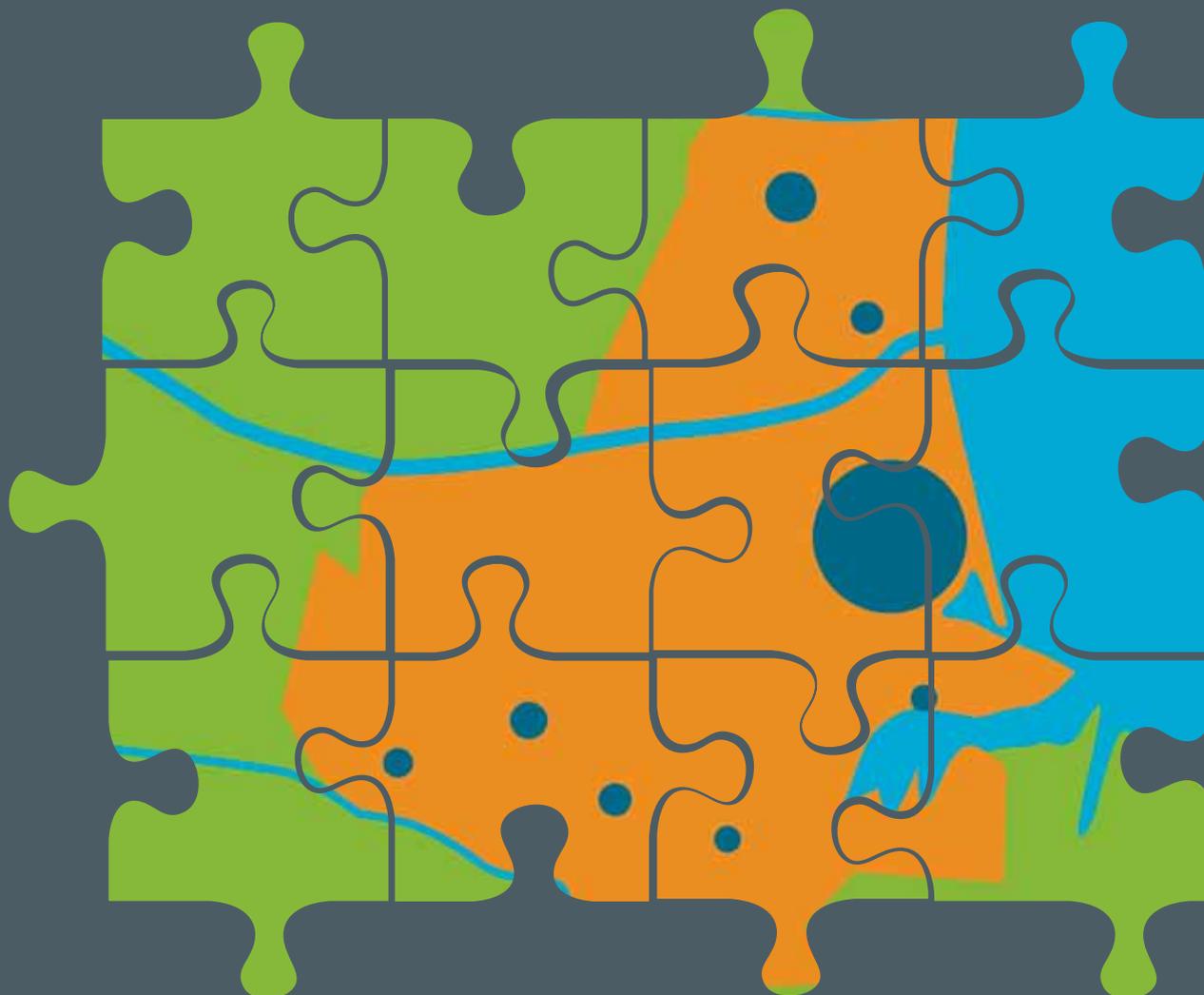


**Preliminary Draft**

# **Land Use Recovery Plan**

**Te Mahere Whakahaumanu Tāone**



Working in partnership with



# Have your say Me kōrero tātou

**Consultation has commenced on the preliminary draft Land Use Recovery Plan.**

**The consultation closes at noon (12pm), on Monday 22 April 2013.**

**There are several ways you can have your say on the preliminary draft Land Use Recovery Plan.**

## 1. Public Workshops

A series of seven workshops and hui are being held at these dates, times and locations:

Community Workshop Schedule	
Workshop 1, Selwyn	Monday 8 April 2013, 6 - 9pm Baylis Lounge, Lincoln Event Centre, Meijer Drive, Lincoln
Workshop 2, Waimakariri	Tuesday 9 April 2013, 6 - 9pm Rossburn Receptions, Northbrook Museum, Sparks Lane, Rangiora
Workshop 3, Christchurch	Wednesday 10 April 2013, 9am - 12pm The Fern Room, The Atrium, 455 Hagley Avenue, Christchurch
Workshop 4, Christchurch	Wednesday 10 April 2013, 6 - 9pm The Fern Room, The Atrium, 455 Hagley Avenue, Christchurch
Workshop 5, Christchurch	Thursday 11 April 2013, 9am - 12pm The Fern Room, The Atrium, 455 Hagley Avenue, Christchurch
Workshop 6, Christchurch	Thursday 11 April 2013, 6 - 9pm The Fern Room, The Atrium, 455 Hagley Avenue, Christchurch
Workshop 7, Christchurch	Friday 12 April 2013, 9am - 12pm Linfield Cultural Recreational Sports Club, 56 Kearneys Road, Bromley, Christchurch

No registration is required – just turn up and be ready to participate. Comments received at the workshops will be recorded and used to review and refine the preliminary draft Land Use Recovery Plan.

## 2. Online comment

Comments can be made on the website: [www.developingchoices.org.nz](http://www.developingchoices.org.nz)

It is easy and quick to do.

This preliminary draft Land Use Recovery Plan, and a range of background reports, fact sheets and FAQs are on the website, along with a comments form that can be filled in and submitted electronically.

A PDF version of the online survey is also available on the website. You can also request a hard copy of the survey to be posted to you by emailing: [lurp@ecan.govt.nz](mailto:lurp@ecan.govt.nz) or phoning: 03 353 9007.

## Foreword

### Wāhinga kōrero

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The recovery and rebuilding of greater Christchurch is expected to accelerate substantially in 2013. The prospect of rebuilding fully functioning, resilient and sustainable metropolitan urban areas within greater Christchurch that meets the needs and aspirations of residents, businesses and visitors, is both incredibly exciting and immensely challenging.

The single biggest challenge is ensuring residents, property owners, businesses, developers, investors and others have the confidence to make decisions. Decision making is difficult in the uncertain environment the earthquakes have created, particularly when there is no 'how to guide' for recovery and rebuilding after a series of devastating earthquakes. Certainty is essential for:

- People to make informed decisions about where to move from their red zone properties;
- The rebuilding of communities, including community assets and facilities;
- Businesses to decide where to rebuild or relocate;
- Developers to bring residential and business-zoned land to the market; and
- Investors to see the greater Christchurch area as having a promising future worth supporting financially.

Taking some of the risk out of these decisions requires a framework for rebuilding and future development, and identifying land-use areas and priorities. That's why Environment Canterbury, in partnership with the strategic partners, asked the Minister for Canterbury Earthquake Recovery, Hon Gerry Brownlee, to direct it to develop a draft Land Use Recovery Plan for his approval.

The draft Land Use Recovery Plan is critical to providing the necessary framework and guidance for how best to address short and medium-term needs for housing and business, review the existing planning and policy framework and ensure land-use changes support an efficient and effective earthquake recovery. The framework will enable people to understand their choices for housing, business and investment and make decisions with confidence.

Developed collaboratively by the strategic partners, together with significant input from stakeholders and the community, the draft Land Use Recovery Plan will provide the certainty needed for greater Christchurch to recover and once again be a great place to live, work, play and visit.

### **Acknowledgement**

*Staff and governance from all of the strategic partners have responded to the urgent need to prepare this preliminary draft Land Use Recovery Plan in a timely and collaborative way. The Environment Canterbury Commissioners acknowledge the effort of all partners in finalising this draft for consultation.*

## He Mihi Greeting

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E hoa, ma, e kā uri whakatipu i muri nei, koi pēnei koutou; atawhaitia kā oraka mai o ētahi kaika, whakaputa mai ana kia koutou, koi peenei kia a koutou; ahakoa pākehatia koutou, kia rakatira e whakahaere maa koutou.

“To you my friends and my descendants who follow after me. Always offer kindness and hospitality to those who come to you deprived of their homes, lest this may happen to you. And always let your standard of conduct be as gentlemen, be chivalrous”.

Ngāi Tahu Ancestor - Natanahira Waruwarutu

# Executive Summary

## He Whakarāpopototaka

Environment Canterbury has prepared this preliminary draft Land Use Recovery Plan in a collaborative multi-agency process with its strategic partners the Canterbury Earthquake Recovery Authority (CERA), Te Rūnunga o Ngāi Tahu, New Zealand Transport Agency (NZTA), Christchurch City Council, Waimakariri District Council and Selwyn District Council.

### A plan to lead recovery

Regional and District Plans should be proactive and directive. The planning framework should be a tool to facilitate and enable an efficient and effective recovery, recognising that recovery includes both restoration and enhancement. The Councils' processes also need to be responsive to earthquake recovery, enabling the market to operate in an efficient and effective way. Plans and policies should anticipate needs and direct responses to the changes, and to co-ordinate council and government responsibilities. This is particularly important for the integration of decision making about land use, transport and infrastructure, with billions of dollars being spent on recovery.

International experience shows that successful recovery from a natural disaster is heavily dependent on substantial redevelopment commencing within three years. While a huge amount has been achieved there is still a need for urgency to plan for and enable recovery, particularly outside of the central city. This draft recovery plan responds to that need, particularly as the rebuild accelerates significantly.

The strategic partners have considered what needs to change within the existing planning framework, and have suggested a number of regulatory amendments and a wide range of other initiatives necessary to enable and progress the recovery of greater Christchurch.

The current regulatory environment is inadequate to achieve efficient and effective earthquake recovery because it fails to adequately address changes that have occurred as a consequence of the earthquakes including:

- Inability to continue residential uses in some locations;
- Relocation, both temporary and permanent, of households;
- Relocation of businesses throughout Christchurch;
- Damage to infrastructure and the need for a co-ordinated plan for delivery of infrastructure;
- Impacts on the transport network; and
- Other significant effects of the earthquakes.

In addition, the draft Land Use Recovery Plan supports necessary responses to:

- Population change;
- Addressing constraints and hazards; and
- Co-ordinating with other recovery planning processes and documents.

To respond to the inadequacies, and to achieve the purposes of the draft Land Use Recovery Plan, these matters must be addressed or considered:

- The existing Resource Management Act Policy and Planning Framework and any changes necessary to the Canterbury Regional Policy Statement or District Plans, to facilitate recovery;
- The Christchurch Central Recovery Plan and the vision set out for redevelopment of the central city as well as key projects; and
- Other relevant plans or recovery programmes.

The strategic partners consider it essential that these matters are addressed by the draft Land Use Recovery Plan to achieve an effective recovery.

### Matters out of scope

This plan is concerned with land use, and while there are myriad issues that affect the supply of residential and business land, the Minister's Direction is clear about what issues need to be addressed. These issues are part of other CERA recovery programmes and plans. Matters that are considered, but not specifically addressed in this plan include:

- Insurance issues;
- Geotechnical issues (TC3 land and other specific engineering details);
- Non land use resources (water, air, soil, minerals, energy);
- Future use of red zoned land;
- Long term growth; and
- The location of health, education, community and recreation facilities.

## Priorities for land use recovery

The draft Land Use Recovery Plan identifies ten priorities considered essential for recovery. The priorities are listed in three groups: the first four priorities relate to the land use framework for recovery; the next three priorities relate to housing and the last three priorities relate to business land.

### Land Use Framework

- 1. Provide a clear, coordinated land-use plan for the recovery of greater Christchurch;**
- 2. Support, facilitate and enable recovery and rebuilding activities;**
- 3. Establish land use development priorities that ensure an efficient use of resources for the planning and delivery of core infrastructure and services; and**
- 4. Encourage urban development that protects and enhances the natural environment, recognises natural hazards and avoids environmental constraints.**

### Housing

- 5. Increase housing supply to meet demand;**
- 6. Increase housing choice to support the recovery; and**
- 7. Restore and enhance the quality and sustainability of housing areas.**

### Business

- 8. Identify and provide sufficient industrial, office and retail land;**
- 9. Ensure business land makes best use of resources and infrastructure and delivers attractive business premises and urban environments; and**
- 10. Maintain and enhance access for key freight movements.**

Each of these priorities has one or more responses proposed to address the challenges. These responses are a combination of statutory directions, policies and actions. There are a number of tools that will facilitate and enable the recovery, many that will need to be used in tandem. These include regulation, intervention/collaboration, incentives and advisory services, and catalyst projects.

## Implementation

Where responsibility for implementing a response can be clearly identified with one organisation, it is assigned accordingly. Environment Canterbury, for example, has responsibility for the Canterbury Regional Policy Statement, so is tasked with making changes to it. Where the response calls for new policy, projects or programmes, the appropriate organisation(s) have been assigned the task. Indicative implementation timelines are included in the draft Land Use Recovery Plan.

Figure 1 (overleaf) summarises the key responses proposed in the draft Recovery Plan, and the interventions that apply. The interventions do not stand alone but interact and complement each other to achieve recovery.

The recovery also relies on a co-ordinated effort across government, strategic partners, the community and the private sector.

## Timeframe

The plan takes a short-medium term focus identifying land that is required over the next 10-15 years, for residential and business needs. The plan recognises the complexity of recovery that a plan for a longer time period would be inherently uncertain. The 10-15 year horizon is also the usual lifespan of a Regional Policy Statement or District Plan before it needs to be reviewed. The recovery of the built environment will leave the greatest legacy and this issue has been considered in preparing the draft plan, but long term provisions for growth are not specifically planned for.

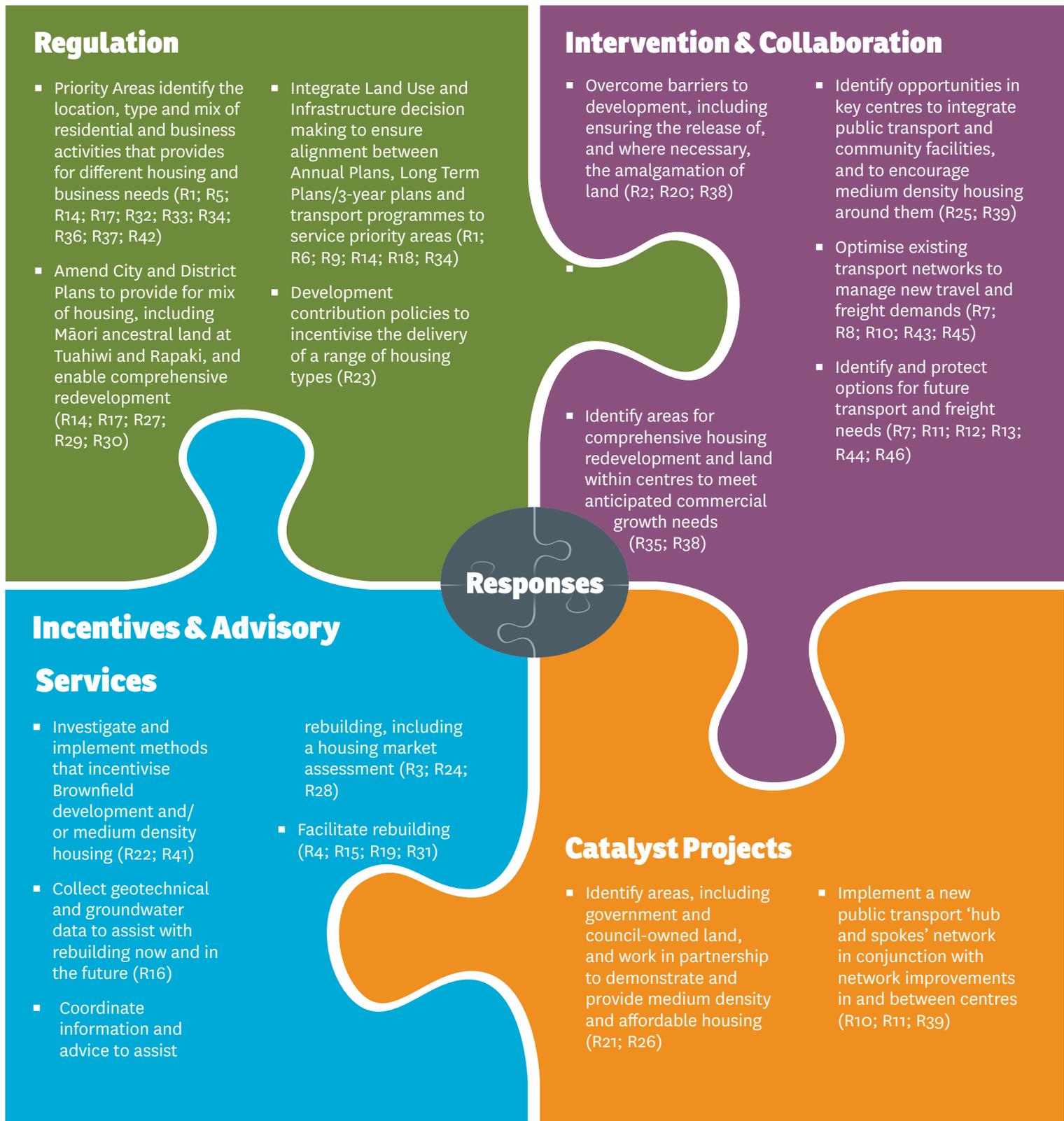
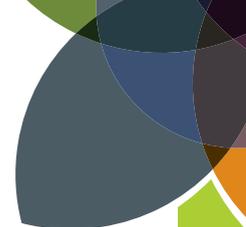


Figure 1: The Recovery Toolkit diagram identifies a mix of tools that can be used to enable recovery. It summarises the key responses proposed in the Recovery Plan. The interventions do not stand alone but interact and complement each other to achieve recovery.

