



Invercargill City Council Spatial Plan Establishment Report

June 2026

Document Title:

Invercargill City Council Spatial Plan Establishment Report

Prepared for:

Invercargill City Council

Quality Assurance Statement

Rationale Limited

5 Arrow Lane

PO Box 226

Arrowtown 9351

Phone: +64 3 442 1156

Project Manager:

Jimmy Sygrove

Prepared by:

Jimmy Sygrove and Lisa Thorne

Reviewed by:

Edward Guy and Louise Taylor

Approved for issue by:

Edward Guy

Job number:

Document Control History

Rev No.	Date	Revision Details	Prepared by	Reviewed by	Approved by
1.0	May 2026	First draft	JS/LT		
1.1, 1.2	June 2026	Second draft	JS/LT		
1.3	June 2026	Final	JS/LT	LT/EG/TAMI	EG

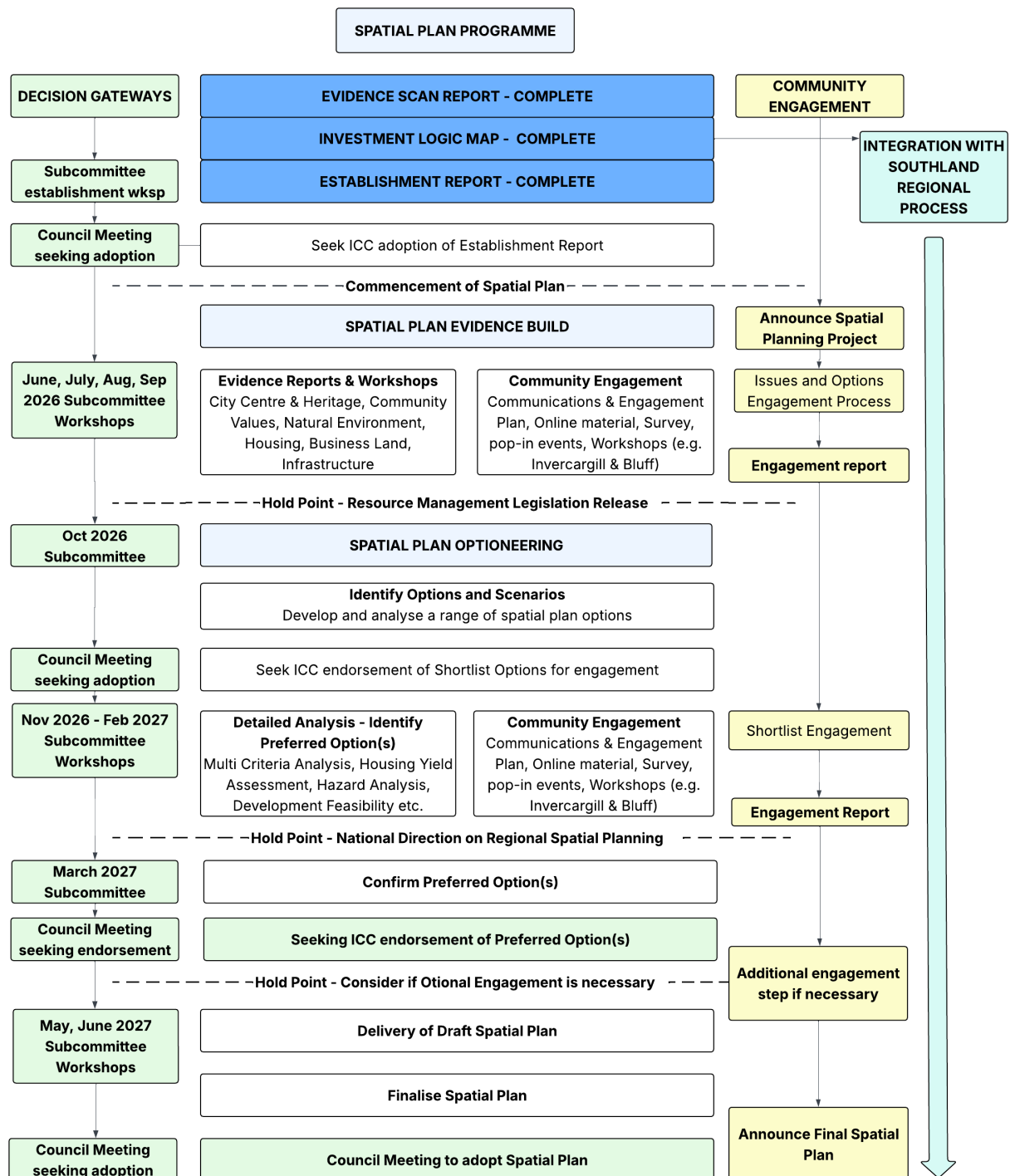
Table of Contents

1	Introduction.....	8
	What is a Spatial Plan?	8
	Why Now?	8
	What's the purpose of the Establishment Report?	9
	How this report was developed.....	9
2	Current Step in the Process.....	11
	Mid-2025	11
	Early 2026	11
3	Key Issues.....	12
	Planning for Invercargill's Future	12
	Problems	12
	Benefits/Opportunities.....	12
	Community Needs.....	13
	Mana Whenua Values	16
4	Geographic Scope	17
	Area of Focus	17
	Area of Influence	17
	Area of Interest.....	18
5	Governance and Project Management.....	19
	Structure.....	19
	Specialist Technical Inputs.....	20
6	Programme Integration and Sequencing	21
	Project Establishment Phase: Early-Mid 2026.....	21
	Evidence Reports / Community Engagement: June-September 2026	22
	Identify Options and Scenarios: September-October 2026	23
	Shortlist Options: October 2026-March 2027	24
	Preferred Option and Spatial Plan Drafting March-June 2027	24
	Finalise and Adopt Spatial Plan July-August 2027	25
7	Procurement Approach	26
8	Community and Stakeholder Engagement	27
	Ongoing Engagement Tasks	27
	Engagement Process	27
	Stage 1: Issues and Aspirations	28
	Stage 2: Shortlist Engagement	28
	Stage 3: Feedback on Preferred Option (TBC)	29
	What Successful Engagement Looks Like.....	29
9	Programme Risk	30

Executive Summary

Spatial Plans are future-focused strategies guiding how and where development is enabled. They are a common tool to plan for the growth and development of New Zealand towns and cities, and under the resource management reforms are evolving to involve environmental limits and goals. The benefit of preparing a Spatial Plan for Invercargill City now is to map out a 30 year vision for Invercargill – to be responsive to growth and development, for community resilience, and to plan for what's important. It will ready Council to respond to imminent reform, and community needs and aspirations.

The proposed programme is outlined below and explained in more detail in this report:



OBJECTIVES OF THE SPATIAL PLAN

The Spatial Planning process will integrate a significant amount of thinking across a range of workstreams – that brings the community, mana whenua, landowners, stakeholders and partners together. It will create a shared vision, setting expectations for the future of Waihopai.

The Spatial Plan will seek to meet the needs of current and future communities over a 30-year timeframe, while enabling integration with a regional Spatial Plan for Southland.

Spatial Plan Objectives

The following objectives have been developed for the development of the Spatial Plan:

1. We understand and plan for the future of Waihopai to inform and provide investment confidence to local government, central government and the private sector;
2. Identify and plan for growth, consolidation, or other forms of change for the city and its surrounds;
3. Ensure Invercargill City Council can address the important issues for the District by identifying key spatial improvements, planning for them, and delivering them;
4. The integration of existing strategies, projects, and identified outcomes, so existing and planned mahi is delivered and built upon through a phased implementation plan;
5. The community is engaged throughout the process, and the Spatial Plan outcomes reflect Invercargill's values.

Mana Whenua

The development of the Spatial Plan will be undertaken in partnership with mana whenua and guided by the values of Te Rūnaka o Awarua and Waihōpai Rūnaka. It is proposed that this involves the following:

1. **Governance:** Appointing a mana whenua representative to the Spatial Plan Subcommittee;
2. **Project Team:** Ensuring Te Ao Mārama kaimahi are resourced to work collaboratively as a member of the project team;
3. **Engagement:** Ensuring mana whenua are resourced to engage with their whanau on their issues and aspirations for the spatial plan; and
4. **Expert Reporting:** Commissioning of cultural advice to support integration of mātauranga across the spatial plan project.

Workstreams

There are six key workstreams which the project team will focus on:

1. City Centre and Heritage
2. Community Values
3. Natural Environment
4. Housing Needs
5. Business Land
6. Infrastructure Readiness

HOW ARE WE GOING TO DO IT?

The Spatial Plan will be developed by:

- Analysing existing evidence and data, collecting new data, and commissioning new research where there are gaps;
- A staged approach to community engagement, involving facilitated workshops and hui with key stakeholders, drop-in sessions, and a range of communications collateral and channels;

- The identification of options for the future of Invercargill, and analysis to shortlist these options to those that most closely align with the communities' values; and
- Analysis of shortlist options to identify a preferred way forward for the future of Invercargill – planning out to 2060.

The programme will work through a process and schedule with key milestones and gateways, ensuring decision makers have oversight of the work being done and the ability to approve the work being undertaken at multiple points throughout the process.

Programme

The programme of work has been prioritised to inform the development of the Regional Spatial Plan under the proposed Planning Bill – which will likely become law later this year. Under the Bill, district and regional planning instruments will now be contained within one Regional Combined Plan (RCP). The Bill requires that within the RCP, Regional Spatial Plans must be notified within 15 months, and land use chapters must be notified by 24 months, with RCPs intended to take effect in approximately 2028.

