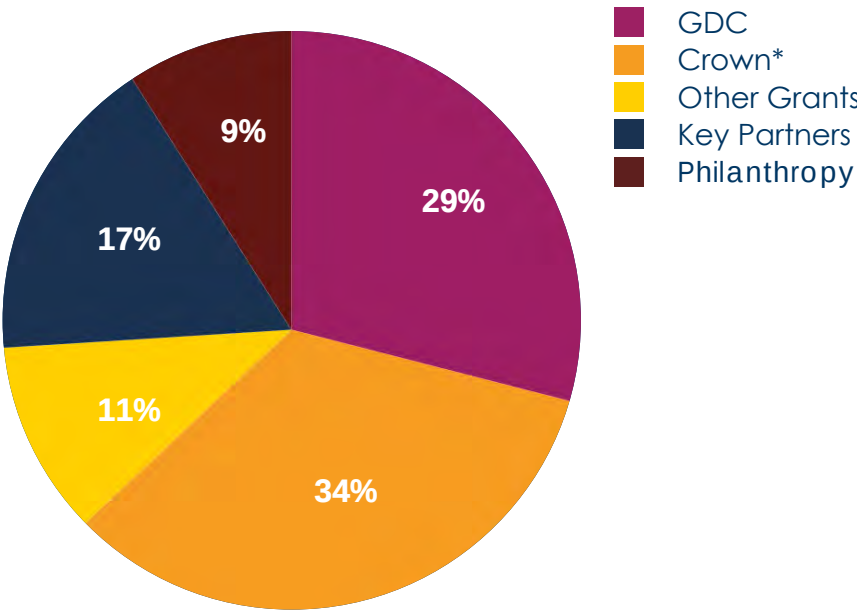


Scenario 1

Crown funds available

GDC	\$10,000,000
Crown*	\$22,900,000
Other Grants	\$2,000,000
Total	\$34,900,000

*Includes NZTA, RIF, NIFF



Scenario 2

Crown funds restricted

GDC	\$10,000,000
Crown*	\$11,900,000
Other Grants	\$4,000,000
Key Partners	\$6,000,000
Philanthropy	\$3,000,000
Total	\$34,900,000

Benefits

Both monetary and non-monetary benefits have been assessed within the Economic Case of the PBC. The proposed investment is expected to generate a range of economic, social, cultural and environmental benefits for the Tūranganui-a-Kiwa / Gisborne community, businesses, mana whenua, Council and the wider Tairāwhiti region.

Economic benefits will be delivered through increased city centre activity, improved commercial occupancy, higher employment density, enabled development, avoided infrastructure costs, improved transport outcomes, emissions reductions, environmental improvements and stronger local economic participation.

The current evidence base is not yet sufficient to enable a full calculation of monetary values for inclusion in the central benefit-cost ratio (BCR).

Full assessment of this value would require both additional design development and further data collection and economic analysis. It should be acknowledged that this type of work varies from more typical transport or infrastructure projects and that many of

the benefits are indirect, and challenging to measure and monetise.

In response to this the Business Case has established a base BCR for the programme of work that utilises currently available data. The AIP recommends that additional design development, data collection and economic analysis be carried out in the first phase of AIP implementation. This will enable future project level business cases for Crown funding to calculate these benefits more fully and build on the base developed at a programme level.

The base BCR of 1.1 is considered within an acceptable range for a regeneration and urban amenity project supported by strong strategic, cultural and wellbeing outcomes. It is anticipated that future measurement and analysis of benefits such as private sector development pipeline and aggregation metrics for increased employment could enhance this base BCR further.



Supporting information

While the AIP outlines a series of discrete projects for delivery, additional work has been completed outside the bounds of these projects. The following pages outline this thinking and are provided for future reference and to inform parallel workstreams in the city centre including roading renewals and maintenance work and ongoing infrastructure replacement work for three waters. Additional transportation information is also provided to give context to project decision-making.

Governance, partnerships & engagement

The Action and Investment Plan (AIP) has been developed through a collaborative process that recognises that long-term city centre transformation cannot be delivered by Council alone. Successful implementation will rely on strong governance, enduring partnerships, and ongoing engagement with the people, organisations and communities that will shape the future of the city centre.

Governance

The AIP is led by Gisborne District Council and provides a strategic framework for coordinating public and private investment over time. Governance of the programme is intended to support transparent decision-making, clear accountability, and alignment with Council's Long Term Plan, infrastructure programmes, and wider strategic objectives.

The timeframes and structure of the plan are intended to enable coordination with key utilities infrastructure and roading maintenance and renewal projects to ensure work is well sequenced and avoid unnecessary expense and duplication of effort.

A key principle of the AIP is shared stewardship. The city centre belongs to the wider community, and governance arrangements should enable collaboration between Council, mana whenua, government agencies, businesses, property owners, community organisations and other stakeholders. As projects move into implementation, governance structures should support coordinated investment, benefits realisation, monitoring and reporting against agreed outcomes.

Partnerships are fundamental to achieving the vision of a vibrant, resilient and people-focused city centre.

Key project partners include:

Rongowhakaata Iwi Trust is Council's mana whenua partner for the AIP. Material arising from the Catalyst project and its engagement with Rongowhakaata informed matters reflected in the AIP. The partnership will continue through project definition, planning, design and delivery Council's mana whenua partner for the AIP. The partnership has shaped the guiding principles, investment priorities and preferred direction, and will continue through project planning, design and delivery.

Key organisations, including **Trust Tairāwhiti, Gisborne Holdings Limited** and **Te Runanga o Tūranganui a Kiwa (TROTAK)**, play an important role in leading investment in the city centre, supporting revitalisation initiatives and building private-sector confidence.

Property owners and developers, who play a critical role in revitalisation, investment, housing delivery and adaptive reuse of buildings.

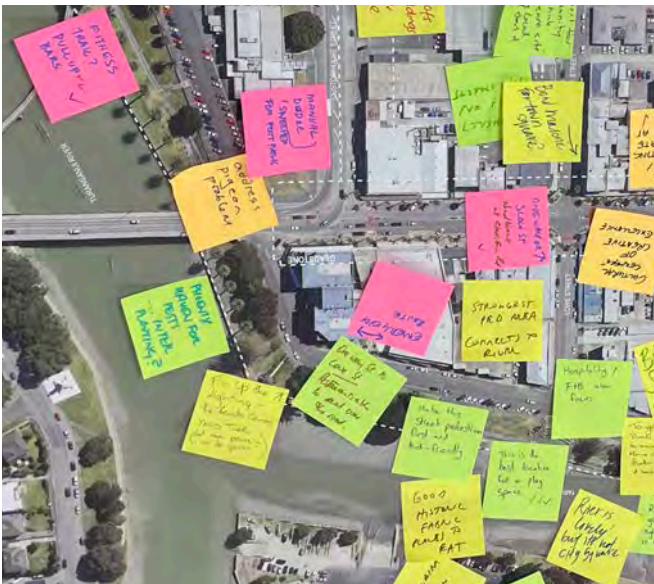
Local businesses and business associations, whose success contributes directly to economic vitality and activation.

Community organisations, cultural groups and institutions, which help create a city centre that is inclusive, welcoming and active throughout the year.

Central Government agencies, including New Zealand Transport Agency Waka Kotahi and other funding partners, which may support infrastructure, transport, resilience and regeneration initiatives.

Education, health and social service providers, whose presence contributes to city centre activity, wellbeing and community outcomes.

Engagement summary



A community-led framework

The engagement framework for the Action and Investment Plan draws together earlier spatial planning and successive stages of community and mana whenua input. Each stage has added detail to a shared direction for the city centre.

The Gisborne City Centre Spatial Framework 2019 established an earlier direction for a compact centre, stronger river connections, improved walking and cycling, mixed-use activity and new gathering spaces. This provided an important foundation for the work that followed.

The Catalyst Initiatives programme, led by Trust Tairāwhiti and supported by Rongowhakaata Iwi Trust and Council, added community and mana whenua perspectives. During 2024, topic-group discussions, stakeholder meetings and a public workshop explored what the community valued and opportunities for the city centre. Priorities included a more compact and active centre, connections with the awa, inner-city living, activation of key sites and practical early action. Rongowhakaata Iwi Trust was an

active partner in developing and prioritising the Catalyst projects, with the outcomes endorsed through a leadership hui in February 2025.

The first stage of AIP engagement carried this work forward through facilitated community and key stakeholder sessions. These sessions reconfirmed and extended the Catalyst findings through further ideas about the future of the city centre. Stakeholder groups, including rangatahi, then prioritised a long list of potential principles.

This community and key stakeholder input formed the basis of the five guiding principles presented later in the AIP. The options engagement in June and July 2026 then invited the community to consider a staged programme of public-realm investment, where to begin and the conditions important for delivery.

Alongside these sessions, Council and Rongowhakaata Iwi Trust advanced a separate mana whenua partnership process. This work is described in the following section and will continue through future project phases with Rongowhakaata input.

How the community contributed

Feedback came through community hui, public events including the East Coast Rugby Match in Uawa, workshops, Farmers Market engagement, education and service locations, city centre drop-ins, business and developer discussions, meetings with emergency services, written submissions, an online survey, an online vision board and Council's general feedback page

The Complete Feedback Record contains 887 recorded feedback points: 365 from in-person and direct engagement, 507 from the online survey and vision board, and 15 from written contributions. These are feedback points rather than individual participants, as one person, group or submission could contribute several points

Community members who engaged in person generally heard the AIP direction and cumulative options explained by a project team member and could ask questions before responding. Online contributors considered the material independently and raised questions about costs, infrastructure priorities and scope. Views ranged widely, with some respondents favouring a “do

nothing” approach over the proposed options. Together, the channels provide a substantial record of community aspirations, practical knowledge, concerns and ideas.

Across the engagement, clear aspirations emerged for a city centre that is:

- more active and vibrant
- safer and more welcoming
- better connected to the awa
- rich in identity and cultural expression
- supportive of local business and investment

The feedback combined support for meaningful change with clear expectations that investment would be well timed, affordable and delivered in a way that works for the community.

The principal findings are summarised on the following pages. The full Options Feedback Report is issued alongside the Gisborne City Centre Action and Investment Plan.

Mana whenua engagement

Rongowhakaata iwi

The Tūranga-nui-a-Kiwa/Gisborne city centre project area sits within the rohe of Rongowhakaata. During development of the Action and Investment Plan, Council reaffirmed its partnership with Rongowhakaata Iwi Trust as mana whenua for this work.

The AIP will guide public investment in the city centre over the coming decade. Partnership with Rongowhakaata has therefore been central to developing its long-term direction and will continue as individual projects move into planning, design and delivery.

The engagement has focused on establishing an ongoing partnership that enables Rongowhakaata values, aspirations and identity to shape the vision, investment priorities and future design direction of the city centre. This creates a foundation for cultural values and narratives to be embedded from the beginning of future projects.

Engagement journey

Engagement began with an introductory hui involving Rongowhakaata trustees and representatives. The hui established a shared understanding of the AIP, its relationship with the Catalyst Initiatives programme and how Rongowhakaata wished to participate in shaping the work.