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# 1.0 Introduction

## He Kupu Whakataki

### 1.1 Why is a Draft Land Use Recovery Plan needed?

The earthquakes of 2010 and 2011 have significantly changed greater Christchurch, affecting the built environment, infrastructure and communities, and have resulted in significant economic, social, cultural and environmental effects. Uncertainty is one of those effects. Residents, investors and developers all require certainty to make the best choices for their families, stakeholders and shareholders. Uninformed choices could have considerable impacts on the recovery, and leave a legacy of unintended costs and consequences for future generations in greater Christchurch.

The plan is required urgently to facilitate and enable the rebuild in the short to medium term. While the Draft Land Use Recovery Plan does not specifically address long-term growth and development, it does consider the overall long-term implications and planning considerations for greater Christchurch.

### 1.2 What is in the Recovery Plan? He aha Te Mahere Whakahaumanu Tāone?

The draft Land Use Recovery Plan aims to facilitate essential earthquake recovery by providing certainty for the community, land owners, infrastructure providers and others about where new residential and business development will be located, and how redevelopment of commercial centres and damaged areas should occur. The Recovery Plan outlines how greater Christchurch will recover and develop collectively, while maintaining and enhancing the best aspects of individual communities.

Recovery is defined in the Canterbury Earthquake Recovery Act 2011 (CER Act) as ‘including restoration and enhancement’, and is inherently future focussed. Recovery includes all aspects of the wellbeing of communities - including the social, cultural, economic and environmental aspects that contribute to the quality of life for residents and visitors.

In this context, the preliminary draft Land Use Recovery Plan Draft Land Use Recovery Plan is seeking to answer the wide-ranging question:

“What needs to change as a result of the earthquakes, in terms of residential and business land use priorities, policy and planning provisions, and other tools and incentives, to enable the rebuilding and recovery of greater Christchurch?”

Where the existing planning framework, under the Resource Management Act, Local Government Act and Land Transport Management Act, is not likely to provide an optimal outcome, the draft Land Use Recovery Plan can direct that changes be made for the purpose of recovery.

### 1.3 Who’s preparing the Recovery Plan? Ko wai kā kaiwhakarite o Te Mahere Whakahaumanu Tāone?

The Canterbury Regional Council (Environment Canterbury) is preparing the draft Land Use Recovery Plan, in a collaborative partnership with its strategic partners. The strategic partners are the Canterbury Earthquake Recovery Authority (CERA), Te Rūnunga o Ngāi Tahu (TRoNT), the NZ Transport Agency (NZTA), Environment Canterbury (ECan), the Christchurch City Council (CCC), Selwyn District Council (SDC) and Waimakariri District Council (WDC).

The draft will be presented to the Minister and he will call for written comments on the draft before considering it for approval.

The strategic partners must ensure that the draft Recovery Plan reflects, to the extent possible, the views of greater Christchurch communities. To fulfil its purpose, the draft Land Use Recovery Plan will need the extensive input and support of the community, the private and public sector, and the many stakeholders and interests that are contributing to the recovery of greater Christchurch.

### 1.4 Which areas are considered in the Recovery Plan? He aha kā wāhi o Te Mahere Whakahaumanu Tāone?

The CER Act defines greater Christchurch as being the areas within Christchurch City, Selwyn District and Waimakariri District, and including the coastal marine area (12 nautical miles from land) next to these districts (Figure 2). As required by the Minister’s Direction to Environment Canterbury, the Draft Land Use Recovery Plan primarily focuses on the urban areas of greater Christchurch including Lincoln, Prebbleton and Rolleston in the south to Kaiapoi, Rangiora and Woodend/Pegasus in the north. It cannot make changes to the Christchurch Central Recovery Plan, but what happens within the four avenues clearly has an effect on greater Christchurch, and vice versa. The Draft Land Use Recovery Plan will complement the Christchurch Central Recovery Plan.

The Draft Land Use Recovery Plan can consider but not specifically address the future use of the residential red zone land (the land that is so badly damaged by the earthquakes it is unlikely it can be rebuilt on for a prolonged period).

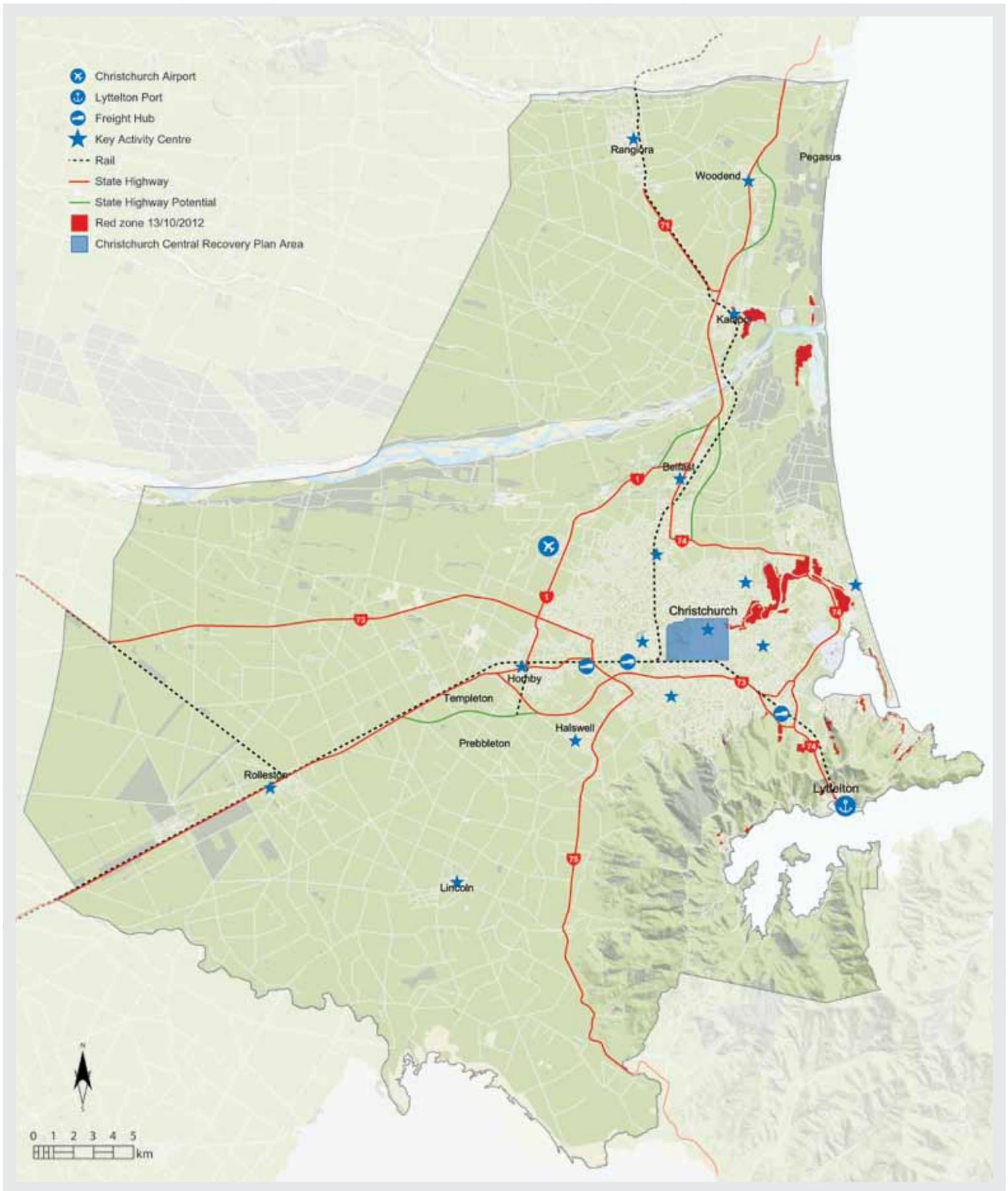


Figure 2: Geographic extent of the draft Land Use Recovery Plan.

## 1.5 How is the draft Recovery Plan being developed? Ka pehea te whakatinana I Te Mahere Whakahaumanu Taone?

The draft Land Use Recovery Plan is being prepared collaboratively by the strategic partners, along with assistance from stakeholders such as the development industry, land owners, and the wider community. The Minister's Direction (Appendix 1) sets out a timeframe for delivery of the draft Land Use Recovery Plan Draft Land Use Recovery Plan and also provides guidance on consultation with stakeholders and the wider community.

The process of developing the Recovery Plan began with the compilation of two background documents: an Issues Paper and a Context Paper. These documents draw on extensive existing research conducted by the strategic partners. Both of these papers are available at the draft Recovery Plan website at [www.developingchoices.org.nz](http://www.developingchoices.org.nz)

Consultation began with a series of topic-based workshops with targeted stakeholders to confirm the issues, and then identify the challenges and opportunities in the recovery. In total 180 people attended a series of eleven workshops and eight information sessions run in November and December 2012. Surveys were completed by 74 participants.

The workshops generally confirmed that both the Issues Paper and supporting Context Paper reflected the current issues facing

earthquake recovery in greater Christchurch. The potential solutions and options to address the challenges and make the most of the opportunities raised covered a wide range of initiatives and interventions, including from imposing further regulation to ensure good quality sustainable development, to leaving developers and commercial operators to 'get on with it' and let the market decide. Experiences and expectations of the planning framework were varied, however the desire for better co-ordination between government and across different sectors (including RMA, LGA and LTMA regulation) was universally supported. The round one consultation report, summarising the information gathered at these workshops, is available at [www.developingchoices.org.nz](http://www.developingchoices.org.nz)

Information gathered through the workshops and surveys has been used to develop this preliminary draft Recovery Plan. At the conclusion of this round of public consultation, all feedback will be used to refine the draft Recovery Plan, before it is presented to the Minister on 7 June 2013. A consultation report will also be provided to the Minister outlining the responses received through the consultation process and how they were taken into account in finalising the draft Plan.

The table below indicates the approximate timeline and stages for developing this draft Land Use Recovery Plan.

Table 1: Draft Land Use Recovery Plan delivery timeline.

Timeline	Stage and activity
6 November 2012	Minister's Direction to prepare Land Use Recovery Plan
November – December 2012	Consult: Collection of data and workshops with key stakeholder groups
January – March 2013	Development and testing of a preliminary draft Land Use Recovery Plan
21 March – 22 April 2013	Consult: Workshops with key stakeholders and the community
April – May 2013	Further development of draft Land Use Recovery Plan
7 June 2013	Submit draft Land Use Recovery Plan to the Minister



## 2.0 Context

### Te Horopaki

#### 2.1 Te Ahikā – Ngāi Tahu settlement Kā Pākihi Whakatekateka o Waitaha – Canterbury



Kā Pākihi Whakatekateka o Waitaha – The Canterbury Plains (Edmund Norman, Alexander Turnbull Library).

#### Kā Pākihi Whakatekateka o Waitaha – Canterbury

Ngāi Tahu, and before them Ngāti Mamoe and Waitaha, maintained numerous permanent and temporary settlements (kāinga, pā and nohoanga) within the greater Christchurch area. From these settlements, Ngāi Tahu gathered and utilised natural resources from the network of springs, waterways, wetlands, grasslands and lowland podocarp forests along the Ōpāwaho (Heathcote), Ōtakaro (Avon), Pūharakekenui (Styx), Whakahume (Cam River at Tuahiwi) and Ruataniwha (Cam River at Kaiapoi) rivers, as well as around Te Ihutai (Avon-Heathcote Estuary), Te Oranga (Horseshoe Lake) and Te Riu o Te Aika Kawa (Brooklands Lagoon). Indeed Banks Peninsula is known by Ngāi Tahu as Te Pātaka o Rākaihautū or the Food Store House of Rākaihautū.

A number of these areas (Ōtākaro, Te Oranga, Ruataniwha) now lie in or near residential red zoned land which has been so badly damaged by the earthquakes that it is unlikely they will be rebuilt on, at least within a generation. Interim and permanent land management options for these areas near the residential red zone present significant opportunities to reinforce and re-establish Ngāi Tahu historic and contemporary connections with the rivers, land and taonga. Recognising and incorporating tangata whenua values into future restoration and development of these areas will strengthen cultural identity and wellbeing.

Following the signing of the Treaty of Waitangi, the South Island was purchased by the Crown through a series of deeds. These deeds are important foundation documents for Canterbury as they set out the intentions of the Crown and Ngāi Tahu with regard to the on-going ownership of local Ngāi Tahu kāinga (permanent settlements),

nohoanga (seasonal settlements) and mahinga kai (natural resources and the places they are found). In simple terms, the sale of Canterbury for settlement was directly linked to the ability of Ngāi Tahu communities to retain adequate areas of land to occupy on a permanent and seasonal basis in order to access the natural resources required to sustain those communities.

While certain areas were gazetted as Māori Reservations, many of the guarantees made by the Crown were not upheld. This gave rise to Te Kerēme o Ngāi Tahu, the Ngāi Tahu Claim, lodged initially in 1849 and settled finally in 1998. Among the grievances was the fact that Ngāi Tahu whānau had become alienated from those same ‘Māori Reservations’ that had been set aside for them to live on. One significant reason for this has been town planning rules that limited the extent which whānau lands could be sub-divided in order to accommodate all living generations within the same traditional communities. This issue was not addressed in the Settlement of Ngāi Tahu’s Claim, and has continued to affect Ngāi Tahu’s ability to live on Ngāi Tahu ‘reservations’.

The earthquakes have had a material impact on many Ngāi Tahu families who have, over the generations, moved away from their whānau lands into the urban environment. Many families who would have otherwise lived on these reserve lands now live in areas affected by recent earthquakes including residential red zones. In respect of their present needs, Ngāi Tahu has identified the re-zoning of Māori reservations within the greater Christchurch area as an unprecedented opportunity to make good on the original intent of the Māori reservations. Importantly though, the introduction of the



draft Land Use Recovery Plan means that lands owned by whānau can now be built upon thereby providing an affordable housing solution for Ngāi Tahu whānau given that the land is already owned by those whānau.

Chapter 5 of the Canterbury Regional Policy Statement (CRPS) already contains Policy 5.3.4 that provides for tāngata whenua with mana whenua undertaking papakāinga, marae and ancillary activities when they occur on ancestral land in a manner that enhances their ongoing relationship and culture and traditions with that land. Christchurch City, Waimakariri District and Selwyn District Councils are required to set out objectives and policies to implement this policy within three years. The Draft Land Use Recovery Plan provides an opportunity for these territorial authorities to give effect to this policy to facilitate and enable social, cultural and economic recovery.



## 2.2 The purpose and legal framework Te Mahere Whakahaumanu Tāone me kā honoka

The Minister's Direction sets out the matters which must be addressed in the draft Land Use Recovery Plan is to deal with the following matters within greater Christchurch:

- Identification of the location, type, and mix of residential and business activities within specific geographic areas necessary for earthquake recovery, including:
  - The priority areas to support recovery and rebuilding in the next 10 to 15 years; and
  - Enabling and informing the sequencing and timescales for the delivery of infrastructure and transport networks and hubs to support the priority areas.
- Making changes necessary for earthquake recovery to residential and business land use policy and planning provisions and related funding instruments, in order to provide for:
  - The priority areas to support recovery and rebuilding over the next 10 to 15 years;
  - Enabling and informing the sequencing and timescales for the delivery of infrastructure and transport networks and hubs to support the priority areas; and
  - A diverse range of housing types, including social and affordable housing.

In addition, to the extent possible in the timeframe for the development of the Land Use Recovery Plan, the Draft Land Use Recovery Plan has made changes or identified programmes of further work to be undertaken, to residential and business land use policy and planning provisions and related funding instruments, necessary for earthquake recovery, in order to:

- Provide for intensification of use and comprehensive development on suitable Brownfield areas;
- Support the recovery and rebuilding of the network of centres of activity such as the central city, suburban and satellite town centres; and
- In preparing the Draft Land Use Recovery Plan consideration has also been given to avoiding or mitigating the changed or heightened risks of natural hazards in providing for the essential earthquake recovery matters set out above.

Furthermore the draft Land Use Recovery Plan Draft Land Use Recovery Plan to be presented to the Minister on 7 June will:

- Set out the funding implications of implementation;
- In relation to any amendments to documents and instruments prepared under the Resource Management Act 1991, Local Government Act 2002, and the Land Transport Management Act 2003 necessary to implement the Land Use Recovery Plan, clearly state the changes and describe the nature of the amendments;
- Identify a programme of further work to be undertaken prior to any further amendments being proposed;
- Be consistent with the Christchurch Central Recovery Plan; and
- Inform decision-making in relation to infrastructure provision, associated community services such as public transport, health services, educational facilities and recreational facilities and spaces, and other earthquake recovery related decision making processes. But not direct or implement changes to such matters.

The following matters have been considered in the development of the draft Recovery Plan but are not specifically addressed:

- Recovery of non-land use resources such as water, air, soil, minerals and energy and all forms of plants and animals;
- Future use of red-zoned land; and
- Long-term provisions for growth and development in greater Christchurch.

## 2.3 The draft Land Use Recovery Plan and related plans Te Hononga o Ngā Mahere

The Recovery Strategy for Greater Christchurch Mahere Haumanutanga o Waitaha, prepared in 2012 by CERA, is the primary reference document that guides and coordinates programmes of work, including Recovery Plans, under the CER Act. Recovery Plans, programmes and actions are required to be consistent with the Recovery Strategy, particularly its goals and principles, as are many existing planning and legislative documents such as the Canterbury Regional Policy Statement, District Plans, the Regional Land Transport Strategy and Conservation Management Plans.