By developing a district-scale Spatial Plan over the next 12 months, the spatial outcomes identified within it will then inform:

- Spatial outcomes for the Invercargill District area in the Regional Spatial Plan;
- Land use provisions for the Invercargill District area in the Land use Chapters of the new Regional Combined Plan; and
- Investment of capital and operational council expenditure for the spatial priorities in accordance with the timeframes identified in the Spatial Plan.

When approved by Council, the Spatial Plan is anticipated to be completed in mid-2027, pending any unforeseen further changes to national direction and law making. The Spatial Plan will act as key guiding document for Council, informing spatial and land use planning in the RCP, investment in Council long term plans, and providing investor confidence for both Central Government and the private sector as to ICCs long-term spatial priorities.

Community and stakeholder engagement

Keeping Waihopai's community at the centre of the Spatial Planning process is critical. Community engagement will occur at various points throughout the process and feedback received will inform the identification and assessment of options. This will include:

- Initial community and stakeholder workshops to inform the development of Spatial Plan options/scenarios;
- Community engagement a shortlist of options, with feedback received treated as a key evidence stream to help identify the preferred option; and
- A Third round of community engagement to socialise and fine tune the preferred option (if required).

A detailed communication and engagement plan will be developed at the outset of the first engagement stage map out the stakeholder engagement process.

WHO IS RESPONSIBLE?

Programmes of this nature and complexity require a clear and well-structured governance and decision-making arrangement. A proposed structure is outlined later in this document.

The Spatial Plan project team will work closely with procured and ICC in-house technical specialists. This team will produce material for the Spatial Plan Subcommittee who will review and make decisions, before taking milestone decisions to full Council for approval and/or adoption.

1 Introduction

What is a Spatial Plan?

Spatial Plans are a common tool to plan for the growth and development of New Zealand towns and cities. They are 30–50-year future-focused strategies guiding how and where development is planned to occur. Spatial Plans are:

- **Collaborative** - developed by councils in collaboration with their partners and communities to address existing issues and map a vision for the future, outlining key spatial moves and placemaking within a spatial context.
- **Evidence based** – they apply a robust evidence base to map out future options based on constraints, needs, and aspirations, landing on a preferred option that best meets the community's needs.
- **Actionable** – they can then be actioned by a council and its community to realise the chosen future – informing capital projects, infrastructure prioritization, improving resilience, and informing statutory plans, strategies, and LTPs/funding.

It is important to clarify that Council is currently involved in two concurrent spatial planning processes:

- **This process, the Invercargill Spatial Plan** – is the development of a district-scale spatial plan for ICC, to be developed over the next 12 months, and planning out to 2060; and
- The **forthcoming Murihiku Southland Regional Spatial Plan** - at a regional scale which is in the early project planning stages, and will be developed under the Planning Bill, pending completion of resource management reform.

Why Now?

Spatial planning was a priority of the previous Government (through the withdrawn Spatial Planning Act 2023) and is a priority of the current Government through the newly proposed Planning Acts and Going for Housing Growth program.

The Resource Management Act 1991 (RMA) is being replaced by two new pieces of legislation:

- The **Planning Act** (PA) – which amongst other things, will set out the requirements for Regional Combined Plans (RCP) which will integrate into one document per region:
 - A Regional Spatial Plan (RSP);
 - Land use provisions (which will regulate land use and subdivision activities); and
 - Environment provisions (which will set environmental limits to utilise and protect natural resources);
- The **Natural Environment Act** (NEA), which amongst other things, will set out the requirements for developing environmental limits.

The RSPs will also be informed by forthcoming national direction. The reforms represent a fundamental shift in how land use is regulated and how natural resources are to be managed.

It is important to note that the reforms have not yet passed into law, and are currently Bills before the Select Committee. It is therefore prudent to anticipate and be agile to potential changes to them that may influence the ICC Spatial Plan programme. Once enacted, the transition to the new resource management system will take several years.

A key feature of the proposed Planning Act is the introduction of regional spatial planning – which will be implemented through the forthcoming Murihiku Southland Regional Spatial Plan. The Government has signalled that the new system is intended to be in place by late 2026, with notification of the regional spatial plans expected within 15 months, and with implementation anticipated within 24 months (mid-late 2028). Preliminary work is already underway at a regional level to develop a plan for the Murihiku Southland Regional Spatial Plan – this is currently being led

by a collaborative manager group of Environment Southland, Invercargill City, Southland District and Gore District Councils.

An ICC Spatial Plan will therefore position Council to be prepared and agile in the context of the reform environment:

- It will enable Council to front foot the preparation needed for the Invercargill specific priorities through regional spatial planning; and
- If in the unlikely event the reform program changes or is delayed, the Spatial Plan can then be used to inform the Plan Review under the current system or the work required under an amended system.

What's the purpose of the Establishment Report?

The purpose of the Establishment Report is to set the foundation for the preparation and delivery of the Spatial Plan for Invercargill.

The Establishment Report provides:

- **Transparency** – providing a Governance process where those responsible for its delivery are involved its development;
- **Clarity of process** – setting out how the Spatial Plan will be developed, the methodology to be used, and who will do the work;
- **An approach to engagement** - to ensure that Waihopai's communities have a voice in the process so the Spatial Plan delivers outcomes that meet their needs;
- **A risk-based approach** - that identifies how risks to achieving good spatial outcomes will be mitigated, including how uncertainty and gaps in data will be addressed; and
- **A programme** - that can move at the pace required to inform the Region Spatial Plan and land use chapters of the forthcoming RCP.

How this report was developed

This report was developed following the ILM workshop, involving early engagement with partners, a Spatial Plan Subcommittee workshop, Project Team workshop, and research of national Spatial Planning practice and applicability of that to the needs of Invercargill.

ENGAGEMENT WITH PARTNERS	PROJECT TEAM WORKSHOP	SUBCOMMITTEE WORKSHOP
An ILM workshop held on 11 May with staff, Councillors and key partners included a presentation regarding the Spatial Plan project and the key inputs and next steps. This was attended by key partners including Southland District Council (SDC), Environment Southland (ES), and Te Ao Mārama (TAMI) representative. Meetings were then held with SDC, ES and TAMI to discuss the programme, how to achieve good alignment with the regional spatial planning programme that will soon be underway, and key inputs and timeframes. These	Following the ILM workshop, the project team got together for a subsequent workshop to confirm the issues from the ILM that the Spatial Plan is seeking to address, and to map out the programme for its development. This mapped out the initial ideas for: • Project objectives • Geographic scope • Project team and governance structures; • Key steps and timeframes; and • Engagement process.	Following the project team workshop, further work was undertaken to map out the programme. A Spatial Plan Subcommittee of Making Good Decisions accredited Councillors was established in April 2026, and the draft programme was presented for their input at their first workshop in May 2026. This included the project team and governance structures, geographic scope, key steps and timeframes, and proposed engagement. The Spatial Plan Subcommittee approved the final ILM issues and outcomes, and provided feedback to the programme, to form the

informed the proposed
approach and programme.

basis of this Establishment
Report.

2 Current Step in the Process

What have we done so far?

Spatial planning is not currently a statutory process – it is not required by the RMA or LGA. Notwithstanding this, it is a common strategic planning exercise undertaken by most councils across New Zealand in order to plan for the longer term 30+ year future, and will soon become mandatory through the Planning Act.

MID-2025

Council started considering the merits of a Spatial Plan for Invercargill in mid-2025. It was apparent then that although the RMA reforms progressed by the previous government had been repealed, that the new reform programme advanced by the current government was still looking at retaining spatial planning as a critical element.

Over the last 10 years, spatial planning has also become an increasingly common tool to identify growth, infrastructure investment, and future land use zoning to inform District Plan reviews. Therefore, regardless of the reform direction, spatial planning was seen as a common-sense next step to plan for Invercargill's future, regardless of the exact shape of reform.

EARLY 2026

Following initial discussion in mid-2025, Spatial Planning was signalled to Council as a logical next step in several of the reports that went to Council regarding RMA reforms and ICC's Housing Plan Change (Plan Change 2: Housing and Code of Practice).

A report was taken to Council in April 2026 to commence early work on the Spatial Plan, and to appoint a Spatial Plan Subcommittee to oversee its development.

This was followed by:

- The preparation of an **Evidence Scan Report**, to understand the current evidence base held at ICC and to outline any gaps and areas where further work may be required – this was prepared in April 2026 and pre-circulated ahead of the Investment Logic Mapping workshop.
- An **Investment Logic Mapping** workshop on 11 May 2026, identifying the issues to address in the Spatial Plan, and the benefits expected if the issues are addressed through the Spatial Plan.
- **Workshops and Hui**, including a project team workshop on developing the programme, a hui with Te Ao Mārama, meetings with the other Southland Councils, and the first Subcommittee workshop on 27th of May 2026.

These have all shaped the preparation of the programme set out in this establishment report.

Where are we now?

This Establishment Report and accompanying report to Council is on the agenda of the full Council meeting on 23 June 2026.

What will happen following the approval of the Establishment Report?

If the Establishment Report is approved the project team will launch the Invercargill Spatial Plan and begin preparing the Background Reports and planning the first phase of community engagement – in line with the programme and key timeframes.