Early kōrero considered the emerging guiding principles, ways of working together,

strategic sites and opportunities, and how Rongowhakaata aspirations could be reflected throughout the AIP.

Rongowhakaata emphasised that **revitalisation should be grounded in the history, whakapapa and identity of Rongowhakaata**. The city centre should acknowledge its history and express aspirations for the future. Rongowhakaata values, histories and narratives were identified as important considerations for investment, design and storytelling throughout the city centre.

A further hui explored how the Catalyst Initiatives, Early Wins programme and AIP form a connected programme of work. The first draft investment options were presented as **staged strategic directions rather than final designs**. This created an opportunity for Rongowhakaata to continue shaping the direction through ongoing engagement and future co-design.

Cultural narrative

Progressing the Cultural Narrative has been a consistent focus of the partnership. Council has committed funding to begin this work and is continuing to work with Rongowhakaata to determine its scope, leadership and delivery approach.

The Cultural Narrative will provide an **important foundation for the AIP and for future implementation projects**. It will help guide investment, design, mahi toi, interpretation and storytelling as projects progress.

Broader Rongowhakaata engagement

The project team also met with the Rongowhakaata Kāhui Kaumātua in Wellington to introduce the wider revitalisation programme and emerging AIP. The kōrero reinforced the importance of Rongowhakaata identity, place, history and Cultural Narrative in shaping the future of the city centre.

A separate meeting with the Rongowhakaata Chief Executive provided a detailed overview of the programme, its sequencing and the opportunities for continued partnership.

Current status

Mana whenua engagement remains ongoing and will continue as the AIP and its projects progress. A comprehensive cultural narrative was not available for inclusion in this phase of the AIP. Council has not attempted to substitute or construct a mana whenua narrative from other sources. The cultural narrative remains an important future workstream intended to inform subsequent project planning, design, interpretation, naming and delivery.

Future scope and direction will need to be agreed with Rongowhakaata before it is relied upon in project decisions. Until then, culturally specific narratives and interpretations will only be incorporated through appropriate mana whenua input and confirmation.

What the community told us

“A new attractive and thriving precinct that draws people in to use and hang out for all ages.”

— Community Contributor

A more active and welcoming city centre

There was strong support for more activity, places to gather, and spaces that allow the city centre to host people well, including markets, hospitality, events, music, play, water play and informal meeting places. Contributors wanted spaces that work for whānau, tamariki, rangatahi, kaumātua, residents, workers and visitors throughout the day and evening.

Shade, seating, shelter, lighting, public toilets, cleanliness, accessible routes and safe crossings were repeatedly raised. Safety was linked to clear street layouts, good visibility, active use and ongoing management. Feedback also emphasised universal and age-friendly design and practical access for disabled and older community members.

“Where is our story in this? Love the concept of revitalising and I want to see our whakapapa in this space”

— Community Contributor

Mana whenua, iwi and hapū identity and narratives

There was clear support for a city centre grounded in the whakapapa and identity of Tairāwhiti. Feedback called for mana whenua, iwi and hapū narratives to shape the public realm through design, interpretation and public art, making local histories visible and creating a city centre that is recognisably of this place.

Contributors wanted the stories of the whenua, awa, tīpuna and local communities to be part of everyday city centre life through artwork, storytelling, interpretation and interactive features. The feedback also called for genuine partnership with mana whenua, iwi and hapū as projects move through planning, design and delivery.

“Start with Reads Quay and work outwards from there. Avon River Precinct in Christchurch is a really good example of improving the city by starting with the connectivity to the awa”

— Community Contributor

Stronger connections with the awa and te taiao

The awa were consistently identified as defining assets. Contributors supported stronger physical and visual connections between the central streets and river edge, including walking and cycling routes, riverfront activity, family destinations, play and places to gather.

Reads Quay attracted considerable interest. Some contributors wanted the riverfront work to begin earlier. Others supported its potential while seeking further investigation of traffic, emergency access, flood resilience, the health of the awa, cost and the proposed one-way arrangement.

Planting, shade, biodiversity and native species were strong positive themes.

Community members wanted meaningful shade and planting that supports local ecology, including tūi and korimako. Species selection, maintenance, visibility and underground infrastructure were also raised.

“A vibrant, well maintained CBD attracts more people, supporting more shops, cafés and businesses. Exactly what our city needs.”

— Community Contributor

Supporting business, investment and city centre living

Community members associated success with occupied shops, thriving hospitality and retail, more residents, regular events and confidence to invest. Public-realm improvements were seen as part of a wider effort involving Council, mana whenua, property owners, businesses, developers and community organisations.

Vacant and poorly maintained buildings were a recurring concern. Contributors wanted building reuse, inner-city housing, new enterprises and greater activity along Gladstone Road. Several called for simpler processes and support for hospitality, events and other forms of activation.

Businesses emphasised continued access, visibility and servicing during construction, supported by careful staging, clear communication and practical assistance.

How far should we go?

The engagement presented three cumulative levels of intervention:

Option 1 – Lowe Street Shared Space

A focused first phase centred on activation and transformation of Lowe Street into a destination shared space, demonstrating the benefits of revitalisation through a manageable and highly visible catalyst project.

Option 2 – Lowe Street + Gladstone Central + North Peel

Builds on Option 1 by extending investment into further phases on Gladstone Road and North Peel Street through streetscape upgrades, accessibility improvements, planting, activation opportunities and enhanced public spaces.

Option 3 – Full Revitalisation Programme

This includes all phases within Options 1 and 2 and adds the long-term transformation of Reads Quay into a riverfront promenade.

Delivering all three phases received the strongest support in the in-person and direct channel. Of 207 responses, 133 selected Option 3, equivalent to all three phases, or 64 per cent. Support often included staged delivery, testing and review.

Online feedback was more divided. Of 119 online respondents, 19 selected Option 1, seven selected Option 2, 36 selected Option 3 and 57 selected Unsure. Unsure was therefore the largest online category, while Option 3 was the most selected of the three defined options.

The online Unsure result largely reflected

reservations about proceeding as presented rather than simple indecision. Of the 57 responses, 25 opposed all three options or called for no project as proposed, 12 wanted investment deferred, 19 sought a different, reduced or qualified approach, and one provided no explanation.

The engagement settings contributed different perspectives. Direct conversations allowed discussion with a project team member. Online responses identified where clearer information about scope, costs and infrastructure priorities would support understanding.

The feedback highlighted:

- clear staging and sequencing
- demonstrated value at each step
- affordability and funding transparency
- confidence in delivery.

Key considerations for delivery

Alongside aspirations for change, the community identified practical conditions that should guide Council decisions and future project work.

Affordability and infrastructure

Cost, rates and Council debt were prominent concerns, particularly online and in written feedback. Contributors asked Council to coordinate investment with essential infrastructure, explain funding sources and provide for maintenance.

Traffic, parking, and access

Some contributors supported greater pedestrian priority, while others emphasised vehicle access, parking, servicing and network resilience. Parking was linked with business needs and access for disabled and older community members, rural and coastal visitors and workers. Emergency services highlighted the network role of Reads Quay.

Staging, testing, and learning

Community members asked Council to stage the programme, test changes and review the results. Grey Street was frequently referenced in relation to communication, maintenance, parking, cost control and public confidence.

Supporting businesses through change

Contributors called for continued business visibility, access and servicing, supported by early communication, careful construction staging and practical assistance.

Building confidence and trust

Community members asked for clear communication, evidence-based decisions, lessons from earlier projects and visible benefits from each stage.

Informing Council decisions and future work

The Options Feedback Report is issued alongside the Action and Investment Plan. The feedback forms part of the evidence base for Council decisions on funding, sequencing and project development, and for future planning, technical work and engagement as individual projects progress.

Across the Spatial Framework, Catalyst Initiatives, AIP stakeholder sessions, guiding principles and options engagement, the direction remains clear: a city centre that expresses the identity of Tairāwhiti, supports community and economic life, strengthens connections with the awa and te taiao, and provides welcoming streets and places for all ages.

“Be mindful of overpromising and under-delivering. And also, be mindful of the pace of change - it is important to have quick wins that have a big impact. High quality urban design is what the city needs.”

“Supportive of option 3, but I would like to see option 1 completed and reviewed to make sure it’s working and that any issues have been suitably addressed before moving forward.”

— Community Contributors

The city centre today

Tūranga-nui-a-Kiwa/Gisborne city centre occupies a unique position at the heart of Tairāwhiti and has significant strengths on which to build its future. Set at the confluence of the Taruheru, Waimāta and Tūrangānui Rivers and in close proximity to the coast, the city centre benefits from a distinctive natural setting that few urban centres in Aotearoa can match.

These waterways, open spaces, trails and connections to the wider landscape provide an opportunity to strengthen environmental outcomes, enhance public spaces and reinforce the unique identity of the city centre.

Tūranga-nui-a-Kiwa/Gisborne is also a place of deep cultural significance, a place of landing and arrival, of first encounters and with a strong Māori presence, rich history and enduring mana whenua connection to place. The cultural narratives, values and leadership of mana whenua provide a powerful foundation for creating a city centre that is authentic, distinctive and reflective of the identity of Tairāwhiti.

The city centre benefits from established historic building fabric, an innovative and pre-emptive approach to seismic strengthening, civic institutions, local businesses, community organisations and a growing network of committed property owners and developers who are motivated to invest in its future. Successful and impactful investments have been made in the Library,

the Council Buildings, Theatres and the Inner Harbour. Large-format retail continues to be developed and is in reasonable proximity to the city centre. Together, these assets create a strong platform for regeneration, housing growth, economic development and community-led activation.

However, despite these strengths, the city centre is not yet achieving its full potential as the community, cultural and economic heart of the region. Public spaces and streets do not function as attractive places to gather, spend time and connect with others. Traffic-dominated environments, inconsistent public realm quality and limited activation reduce vibrancy and discourage people from spending extended time in the centre. Poor-quality lighting and local social challenges add complexity to the city centre experience making some feel unsafe at night and even during the day.

Key areas of the city centre including the north end of Peel Street around the library and Treble Court and the south side of Gladstone Road near Farmers and Paper Plus, have energy, are key spaces for community interaction and activity, and provide relatively intact and active street frontages. Other areas of the city centre are less vibrant and less well used. The AIP aims to ensure that these areas of existing activation are supported while new investment promotes additional energy and improvements to attract residents, businesses,

and visitors to the city centre.

Connections from the city centre to the rivers, surrounding neighbourhoods and natural environment remain fragmented, limiting opportunities to celebrate and reconnect with te taiao. While Māori culture is highly valued, mana whenua stories, values and leadership are not yet fully reflected throughout the built environment or embedded consistently in decision-making and project delivery.

The developing Cultural Narrative will strengthen this foundation through future decision-making, design and project delivery.

Economic performance is constrained by underutilised sites, vacant buildings, limited residential activity and uncertainty around future investment. Infrastructure and urban systems must also evolve to support growth, resilience and climate adaptation.

Addressing these interconnected challenges presents a significant opportunity to create a more vibrant, people-focused and culturally grounded city centre that delivers lasting social, environmental, cultural and economic benefits for current and future generations.