Consequently, developing the Draft Land Use Recovery Plan has required consideration of the Recovery Strategy, along with the Economic Recovery Programme, the Natural Environment Recovery Programme and the Christchurch Central Recovery Plan to ensure consistency between these recovery documents. Alignment and consistency has also been considered against all of the Built, Social and Cultural Recovery Programmes.

### Urban Development Strategy

In addition to the documents above, and information collected during their development, other documents referred to in the development of this Recovery Plan include the Greater Christchurch Urban Development Strategy (UDS). Prepared over a four-year period from 2003 to 2007, the UDS gathered considerable information about demographic trends, transport patterns, infrastructure requirements, community facilities and construction costs and timelines. It also engaged widely with the communities of greater Christchurch.

However, the UDS did not anticipate the magnitude of the impacts of the earthquakes and could not provide a path for recovery. So this Draft Land Use Recovery Plan has a short to medium term focus on resolving the immediate recovery issues of land availability for housing and business, along with the related infrastructure requirements, such as transport and community centres, to support development. Land use decisions made about the built environment to support recovery will have lasting impacts beyond the recovery period, and these decisions need to also consider the period post-2028. However, the draft Land Use Recovery Plan does not make specific provision for long-term land use patterns or growth.

### Planning post-earthquake

New statutory documents have been created post-earthquake and respond to recovery needs. These include the proposed Canterbury Land and Water Regional Plan (pLWRP), which will set objectives, policies, methods and rules to achieve desired outcomes for land and water, while enabling recovery activities to proceed.

Changes to land use planning provisions to support recovery needs have also been made through the Minister exercising powers under the CER Act. Orders in Council have been made including providing for temporary residential and business accommodation and demolition waste to be taken to the Burwood Landfill. Section 27 CER Act powers have also been used to confirm the residential zoning of land at Kaiapoi, Prestons and Halswell, as well as to insert provisions into District Plans to provide for workers' temporary accommodation.



Figure 4: Legislative framework. This illustrates the statutory relationship between the draft Land Use Recovery Plan and the Recovery Strategy

## 2.4 The challenges for Land Use

The earthquakes have changed centres of economic and community activity and created an uncertain investment environment. Many processes in place before the earthquake have proved not to suit the post-quake environment.

Some residents, investors and developers have been reluctant to rebuild because of that uncertainty. It has also had an impact on the public sector's ability to efficiently rebuild.

A large amount of available residential and business land (appropriately zoned and serviced) is already available. Understanding why land is not being developed is the first step to enabling it to occur.

Factors affecting land development rates include:

- Reduced access to specialist advice and skills;
- Some owners' circumstances for obtaining funding and / or insurances;
- The influence of fragmented land ownership in key locations;
- The need for more streamlined approvals and consenting processes; and
- Aligning private development with the public sector's ability to fund and efficiently roll-out public infrastructure repairs or new services.

Another factor in Christchurch is the city's relatively dispersed urban form. There are pockets of low or no commercial activity, lower-grade residential and commercial buildings, semi-occupied commercial buildings, and buildings of variable quality.

In rural areas of greater Christchurch, while there have been areas of significant earthquake damage, there has also been rapid uptake of land already zoned for residential and business activities. This new development has created new transport demands and travel patterns across the rural road network.

If investment and redevelopment is to be successful, it needs to be co-ordinated. Undesirable consequences of insufficient direction include housing development too close to rural activities, and inefficient public investment in transport and other infrastructure.

This environment provides challenges to recovery, and cannot be addressed using pre-existing processes as statutory documents prepared pre-earthquake do not respond to the changed circumstances.

If new statutory processes are not put in place, there is a risk of a slow, uncertain recovery because investors are:

- Unwilling to take development risk, or
- Unwilling to risk moving first in an uncertain environment, or
- Wanting to invest in areas which mean public sector investment is inefficient, and so meet resistance.

The draft Land Use Recovery Plan addresses the lack of certainty and

accurate information about the demand and supply for land use. The problems tackled are:

- a) Demand side: lack of confidence about the redevelopment priority areas in greater Christchurch; no confirmed strategic plan setting out the appropriate locations for major retail, social, and other commercial focal points so that rebuild investment decisions are informed as to preferred locations; little information about the cost of tenancy (for example, rent and insurance); and
- b) Supply side: lack of certainty in demand to gain development funding given existing amounts of zoned serviced land available and as to types and quality of resultant development; issues around combining small land titles into larger, more efficient sizes; inaccurate or uncertain information about geotechnical conditions; inaccurate or uncertain information about insurance availability; lack of certainty as to the prioritisation for provision of public services.

The Recovery Strategy vision provides the basis for prioritising locations that best meet rebuild demands, and the means to encourage or support their rapid development.

The draft Land Use Recovery Plan outlines how this would be implemented to facilitate timely development. This includes changes to Resource Management Act processes, particularly the Canterbury Regional Policy Statement and District Plans. It also suggests some amendments may be necessary to streamline statutory approvals, and to provide incentives, guidance, advice and case management.

It identifies adequate Greenfield land to meet the demand. Brownfield development is also promoted to ensure the health of central city and suburban centres.

The following underlying recovery considerations were also taken into account in the draft Recovery Plan's development:

### Central Christchurch – the thriving heart

The full recovery of greater Christchurch will require central Christchurch to become the 'thriving heart of an international city' (the Christchurch Central Recovery Plan vision). Continued investment in the central city will help create a safe, modern and green 21st century city. Identifying priority areas and land-use activities within the greater Christchurch area, through the draft Land Use Recovery Plan, will ensure decisions about land uses, transport links and infrastructure delivery recognise the central city's role.

## Supporting the suburbs

Restoring and enhancing suburbs and satellite towns is crucial. In some areas rebuilding programmes are underway. In others, recovery has been slower for a number of reasons including:

- Land holdings in multiple ownership;
- Geotechnical requirements;
- Difficulties obtaining finance;
- Insurance issues;
- Complexity of plans and consent processes;
- Uncertainty about neighbouring properties; and
- The wider area impacting upon market demand for housing and business land.

The draft Land Use Recovery Plan can amend documents, under the Resource Management Act, Local Government Act or Land Transport Management Act, to enable recovery.

## Supporting economic recovery

This draft Recovery Plan supports economic recovery by recognising the importance of strategic infrastructure such as Christchurch International Airport and Lyttelton Port, enabling rejuvenation of suburban centres and towns, and providing sufficient business land. Directing growth to occur where it is economically efficient (Brownfield development with existing infrastructure, and supporting suburbs, centres and hubs) is also important.

Economic efficiency also needs to be considered when deciding on settlement patterns and where and when expensive infrastructure is provided.

## Learning lessons from the past

The Royal Commission of Inquiry into the Canterbury Earthquakes, and other reviews post-earthquake, have highlighted the need for more robust land-use decision making regarding hazard management. While the Canterbury Regional Policy Statement already contains natural hazard provisions, the draft Land Use Recovery Plan can address avoiding or mitigating the changed or heightened risk of natural hazards relevant to recovery and rebuilding. These provisions sit alongside the Natural Environment Recovery Programme that facilitates the restoration and enhancement of the natural environment and captures opportunities to build future resilience.





## 3.0 Vision and Goals

### Kā Wawata me kā Whāika

#### 3.1 Vision Kā Wawata

In 2012, CERA prepared a Recovery Strategy for greater Christchurch (2012), Mahere Haumanutanga o Waitaha, which set principles, priorities, a vision and goals for the recovery.

The Recovery Strategy Vision (and the Vision for this Land Use Recovery Plan) is:

**Greater Christchurch recovers and progresses as a place to be proud of – an attractive and vibrant place to live, work, visit and invest, mō tātou, ā, mō kā uri ā muri ake nei – for us and our children after us.**

The Recovery Strategy includes six areas of activity: Leadership and Integration, Economic Recovery, Social Recovery, Cultural Recovery, Natural Environment Recovery and Built Environment Recovery. Each of these priority areas will have Recovery Plans or programmes prepared. The draft Land Use Recovery Plan fits within the Built Environment Recovery area of activity.

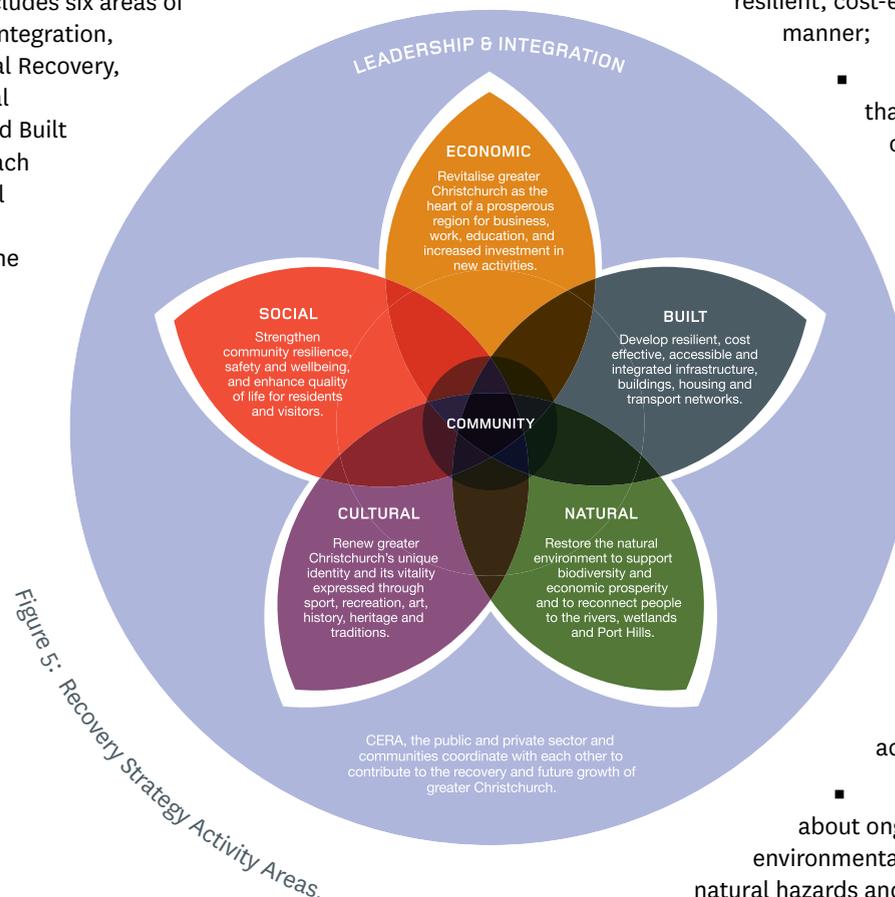


Figure 5: Recovery Strategy Activity Areas.

#### 3.2 Goals Kā Whāika

The goals of the Recovery Strategy for the Built Environment, and therefore the goals that the draft Land Use Recovery Plan must help to achieve, are:

Develop resilient, cost effective, accessible and integrated infrastructure, buildings, housing and transport networks, by:

- coordinating and prioritising infrastructure investment that effectively contributes to the economy and community during recovery and into the future;
- supporting innovative urban design, buildings, technology and infrastructure to redefine greater Christchurch as a safe place built for the future;
- rebuilding infrastructure and buildings in a resilient, cost-effective and energy-efficient manner;
- developing a transport system that meets the changed needs of people and businesses and enables accessible, sustainable, affordable and safe travel choices;
- zoning sufficient land for recovery needs within settlement patterns consistent with an urban form that provides for the future development of greater Christchurch;
- having a range of affordable housing options connected to community and strategic infrastructure that provides for residents participation in social, cultural and economic activities; and
- drawing on sound information about ongoing seismic activity and environmental constraints, including other natural hazards and climate change.

Within the scope of the draft Land Use Recovery Plan outlined in the Minister's Direction, the Recovery Strategy requires all Recovery Plans and Programmes to be consistent with all the goals set out in the Recovery Strategy, including those for other areas of activity.



## 4.0 A plan to lead Recovery

### He mahere hai ārahi i te whakahaumanu

The draft Land Use Recovery Plan identifies ten priorities considered essential for recovery. The priorities are listed in three groups: the first four priorities relate to the land use framework for recovery, the next three priorities relate to housing and the last three priorities relate to business land.

Each of these priorities has one or more responses proposed to address the challenges.

#### Land Use Framework

1. **Provide a clear, coordinated land-use plan for the recovery of greater Christchurch;**
2. **Support, facilitate and enable recovery and rebuilding activities;**
3. **Establish land use development priorities that ensure an efficient use of resources for the planning and delivery of core infrastructure and services; and**
4. **Encourage urban development that protects and enhances the natural environment, recognises natural hazards and avoids environmental constraints.**

#### Housing

5. **Increase housing supply to meet demand;**
6. **Increase housing choice to support the recovery; and**
7. **Restore and enhance the quality and sustainability of housing areas.**

#### Business

8. **Identify and provide sufficient industrial, office and retail land;**
9. **Ensure business land makes best use of resources and infrastructure and delivers attractive business premises and urban environments; and**
10. **Maintain and enhance access for freight movements.**

## 4.1 Principal Land Use Responses Kā Whakariteka

### 4.1.1 Context

An overarching land-use framework for greater Christchurch is needed to ensure the efficient and effective use of financial and human resources, and to enable timely recovery decisions to be made with confidence. This will make the most of the opportunities for the redevelopment of damaged urban areas and infrastructure, and the development of new areas.

Plans, policies, processes and the right incentives need to be in place to respond to issues arising from the earthquakes. These include residential red zone decisions and the loss of accommodation, business relocations, emerging building trends, changing demographics, changes in flood levels, sea-level rise and liquefaction risk, and other issues that are influencing the speed of recovery.

The recovery of greater Christchurch will involve large investments in core infrastructure by central government, local government, and other infrastructure providers and developers. It is essential that decision making on the location and timing of land-use development is based on a thorough understanding of the practical implications of infrastructure supply. This is especially relevant to the provision of transport infrastructure and services, which are constrained in delivery by the availability of funding and where lower levels of service may be a reality during the recovery period.

Natural hazards need to be taken into account so that new investment is resilient and not put at risk from future natural events. Greater Christchurch's natural environment needs to be protected during the rebuild and into the future. Christchurch is one of the few cities in the world where people can enjoy safe, clean drinking water untreated from the ground, and this must be protected for future generations.

The earthquakes have set some key challenges:

- A lack of clear direction as to where and when development might occur;
- Potential for inefficient resource allocation and overcapitalisation in certain sectors;
- Changes to the awareness and understanding of natural hazards;
- Uncertainty as to how to take advantage of redevelopment opportunities presented by the earthquakes;

- Significant damage in key centres has reduced attractiveness and vitality;
- Accelerated development in other centres has increased the need for co-ordinated redevelopment comprehensive master planning;
- Significant aspects of the transport system have been damaged, while road works and relocated businesses and households have led to acute traffic congestion;
- Patronage of public transport has declined and the system has become less financially viable; and
- Extensive damage to the Central City requires a new approach to meeting travel needs.

## 4.1.2 Priorities and Responses

### Priority 1 – Provide for a clear, co-ordinated land-use plan for the recovery of greater Christchurch.

There is no confirmed strategic land use planning framework for greater Christchurch that responds to the changes that have occurred post-earthquakes. The Christchurch Central Recovery Plan provides a plan for the central city, and a number of initiatives have been put in place for the councils (such as Orders in Council) to deal with planning and consenting issues. The Recovery Strategy and Recovery Programmes also provide some guidance. However, these do not provide the required certainty about land use to fully inform decision making, and particularly decisions made under the Resource Management Act (RMA).

Proposed Change 1 (PC1) to the Canterbury Regional Policy Statement was prepared before the earthquakes and is still subject to appeals in the Environment Court, and therefore does not provide the overall direction and co-ordination to enable a focused, timely and efficient recovery to respond to the impacts of the Canterbury Earthquakes, which are outlined in section 2.4.

The draft Land Use Recovery Plan proposes to directly amend the Canterbury Regional Policy Statement and relevant District Plans to provide a clear, co-ordinated land-use plan and associated land use planning processes through to 2028. The Recovery Plan identifies priority areas for recovery and has provisions to encourage the integration of land release with the provision of infrastructure, to enable the establishment of residential and business activities essential for recovery.

### Response

**R1. Statutory Direction:** Insert a new chapter into the Canterbury Regional Policy Statement (as set out in Appendix 2) that provides statutory provisions for enabling rebuilding and redevelopment, including priority areas. This will achieve an efficient, sustainable, functional and desirable greater Christchurch. The chapter will identify provisions including (but not limited to):

- The location, type and mix of residential and business activities, within the geographic extent of greater Christchurch, including priority areas for development through to 2028.
- The network of Key Activity Centres needed to provide a focus for commercial activity, medium-density housing, community facilities, public greenspace and public and active transport networks.
- The methods to ensure integration of land use with natural, cultural, social and economic outcomes, transport and other infrastructure including stormwater management planning.
- Areas where rebuilding and development may not occur within the period of the Recovery Plan, including recognising specific constraints including natural hazards and environmental constraints such as the protection of people's health and well-being relating to development under the airport noise contour, with an exception for Kaiapoi reflecting the special circumstances following the earthquakes.
- Minimum residential densities relating to different housing locations, Greenfield and Brownfield.
- Require urban design matters to be addressed at a range of scales for business, housing and mixed-use development.
- Development of housing options on Māori Reservation 873.