3 Key Issues

Planning for Invercargill's Future

ICC's last spatial plan was prepared in 2011 and has largely remained unimplemented, other than some of the identifies areas for growth being zoned through the subsequent Invercargill District Plan. The District Plan was notified in 2013 and made Operative in 2019. Since that time, a District Plan Efficiency and Effectiveness review was completed in 2021, and the National Planning Standards 2019 required ICC to notify their new plan review by 2026.

Given the changing resource management reform environment over the last 5 years, the plan review did not advance, and the Resource Management (Consenting and Other System Changes) Amendment Act Plan-Stop process effectively prohibits Council from progressing any form of review, until this can be advance under the new legislation.

The critical issue with this, is the very limited timeframes under the new Act to advance the RCP, and specific to Invercargill, the RSP and the land use provisions that will apply within the ICC boundaries. This proposed Spatial Planning process enables this groundwork to occur now, making the best use of the time available to plan for Invercargill's future.

Investment Logic Map

On the 11th of May, 2026 an Investment Logic Mapping workshop was undertaken that brought together ICC elected members, staff and key stakeholders to clearly identify the issues / challenges that would need to be addressed regarding the development of a Spatial Plan for Invercargill.

It also defined the benefits/objectives of the Spatial Plan, which will help guide the process. This will ensure ICC takes an approach that is achievable, affordable and delivers the best value for the council and community.

An Investment Logic Map (ILM) aims to communicate an investment story on a single page using language and concepts that are understandable to everyone.

It produces the equivalent of a thirty second 'elevator pitch' that explains the purpose of the proposed investment. The ILM Workshop has set the foundation for the Invercargill Spatial Plan by clearly outlining the problems currently experienced and the benefits expected from investment. These are outlined below, and the Investment Logic Map is provided in **Appendix A**.

Problems

1. A lack of infrastructure capacity, resilience, and service levels, constrain the city's ability to support and respond to emerging growth. (40%)
2. Housing quality and choices are not meeting current and future community needs, limiting the ability to attract and retain residents and workers. (30%)
3. Poor urban amenity and vibrancy, limited community and cultural connection, reduce liveability, visitation and the ability to attract investment. (20%)
4. Inability to respond to emerging economic growth, will lead to missed opportunities for employment, productivity and long-term prosperity (10%)

Benefits/Opportunities

1. Infrastructure is resilient, affordable and available to enable emerging growth and meet existing community needs. (30%)
 - a. KPI 1: 3-Waters
 - b. KPI 2: Transport
 - c. KPI 3: Community & Social Infrastructure
 - d. KPI 4: Energy
2. Improving housing options, attracting new residents and workers and meeting the needs of existing residents(20%)
 - a. KPI 1: Housing Needs/Typologies
 - b. KPI 2: Age & Quality

- c. KPI 3: Affordability
 - d. KPI 4: Build Viability
3. Improving urban environments, attracting people to live, work and visit. (35%)
 - a. KPI 1: Resident Population
 - b. KPI 2: Visitation
 - c. KPI 3: Commuters
 - d. KPI 4: Inner city living
 - e. KPI 5: Cultural Connection
 4. Increasing agility and readiness to enable economic growth and prosperity. (15%)
 - a. KPI 1: Investment
 - b. KPI 2: Incomes & Spending
 - c. KPI 3: Regional Cooperation
 - d. KPI 4: Community Cohesion
 - e. KPI 5: Livability & Reputation

Community Needs

HOUSING

Over the last few years, housing analysis work for Invercargill has moved from identifying the problem, to testing responses and building an updated evidence base for change.

The story is consistent across the board: Invercargill does not have a simple 'not enough land' problem. At a city-wide level, there is ample theoretical and feasible housing capacity. The real issue is that the housing stock is not well matched to what people need, where they want to live, or the kinds of homes likely to be needed as the population ages and changes.

The first phase of work, through the Murihiku Southland Housing Needs Assessment (2023) and the ICC Housing Needs Assessment add-on (2023), established the regional and local context, captured community views on housing preferences, and assessed the extent to which existing housing stock matched perceived demand.

It found a significant mismatch between the homes that exist and the homes people want. Across the region, older residents increasingly prefer smaller, lower-maintenance homes closer to town, while younger households tend to value larger sections and more family-sized homes.

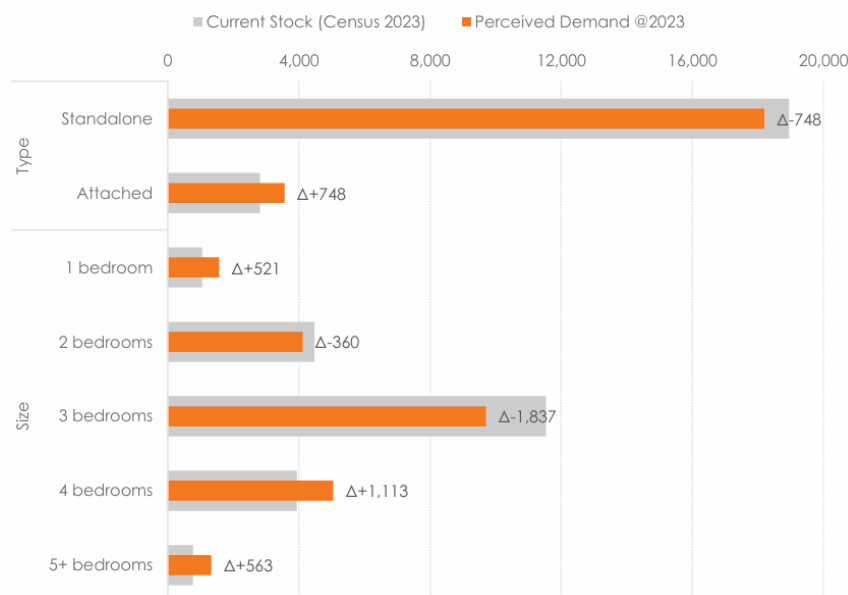


Figure 1: 2023 Perceived demand against existing housing stock (ICC Housing Needs Assessment Add-on - 2023)

The reports highlighted that Invercargill's stock is dominated by medium-sized three-bedroom detached houses, with too few smaller homes, larger homes, and attached options.

The capacity assessment showed that under the current District Plan, Invercargill had feasible Invercargill has an ageing housing stock. While age is only one measure of housing quality, it is the best indicator currently available. On that measure, the existing stock is relatively old: the average dwelling is 59 years old, nearly one in four dwellings is more than 75 years old, and almost one in ten is over 100 years old.

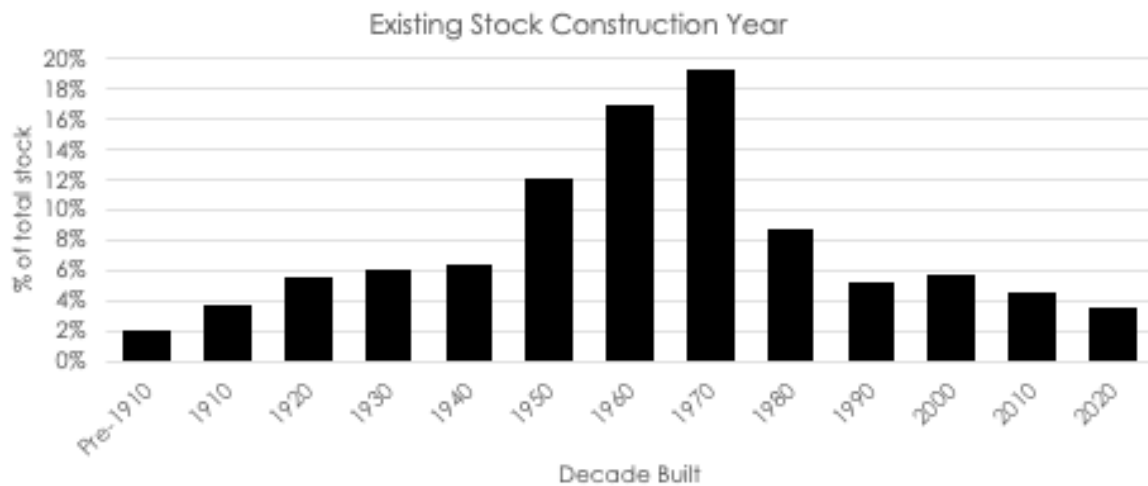


Figure 2: Construction year for existing housing stock in Invercargill CC. Source: ICC Property valuation dataset.

POPULATION

Invercargill has a slowly growing population, with growth sitting at an average 0.7% pa. over the past 15 years.