Looking over Tūrangānui awa to Reads Quay. Image - GDC

The city centre in context

1_7500 A3



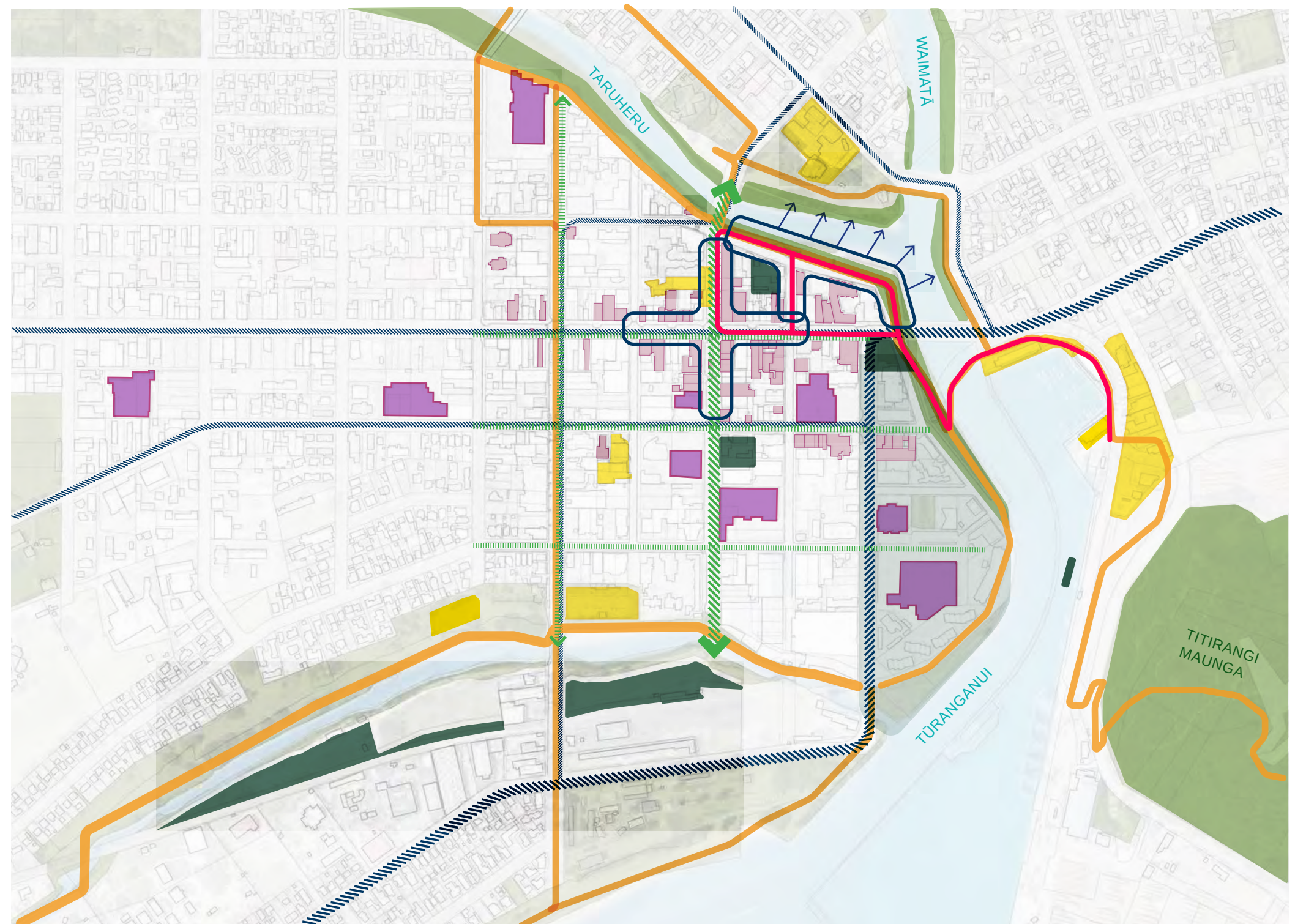
The city centre cannot be considered in isolation from its surroundings. The Urban Framework provides context for urban design decision making in the city centre, building on past planning efforts and providing new thinking that reflects the Guiding Principles and establishes a future vision for Tūranganui-a-Kiwa/Gisborne.

The framework proposes a condensed city centre, connected more strongly to its rivers, linking and supporting mana whenua and iwi sites of significance, building on the character of its historic buildings, extending connections to nature and the city's trail network, recognising the draw and importance of city centre adjacent big box retail to the region, building on civic and private investments already made, promoting new enhanced north-south and east west connections and pedestrian prioritised and accessible streets at the core.

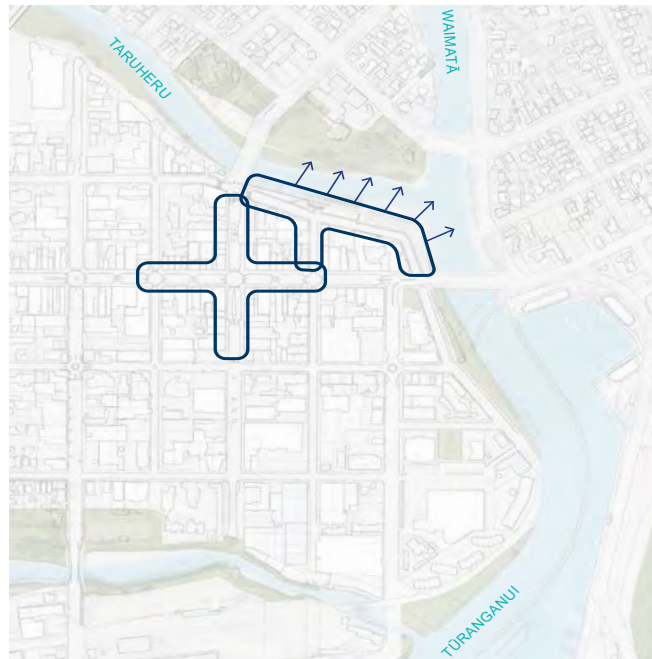
Currently missing from this framework is a critical cultural foundation that is to be provided by mana whenua. This important piece of work, will be incorporated into the AIP when complete and be used to underpin project development moving forward.

Key:

- Historic character
- Significant wāhi tapu te taiao environments
- Mana whenua and iwi sites of significance
- Big box retail anchors
- Notable Civic Investment and revitalisation work
- Green corridor connections
- Network of active-mode use pathways (Tapuwae Trails)
- A City centre loop connecting to the inner harbour
- A condensed and pedestrian prioritised area
- SH35
- Transport network



Developing the urban framework



A condensed city centre connected to the river

Condensing the city centre around a tighter, pedestrian oriented core at Gladstone road and Peel Street enables a focused approach to activation and public realm investment that builds on established community spaces, existing retail and the historic railway connection on Peel Street.

Connecting the city to the river draws people down to the banks where the Taruheru, Waimatā and Tūrangānui awa converge. Reconnecting the city centre to its awa restores a relationship to nature at the heart of Tūranga-nui-a-Kiwa/Gisborne's identity and recognises the revitalisation potential of the rivers.

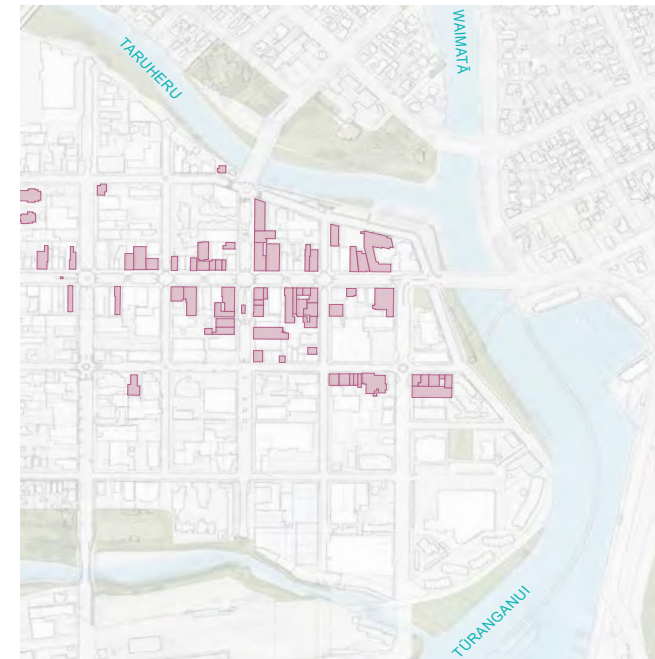
Concentrating investment in these areas builds on the strengths of the existing city centre but adds new destination spaces for the community and visitors to explore.



Recognising mana whenua and iwi sites of significance and opportunity

These important places anchor cultural expression, narrative and the historical context that has shaped the city centre. While revitalisation looks to the future, it also presents an opportunity to acknowledge and remember the past, celebrate contemporary Māoritanga and bring forth a deeper understanding of the whenua and the woven relationships on which the city stands.

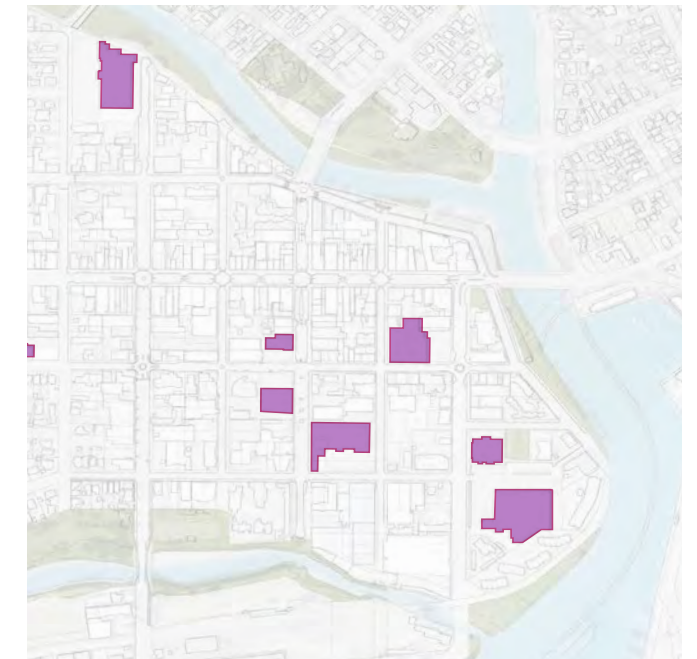
These sites present future development and public space opportunities led by mana whenua as active partners in revitalisation and place making. Strengthening connections between these sites and acknowledging their role in framing arrival into the city centre provides the opportunity to express the unique culture and history of Tairāwhiti.



Building on historic character

The city centre's historic buildings contribute significantly to Tūranga-nui-a-Kiwa/Gisborne's unique city centre character. With a scale and grain well suited to pedestrian movement, the craft and detail of these buildings adds richness to the experience of place and provides a compelling backdrop to public life.