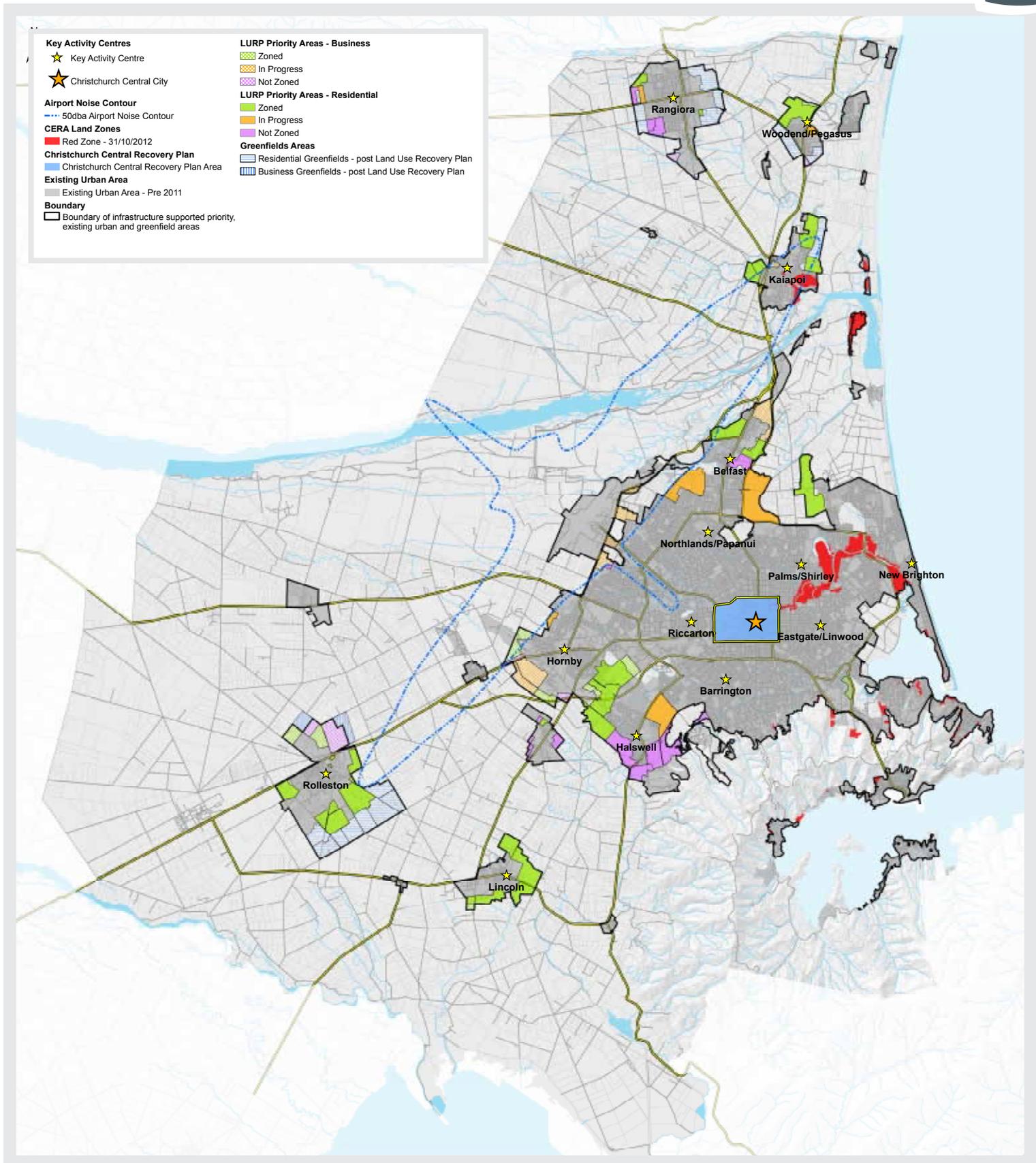


Figure 6: Map of Greenfield priority areas ( Appendix 6 Map A)

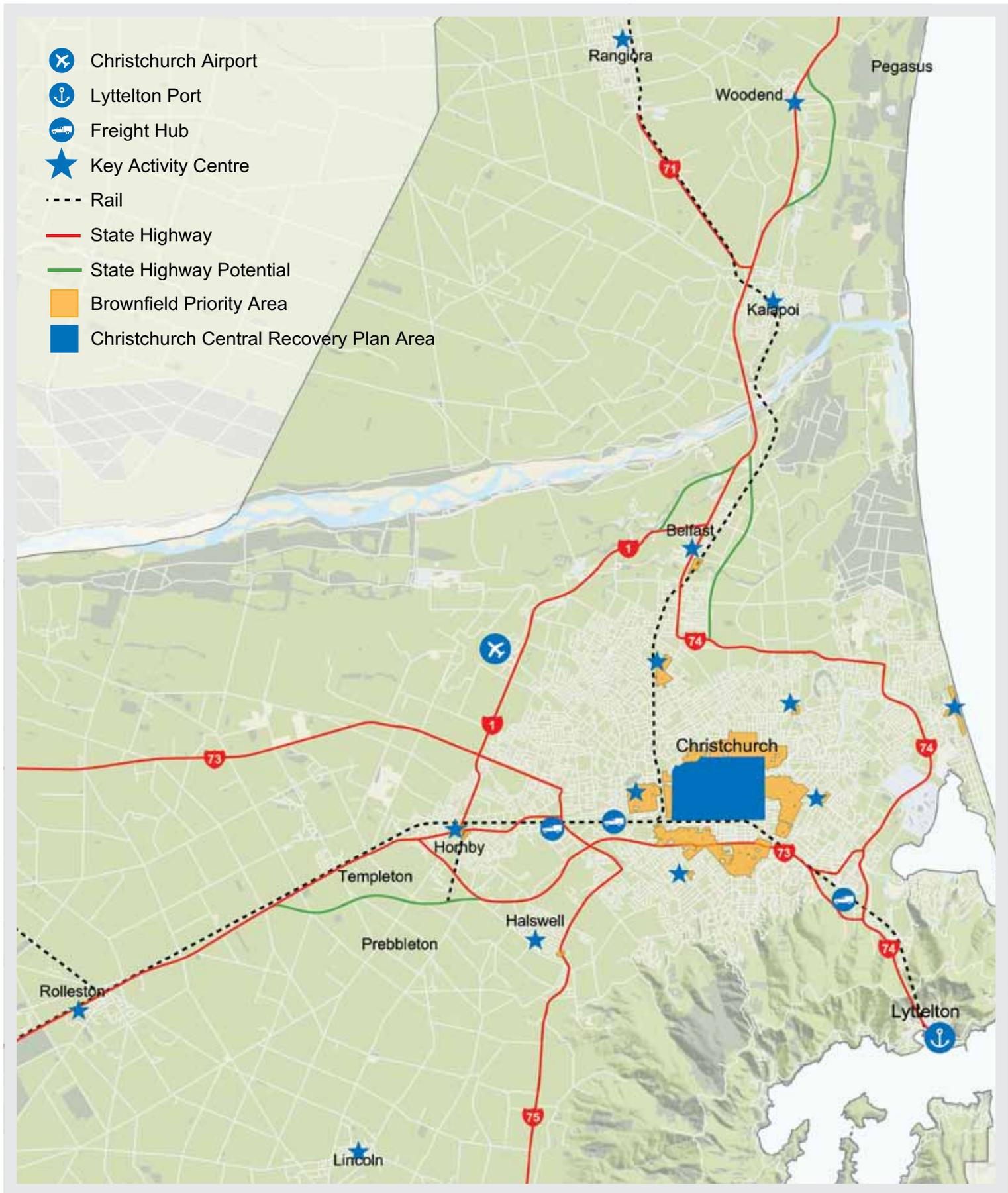


Figure 7: Potential Brownfield priority areas – Christchurch City Council current zoning Living 3 and Living 4 plus Business 1 and Business 2

## Priority 2 – Support, facilitate and enable recovery and rebuilding activities.

Existing District Plans prepared before the earthquakes do not always support rebuilding activities. Changes to simplify and streamline the consenting process to recognise the current recovery and rebuilding requirements are possible, while recognising and providing for high quality urban design and amenity outcomes in the built environment.

Some locations in greater Christchurch now have particular challenges that may slow recovery and rebuilding, for example damaged land and complex land ownership patterns, particularly in existing urban areas and commercial centres. Many activities might be re-established under existing use rights under the provisions of the RMA. However, development should seek to achieve significant improvements and efficiencies and will also be essential to a successful and enduring recovery. Such improvements need to be encouraged. Processes and new information should be easily accessible and prioritised to take advantage of the opportunities for enhancement that exist because of recovery and rebuilding activities.

### Enabling Recovery

**CERA was established in order to facilitate earthquake recovery. Part of the rationale for creating CERA was the recognition that the powers available to local authorities to deliver comprehensive recovery outcomes were insufficient. In particular, local authorities do not have the power to acquire land or designate for recovery purposes.**

**The development and implementation of the Christchurch Central Recovery Plan, by the Christchurch Central Development Unit, a special unit within CERA, is demonstrating the value of these powers for facilitating recovery of the Central City. They have enabled large scale anchor projects to be progressed at a rate and in a way that would not have been possible under the powers available to local authorities. See section 6 “Acceleration through legislative change”.**

## Responses

**R2.** CERA to undertake facilitation and intervention to overcome market barriers to development including collective solutions for comprehensive redevelopment, particularly where the market is not responsive.

**R3.** Territorial authorities to co-ordinate and integrate existing advice and information services for rebuild activities. This will simplify access to information and resources to assist decision making and consenting. This will include land status, geotechnical information, pre-application advice and links to neighbouring land owners and developers.

**R4.** Recommend an independent review is undertaken of provisions in the Regional and District Plans and related planning and consenting processes, relevant to earthquake recovery. The review will identify opportunities to streamline processes for recovery purposes, including rebuilding damaged or destroyed buildings and suburban centres, including new residential and business development. The details of the review will be determined between the parties.

Opportunities identified may include:

- reduced consenting and notification requirements, where possible;
- delegated authority to approve particular scales and types of rebuild activity to reduce timeframes
- streamline non-RMA internal council processes that will also contribute to reduced approval timeframes and/or costs; and
- introducing tolerances to recession plane provisions for housing being raised or rebuilt for recovery in flood management areas.

**R5.** Statutory Direction: Provide proposed Regional and District Plan changes, as a result of the independent review in R14, to the CER Minister.

### **Priority 3 – Establish land use development priorities that ensure an efficient use of resources for the planning and delivery of core infrastructure and services.**

The prioritising of pattern of land development must enable the efficient provision and operation of core infrastructure (transport, power, water, sewerage, communications). This includes recognition of whole-of-life costs. The provision of infrastructure for new development must be co-ordinated to make best use of available funding and expertise, and should integrate with the repair needs of existing networks to achieve an efficient overall network.

Infrastructure and services are essential to support the delivery of housing and centres of business identified in both this draft Land Use Recovery Plan and the Christchurch Central Recovery Plan. Decisions on land-use development should be based on best value for money and the implications of the locations and timings of land-use proposals. This may result in controls on the sequence and rate of development within a priority area, so it aligns with the provision of infrastructure. Alternatively, some development may be allowed to proceed to a point and with a lower level of service in the short term.

The earthquakes and resultant changes to land use activities and population movement have had a significant impact on travel patterns and a significant downturn in bus patronage. A new ‘hubs and spokes’ model for public transport has been initiated post-earthquake to support the transition to recovery, and ensure access to business and residential areas. Implementation of this model is also important to support economic recovery of the central city, suburban and satellite centres. Decision-making about land-use timing and location also needs to be informed by solutions to support recovery in central Christchurch and at existing suburban centres and towns.

### **Responses**

**R6.** Statutory Direction: Provide to the CER Minister amendments as required to the Canterbury Regional Land Transport Programme, Annual Plans, Three Year Plans and Long Term Plans to ensure that infrastructure funding programmes are aligned to priority areas.

**R7.** Co-ordinate and integrate the infrastructure repair programme with infrastructure programmes required for new development, through a regular review and alignment process (reporting to the governance structures) and to ensure efficiencies and future opportunities are not missed or constrained.

**R8.** Ensure the use of existing assets and infrastructure are optimised to help manage post-earthquake demands. This will include the implementation of interim network management plans for the transport system that accommodate repair works and optimise road operations by road type, travel mode and time of day.

**R9.** Statutory Direction: Review District Plan transport provisions following the recent adoption of the Greater Christchurch Transport Statement and Christchurch Transport Strategic Plan and provide to the CER Minister changes as required and appropriate to reinforce land use and transport integration.

**R10.** Implement the transition, through an agreed implementation programme, to a new public transport ‘hubs and spokes’ network model.

**R11.** Ensure that the rebuilt transport network in and between centres delivers opportunities for a range of transport modes (including walking, cycling, public transport and rail) in and between town centres and residential areas.

**R12.** Complete transport analyses for south-western, northern and western development access and growth areas to enable commitments to be made to core infrastructure and service needs that in turn will guide decisions on the sequencing of priority areas for recovery.

**R13.** Investigate and then protect as required future public transport options (including rail) for greater Christchurch so that recovery in the short to medium to term is enabled without reducing future options. This will integrate with consideration of land use strategies seeking to intensify residential and commercial development within existing urban areas and how these might consolidate public transport demand.

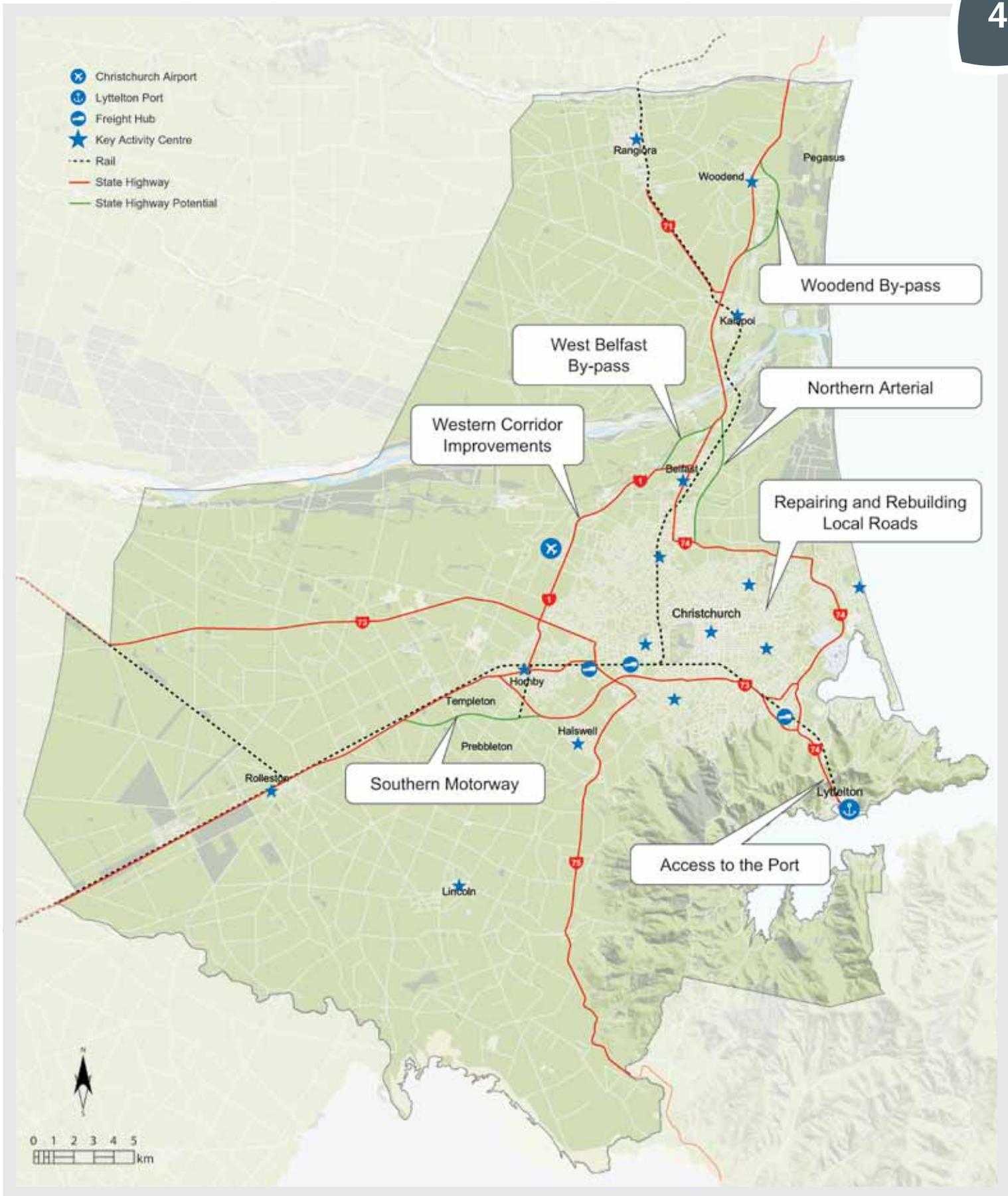


Figure 8 : Key Regional Infrastructure.



## Priority 4 – Encourage urban development that protects and enhances the natural environment, recognises natural hazards and avoids environmental constraints.

Existing policy and planning documents, particularly the Canterbury Regional Policy Statement, already provide direction on how hazards and many other environmental constraints should influence the development of land. Existing constraints that need to continue to be recognised to protect the health and safety of the community include: protecting aquifers from contamination, and protecting and enhancing heritage, landscape and ecological values.

Sea-level rise, coastal erosion, flooding, earthquake, liquefaction, land subsidence, rockfall and tsunamis all pose varying degrees of risk and potential effects to the built environment and the health and safety of the community. High-risk areas (those likely to be subject to regular flooding, coastal erosion or sea-water inundation, excluding tsunamis) need to be avoided or risks adequately mitigated. There have been changes to some areas as a result of the earthquakes that may now constrain or prevent development.

The avoidance of hazards minimises the risk of significant adverse consequences, potentially managing insurance premiums and costs to government and ratepayers in the long term, and reducing disruption to communities and the economy as and when they occur.

As part of the Recovery Strategy, the Natural Environment Recovery Programme (NERP) has been developed to both identify and address earthquake recovery related impacts and enhancement opportunities. The NERP outlines a set of key projects that provide an important link to the draft Land Use Recovery Plan across the following areas: natural hazards, coastal and estuary investigations and monitoring, surface and ground water management, biodiversity, outdoor recreation, waste, contaminated land and air quality.