Population Growth for selected TLAs by Component (2010 - 2025)

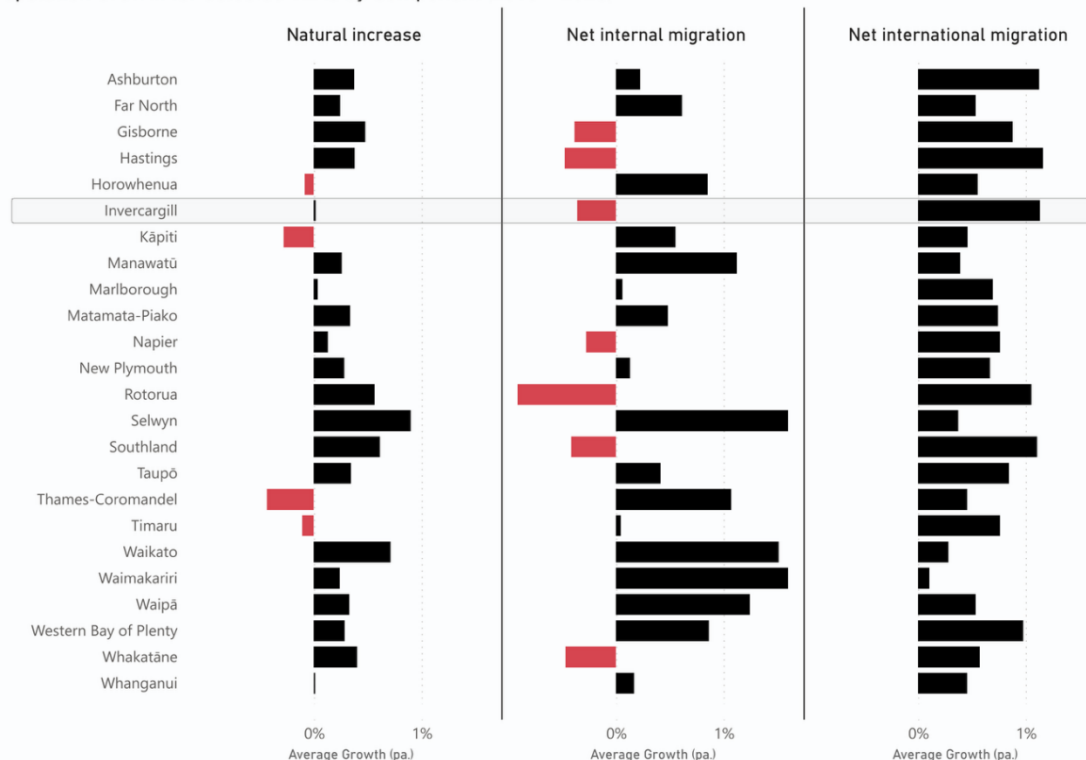


Figure 3: Growth components for selected Territorial Local Authorities. Source: Stats NZ subnational population estimates

Taking a closer look at this growth, it appears to be structurally constrained. Natural increase (births less deaths) is almost nil, reflecting an aging population and relatively low birth rates. Of notable significance is weak net internal migration, indicating limited success in attracting residents from elsewhere in New Zealand. International migration has been a stronger driver for growth, but not at a scale sufficient to materially shift overall growth.

Population demographics indicate a changing population over the past decade, with significant increases in Māori, Pacific, and Asian peoples offsetting a relative decrease in the European population. The median age has also risen slightly over this period and is now 40 years, compared with the national median of 38 years.

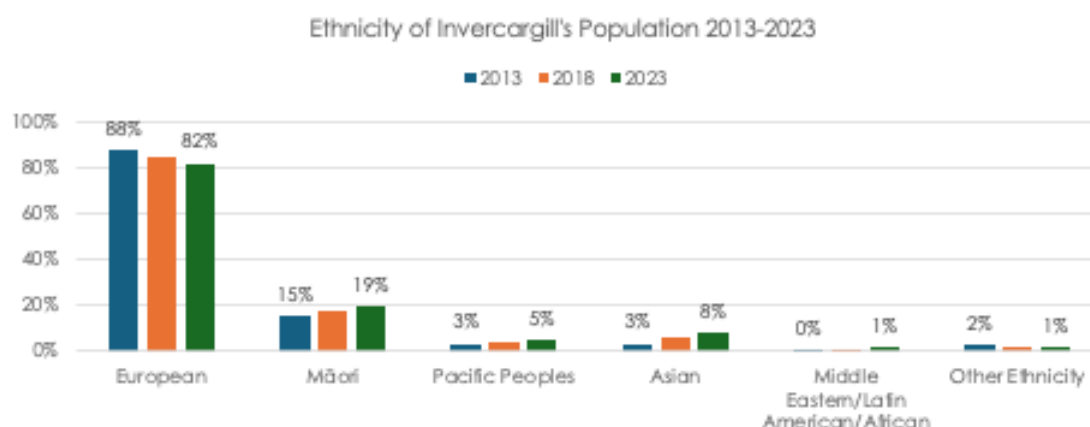


Figure 4: Ethnicity of Invercargill's population from 2013 to 2023

INCOMES

Census data provides insight into income levels. Over the last decade, income levels have shifted in line with national trends; however, those aged 30 to 64 continue to earn below the national average.

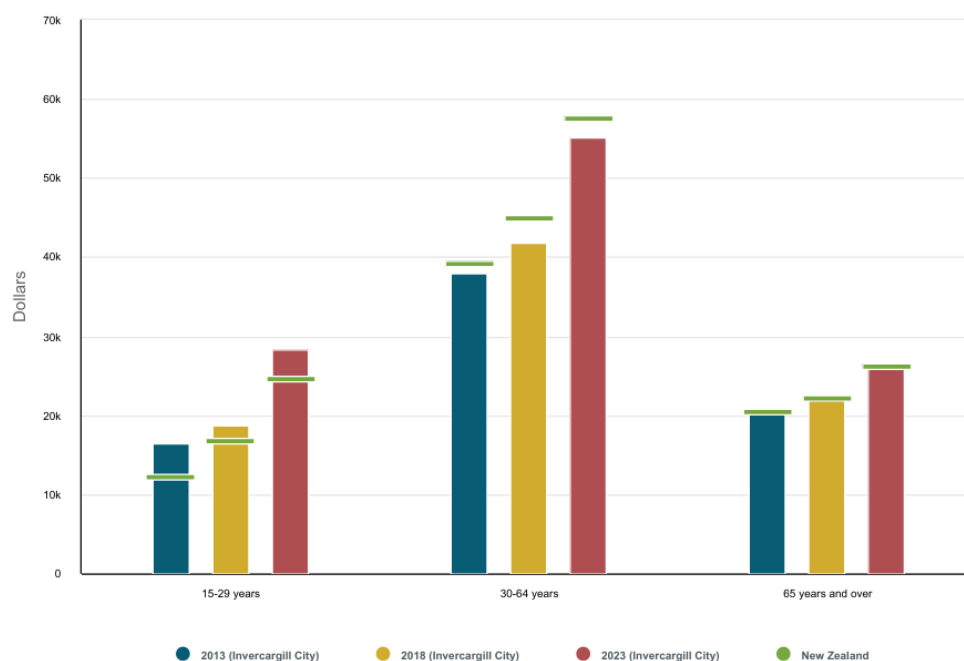


Figure 5: Median personal income of population by age, Invercargill City and New Zealand, 2013-2023 Censuses

Mana Whenua Values

As a Treaty partner, ICC works in accordance with He Huarahi mō Ngā Uri Whakatupu, a charter of understanding between Waihōpai, Ōraka-Aparima, Awarua and Hokonui rūnaka, and the seven Murihiku Councils (Southland and South Otago Councils). Waihōpai Rūnaka and Te Rūnaka o Awarua both have takiwā within the ICC district boundary:

- The takiwā of Waihōpai Rūnaka centres on Waihōpai and extends northwards to Te Matau sharing an interest in the lakes and mountains to the western coast with other Murihiku Rūnanga and those located from Waihemo southwards.
- The takiwā of Te Rūnaka o Awarua centres on Awarua and extends to the coasts and estuaries adjoining Waihopai, sharing an interest in the lakes and mountains between Whakatipu-Waitai and Tawhititarere with other Murihiku Rūnanga and those located from Waihemo southwards.

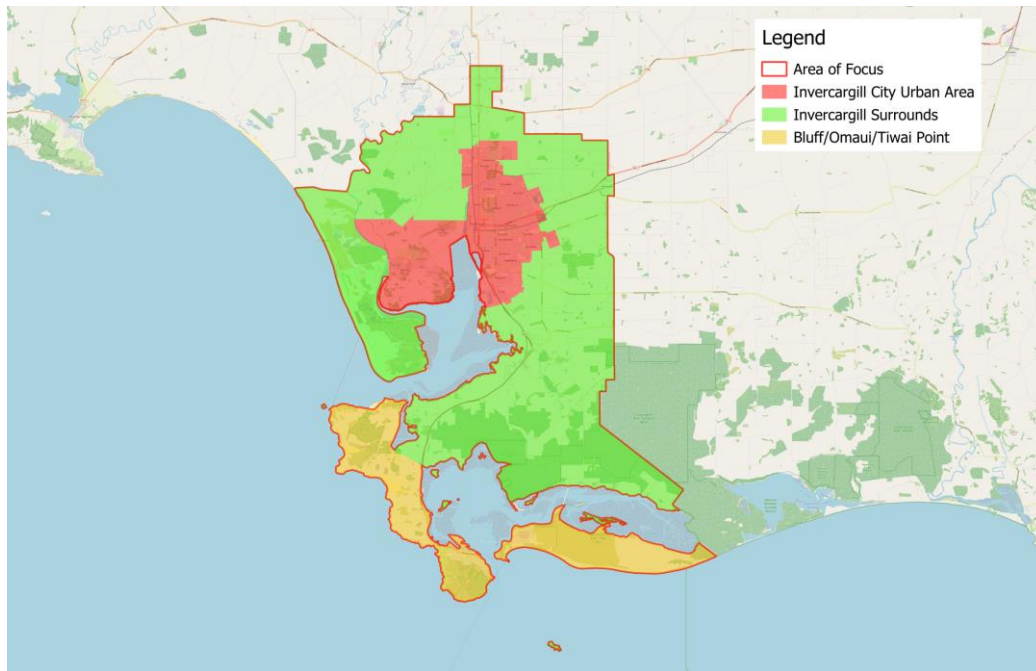
Under the Charter, mana whenua are represented by Te Ao Mārama, and TAMI kaimahi have contributed to the preparation of the establishment report to ensure that mana whenua values are integrated within the project. Four specific areas of work are proposed:

- **Governance:** Appointing a mana whenua representative to the Spatial Plan Subcommittee so that mana whenua values are incorporated into decision making;
- **Project Team:** Ensuring Te Ao Mārama kaimahi are resourced to work collaboratively as a member of the project team across all areas, and are resourced to contribute directly to those topics that of higher importance to mana whenua values;
- **Engagement:** Ensuring mana whenua are resourced to engage with their whanau on their issues and aspirations for the spatial plan, so these can feed directly into spatial plan development; and
- **Expert Reporting:** Commissioning of cultural advice to support integration of mātauranga across the spatial plan project.