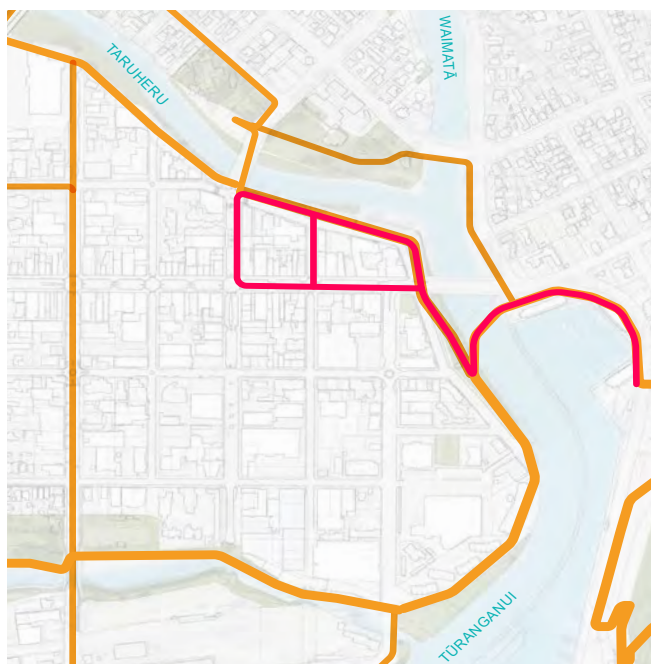
The framework builds on this heritage fabric, encouraging adaptive reuse and sensitive infill that strengthens the sense of place while supporting new activity, frontages and life along existing heritage streets.



Acknowledging the regional draw of big box retail anchors

Big box retail anchors draw patronage from across the region and remain a key part of the city centre's economic attraction. The city centre can benefit from the adjacent location of these assets if connections to them are improved and enhanced.

The framework aims to recognise this draw and build reasons for people to pause and spend time in the centre after shopping or stocking up. As the city centre looks to increase its residential population these anchors provide key walkable amenities for residents choosing to call the city centre home or a key destination.

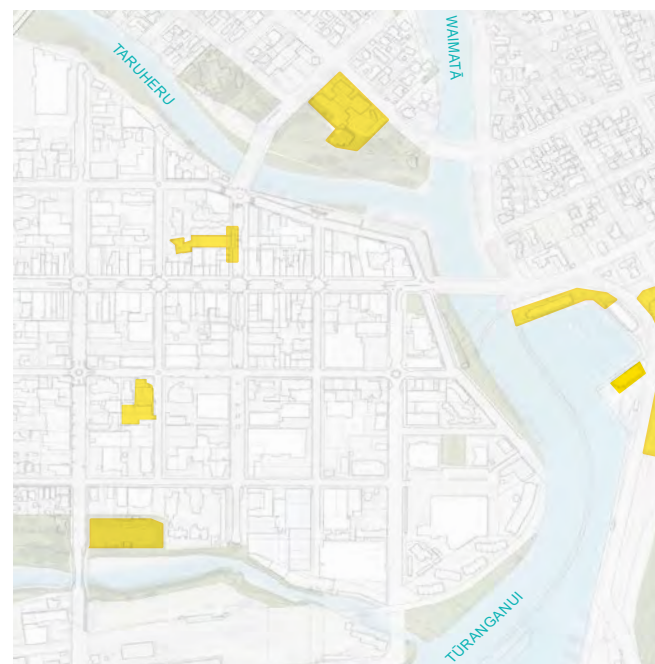


Expanding the existing network of multi-use pathways with a new city centre loop

A network of shared paths already links the city centre to the wider Tapuwae Tairāwhiti trail system, a recent initiative and investment made in partnership with Trust Tairāwhiti. These trails provide some of the best public spaces in the city; set within nature, telling stories of place and people and connecting a variety of neighbourhoods and destinations.

Building on these existing multi-use pathways and extending a new pedestrian loop connects the city centre to the river and the energy of the inner harbour, extends the trail experience for residents and visitors, and provides opportunity for narrative and storytelling unique to this place.

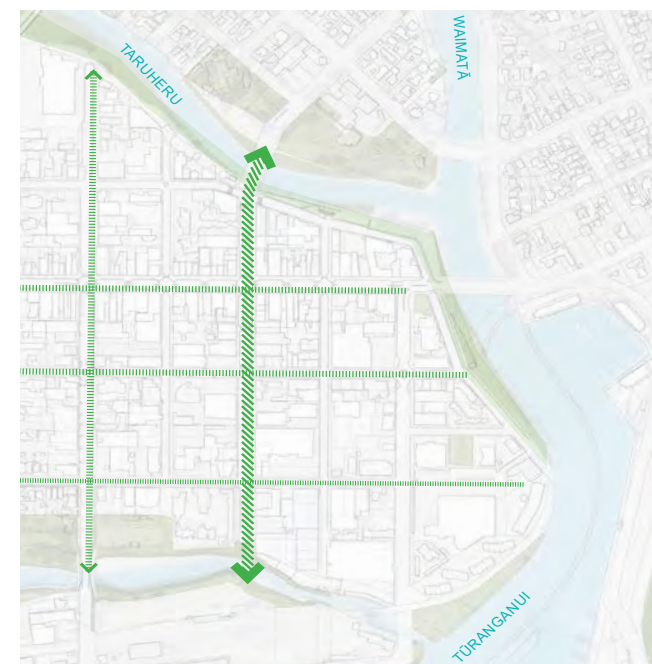
In combination with a re-imagining of Peel Street as a green corridor this closes the loop through the city and responds to community requests for a pathway across the city centre that connects the trail network from the river to the beach.



Notable civic investment and revitalisation work

A number of civic investments have been made relatively recently and contribute to the social, cultural and economic infrastructure of the city centre and its immediate surrounds. These include investments in the Council Buildings, the inner harbour, Alfred Cox Skate Park and Pump track, War Memorial Theatre, and Lawson Field Theatre.

Importantly, the HB Williams Memorial Library continues to anchor community activities on Peel Street providing a gathering point for families and rangatahi in the city centre.

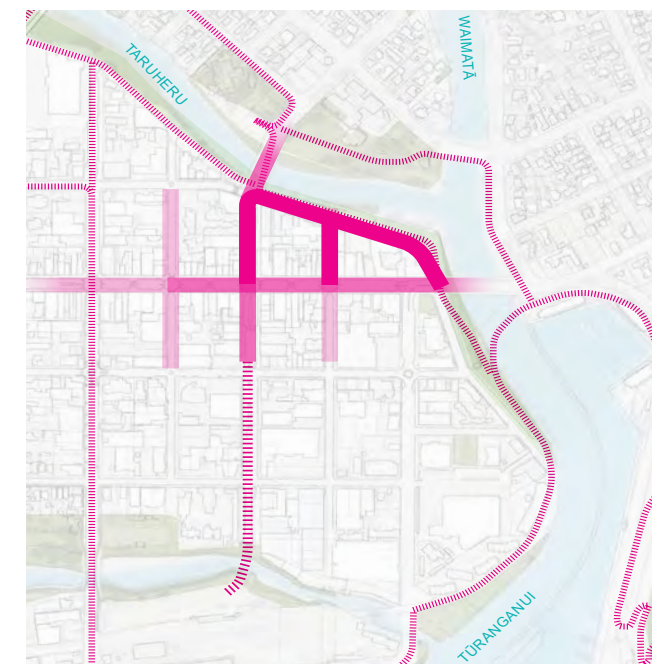


North-south connections on Peel Street and enhanced green corridors

The urban framework recognises Peel Street as a future north-south pedestrian spine connecting the Peel Street bridge through the city centre to the Rongowhakaata Iwi Trust Railway Station site and the beach trails beyond.

This promotes the reclaiming of this historic connection to the station and promotes its use as a low-speed green connector and an urban extension of the trail network.

In the long-term, A bridge over the Waikane awa and proposed clip on extension to the Peel Street bridge would enhance this route for cyclists and walkers. Street trees on east west streets in the network would also enhance street quality and the pedestrian experience of connecting to this spine from the surrounding neighbourhoods.



Pedestrian prioritised and accessible streets

The framework recognises a gradient of pedestrian prioritisation across the city centre that extends from the rivers edge into Gladstone Street. This acknowledges that Reads Quay and Lowe Street are most suitable for high pedestrian priority due to their character, location and low impacts on broader patterns of traffic circulation. Enhancements in the central core around Peel and Gladstone promote a new level of accessibility and pedestrian focus that is balanced with the importance of ease of movement and access to parking for visitors in vehicles from across the region.

Development opportunities

The AIP engagement process has identified a number of potential development sites across the city centre study area. These include sites where development plans have been identified and tested, large land or building assemblies that hold potential for redevelopment at scale, individual buildings in key locations or of historic significance, sites that are under-developed and in poor quality, or vacant lots.

These projects represent a range of adaptive re-use, conversion, infill or gateway opportunities. The location of these opportunities has been used to help assess the potential of public realm investment to stimulate additional private investment in the city centre. By assessing locations that intersect between community, public and private sector interests the AIP aims to deliver the broadest suite of revitalisation benefits for Tūranga-nui-a-Kiwa/ Gisborne.

The impact of high quality public realm investment on property values, footfall, events programming, rental rates, residential amenity and visitor attraction are well documented. The AIP will provide certainty to the development community, building owners, businesses and the community of Tairāwhiti regarding the direction of city centre investment over the next 10 years. This certainty will enable more informed planning for projects. Co-ordinating the timing and design of these opportunities with the public realm programme will help maximise their impact and support a more connected, active, and economically vibrant city centre.

There has been consistent feedback from developers regarding the challenge of delivering building projects within Tūranga-nui-a-Kiwa/ Gisborne. Challenges identified include cost of construction, current rental values, and protracted consenting and approvals processes. In response to this feedback the AIP also makes a series of recommendations to facilitate a simpler and more collaborative process for project approvals in the city centre.