Avoiding land uses that may be sensitive to adjacent existing land uses and their effects is also an appropriate planning response that will prevent “reverse sensitivity”. A key example of reverse sensitivity is the airport noise contour, which defines a zone around flight paths to and from the airport below which noise-sensitive land uses are to be prevented (with an exception for Kaiapoi reflecting the special circumstances following the earthquakes).

Strategic infrastructure is essential for recovery from the effects of the earthquakes. The safe and efficient operation of the Christchurch International Airport and Lyttelton Port is essential for the full social, economic, cultural and environmental recovery of greater Christchurch. This needs to be taken into account when identifying

the location, type and mix of residential and business activities. Any rebuild should aim to provide the best possible environment for housing. Allowing residential development near the airport could have an impact on amenity and quality of life for residents. In addition, certain developments should be excluded so the airport can maintain 24 hour operation.

Figure 9 (overleaf) illustrates the key environmental and natural hazard constraints affecting greater Christchurch.

Lessons have been learnt from the natural events of 2010-2012. The Royal Commission of Inquiry into the Canterbury Earthquakes, and the Government’s Technical Advisory Group tasked with a review of section 6 and section 7 of the RMA, have both completed reports to the Government. Their reports recommend a number of technically specific, though quite significant, changes to the planning process and the RMA itself, in order to place greater emphasis on the consideration of natural hazards. Ministry for Business Innovation and Employment guidance has also been developed (December 2012) to direct geotechnical investigations for new subdivisions and provides suggested solutions based on likely land performance.

### Responses

**R14.** Statutory Direction: Amendment as set out in R1 (Page 26), to amend the Canterbury Regional Policy Statement and District Plans where necessary to identify areas where rebuilding and development is supported and also where it may not occur before 2028, including plan changes as listed in section 7.

**R15.** Require all Greenfield land vested in councils be brought up to a standard as outlined in respective council infrastructure design guidance, in order to minimise the potential for damage from natural events.

**R16.** Promote as good practice, as part of the plan change and consenting process, the provision of geotechnical data and groundwater data, assessments and building information to the Canterbury Geotechnical database (currently administered by CERA) to provide consistent and accessible information for rebuilding and research now and in the future.

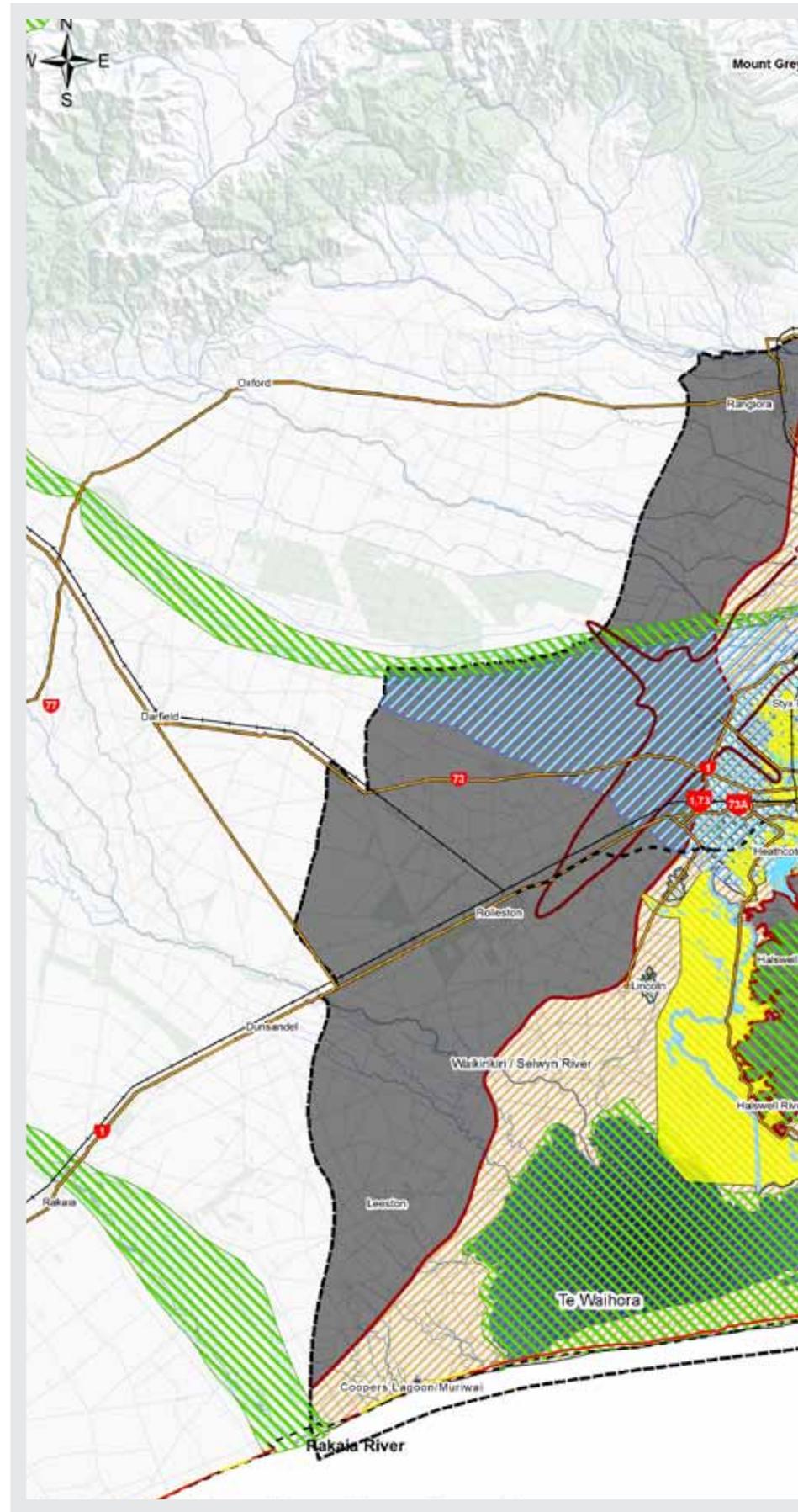
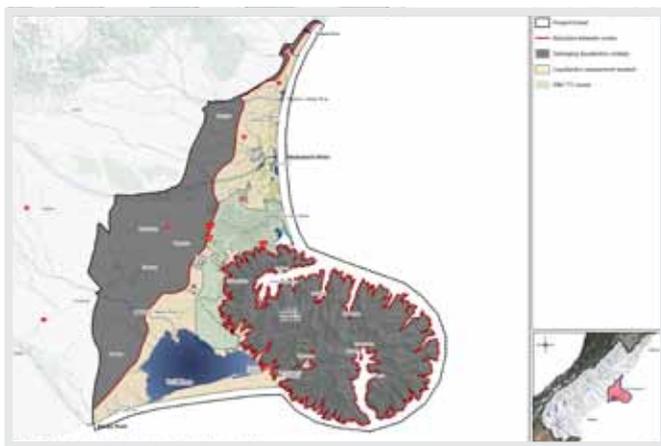
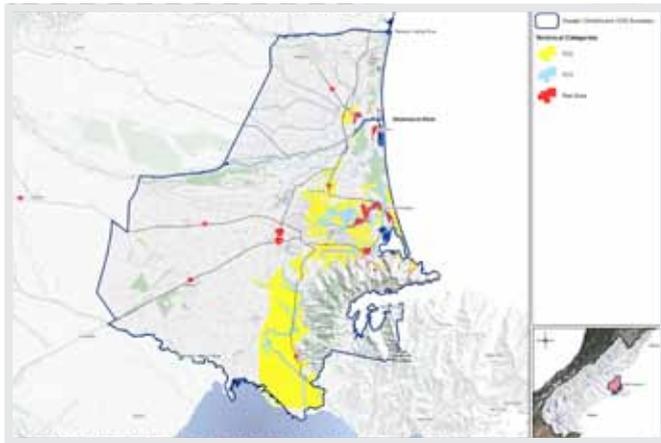
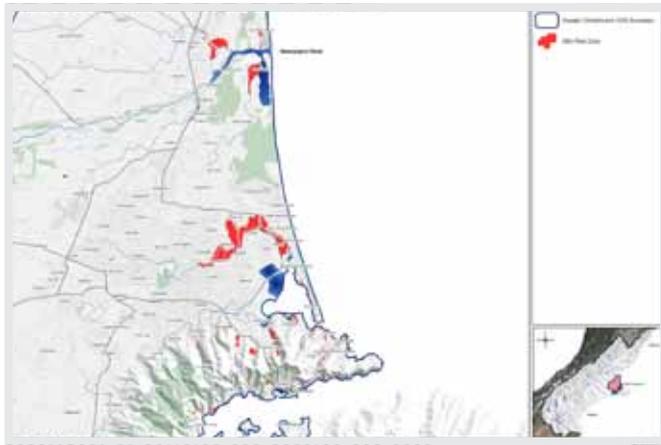
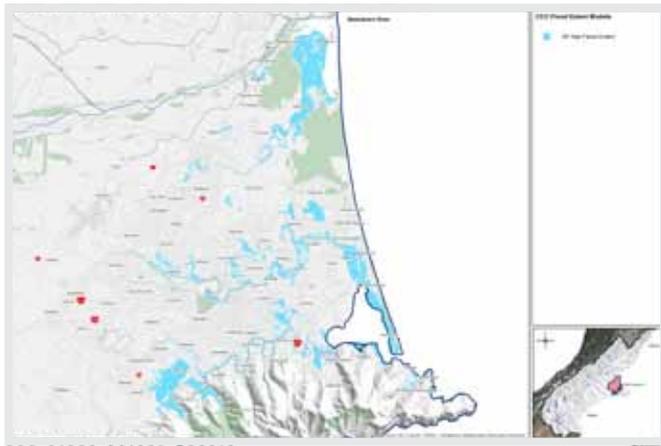
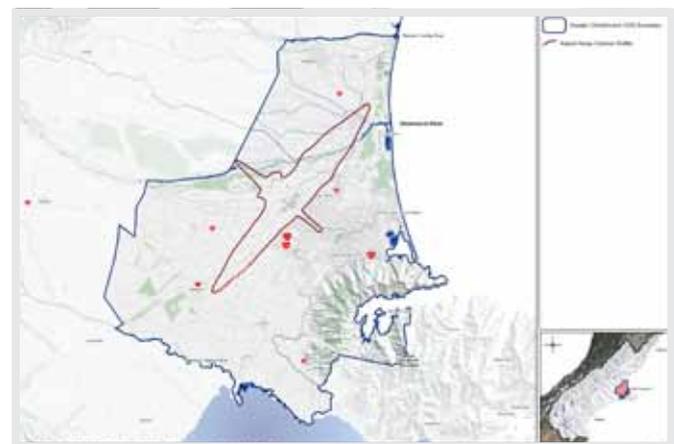
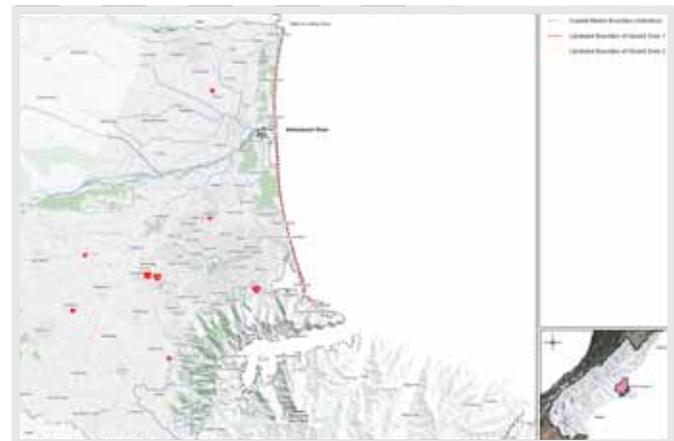
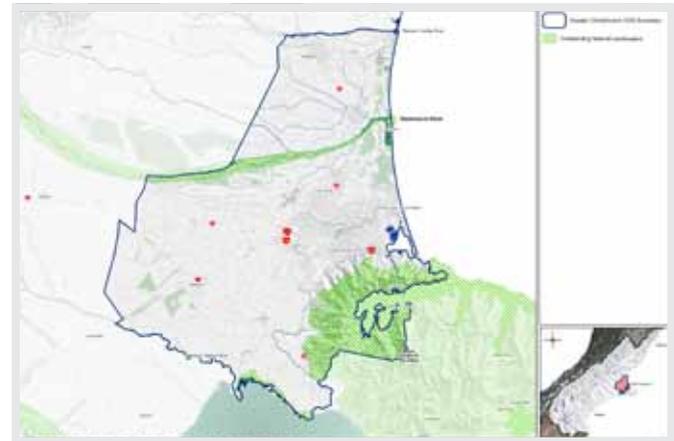
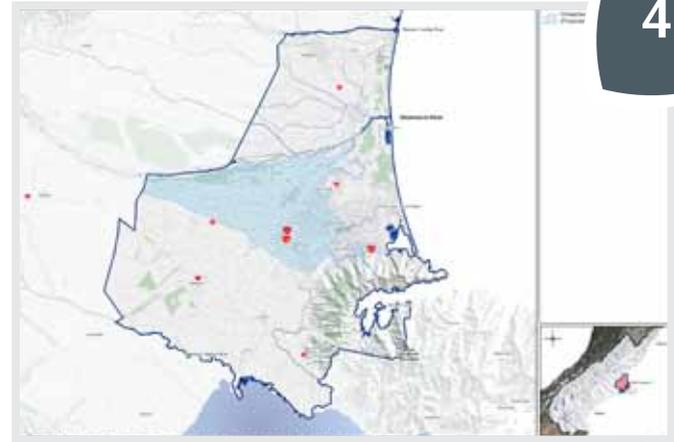
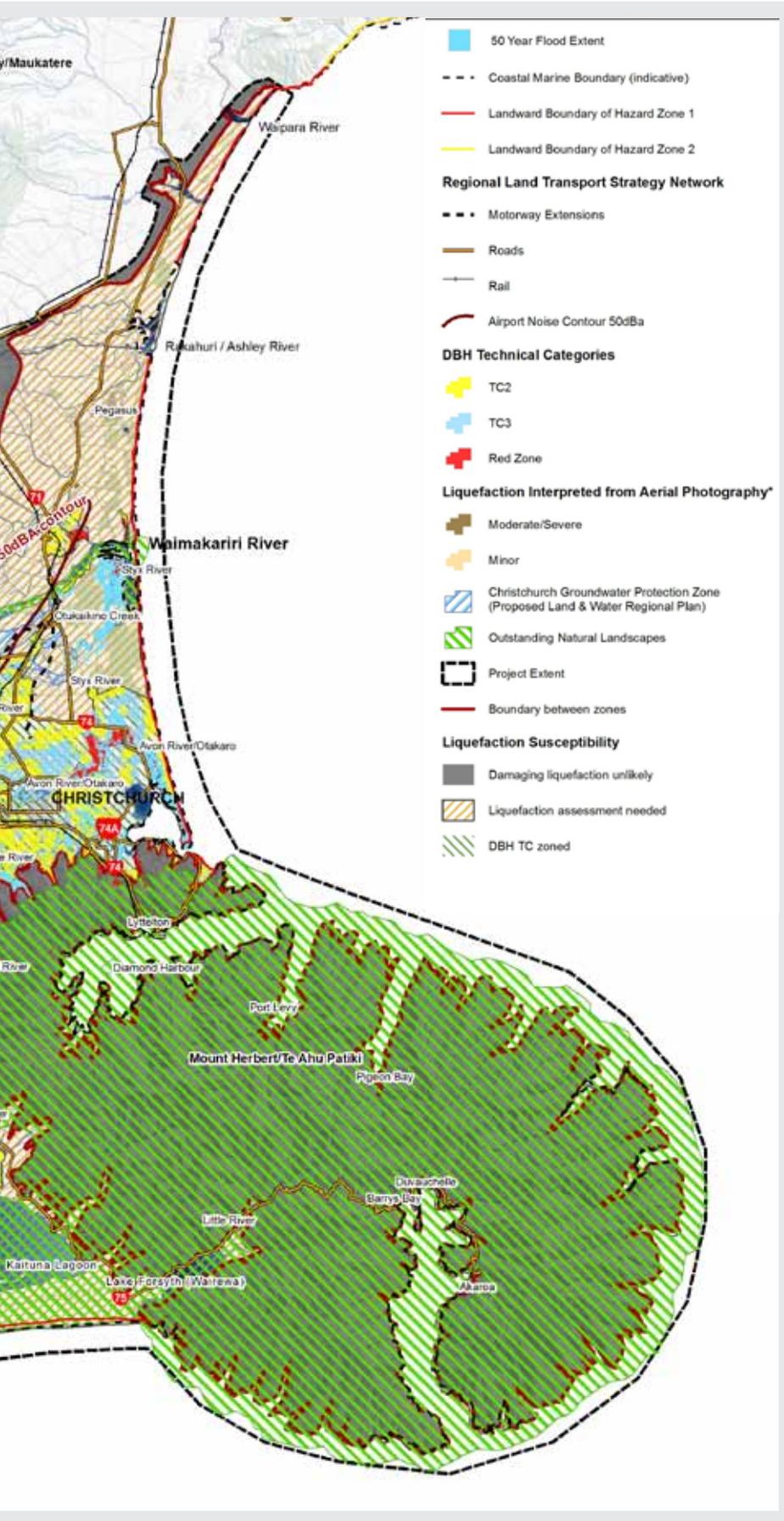


Figure 11: Environmental constraints in Greater Christchurch



## 4.2 Housing Whare noho

### 4.2.1 Context

Of the approximately 190,000 dwellings in greater Christchurch, around 91% were damaged as a result of the earthquakes. Thousands of houses and sections are either permanently or temporarily uninhabitable, creating a large demand for other existing houses, for rental accommodation, including social housing, and for new sections. The growing rebuild workforce is further increasing demand for housing. Suitable quality housing is now a recovery issue.