4 Geographic Scope

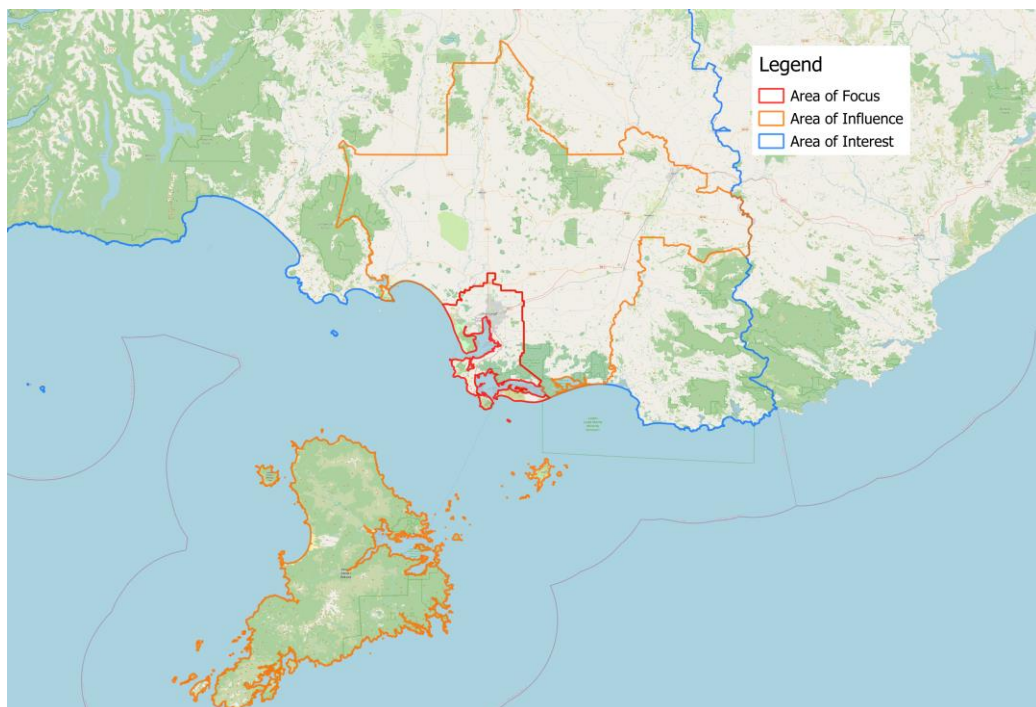
Area of Focus

The draft area of focus comprises the existing territorial authority boundaries of Invercargill City. Invercargill's Urban area, Invercargill Surrounds and Bluff/Omaui/Tiwai Point have been identified as specific areas for investigation.



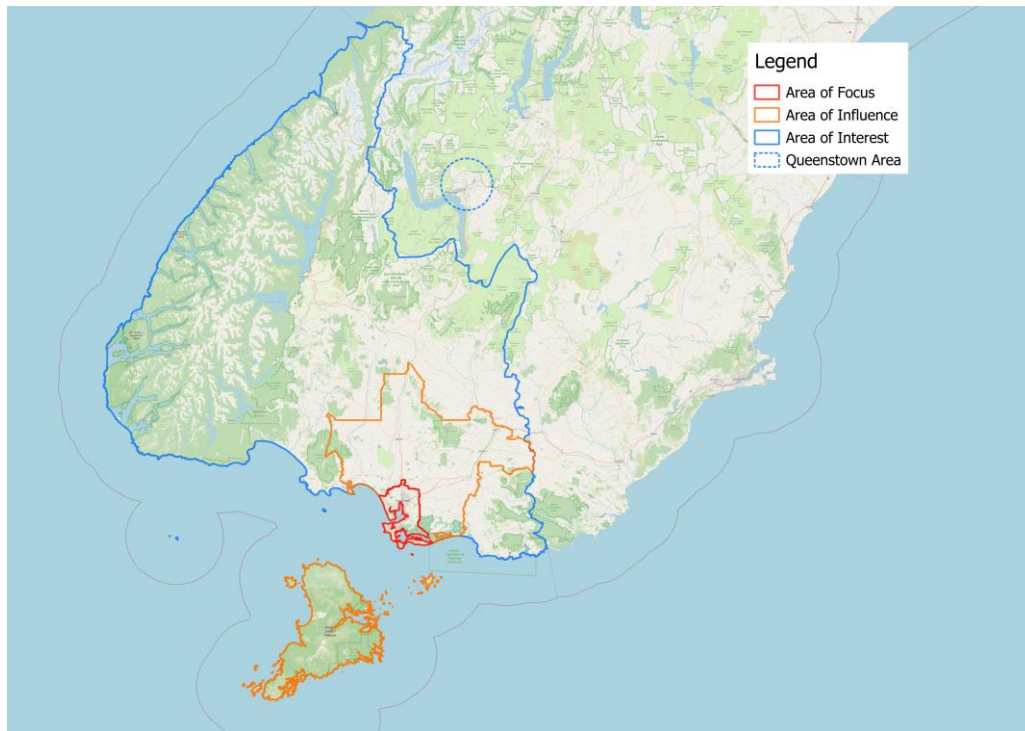
Area of Influence

The draft area of influence comprises a broader extent of Murihiku, extending into the Southland District to include Awarua Bay, Riverton/Aparima, Rakiura/Stewart Island, Winton and Gore.



Area of Interest

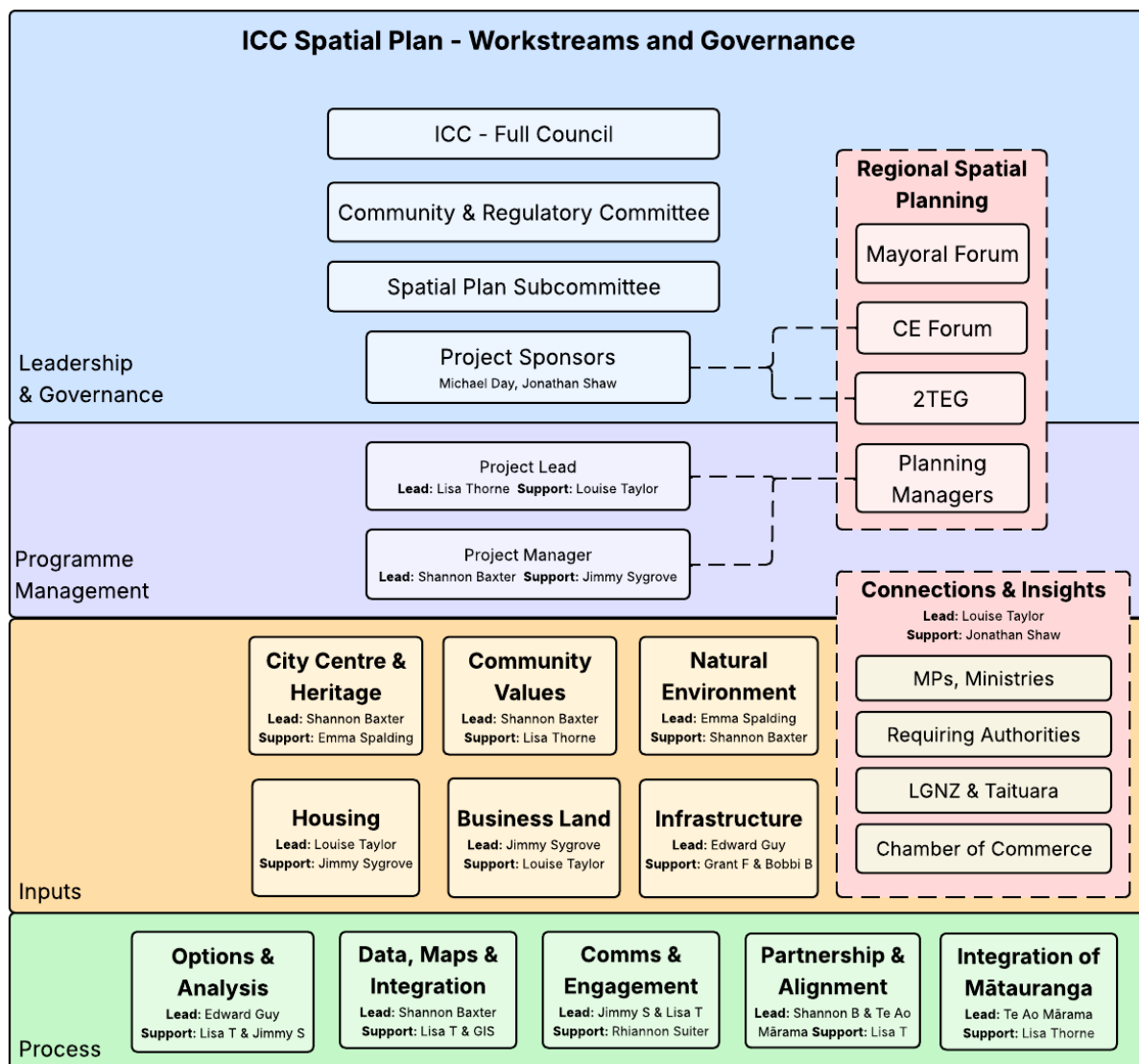
The broader draft area of interest includes a wider extent of Murihiku, Fiordland and Queenstown-Lakes.