Activity precincts

1_3000 A3



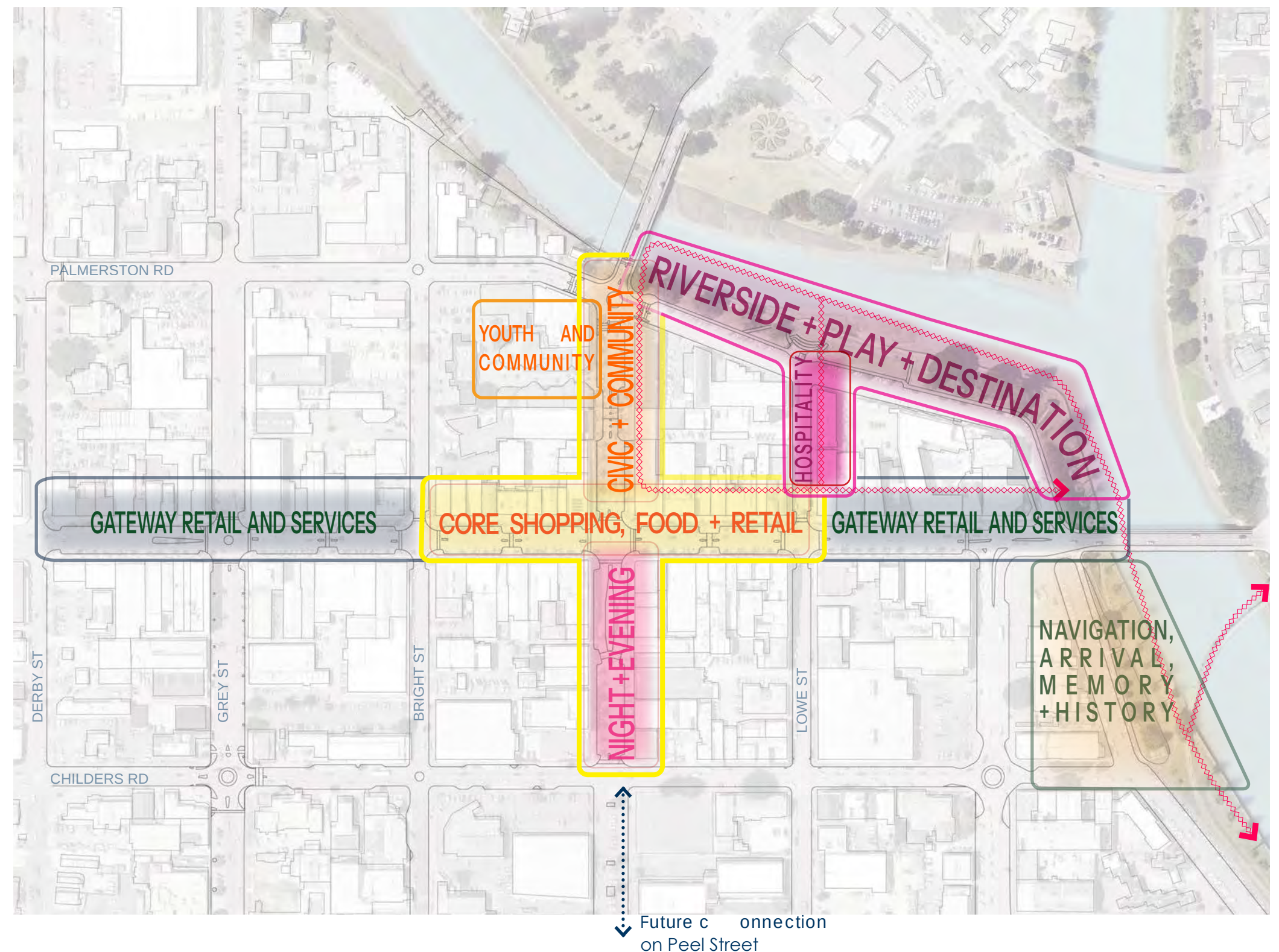
The city centre operates as a series of interconnected precincts of activity. By supporting existing areas and adding new destination spaces on Lowe Street and Reads Quay we can enhance this network of experiences and draw the city centre into stronger connection with the river edge.

The AIP establishes the long-term goal of condensing the city centre and its special paving areas around the intersection of Gladstone Road and Peel Street. This enables a more targeted area for retail growth and ground floor activation. 'Gateway' zones on Gladstone Road provide a transition into the core and are proposed to have more flexibility around ground floor uses and prioritise easy-to-access service uses and larger format retail.

This diagram recognises the strength of existing areas within the city centre, including the south side of Gladstone between Bright Street and Peel Street and the community focused section of North Peel Street adjacent to the library and Treble Court. Focusing construction elsewhere first minimises disruption for existing visitors, retailers and businesses.

Pedestrian priority is highest on Reads Quay, Lowe Street and within the central zone. Planned improvements promote slower vehicle movements, better crossings and enhanced accessibility in these areas. The plan also recognises that the city centre provides regional service and must be easy to navigate by car for visitors and rural residents.

The AIP proposes that these activity precincts are linked by a new pedestrian-focused loop that extends the established Tairāwhiti trail network through the city centre. This pathway connects to the river network, heritage trails and the Inner Harbour and provides the opportunity to continue the network of mahi toi and signage that tell the story of mana whenua and whenua within Tūranga-nui-a-Kiwa/ Gisborne. This loop connects to the proposed pedestrian and cycle connection north-south along Peel Street.



Placemaking and activation strategy

Key:

 Experiential activation



The proposed city centre Activations programme includes customised temporary interventions for the city's riverside interfaces focusing on North Peel, Lowe Street and Reads Quay and extending along Gladstone Road. Temporary activations will be designed to provide three(3) key functions:

- experiential activations
- events support
- traffic management devices

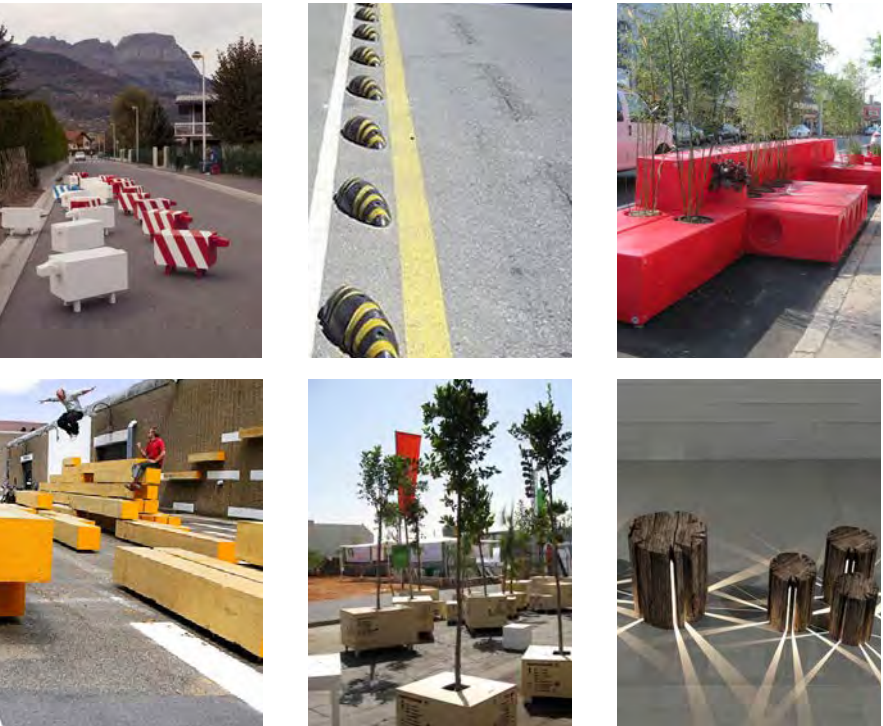
Experiential activations, located at key street nodes, will provide interactive experiences supporting social engagement, play and/or occupation of newly defined public space. Larger interventions will provide longer term activation and may include operable or fixed structures, play and art components. Smaller nodes will utilise a system of urban furniture to activate and enliven the street

 Event activation



Harnessing the river's edge, partial and temporary closure of Reads Quay provides an opportunity to establish a dedicated programme of city centre events, such as outdoor cinema, markets and festivals. Events programming in Peel and Lowe Street will continue to support existing community activations and promote new patterns of behaviour and experience in the city centre.

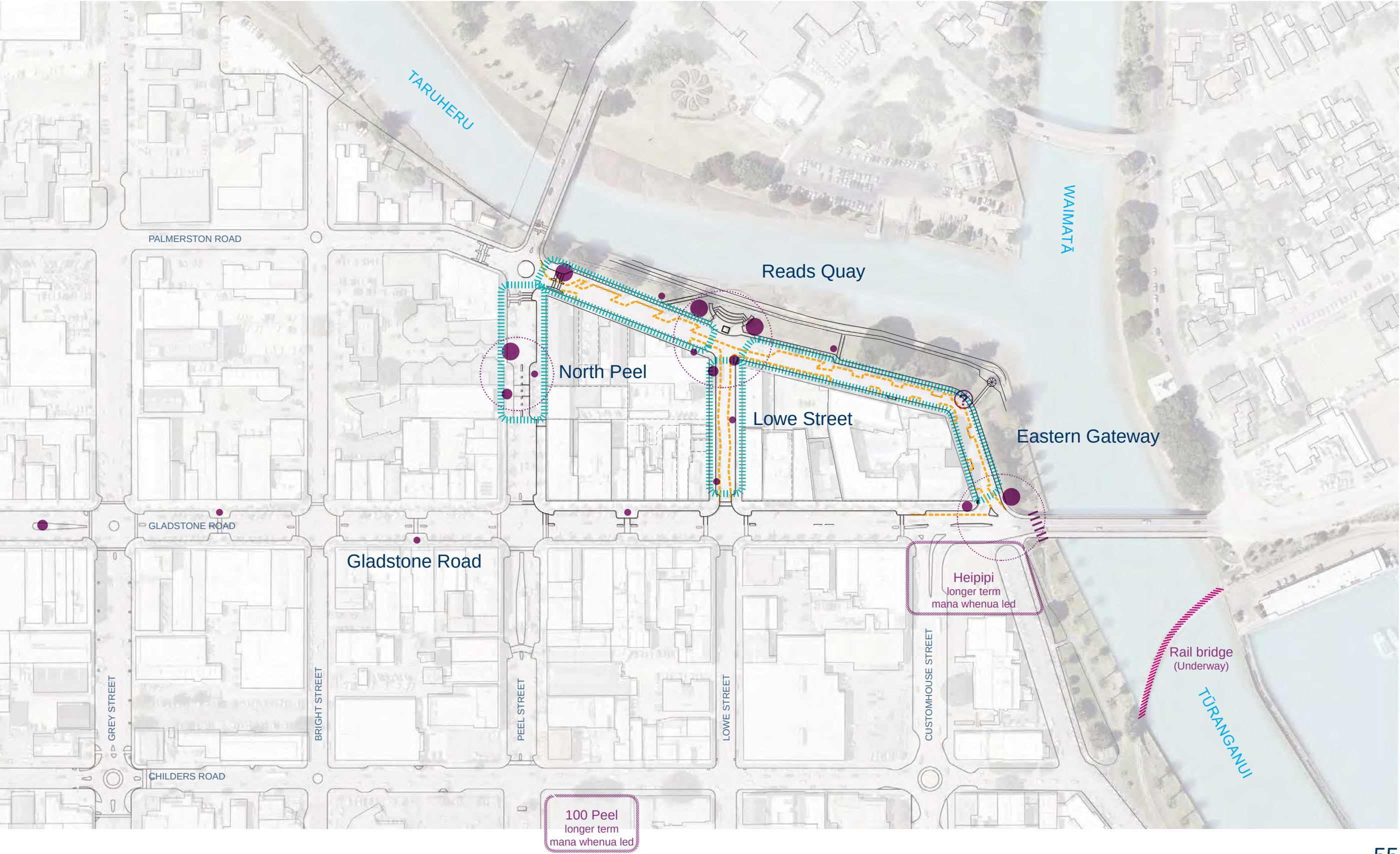
 Traffic management



Proposed long-term changes to traffic movements on both Lowe Street and Reads Quay will require careful implementation and a process of testing and validation. Installment of relocatable traffic management devices will support mode control and define reallocation of the road corridor to prioritise pedestrian movements.