The strategic partners have commissioned a number of technical assessments to better understand the market situation in post-earthquake greater Christchurch, including demand for housing. Two analytical models have been developed for housing, being the “Household Growth Model” and the “Integrated Household Model”. Household projections are based on these models.

Once households within the residential red zone are subtracted, it is estimated there were approximately 168,450 households in the urban areas of greater Christchurch in 2012, with a further 10,790 households within the remaining areas of the three territorial authorities. Approximately 85% of the households were in Christchurch City, with the rest distributed across Waimakariri District (9%) and Selwyn District (6%).

Future demand for housing will be generated by:

- Household growth, including new households formed from within the existing population and households migrating to greater Christchurch; and
- Displaced households currently in temporary living arrangements moving to their own house or new rental property.

Three household growth scenarios (high, medium and low) were developed as part of this project to align with Statistics NZ’s latest population projections (Figure 10). The draft Land Use Recovery Plan uses the medium growth scenarios as the basis for planning the recovery framework.

Under a medium household growth scenario, the greater Christchurch metropolitan area will grow by approximately 36,150 households (22%) to reach 204,600 households by 2028 (Table 2). Growth will not be evenly spread throughout the area. Christchurch City, inside the existing urban areas and identified Greenfield priority areas, is expected to accommodate the majority (66%) of the growth (23,700 households). Elsewhere inside the priority areas, Selwyn District is expected to have 17% of the household growth (6,300 households) and Waimakariri will have approximately 17% (6,150 households). By 2028, Waimakariri could have more households (21,400) than Selwyn (16,350). The area outside the urban areas is only expected to generate around 7% of household growth demand overall.

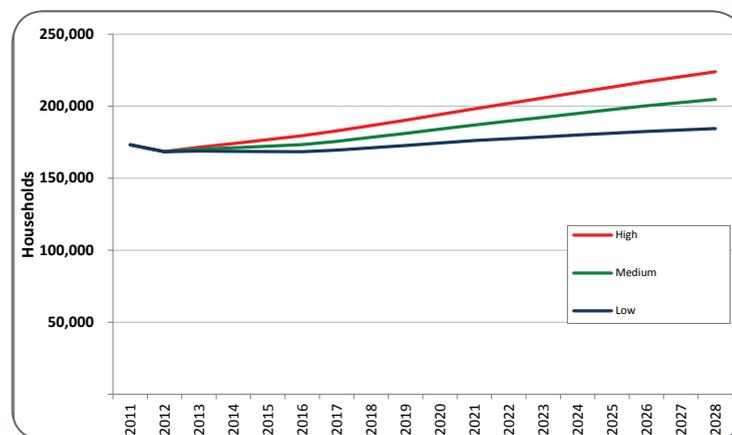


Figure 10: High-Medium-Low Household Growth Projections 2012-2028

Assessment of Greenfield land supply indicates a total of 42,600 Greenfield sections can be available by 2028. The majority of these, some 30,600 sections, are, or can be, zoned and serviced (particularly with respect to wastewater infrastructure) by 2016. A further 9,800 potential sections could be available by 2021 and a further 2,200 by 2028 (Table 3). This indicates an abundance of Greenfield supply compared with the expected household growth during this period of 36,150, particularly as some of that household growth is likely to be provided for through infill and higher density housing development within the existing urban area (Figure 11).

Table 2: Greater Christchurch Medium Growth Household Projections, 2012-2028.

Greater Christchurch area	2012 Post-earthquake Households	Household growth			
		2012-2016	2016-2021	2021-2028	2012-2028
Christchurch City	143,150	1,500	9,200	13,000	23,700
Waimakariri District	15,250	1,750	2,200	2,200	6,150
Selwyn District	10,050	1,550	2,250	2,500	6,300
Total	168,450	4,800	13,650	17,700	36,150

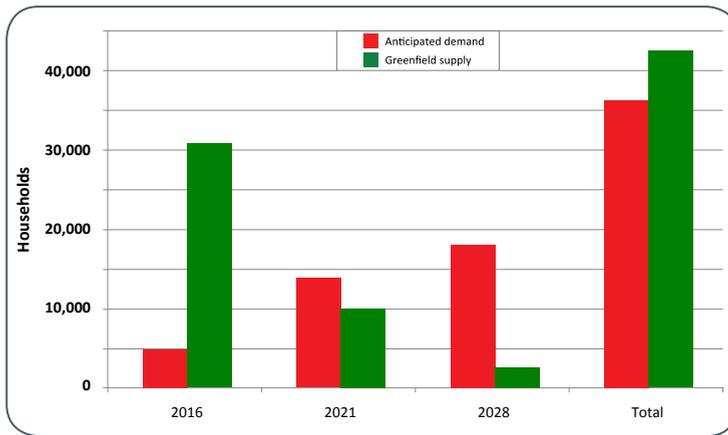


Figure 11: Anticipated housing demand and projected Greenfield supply

The potential location and timing of the Greenfield land supply is indicated in Table 3. The potential timing is particularly dependent on the anticipated timing of wastewater infrastructure. However, it also reflects staging required by existing zone rules where the land has already been rezoned for residential development.

If demand is higher than the medium scenario, then the household growth predicted by the high scenario could still be accommodated through redevelopment of existing suitably zoned land.



Table 3: Potential Timing of Greenfield Housing Supply.

Location of Priority Residential Areas	Sections by 2016	Sections by 2021	Sections by 2028	Total Sections
Northern Christchurch	3798	4212	600	8610
Southern Christchurch	4413	5597	1580	11590
Christchurch existing undeveloped zoned land (not specifically identified)	1180			1180
Rolleston	6371			6371
Lincoln	4036			4036
West Melton	702			702
Prebbleton	1194			1194
SDC Rural Residential	148			148
Pegasus	825			825
Woodend	1415			1415
Rangiora	2250			2250
Kaiapoi	2900			2900
Tuahiwi	300			300
WDC Rural Residential	1085			1085
Totals	30,617	9,809	2,180	42,606

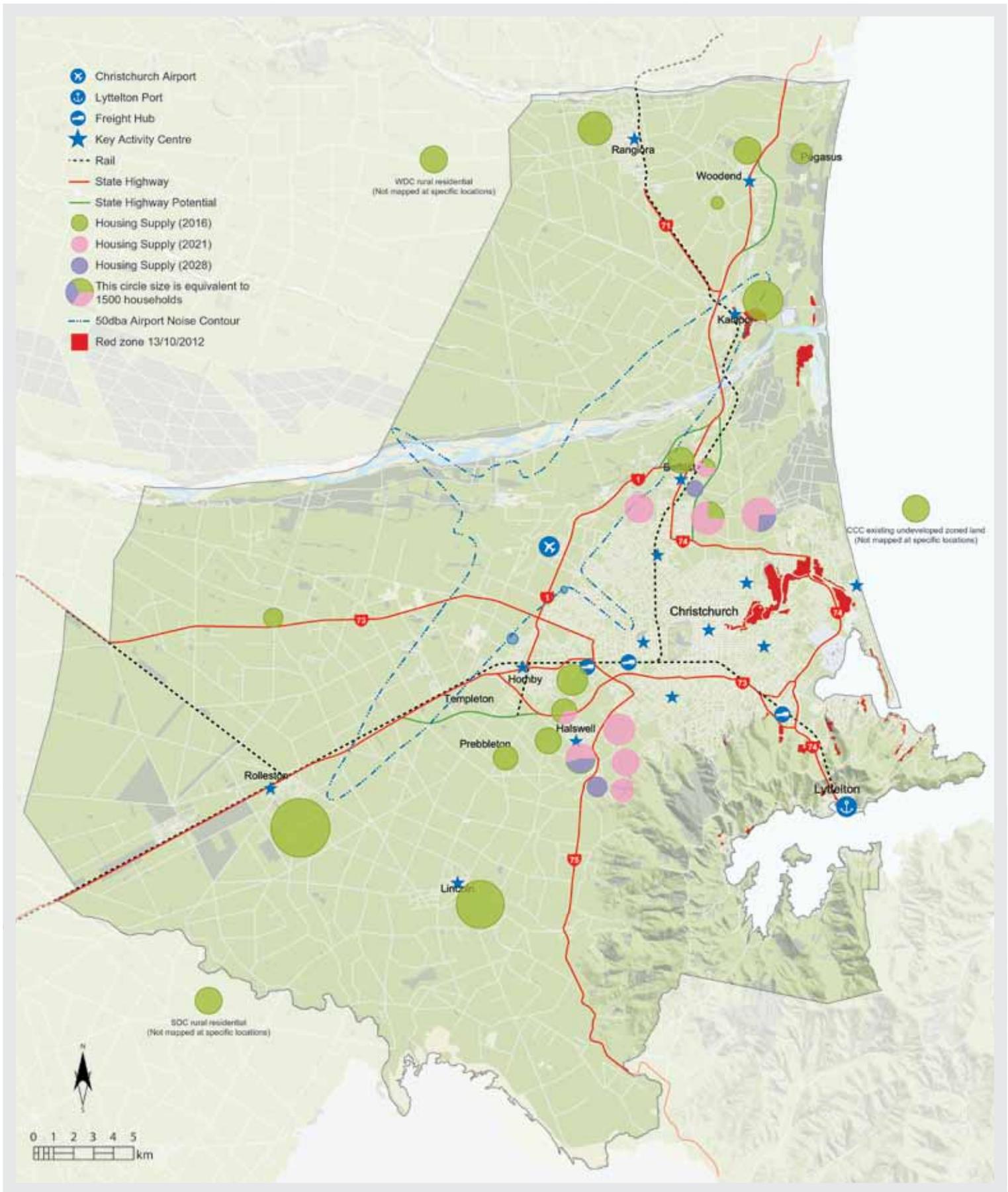


Figure 12 : Map of potential housing supply.

Greenfield development requires provision of roading and transport infrastructure. The state highway upgrades necessary to support the full development of the Greenfield residential areas of Belfast, Prestons, Highfield, Highsted, Lincoln, Rolleston and Prebbleton will not be completed until 2021. This means lower transport levels of service in the interim, particularly to the north and south-west of Christchurch. The Greater Christchurch Transport Statement sets out the top priorities for transport infrastructure and the draft Land Use Recovery Plan is consistent with its direction. There are a number of responses which provide a mechanism to align the transport infrastructure for priority areas.

The expected demand from household growth has the potential to be wholly accommodated within the defined priority areas identified in this draft Recovery Plan. This may satisfy part of the market, if all identified and zoned land is actually made available, though the mix, location, and affordability of housing may not meet demand. There are potentially significant implications for the rebuild of the central city and existing suburban areas and Key Activity Centres if all household growth occurred in new Greenfield subdivisions.

Therefore, the draft Land Use Recovery Plan promotes redevelopment of existing areas (Brownfield development). The benefits of Brownfield development include use of existing infrastructure and housing proximity to essential services, leisure and recreation.

Accommodation for workers will continue to place pressure on rental and permanent housing, particularly through to 2016/17, and needs to be addressed. However, the precise demand for worker accommodation is difficult to predict.

This Recovery Plan and the work arising from it therefore needs to:

- Maintain an overview of Christchurch housing demand and supply;
- Increase certainty and reduce risk to shorten decision-making timeframes and reduce costs and prices;
- Develop a better understanding of the issues that prevent sufficient supply into the housing market;
- Address issues that are not or will not otherwise be addressed by the housing market; and
- Consider unintended consequences that may arise from decisions or actions that could be taken.



## 4.2.2 Priorities and Responses

### Priority 5 – Increase housing supply to meet demand.

There has been a significant increase in demand for permanent and temporary housing following the earthquakes. This has arisen from:

- Red zone households needing to relocate;
- Households whose houses are uninhabitable and need to be vacated to allow repairs and rebuilds;
- Temporary worker accommodation; and
- A return to a net gain in migration, along with natural growth and household formation.

The demand for temporary housing overlaps with the demand for permanent housing where, for example, households seeking long-term rental accommodation are competing with temporary workers and householders whose homes are being repaired or rebuilt and need short-term accommodation.

Some of the housing demand is being met through new homes being constructed, households sharing homes or taking in boarders, residents leaving Christchurch permanently, and purpose-built worker accommodation and other commercial accommodation. However, a housing shortfall exists.

The housing shortfall is likely to increase as the residential rebuild gathers momentum. District Plan amendments have already been made under the CER Act to facilitate and enable solutions to temporary accommodation needs. In greater Christchurch, considerable areas of land have been, or are being, zoned for housing and provided with infrastructure. However, the rate of conversion of such land to sections on the market and the building of houses is not keeping pace with demand. Considering the imminent peak in housing demand, and the timeframes required to bring sections and houses to the market, there is a need to facilitate the delivery of sections and housing through this Recovery Plan.

Considerable investment is being made in the recovery of greater Christchurch by central and local government, utility providers and the wider community. Certainty about the location and form of future urban development will encourage investment and efficient use of resources. Greenfield housing requires considerable upfront investment in infrastructure for the community and ongoing costs for infrastructure operation and other services such as public transport and community facilities. By comparison, a compact urban form and the use of existing spare infrastructure capacity, or capacity that has been committed to, is likely to achieve greater efficiencies. If higher levels of medium-density housing development can be achieved within the existing urban areas, then the plans for infrastructure provision for Greenfield areas can be reviewed to determine whether those resources can be used more effectively elsewhere.

### Responses

**R17.** Statutory Direction: Amendment as set out in R1 (Page 26) and District Plans amendments as set out in Appendices 3-5.

**R18.** Statutory Direction: Provide proposed Greenfield land-zoning provisions to the CER Minister in a manner that is aligned with the provision of core public and private infrastructure and services as set out in annual plans, three-year plans, long term plans and the Canterbury Regional Land Transport Programme. (cross reference response 6).

Selwyn District ODP and rezoning provisions for Helpet Park (ODP Area 7), East Maddisons / Goulds Road (ODP Area 10) and Branthwaite Drive (ODP Area 11) to be provided to the CER Minister in 2013.

**R19.** Territorial authorities review existing residential density and development provisions to identify possible impediments to uptake of current intensification opportunities. Recommend process to the CER Minister to amend provisions to facilitate broader uptake of intensified development.

**R20.** Establish a process to work collaboratively with housing developers to identify ways to ensure the timing of supply of sections matches demand (to address land banking), while ensuring associated public and private core infrastructure is provided as it is needed.

**R21.** Identify suitable government and council-owned land and initiate exemplar projects for redevelopment, especially medium density and/or Brownfield developments, and as a means to incentivise and promote such opportunities to developers and the housing market including through opportunities enabled by associated density provision amendments. This may focus on the 6,000 properties owned and leased by Housing New Zealand, and joint ventures as part of a package to deliver quality social and affordable housing.

## Priority 6 – Increase housing choice to support the recovery.

As a result of the earthquakes there has been a reduction in the range of housing types available, particularly medium-density types of housing (such as terrace and town houses) in the CBD and eastern suburbs. A large proportion of new housing post-earthquake is low-density Greenfield development.

Incentives will be needed to encourage a range of housing types. To get incentives right, a review of development contributions will be required. Other measures, such as public amenity improvements, may also help. Opportunities for comprehensive development within the existing urban area exist. District Plans do not facilitate this specific type of development. Treating comprehensive developments in the same way as developments on individual sites does not optimise outcomes. Providing a range of housing types, including more medium-density housing, will provide alternative housing choices, and provide for the forecast changing demographics of greater Christchurch over time that are likely to lead to demand for smaller household sizes.

Medium-density housing in existing urban areas, particularly around Key Activity Areas, is an economically efficient form of urban development. It utilises existing infrastructure, public transport and facilities and services, and also supports the recovery of suburban centres and central Christchurch. Less pressure on the supply of Greenfield development also frees up other resources and can lead to a more sustainable form of urban development. While rural-residential housing is less likely to achieve these benefits, that form of housing does provide choice to satisfy a segment of demand.

Both house prices and rents have increased significantly since the earthquakes. This is the result of a reduced housing supply and increased housing demand. There has been a significant permanent loss of housing, including a relatively high proportion of more affordable housing, social and rental accommodation. Christchurch City Council and Housing New Zealand own or lease more than 8,500 properties in Christchurch, and 95% of the Housing New Zealand properties were damaged. Additional housing supply since the earthquakes has been predominantly new stand-alone homes, which are generally less affordable.

The earthquakes have had a material impact on many Ngāi Tahu families who have, over the generations, moved away from their whānau lands into the urban environment. Many families who would have otherwise resided on these reserve lands now live in areas adversely affected by recent earthquakes including residential red zones.

## Responses

**R22.** District Councils and CERA to identify and implement methods, in collaboration with developers, that incentivise development of undeveloped land in suitable existing urban areas (such as underwriting development), Infill areas and Greenfield areas (such as plan rules which nullify restrictive covenants), and also consider amending rating policies. This will include assessing the potential for affordable and social housing and the provision of permanent units that can be used for temporary accommodation in the short term.

**R23.** Statutory Direction: District Councils to review (including costs and opportunities) and provide to the CER Minister any changes to development contributions policies and provisions to incentivise the delivery of a range of housing types in existing urban areas, particularly as part of comprehensive redevelopment of Brownfield land.

**R24.** Complete a housing market assessment (in collaboration with MBIE) to better understand present and future housing market supply and demand, to identify the appropriate mix and diversity of housing provision which will assist the prioritisation of existing zoned land and the consideration of whether to increase the density of suitable land.

**R25.** District Councils to identify and implement programmes through annual plans, long term plans and three-year plans for public facilities, services and amenity improvements required to enhance redevelopment opportunities around targeted Key Activity Centres.