5 Governance and Project Management

Structure

Programmes of this nature and complexity require a clear and well-structured governance and decision-making arrangement. This governance and project team structure is illustrated below, followed by a summary of the key roles and specialist technical inputs required.



LEADERSHIP AND GOVERNANCE:

- The Political Governance level is the main forum for final decisions, gateways and financial approvals. All material provided to elected members will first go past the Executive Team, who will act as a final filter, ensuring material is of a high standard.
- The Spatial Plan Subcommittee level is the primary forum for all decisions, ensuring Council has ownership of the process and its outcomes.

PROGRAMME MANAGEMENT:

- The Project Sponsors are the decision makers at all organisational decision gateways.
- The Project Lead and Project Manager are responsible for leading the project team's delivery of the programme, and reporting to the Project Sponsors and Subcommittee.

PROJECT TEAM:

- The project team will ensure the work is being carried out and will guide the technical specialists. While this is a large team on paper, it isn't anticipated that all members will need to be involved at all times throughout the programme.

Specialist Technical Inputs

TOPIC BASED INPUTS

The project team will be responsible for preparing the topic-based Background Reports and contributing to the preparing and evaluation of options. Most of the specialist technical expertise required to undertake this work is held within the project team, as outlined below:

- Shannon Baxter (ICC) – Urban planning and design, heritage, and community values
- Grant Fisher (ICC) – Infrastructure and transport
- Lisa Thorne, Louise Taylor, and Emma Spalding – Planning
- Jimmy Sygrove and Edward Guy (Rationale) – housing and business and sufficiency, data analysis, optioneering, technical document development
- Te Ao Mārama – Integration of mātauranga Māori
- Bobbi Brown (Great South) – Infrastructure and business

The identification of gaps in information and expertise are identified in the next section of this report, and external inputs will be required where these gaps need addressing.

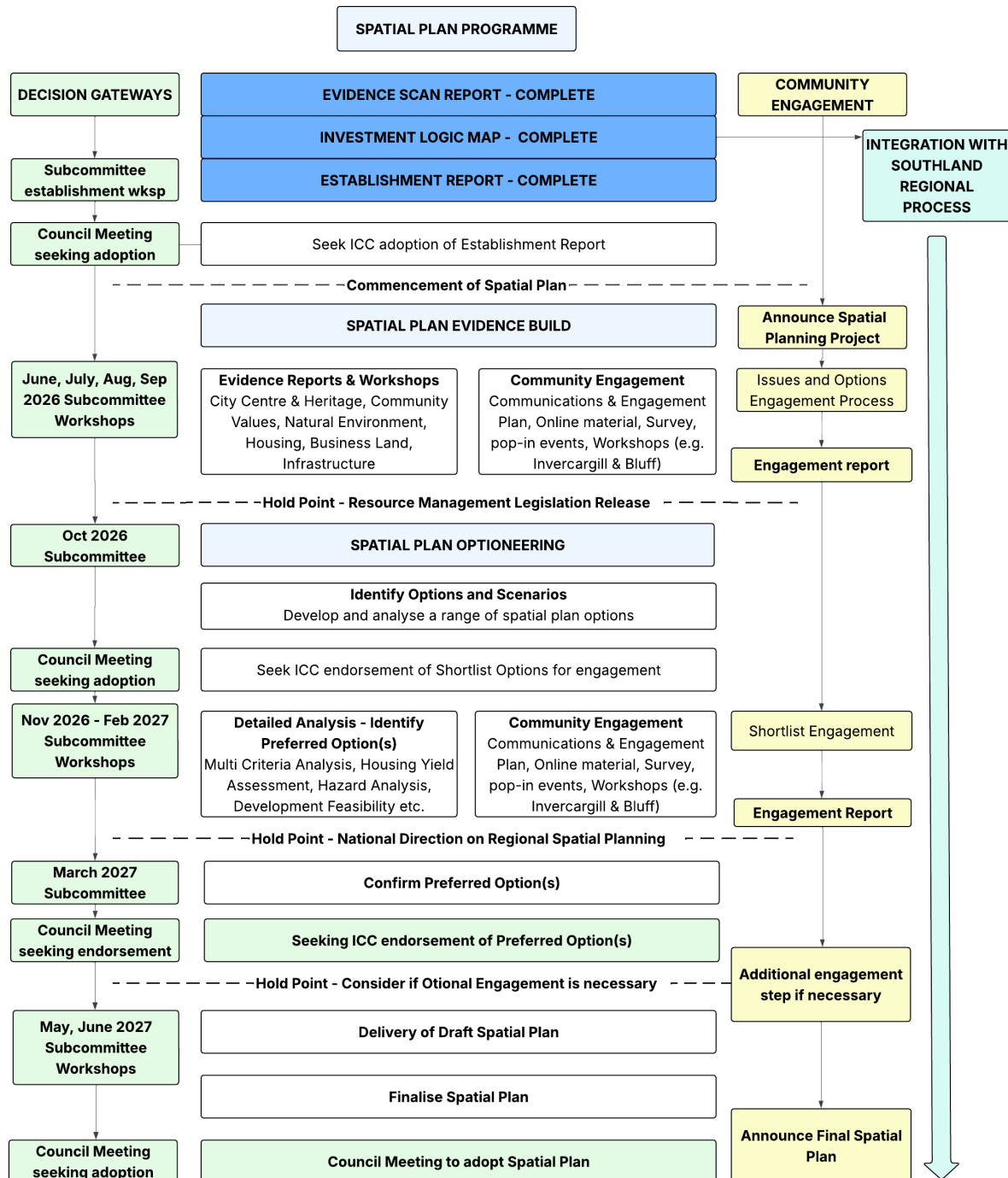
PROCESS INPUTS

The project team will also be responsible for the process inputs that will be fundamental to the successful and timely delivery of the Spatial Plan:

- Edward Guy will lead the options and analysis work, integrating the evidence inputs from the Project Team and engagement outcomes, to identify longlist and shortlist options, utilising bespoke optioneering tools to evaluate them;
- Shannon Baxter, working in with those leading Background Reports will be responsible for the collation, facilitation, and integration of data and spatial layers, this may require additional GIS and/or data resourcing if not available in-house;
- Jimmy Sygrove and Lisa Thorne will plan, coordinate, and facilitate the engagement process, noting that engagement events themselves will be led by Council as set out in the engagement section of this report;
- Te Ao Mārama will work to integrate mātauranga Māori through the spatial plan process. This will include the identification of mana whenua issues and aspirations (including for Māori land), sites and areas of significance, and cultural landscapes and articulation, providing an opportunity to explore the translation of mātauranga into spatial priorities at scale.
- Shannon Baxter and Lisa Thorne will also maintain the key relationships with partner organisations to:
 - maintain alignment with SDCs spatial planning process;
 - the preliminary work on the Regional Spatial Plan;
 - Great South's mahi on Beyond 2025 and related workstreams; and
 - to maintain a close working relationship with TAMI to ensure that the Spatial Plan process incorporates mātauranga Māori, and fosters an active and in good faith Treaty partnership.

6 Programme Integration and Sequencing

The diagram below sets out the programme to develop the Spatial Plan, and lays out how the various elements will be brought together. The project steps are iterative (with some occurring in parallel where this is efficient), and with each one informing the next. These steps are explained in further detail on the following pages.



Project Establishment Phase: Early-Mid 2026

1. Evidence Scan Report – Completed May 2026
2. Investment Logic Map – Completed May 2026
3. Establishment Report – Completed June 2026

Approval to proceed in accordance with Establishment Report – a report seeking approval to proceed has been prepared for the Full Council Meeting of 23 June 2026

Evidence Reports / Community Engagement: June-September 2026

The Background Reporting and Community Engagement workstreams will be undertaken concurrently from June to September and are outlined in further detail below.

EVIDENCE REPORTING

Evidence Reporting will pull together all data, issues, opportunities, and analysis together on the key topics that will inform the identification of options for the Spatial Plan.

Reports will be produced on six interrelated topics. An outline of the matters anticipated to be addressed in each is provided below, along with the likely external resourcing required to deliver the reports.