Placemaking and activation strategy

NTS



Grey infrastructure

1_3,000 A3



Comprising pavements and underground utility components, grey infrastructure renewals and upgrades have been considered in terms of the AIP timeframe (10years) and beyond, including:

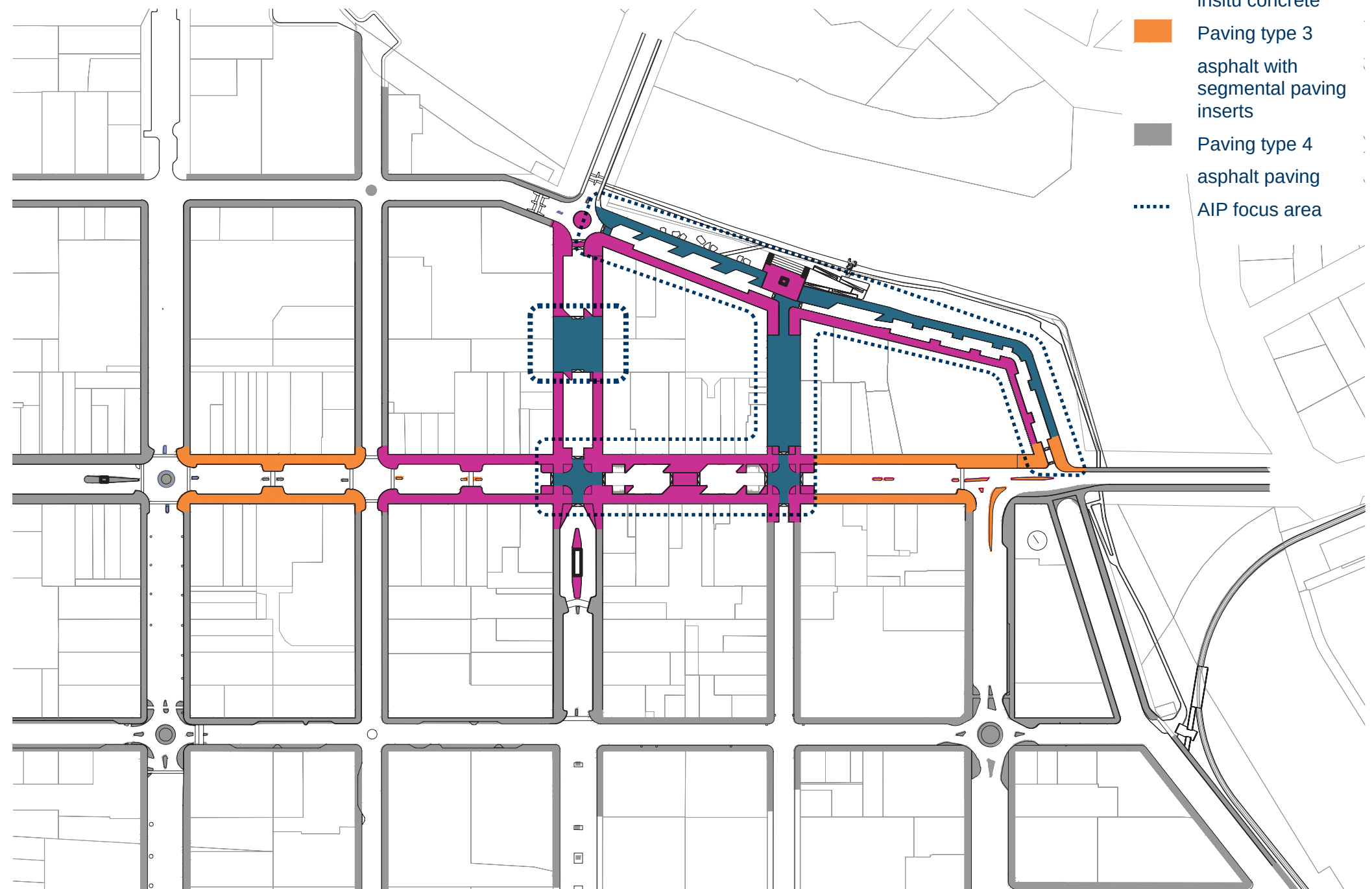
- implementation of new quality unit paving to define a more physically compact city centre (comprising Reads Quay, Lowe St, Peel St and Lower Gladstone Road)
- lower cost paving renewals, primarily asphalt, across the wider central city area
- raised crossings at key intersections and midblocks
- upgrading of surface drainage and building down pipe connections as new pavements are installed.

Benefits

- improved pedestrian accessibility
- opportunity to amplify tairāwhiti identity
- uplift in city centre amenity
- removal of existing trip/slip hazards
- potential to consolidate services.

Considerations

- raised crossing designs must ensure overland flow paths are maintained or improved where necessary
- placement of new underground pipes.



Blue-green infrastructure

1_3000 A3



Streetscape upgrades afford an opportunity to dedicate more space to blue/green infrastructure providing long term water quality improvements and stormwater management while also enhancing urban ecology and amenity. Passively irrigated street planting (trees and mass planted garden beds), strategically located rain-gardens and larger scale 'end of network' riverside stormwater treatment features are proposed to form an integrated and co-ordinated blue-green network.

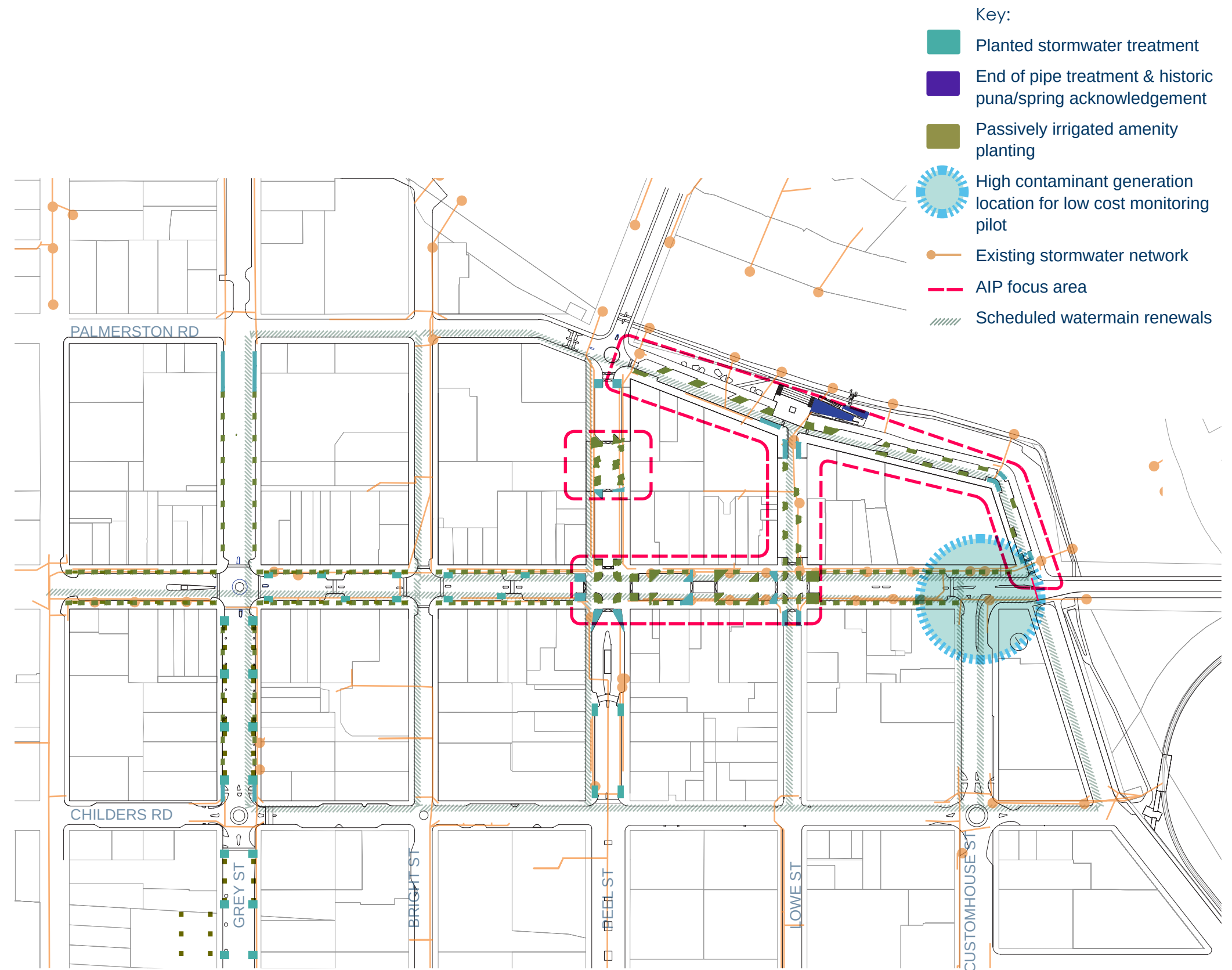
Benefits

Acknowledgement of, and connection to, Tairāwhiti's awa:

- resilient water quality improvements
- supporting/contributing to local identity/character
- contributing to biodiversity
- making visible a key urban system that sustains life

Considerations

- ensure overland flow paths can be maintained and improved to safely pass peak flows within road corridor
- optimise network design to integrate stormwater treatment with reticulated stormwater system
- although outside of aip scope, acknowledge Gladstone Rd - Customhouse St intersection as a source for elevated contaminants from heavy traffic effecting water quality. opportunity to implement low cost monitoring pilot to demonstrate criticality of intersection to other stakeholders (NZTA)
- where space is limited, mechanical treatment may be suitable
- important to design all stormwater treatment with maintenance as key criteria. opportunity to develop standardised design for key functional elements including inlets, outlets and perimeter retaining
- collaborate with mana whenua to develop local planting palette to support required treatment function (likely back dune coastal species).



Transport, access and parking

Traffic Network

The AIP seeks to create a more accessible, people-focused and vibrant city centre, while keeping the transport network efficient and resilient. Success will be measured by **how well the city centre accommodates** more people walking and cycling, while still providing appropriate access for vehicles, servicing, emergency services and public transport.

Traffic is expected to redistribute across the city centre as a result of the changes, while **maintaining acceptable levels of service** on the network overall. Key changes include converting the northern section of Lowe Street to a shared space with managed vehicle access and time-restricted servicing, a one-way arrangement on Reads Quay, and revised parking and drop-off arrangements to support these changes. Access to adjacent developments, including the Ngā Wai E Rua building, will be maintained throughout.

These changes are all assessed as highly feasible. Detailed design will need to work through lane configuration and signal phasing at Peel Street / Gladstone Road, emergency vehicle access, servicing and freight movements, and public transport operations. Baseline traffic surveys are currently underway to establish existing traffic volumes and turning movements at key intersections, providing a benchmark to measure the changes against once they're in place.

Pedestrian accessibility and activity

The revitalisation phases improve the pedestrian experience, reinforcing the city centre as a destination rather than simply a route through. Pedestrian activity is expected to grow as a result of the new Lowe Street shared space, improved public realm and streetscape quality, more residential development in the city centre, better connections between key destinations, and stronger links to the coastal pathways **including connections to the proposed** Tapuwae trails, the existing Tupapa Heritage trail, and the Oneroa walkway/cycleway.