**R26.** Work in partnership with local and central government, not-for-profit organisations and the private sector to undertake developments (possibly as public/private partnerships and joint venture projects) that demonstrate economically viable and well-designed medium density housing in appropriate suburban locations.

**R27.** Statutory Direction: Provide proposed residential or mixed use District Plan provisions to the CER Minister that enable comprehensive developments in existing urban areas, including Brownfield sites on the basis of their size and or location. Introduce a 'Floating' Zone for comprehensive redevelopments.

**R28.** Promote cost effective and innovative design, construction and development solutions to enable and support rebuilding.

**R29.** Statutory Direction: Review and, where necessary, amend District Plan policies and rules to provide for housing options on historic Māori Reservations, particularly Māori Reservation 873 (Tuahiwi) as set out in Appendix 4.

**R30.** Statutory Direction: Review and, where necessary provide to the CER Minister, amended District Plan policies and rules to provide for housing options on historic Māori Reservations, particularly Māori Reservation 875 (Rāpaki).



## Priority 7 – Restore and enhance the quality and sustainability of housing areas.

Achieving good quality urban design for new and rebuilt urban areas is important to promote a successful and enduring recovery. Greater Christchurch needs to remain a desirable place to live, work and visit. Vibrant, enjoyable and comfortable living environments will play an important role in the recovery. Examples include infrastructure and development layouts that promote active transport, inbuilt green technologies such as rainwater tanks, solar water heating and small scale energy generation, living roofs and walls; and indigenous biodiversity and landscaping that is attractive.

The provision of safe, well designed, good quality housing is also important to maintain a healthy population. New subdivisions, and the restoration and enhancement of existing urban areas, should be sympathetic to the existing environment and create places for people, families and communities. New and repaired buildings, and the spaces around them, should promote a distinctive sense of character and identity informed by local history, including cultural heritage and Ngāi Tahu values.

However, there can be a tension between the expectations of private developers to build back quickly, or provide much needed housing affordably, and the need to ensure good outcomes for future occupants and neighbours, along with creating attractive places for economic prosperity. These are not mutually exclusive, but will require both developers and councils to work together to agree a clearer set of guidelines with the community, and in making decisions on individual consents.

### Response

**R31.** Review existing guidance on urban design to ensure it provides clear, comprehensive guidance, and then ensure all development and redevelopment of housing considers such urban design that is made available by the local authority.

## Built environment

In an environment where people and capital are so mobile, it is important that Christchurch compares well with other cities in Australasia. To attract and retain a highly-skilled workforce, and retain long-term residents, the recovery must restore and enhance a high quality living environment.

Buildings and spaces that are unattractive, and settlement patterns that do not support communities, have real economic costs. These costs are borne by individuals in cold, damp houses, or unhealthy offices, and by those that have no alternative but to drive to work, school and recreation. A dispersed settlement pattern also exacerbates opportunity costs through social and physical isolation, and dislocates communities and families. The economic costs are also carried by the wider community through rates and taxes to support the health system, and the provision of infrastructure and social facilities to support a dispersed population. Environmental, social and cultural impacts arising from the form and function of the urban environment also have a cumulative economic cost.

Delays and uncertainties caused by complex District Plans and divergent views on good ‘urban design’ can sometimes impact on achieving a focused and timely recovery.

There are already some good geographically specific design guidance such as Selwyn’s subdivision design guidelines, and the Christchurch City Council’s South-West Area Plan and Belfast Area Plan, and the suburban centres Masterplans. However, guidance prepared under the Local Government Act lacks sufficient statutory weight under the RMA to achieve the desired quality design outcomes, and further guidance is necessary to facilitate and enable development within the existing urban areas.

The proactive promotion of appropriate design guidance, that identifies issues specifically important to greater Christchurch could assist in enabling, facilitating and co-ordinating the recovery. Issues of importance to the recovery would include: restoration and enhancement of damaged areas; Ngāi Tahu heritage, integrating ecological benefits with aesthetic appeal and providing for indigenous biodiversity, providing for quality cycling and walking facilities and other design outcomes for ‘health and wellbeing’, supporting the tourism industry and utilising community initiatives such as ‘gap filler’ and ‘greening the rubble’. All these would help to provide an enjoyable, healthy and attractive environment, with economic benefits for the recovery.

## 4.3 Business Kā Umaka

### 4.3.1 Context

Greater Christchurch plays a major role as a business and employment hub for the South Island and in particular supports a range of economic activities in the wider Canterbury region. The earthquakes damaged business premises, causing interruptions, relocations (temporary, permanent and ongoing) and failures, and impacted on the movement of goods and people for employment purposes.

The earthquakes have set some challenges for business including:

- Repair and rebuild costs on existing sites are leading some businesses to consider relocating;
- Businesses relocating out of the city have occupied much of the previous vacant retail and office space;
- Businesses operating temporarily from residential premises will need to find permanent locations by 2016;
- Some business sectors are expected to grow substantially in support of the rebuild;
- Redevelopment of Brownfield land for business activity now has additional complexities and costs; and
- There has been extensive damage to the Central City, with loss of office and business space; and
- Loss of business land within Waimakariri district reallocated to residential land, and damage to town centres of Rangiora and Kaiapoi.

### 4.3.2 Priorities and Responses

#### Priority 8 – Identify and provide sufficient industrial, office and retail land.

Areas of industrial land, particularly in eastern Christchurch, experienced significant damage to business premises. While some businesses have already made decisions to invest in rebuilding at their existing location or to relocate elsewhere, many are still to make final decisions. Pre-earthquake levels of vacant industrial land, together with land recently rezoned for such industrial activities, suggest that suitable opportunities exist for most businesses to relocating should they decide to do so without intervention. The

Canterbury Development Corporation has identified the shift in economic activity as a result of the earthquakes (Figure 13).

However, some industrial businesses are constrained in their ability to relocate due to the nature of their industrial activities. The workforce supporting these activities is generally living within the locality and relocating may introduce travel constraints for these staff. In addition, the construction sector is anticipated to grow quickly. To ensure the recovery has sufficient and suitable industrial land, Greenfield priority areas for business have been identified. Christchurch city infrastructure availability could constrain availability in the short to medium term, depending on the type of business. The earthquake also damaged office and retail premises in a number of suburban and satellite centres. Pre-earthquake commercial vacancy rates and post-earthquake legislative changes to enable commercial activities in residential premises have enabled most businesses to find alternative temporary or permanent accommodation. It is now important to ensure the ongoing availability of commercial floor space outside central Christchurch that complements and coincides with the rejuvenation of the new compact city 'Core' signalled within the Christchurch Central Recovery Plan.

### Responses

**R32.** Statutory Direction: Amendment as set out in R1 (Page 26) and District Plan amendments as set out in Appendix 4 for land at Southbrook.

**R33.** Statutory Direction: Develop and provide to the CER Minister Outline Development Plans for District Plans to establish the broad land-use pattern within selected Priority Areas for business, including consideration of wider connectivity to surrounding areas and networks, so that individual landowner and developer aspirations are better managed and integrated (Hornby and Belfast).

**R34.** Statutory Direction: Provide proposed Greenfield business land-zoning provisions to the CER Minister in a manner that is aligned with the provision of core public and private infrastructure and linked to vacant industrial land monitoring.

**R35.** Territorial authorities undertake reviews of commercial needs for business land and make provision for this need within existing centres and Key Activity Centres as appropriate.

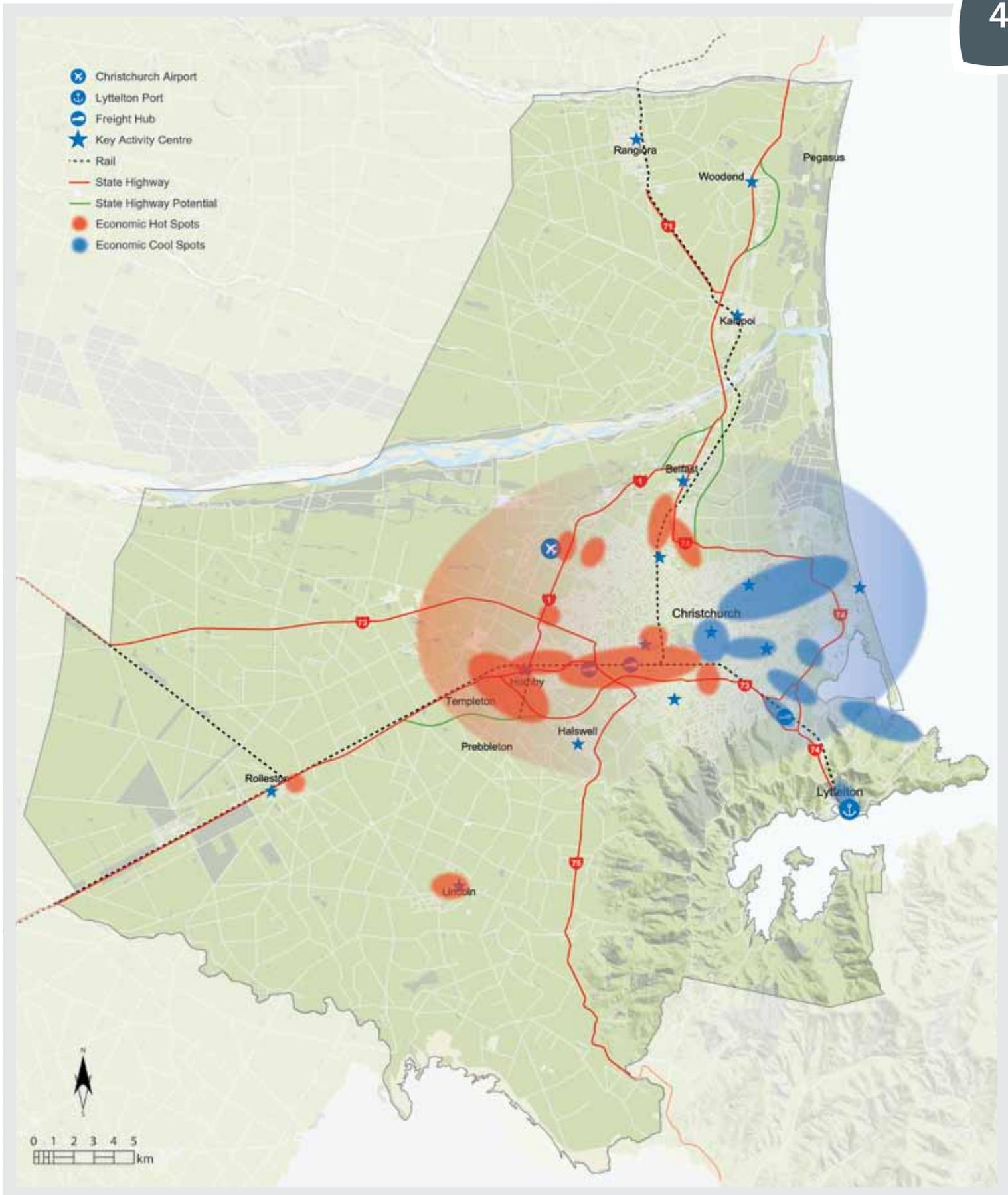


Figure 13: Canterbury Development Corporation's map shows economic activity change between 2010 and 2012.

## Priority 9 – Ensure business land makes best use of resources and infrastructure and delivers attractive business premises and urban environments.

Certainty about the location, form and timing of future business land will aid the investment decisions of the private and public sector and enable more efficient use of resources. Additional efficiencies are likely to result from a more co-ordinated approach to utilising existing business land. Remediating existing damaged business land can be more efficient through economies of scale. This can be achieved through comprehensive redevelopment and clustering opportunities resulting in improved infrastructure utilisation. This could reduce demand for new business land provision and associated infrastructure.

Business investment is supported by greater land use certainty, a clear, reliable and supportive regulatory framework and a good level of information to inform investment decisions. Some flexibilities and streamlined consenting processes and targeted incentives are recommended. The expiry of the Order in Council enabling business activity in residential zones through to 2016 may exacerbate a pre-earthquake trend for business to locate outside of Key Activity Centres, or for office and retail activity unrelated to industrial activities to locate in industrial zones.

It is equally important the development of business land results in attractive and well-functioning environments. There are now opportunities to integrate good urban design considerations so new buildings better relate to the surrounding area and where appropriate, development is integrated and connected with community facilities, public and active transport networks.

## Responses

**R36.** Statutory Direction: Provide proposed District Plan provisions to the CER Minister that enable comprehensive developments in existing urban business areas, including Brownfield sites on the basis of their size and or location.

**R37.** Statutory Direction: Councils to review and consult with affected communities on possible changes to district plans to give effect to the approved CCC Suburban Centre Masterplans, WDC development plans and SDC town centre Masterplans and to subsequently provide agreed changes to the CER Minister.

**R38.** Support the existing case management approach by Councils and the Canterbury Development Corporation and develop new approaches to collaboratively investigate comprehensive development planning for :

- Key Activity Centres, particularly where major private and public investment is currently being considered; and
- Damaged business areas (including B4/B5 land in Woolston and Bromley; Rangiora and Kaiapoi town centres; CCC suburban centre master plan areas; Leeston town centre; and key Brownfield sites, including potentially redundant KiwiRail land).

Where this is unsuccessful in facilitating comprehensive development, CERA to undertake facilitation and intervention to overcome barriers to development.

**R39.** Investigate opportunities to introduce a range of transport efficiency initiatives that would support the rejuvenation of commercial areas and hubs to enhance their economic performance and amenity This could involve proactive advice on ‘travel plans’, and flexibility on car parking requirements to enable local transport solutions and broader transport network benefits.

**R40.** District Councils to review provision in the District Plan to ensure business activities are located in appropriate zones.

**R41.** Develop a comprehensive Brownfield business land incentives package that balances central Christchurch revitalisation initiatives with the objective of also facilitating the development of underutilised urban-zoned land elsewhere across greater Christchurch. This may include (but is not limited to) alternatives to plan requirements for parking, such as the development and implementation of workplace travel plans and financial incentives for higher-density development, such as Development Contributions discounts and credits.

## Priority 10 – Maintain and enhance access for key freight movements.

Delivery of infrastructure and transport networks and hubs to support the priority areas is a key matter to be dealt with in the draft Land Use Recovery Plan and is consistent with the Recovery Strategy goal of developing a transport system that meets the changing needs of people and businesses during recovery. Access for freight movements must be integrated with the development of urban areas. Christchurch International Airport and Lyttelton Port of Christchurch are strategic infrastructure of national significance, enabling movement of international and domestic freight to and from the South Island. The airport also provides a gateway for tourism, which is a major contributor to the Canterbury economy.

Both ports have seen significant operational growth and are expected to continue to grow substantially in coming years. Passengers through the airport are expected to increase by 50% by 2028 and freight tonnage will double, from a relatively low base. By 2028, it is expected that Lyttelton Port will need to accommodate a significant increase in container and other traffic. Given New Zealand's relative remoteness from international markets it is essential that the transport and handling of freight to, from and within these ports is reliable, effective and efficient so that unnecessary transport costs and delays are avoided. The strategic partners are working to optimise freight efficiency of both road and rail.

Key issues for Lyttelton Port include means of access for over-dimension and hazardous goods, reconciling freight access and land side storage and handling with the recovery of the local community, and the repair of damaged port infrastructure.

Key issues for the airport are ensuring freight access is efficient and reliable from State Highway 1. The airport is well located relative to the strategic road network and the surrounding industrial and commercial land uses that rely on good connectivity with domestic and international markets.

Figure 14, from the Greater Christchurch Transport Statement, indicates the top strategic transport priorities needing action in the short term.

## Responses

**R42.** Statutory Direction: Amendment as set out in R1 (Page 26).

**R43.** Ensure Sumner Road / Evans Pass Road is available for oversized and hazardous goods and for general traffic.

**R44.** Develop a “Lyttelton Access Statement” that balances freight access needs with community needs.

**R45.** Ensure strategic freight projects support the freight distribution and servicing needs of businesses to, from and within greater Christchurch, while managing the effects on local communities.

**R46.** Undertake an assessment of inter-modal freight needs which identifies preferred locations, as appropriate, for any additional freight facilities required to enhance capacity and maximise the efficiency of the freight network, particularly developing opportunities for rail based freight movements.