City Centre and Heritage	Community Values
Lead: Shannon Baxter Support: Emma Spalding Proposed scope: - City Centre revitalisation - Urban design - Shared space - Heritage values Gaps and/or requirements needing external resourcing: - Cell phone location data reporting - Urban planning and design (optional)	Lead: Shannon Baxter Support: Lisa Thorne Proposed scope: - Demographics / community profile - Community values - Health and wellbeing - Open space and connectivity Gaps and/or info requirements needing external resourcing: - Health and wellbeing – possible Te Whataua Ora reporting (approached) - Community – Social values report (optional)
Housing Needs	Business Land
Lead: Louise Taylor Support: Jimmy Sygrove Proposed scope: - Housing sufficiency and land use, including but not limited to; - City and apartment living; - Medium density housing; - Low density housing; - Lifestyle and rural living - Typology and need; and - Housing growth and regulatory responsiveness. Gaps and/or requirements needing external resourcing: - Unlikely to be many gaps, Rationale can address these if identified	Lead: Jimmy Sygrove Support: Louise Taylor Proposed scope: - Business land sufficiency and land use, including: - Industrial land use; - Commercial and mixed-use land use; and - Rural land use; - Typology and need; and - Business growth and regulatory responsiveness. Gaps and/or requirements needing external resourcing: - Business/Commercial Land Sufficiency Report will be required
Natural Environment	Infrastructure
Lead: Emma Spalding Support: Shannon Baxter Proposed scope: - Indigenous Biodiversity; - Landscape Values; - Natural Character; - Coastal Values;	Lead: Edward Guy Support: Grant Fisher and Bobbi Brown Proposed scope: - All infrastructure as defined in the NESINF, including: - Three waters;

- Natural Hazards;
- Effects of Climate Change;
- Contaminated Land; and
- Versatile Soils.

Gaps and/or requirements needing external resourcing:

- Possibly area-specific LUC assessments
- Possibly natural hazards & climate change
- Possibly indigenous biodiversity mapping

- Energy;
- Social infrastructure;
- Designations; and
- Transport.

- Infrastructure capacity and resilience; and
- Infrastructure planning and readiness.

Gaps and/or info requirements needing external resourcing:

- Infrastructure capacity and resilience
- Demand and supply analysis
- Asset Management/Future Investment requirements

The extent to which external reporting is necessary is in some cases clear cut, e.g. ICC doesn't have a business/commercial land sufficiency report and this will be necessary to understand how business zoned land is used, and what is needed.

With other inputs, a subjective judgment call will be required to determine the level of additional reporting and/or mapping needed to understand the topic well enough to inform the Spatial Plan.

Where data gaps are identified, the issues and risks associated with the gap will be considered against the time and cost of filling the gap, and in some cases a precautionary approach may be taken where there is an unknown.

Of specific importance to ICC's Spatial Planning process will be an understanding of natural hazard constraints, particularly flooding and coastal hazards. The District Plan maps flood and coastal hazards, but this information is largely based on hazard mitigation and modelling following the 1986 flood event and has not been reviewed and updated for planning purposes for some time. A good level of information and understanding of these constraints will be important for spatial plan development.

COMMUNITY ENGAGEMENT

Concurrently with the preparation of the background reports, the first community engagement phase will commence in July-September. This is set out in further detail in the subsequent section below, and will broadly involve:

- A Communications Plan;
- An online platform (let's talk page);
- A community survey;
- Issues and aspirations community workshops (Invercargill and Bluff);
- Key stakeholder workshop(s); and
- An Engagement Summary which brings together what was heard and draws out common themes to inform the next stage of Spatial Plan development.

Identify Options and Scenarios: September-October 2026

Integration of the topic-based inputs will largely occur at the optioneering stage. Taking the outcomes in the Evidence Reports and Engagement Summary, the project team will work to develop a continuum of integrated spatial plan options, linking these back to the ILM issues, and assessing them against a range of measures, including the ILM Investment Objectives, Critical Success Factors and other identified metrics. This process will help identify a shortlist of +/-three Spatial Plan options/scenarios.

Depending on the options identified and the analysis undertaken during the optioneering process, the shortlist may or may not indicate a preferred option.

There may be tensions and interface issues that need to be acknowledged and worked out through this process. By following a transparent optioneering process that uses proven tools and analysis such as MCA, Council can clearly see how decisions have been made and assess whether the approaches, spatial outcomes, and projects identified warrant merit, or if more ambitious options require consideration.

The shortlist of options will then be presented to the Spatial Plan Subcommittee for their approval.

HOLD POINT – BILLS BECOME LAW

A hold point is anticipated around September 2026 when the Planning Bill is expected to pass into law. At this stage, a review of the work done to date against the gazetted legislation will be undertaken to identify if any changes to the intended content, process and timeframes are necessary before proceeding to the next stage.

It is difficult to forecast what changes may be made to the Bill given the breadth of submissions received on it, but it is possible that changes to the Goals of the Planning Act and the information and process requirements for Spatial Plans may be altered. Once this is known, the programme can then be adapted to respond.

The next steps may therefore be subject to change, pending this review.

Shortlist Options: October 2026-March 2027

Approval of the shortlist options will be sought from Council, before the second round of public engagement is undertaken. More detailed optioneering analysis will then run concurrently alongside the second round of community engagement. The outcomes of the optioneering and the Engagement Summary will then be brought together, and the project team will identify a preferred option.

Depending on the outcomes of community engagement, this may be one of the shortlisted options, or a hybridised option that combines one or more of the shortlisted options.

The preferred option will then be presented to the Spatial Plan Subcommittee for their approval.

Preferred Option and Spatial Plan Drafting March-June 2027

Approval of the preferred Spatial Plan option will be sought from Council, before drafting of the Spatial Plan document commences. Drafting of the Spatial Plan will involve preparing the written content, mapping of spatial plan outcomes, and drafting the Technical Report that underpins it.

This will also involve infrastructure capacity analysis and development feasibility work, as well as any other analysis required to help ICC map out the 30-year investment horizon.

Once the Spatial Plan content and mapping is prepared, the public facing Spatial Plan document will be designed. An optional piece of work at this stage is to prepare an E-Version and/or interactive storymap for publishing on the ICC website.

HOLD POINT – NATIONAL DIRECTION ON REGIONAL SPATIAL PLANNING

A hold point is anticipated in early 2027 when the National Direction to support the development of Regional Spatial Plans is released in accordance with the Planning Act this stage, a review of the work done to date against the National Direction will be undertaken to identify if any changes to the intended content, process and timeframes are.

The drafting approach to the Spatial Plan may therefore be subject to change, pending this review.

Once the draft Spatial Plan is completed it will then be presented to the Spatial Plan subcommittee for approval.

OPTIONAL STEP

Dependent on the outcomes of the previous stages, Council may choose to undertake one further round of community engagement. This could be considered in instances where the direction of the Spatial Plan is different to that anticipated in an earlier stage of the process. E.g. if the final content of the Spatial Plan differs from an earlier preferred or shortlisted option, or if the Spatial Planning Act and/or National Direction requires a different approach or different inputs to what is currently known in the Bill.

An Engagement Summary would then be produced, and the Spatial Plan would be further refined in response to feedback. Once updated, it would then be presented to the Spatial Plan subcommittee for approval. This would add additional time to the process.

Finalise and Adopt Spatial Plan July-August 2027

The final step is to take the Spatial Plan to Council for adoption.

7 Procurement Approach

For the ICC Spatial Planning programme it is recommended that Council individually procure the identified specialist inputs to assist with development of the Spatial Plan (as described in Section 5). This has the potential to be more complex than procuring one large organisation or a partnership due to the number of moving parts. However, ICC already has planning (Taylor Planning) and data/optionseering (Rationale) procured, and can approach partner organisations such as ES and Great South for some of the specialist inputs, so the number of procured services will not be significant.

By individually procuring the other specialists required, Council can acquire the 'best of breeds' ensuring the technical specialists are able to offer top quality professional advice in their given fields, and tailor their advice to the specific needs of Invercargill.

8 Community and Stakeholder Engagement

Community and stakeholder engagement will be critical to the success of the Spatial Plan.

Community feedback and engagement results will directly inform the development and refinement of the Spatial Plan. At the same time, ensuring the community is involved in the process will be integral to ensuring it is supported, successful and enduring.

In accordance with good practice under the Resource Management Act 1991 (RMA), the Local Government Act 2002, and the ICC Significance and Engagement Policy, the following key principles inform the engagement approach:

- **Partnership** – a partnership approach with mana whenua, with support for meaningful engagement and cultural values input.
- **Early** – consultation should occur as soon as possible when the details have more flexibility to change in response to issues raised by the community.
- **Transparent** – ICC is open about what is intended to be achieved, what scope there is to change, and what elements cannot be altered.
- **Open minded** – keep an open view regarding people's responses and to the benefits that might arise from consultation.
- **Two-way process** – consultation is intended as an exchange of information and requires both the proposal initiator and those consulted to put forward their points of view, and to listen to and consider other perspectives.
- **Timely** – the community will have a timely opportunity to have their say.
- **Not a means to an end** – while consultation is not an open-ended, never-ending process, it should not be seen as an item on a list of things to 'cross off'.
- **Feedback** – feedback will be provided to those who made the effort to engage, and decisions will be explained.
- **Ongoing** – consultation, or at least ongoing communication, will continue throughout the process so those engaging in the process can see how their ideas shape the next step.