Intersection upgrades, including shorter crossing distances, continuous gradients, tighter corner radii, flush kerbs and pedestrian priority treatments, will make crossing safer and more comfortable, while slowing vehicle turning speeds.

The intersection of SH35, Reads Quay and Gladstone Road has been identified as a key constraint on pedestrian movement. Staged improvements are proposed within this phase, including extending the northern foot-way, **strengthening the coastal connection** and removing the left turn into Reads Quay. Fully signalising the SH35 / Gladstone Road intersection would further strengthen pedestrian connectivity to the south, though this sits outside the scope of the current AIP and would be expected as part of any future revitalisation of the Heipipi / southern Reads Quay area.

Baseline pedestrian surveys are underway, with an increase in pedestrian activity anticipated once the changes are implemented.

Active transport and safety

While the proposed works don't include **dedicated cycling infrastructure within the** scheme itself, they strengthen connectivity to the wider cycling network, linking to the Tapuwae trails, and the Oneroa walkway/cycleway. Wider pathways, slower speeds, shared zones, better pavement quality and **the proposed riverside promenade** all create a far more attractive environment for cycling and micromobility around the city centre. No major changes to the public transport network are currently planned, but increased activity in the city centre is expected to make existing bus services more attractive to use. High-quality, secure cycle storage and micromobility parking and charging are recommended to be provided at key destinations within the scheme.

Improving safety while encouraging more people to walk and cycle is a core objective of the revitalisation. Crash data for the study area over the past ten years (see appendix 3) shows a generally good safety record: 167 reported crashes, the large majority non-injury, two serious injury crashes and no fatal crashes. Very few involved pedestrians or cyclists.

The safety goal for the AIP is zero deaths and serious injuries. Given the staged approach over five to ten years, the near-term focus is on holding crash numbers steady even as pedestrian and cycling activity increases, meaning the risk to any individual person actually falls. Larger safety gains are expected as more significant improvements are delivered. These will come from lower vehicle speeds, shorter pedestrian crossing distances, tighter corner radii, better visibility and streetscape design that naturally encourages slower, more careful driving

Parking

The parking strategy balances accessibility, placemaking and economic activity. Council has recently begun deploying vehicle-mounted parking-monitoring technology to understand parking demand and utilisation across the city centre, which will inform the long-term parking strategy.

The proposed designs would remove, reconfigure or relocate some on-street parking (see transport and parking strategy plan for detail), but the overall strategy will **continue to provide convenient access** for visitors, businesses, servicing and people with mobility needs. The impact on-street parking is minor relative to the scale of transformation proposed, with losses concentrated mainly on Lowe Street. All-day parking on Reads Quay will be reviewed to encourage quicker turnover for short-stay visitors, out-of-hours servicing will be provided for Lowe Street, and new drop-off and pick-up points will be established on Reads Quay and Gladstone Road to support the Lowe Street pedestrian environment.

Looking further ahead, Council could support private landowners to make better use of private parking assets for inner-city living and evening demand, review parking pricing to help fund future stages of the AIP, and plan for future CBD parking demand through Council-owned car parks, development contributions and parking revenue. Ongoing surveys will track occupancy, turnover, revenue, duration and use of accessible parking spaces.

Reads Quay westbound traffic redistribution



> %

Key:
 Existing movement and inflows onto Reads Quay
 Anticipated traffic redistribution with proposed changes



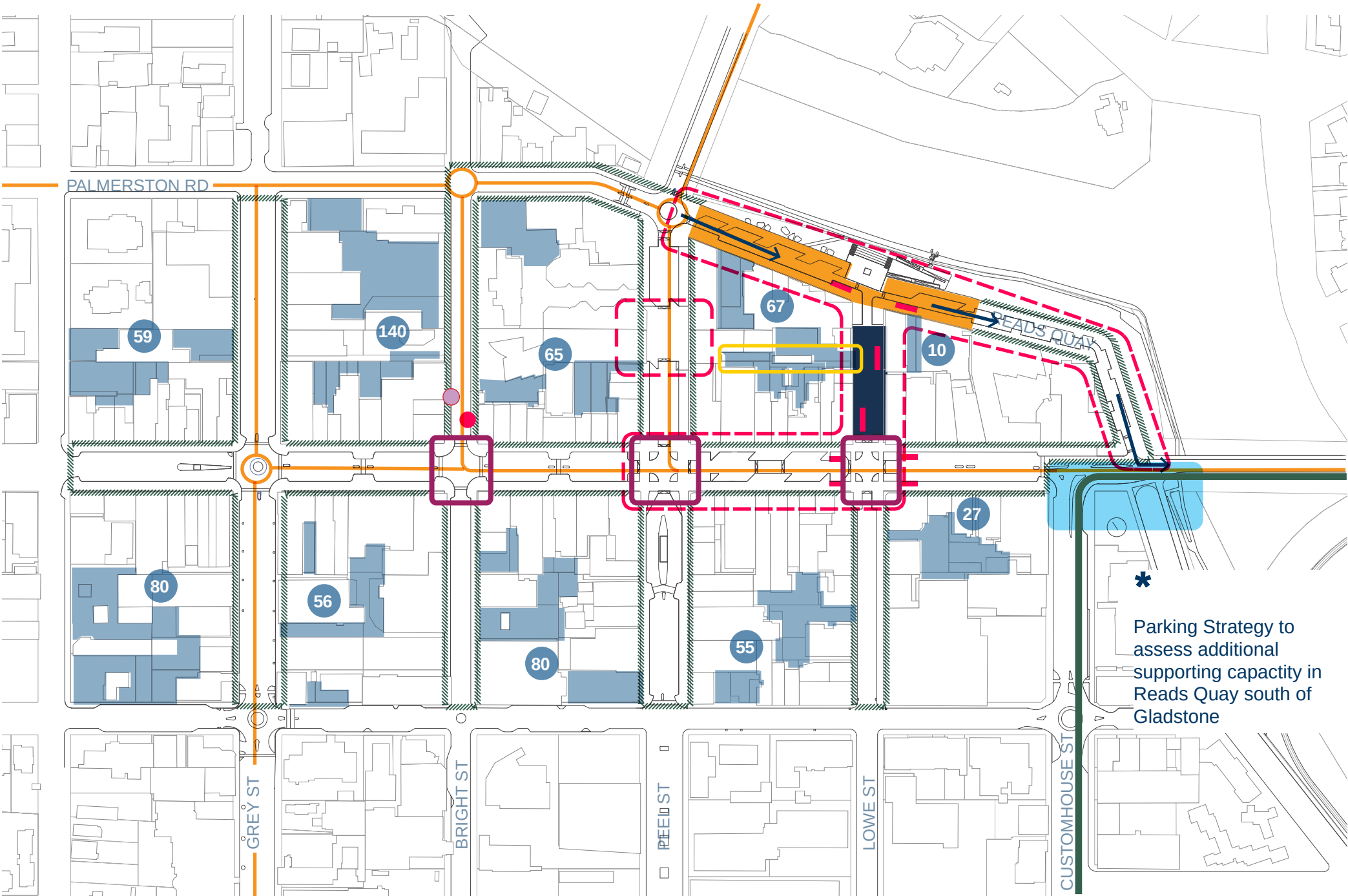
Approx Westbound ADDT = 1,018 v/d

Transport and parking strategy

- Key:**
- Parking and speed to be maintained
 - Low speed zone. All day parking to be revised into short-term parking
 - Shared Space with managed vehicle access, loading facilities, time restricted servicing and low-speed zone. No parking/loading drop off spaces
 - Area for future upgrade to support pedestrian connectivity
 - Loading and drop-off spaces associated with shared space on Lowe Street
 - Intersection upgrades: lane configuration and signal phasing. Pedestrian improvements and narrowing the intersection footprint. Reduced vehicle speeds, increased visibility, pedestrian focused design
 - Continued access to adjacent buildings and businesses
 - Private carparking within blocks
 - Approximate number of parks
 - One-way traffic system on Reads Quay and consideration of emergency service access requirements throughout the design process
 - State Highway 35
 - Bus Route
 - AIP Focus Area
 - Bus stop
 - Proposed Bus stop

Parking numbers:

Lowe Street	Gladstone Road (Lowe to Peel)	Peel Street	Reads Quay
Current: 22 Proposed: 6 Reasoning: shared space transformation	Current: 33 Proposed: 33 No change	Current: 34 Proposed: 34 No change	Current: 92 Proposed: 70-92 Dependent on final planting strategy and provision of public access to new parking locations to offset losses.



Landscape strategy

1_3000 A3



Aligned with Council's strategic direction to protect, restore and enhance the region's unique indigenous biodiversity, new planting within the city centre will reframe Lowe Street and Reads Quay as corridors of native riverine ecologies, while targeted planting interventions on Gladstone Road (between Peel & Lowe Sts) and Peel St (adjacent the Library) will provide pockets of habitat and new amenity.

The delivery of new landscape interventions within the central urban context affords a significant opportunity to realise a number of key benefits including:

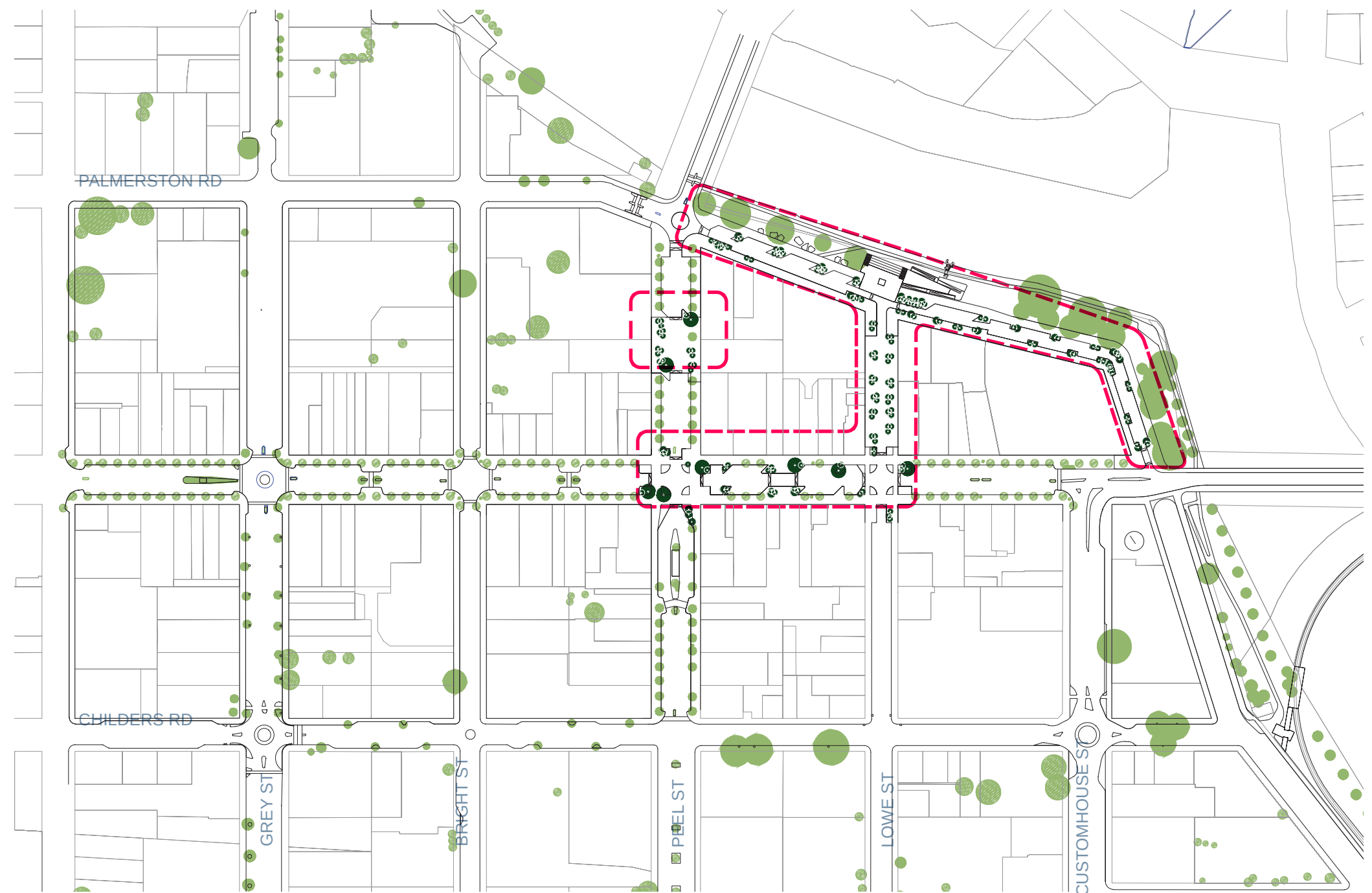
- expression of cultural identity (working closely with mana whenua to develop planting selections that reflect tairāwhiti's natural heritage)
- enhancing urban biodiversity
- providing visual and physical amenity
- contributing to the health and wellbeing of people and tairāwhiti's natural environment (cooling/ air and water filtration).