Ongoing Engagement Tasks

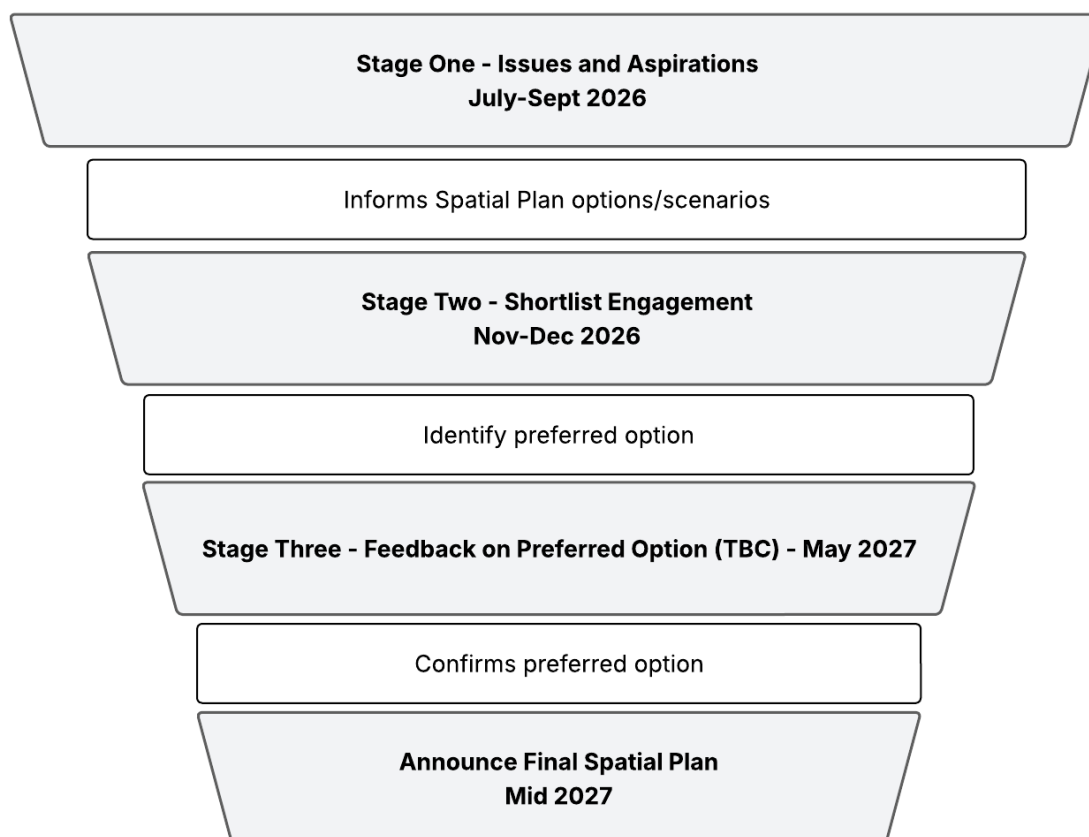
Ongoing engagement tasks throughout the Spatial Plan development process will include:

- Preparation of Engagement and Communications Plans for engagement each stage;
- Regular updates to Let's Talk page, and updates in the Let's Talk newsletter;
- Continued partnership with Te Ao Mārama, and a TAMI-led engagement process with Rūninga and whanau;
- Regular Councillor updates to the Community and Regulatory Committee;
- Monthly workshops of the Spatial Plan Subcommittee;
- Engagement with key stakeholders; and
- For each step - the preparation of an Engagement Summary which brings together what was heard and draws out common themes to inform the next stage of Spatial Plan development.

Engagement Process

The below proposed process and schedule outlines the two and/or three key stages of community engagement throughout the development of the Spatial Plan. Prior to each stage, the engagement process will be developed in further detail.

It is expected that the Project Team will work closely with the ICC communications and engagement team throughout all engagement planning, collateral development and engagement activities.



A summary of each stage is provided below:

Stage 1: Issues and Aspirations

Engagement on issues and aspirations will likely include:

- An online platform (let's talk page);
- Development of promotional collateral to promote the launch of the Spatial Plan, explain what it is, and how people can get involved;
- Pop-ins at community facilities/events;
- A community survey; and
- Issues and Aspirations community workshops (Invercargill and Bluff), and key stakeholder workshop(s);
- Development of and Engagement Summary, which will be publicly available.

Stage 2: Shortlist Engagement

Engagement on options will follow a similar process to Stage 1, and will likely include:

- Information on the proposed options on the let's talk page;
- Development of and engagement document to be available online and in hard copy at identified locations (e.g. council facilities);
- Development of promotional collateral to promote the launch of engagement on the shortlist;
- Pop-ins at community facilities/events;
- A community survey on the options; and
- Community drop-in sessions (Invercargill and Bluff), and key stakeholder workshop(s);
- Development of and Engagement Summary, which will be publicly available.

Stage 3: Feedback on Preferred Option (TBC)

As outlined previously, dependent on the outcomes of the previous stages, Council may choose to undertake one further round of community engagement.

This is a decision that ICC can make at the time, and will be based on how closely the preferred option compares to the options engaged on during Stage 2. It could be that the preferred option is a hybridised version of two shortlist options, or something else that differs enough from the options that were previously engaged on, that it is logical to undertake a further round of engagement.

The extent to which ICC would engage with the community would be dependent on its purpose, and could be as simple as inviting feedback via an online form, or a more formal LGA submission process. An Engagement Summary would then be produced, and the Spatial Plan would be further refined in response to feedback. Once updated, it would then be presented to the Spatial Plan Subcommittee for approval.

What Successful Engagement Looks Like

The key for the engagement process is to create ways of speaking with the community on their terms, and at locations and times that are convenient for the people the process is trying to reach. It is expected that a detailed engagement and communications plan for each stage.

Connecting with the people who are hard to reach is the trick for any engagement process, as it is often the same people who take the time to engage with public processes time and again, meaning that the silent majority's voice is often missed.

Ensuring these audiences are reached can be a resource intensive process. Offering incentives can help, such as coffees at sports games, public meetings at local bars, stalls outside schools etc.

A stakeholder database will be developed in partnership with ICC that places stakeholders on a spectrum of high to low interest and influence.

Using these approaches alongside the stakeholder database will ensure that engagement can be appropriately targeted to the right groups in the right way – so feedback is meaningful and informs the options.

9 Programme Risk

Some of the risks that might affect the achievement of the investment objectives are identified below.

The ability for ICC to deliver this project while dealing with competing workloads and at the required pace to inform Regional Spatial Planning is key risk to the completion of the Spatial Plan. This is particularly relevant given that ICC officers are already engaged in the establishment phase of the development of the Regional Spatial Plan. Identifying and addressing gaps in data and analysis is also a key risk requiring careful management. Another key risk is communication confusion and fatigue, which can occur if messaging with stakeholder and the community is not conveyed simply and if engagement is not coordinated with the other Councils to avoid repetition and mixed messaging.

A Risk Register will be developed and progressively updated throughout the project as a living document. As risks to the project are identified, mitigation and escalation is put in place to manage them proportional to their likelihood and consequence. The risks below will be used as a starting point for the Risk Register.

Risks	Likelihood	Consequence	Risk Management Mitigation
ICC is under resourced to deliver the Spatial Plan	M	H	The development of the Spatial Plan will be a resource intensive process, requiring a multi-disciplinary approach across a number of teams in Council, and requiring project management from Policy Planning. Where internal resourcing is unable to support the project to the necessary extent and at the necessary pace, then external resources will be required to support the project. These risks have already been factored into the establishment of the project team, which largely relies on external resourcing. However there are still a number of inputs required which at present the project team in understanding whether these can be provided in-house. Cost estimates are being provided if these inputs instead require external resourcing so that the associated costs can be understood if this is necessary. External resourcing of the project requires sufficient budgeting to deliver a Spatial Plan that is fit for purpose.
The programme does not meet community, political and stakeholder expectations	M	H	Ensuring early and in-depth engagement with all parties will be critical to tell the story and set expectations about what the Spatial Plan can and cannot do. Consistent reinforced messaging of the purpose, scope and objectives of the Spatial Plan will be necessary to manage stakeholder expectations.
Land use and spatial planning outcomes in the CRP is not delivered in line	M	M	The intention of the Spatial Plan is to inform the RSP and land use chapter of the forthcoming CRP - to clearly signal the

Risks	Likelihood	Consequence	Risk Management Mitigation
with the Spatial Plan			future outcomes for Waihopai in these future planning documents. However, there are uncertainties as to the exact requirements that will be in place when the Planning Bill is enacted, and uncertainties regarding the timeframes to have the RSP and RCPs in place under the new legislation. The programme builds in key hold points so that if changes to legislation impact on the project, the project is able to pivot in response. As this is an unknown, and it is unknown what changes may occur when, the programme will also need to be agile to respond to change throughout the whole process. Regular fortnightly project meetings, monthly subcommittee meetings, and regular check-ins with key agencies, will ensure that the project team and governance group can work together to navigate this uncertainty as and when it occurs.
Timelines are not achievable	M	H	With large complex programmes of this nature, there is always the chance of the project taking longer than expected. This is of particular importance to this project as it needs to be completed at pace to inform the Regional Spatial Plan and land use controls under within the RCP.
The Plan cannot adapt to changing external influences	M	M	A plan is only current when it is produced, it has to be a 'living document' and able to be updated and revised as the world changes. It is difficult to know what disruptive technologies, changes in demographics or other external factors may influence the Spatial Plan, and this will need to be considered as part of its development to the extent possible.

Appendix A – Investment Logic Map

Improving prosperity and resilience

Invercargill Spatial Plan

INVESTMENT LOGIC MAP

Program