In Lowe Street and Reads Quay, ecological transformation can be realised across the full road reserve building on the benefits both streets enjoy by virtue of their proximity to Taruheru River. The structural changes proposed for both streets affords space for new planted interventions in the form of both amenity planting (street trees & garden beds) and performative planting (stormwater treatment gardens).

In Gladstone Road and Peel St, targeted insertions of native groundcover planting at the base of existing palms represents the first step in a process of ecological transformation. Over time, palms may be replaced with native tree species and planted storm water treatment systems to provide additional ecological enhancement and health benefits.

Key:

- Existing trees



Urban tree strategy

Drawing on Tairāwhiti's ecological and cultural heritage, proposed planting focuses on the reintroduction of native species into the City's urban core. Anticipating mana whenua input to guide and confirm species selections, the Action Investment Plan outlines a high level city centre wide approach.

Conceptually, species selections reflect local river and coastal ecologies. Streets north of Gladstone Road draw the river environs toward the city centre while southern streets draw coastal/ dune ecologies northward. In an urban context, trees are an important component of the green infrastructure network, they attract birds and insects (supporting urban biodiversity) and species with spreading canopies provide passive cooling mitigating the effects of urban heat island.

Connecting to the city centre's distinctive Waimāta, Tūrangānui and Taruheru river confluence, Gladstone Road is envisaged as a canvas for transition, allowing the gradual introduction of native riparian, river-edge species to replace aging palms.

Extending beyond AIP timeframes, a broader programme of planting could expand to Childers Road, notionally connecting the city's outer frame to the visually prominent vegetated slopes of Titirangi.

Over the next ten years, targeted new planting will occur in parallel with proposed street upgrades:

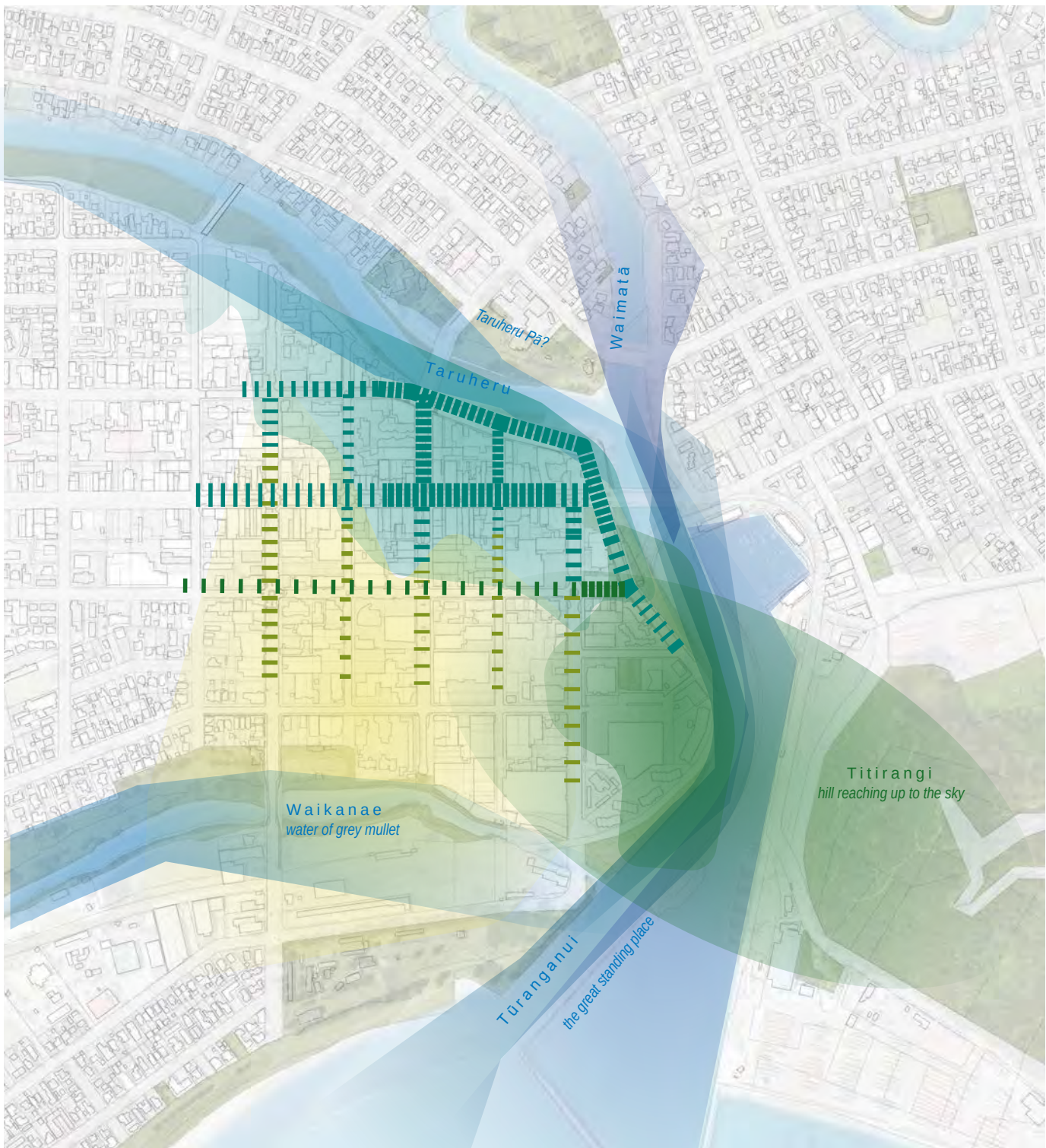
- Lowe Street [years 1-3]
- Gladstone Central (Lowe St to Peel St) [years 4-6]
- Peel St North (Central zone) [years 6-8]
- Reads Quay [years 8-10].



Key:

Potential **Awa** character signature trees

Potential **Coastal** character signature trees



Urban planting strategy

RIPARIAN/ RIVER CHARACTER STREETS

TREES



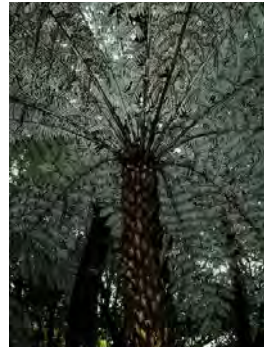
Sophora



Plagianthus regius



Rhopalostylis



Cyathea



Cordyline australis



Leptospermum scoparium

AMENITY MASS PLANTING



Asplenium bulbiferum



Libertia



Dianella nigra



Euphorbia



Parablechnum novae-zealandiae



Coprosma propinqua



Ficinia nodosa
Wiwi



Hierochloa redolens

STORMWATER TREATMENT



Juncus edgaraea



Ficinia nodosa
Wiwi



Apodasmia similis



Carex virgata



Plagianthus

ADDITIONAL SPECIES FROM BANKS/
SOLANDER COLLECTION FOR AMENITY
PLANTING CONSIDERATION

*Ozothamnus leptophyllus**
*Lepidium oleraceum**
*Scleranthus biflorus**
*Arthropodium cirratum**
*Pentapogon crinitus**

SCRAMBLERS AND VINES

*Calystegia Sepium**
*Calystegia Tugurioru**

ADDITIONAL SPECIES FROM BANKS/
SOLANDER COLLECTION FOR
STORMWATER TREATMENT PLANTING
CONSIDERATION

*Hydrocotyle americana**

* species collected by Banks and Solander 1769 landing

TREES



Dodonaea viscosa



Metrosideros excelsa



Corynocarpus laevigatus



Myoporum



Vitex lucens



Alectyon excelsus

Akeake AMENITY MASS PLANTING



Coprosma repens



Geranium solanderi



Poa billardierei



Euphorbia



Coprosma



Muehlenbeckia complexa



Chionochloa flavicans



Ficinia nodosa
Wiwi



Climacanthus

STORMWATER TREATMENT



Ficinia nodosa
Wiwi



Apodasmia similis



Carex virgata



Plagianthus

ADDITIONAL SPECIES FROM BANKS/ SOLANDER COLLECTION FOR AMENITY PLANTING CONSIDERATION

*Ozothamnus leptophyllus**

Lepidium oleraceum *

*Scleranthus biflorus**

*Arthropodium cirratum**

*Pentapogon crinitus**

*Phormium cookianum**

SCRAMBLERS AND VINES

Calystegia Sepium *

ADDITIONAL SPECIES FROM BANKS/ SOLANDER COLLECTION FOR STORMWATER TREATMENT PLANTING CONSIDERATION

*Hydrocotyle americana**

* species collected by Banks and Solander 1769 landing

TREES



Dodonaea viscosa



Metrosideros excelsa



Corynocarpus laevigatus



Myoporum



Vitex lucens



Kunzea robusta



Knightia excelsa

Akeke AMENITY MASS PLANTING



Euphorbia



Coprosma



Muehlenbeckia complexa



Chionochloa flavicans



Leptospermum sp



Phormium sp
Dwarf wharariki

STORMWATER TREATMENT



Ficinia nodosa



Apodasmia similis



Carex virgata



Plagianthus

Wiwi

* species collected by Banks and Solander 1769 landing

Action and Investment Plan

Revitalising the City Centre – 2027- 2037



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
Antenno app