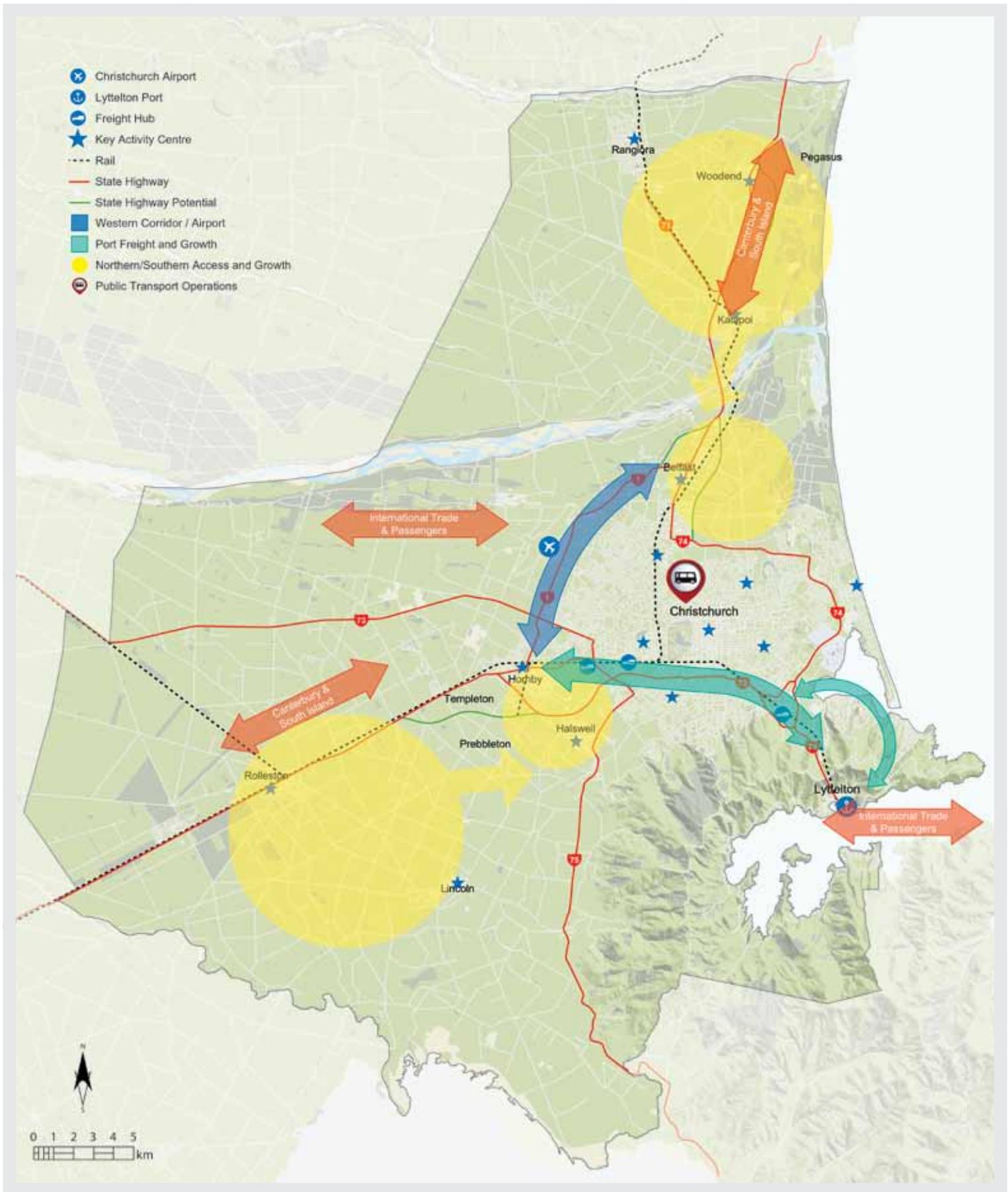
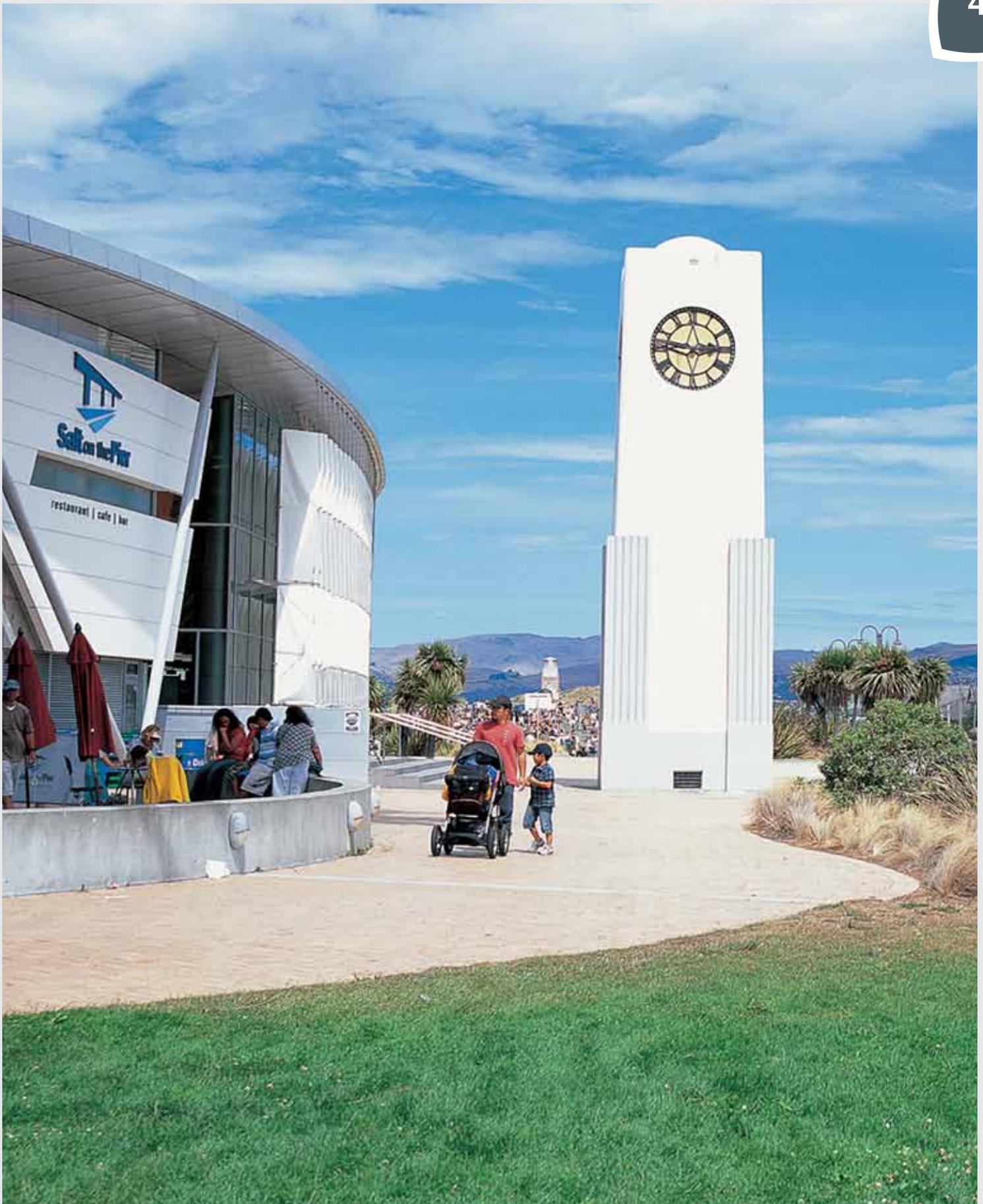


Figure 14: Key transport priorities for recovery (from the Greater Christchurch Transport Statement).





## 5.0 Implementation

### Whakatinanatanga

This section outlines who is responsible for implementing responses, how they will do it (the tools), and the costs and timings. The tools to be used to implement are a mix of regulation, intervention and collaboration, incentives and advisory, and catalyst projects.

Statutory direction applies where there is an urgent need to change regulations (for example, District Plans).

The following diagram summarises the key responses proposed in the draft Recovery Plan, and the interventions that apply. The interventions do not stand alone but interact and complement each other to achieve recovery.

A programme of further work, as provided for in the Minister's direction, is outlined, along with responses that are recommended for other recovery programmes.

The Land Use Recovery Plan is able to direct the implementation of the regulatory responses while the other response categories – Intervention and Collaboration, Incentives and Advisory Services, and Catalyst Projects – are directed towards other existing CERA recovery programmes, or work programmes led by Councils and other agencies.

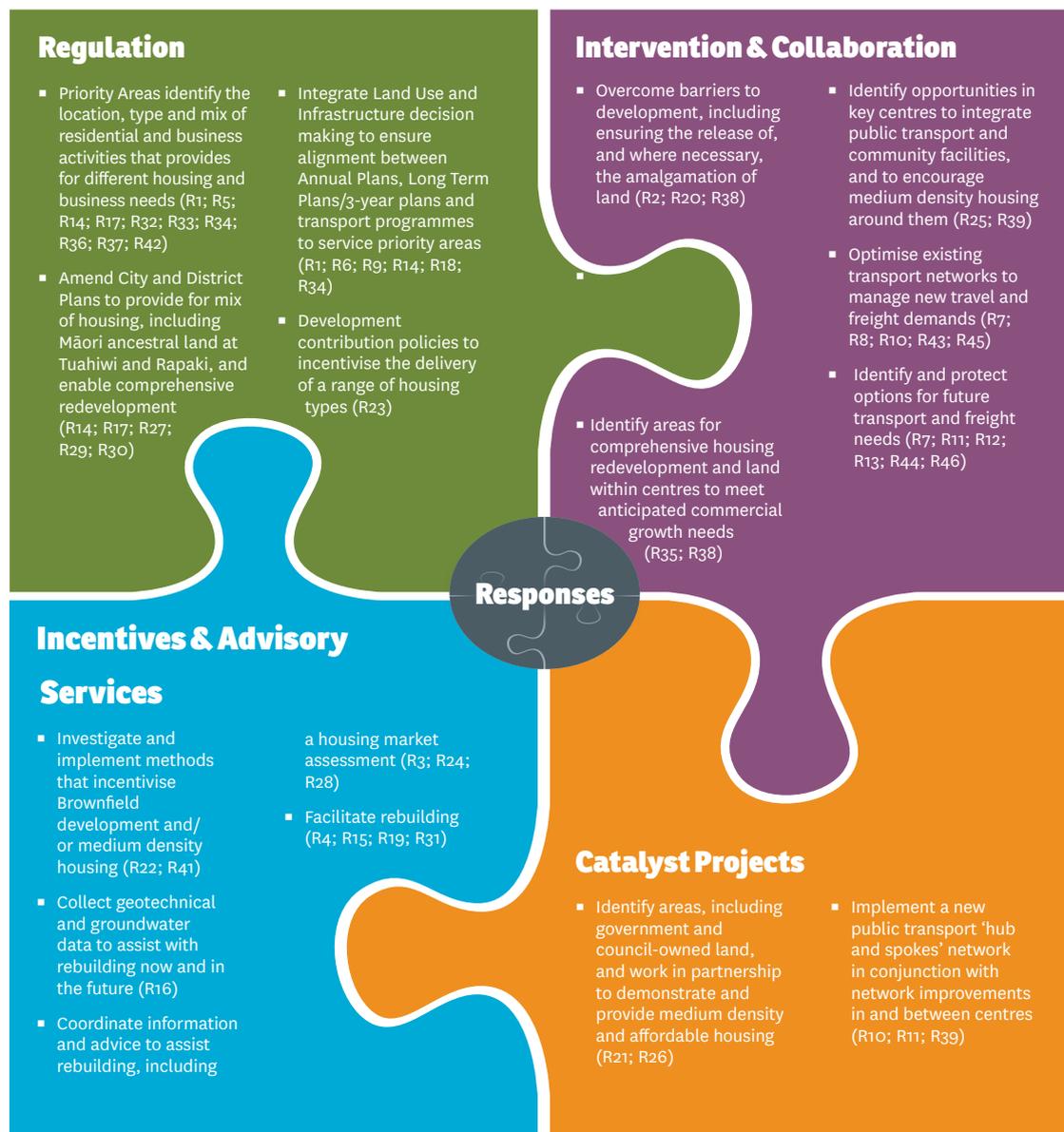


Figure 1: The Recovery Toolkit diagram, identifies a mix of tools that can be used to enable recovery. It summarises the key responses proposed in the Recovery Plan. The interventions do not stand alone but interact and complement each other to achieve recovery.

## 5.1 Implementation Plan

The following table provides the implementation plan for all the recommended responses

### Principal Land Use Responses

Key	
<b>Costs</b>	
\$	- up to \$100,000
\$\$	- up to \$1 million
\$\$\$	- over \$1 million

No.	Response	Agency Lead	Implementation Tool	Cost	Timing (completion year end 30 <sup>th</sup> June)
<b>P1 Provide for a clear, co-ordinated land-use plan for the recovery of greater Christchurch.</b>					
R1	<p>Statutory Direction: Insert a new chapter into the Canterbury Regional Policy Statement (as set out in Appendix 2) that provides statutory provisions for enabling rebuilding and redevelopment, including priority areas. This will achieve an efficient, sustainable, functional and desirable greater Christchurch. The chapter will identify provisions including (but not limited to):</p> <ul style="list-style-type: none"> <li>▪ The location, type and mix of residential and business activities, within the geographic extent of greater Christchurch, including priority areas for development through to 2028.</li> <li>▪ The network of Key Activity Centres need to provide a focus for commercial activity, medium-density housing, community facilities, public greenspace and public and active transport networks.</li> <li>▪ The methods to ensure integration of land use with natural, cultural, social and economic outcomes, transport and other infrastructure including stormwater management planning.</li> <li>▪ Areas where rebuilding and development may not occur within the period of the Recovery Plan, including recognising specific constraints including natural hazards and environmental constraints such as the protection of people's health and well-being relating to development under the airport noise contour, with an exception for Kaiapoi reflecting the special circumstances following the earthquakes.</li> <li>▪ Minimum residential densities relating to different housing locations, Greenfield and Brownfield.</li> <li>▪ Require urban design matters to be addressed at a range of scales for business, housing and mixed-use development.</li> <li>▪ Development of housing options on Māori Reservation 873.</li> </ul>	ECan	Regulation - CRPS	\$	On approval of this Plan
<b>P2 Support, facilitate and enable recovery and rebuilding activities.</b>					
R2	CERA to undertake facilitation and intervention to overcome market barriers to development including collective solutions for comprehensive redevelopment, particularly where the market is not responsive.	TAs, CERA, MBIE	Intervention - CER Act	\$\$\$	Now
R3	Territorial authorities to co-ordinate and integrate existing advice and information services for rebuild activities. This will simplify access to information and resources to assist decision making and consenting. This will include land status, geotechnical information, pre-application advice and links to neighbouring land owners and developers.	ECan, TAs, CERA, MBIE	Advisory	\$	Now

R4	<p>Recommend an independent review is undertaken of provisions in the regional and District Plans and related planning and consenting processes, relevant to earthquake recovery. The review will identify opportunities to streamline processes for recovery purposes, including rebuilding damaged or destroyed buildings and suburban centres, including new residential and business development.</p> <p>Opportunities identified may include:</p> <ul style="list-style-type: none"> <li>▪ reduced consenting and notification requirements, where possible;</li> <li>▪ delegated authority to approve particular scales and types of rebuild activity to reduce timeframes</li> <li>▪ streamline non-RMA internal council processes that will also contribute to reduced approval timeframes and/or costs; and</li> <li>▪ introducing tolerances to recession plane provisions for housing being raised or rebuilt for recovery in flood management areas.</li> </ul>	ECan, TAs, CERA, MfE	Regional and District Plans	N/A	Within three months of approval of this plan for ECan and CCC and within 6 months SDC and WDC
R5	Statutory Direction: Provide proposed regional and District Plan changes, as a result of the independent review in R4, to the CER Minister.	ECan, TAs	Regional and District Plans	N/A	Within three months of completion of independent reviews in R4

**P3 Establish land use development priorities that ensure an efficient use of resources for the planning and delivery of core infrastructure and services.**

R6	Statutory Direction: Provide to the CER Minister amendments as required to the Canterbury Regional Land Transport Programme, Annual Plans, Three Year Plans and Long Term Plans to ensure that infrastructure funding programmes are aligned to priority areas.	ECan, TAs, NZTA, CERA	RLTP Annual Plans TYP's LTPs	N/A	Within six months of approval of this plan
R7	Co-ordinate and integrate the infrastructure repair programme with infrastructure programmes required for new development, through a regular review and alignment process (reporting to the governance structures) and to ensure efficiencies and future opportunities are not missed or constrained.	TAs, CERA, NZTA	Annual Plans LTPs/TYP Infrastructure Rebuild Programme	N/A	Now
R8	Ensure the use of existing assets and infrastructure are optimised to help manage post-earthquake demands. This will include the implementation of interim network management plans for the transport system that accommodate repair works and optimise road operations by road type, travel mode and time of day.	TAs, NZTA, CERA, ECan	Network Operating Framework	\$	Ongoing
R9	Statutory Direction: Review District Plan transport provisions following the recent adoption of the Greater Christchurch Transport Statement and Christchurch Transport Strategic Plan and provide to the CER Minister changes as required and appropriate to reinforce land use and transport integration.	TAs, CERA	District Plan	N/A	Within six months of approval of this plan
R10	Implement the transition, through an agreed implementation programme, to a new public transport 'hubs and spokes' network model.	ECan, CCC, NZTA	Annual Plans, TYP, LTP	\$\$\$	Now
R11	Ensure that the rebuilt transport network in and between centres delivers opportunities for a range of transport modes (including walking, cycling, public transport and rail) in and between town centres and residential areas.	ECan, TAs, NZTA	CTSP, RLTP, Annual Plans, TYP, LTP	\$\$\$	Now
R12	Complete transport analyses for south-western, northern and western development access and growth areas to enable commitments to be made to core infrastructure and service needs that in turn will guide decisions on the sequencing of priority areas for recovery.	ECan, TAs, NZTA	RLTP Annual Plans	\$	Now
R13	Investigate and then protect as required future public transport options(including rail) for greater Christchurch so that recovery in the short to medium term is enabled without reducing future options. This will integrate with consideration of land use strategies seeking to intensify residential and commercial development within existing urban areas and how these might consolidate public transport demand.	ECan, TAs, NZTA	RLTP Annual Plans	\$\$	2014

**P4 Encourage urban development that protects and enhances the natural environment, recognises natural hazards and avoids environmental constraints.**

R14	Statutory Direction: Amendment as set out in R1 (Page ?), to amend the Canterbury Regional Policy Statement and District Plans where necessary to identify areas where rebuilding and development is supported and also where it may not occur before 2028, including plan changes as listed in section7.	ECan, TAs	Regulation – CRPS District Plans	N/A	On approval of this Plan
R15	Require all Greenfield land vested in councils, be brought up to a standard as outlined in respective council infrastructure design guidance, in order to minimise the potential for damage from natural events.	TAs	District Plans Asset Management Plans, Design Standards	N/A	Now
R16	Promote as good practice, as part of the plan change and consenting process, the provision of geotechnical data and groundwater data, assessments and building information to the Canterbury Geotechnical database (currently administered by CERA) to provide consistent and accessible information for rebuilding and research now and in the future.	ECan, TAs, CERA	Advisory, District Plans	N/A	On approval of this Plan

## Housing

No.	Response	Agency Lead	Implementation Tool	Cost	Timing (completion year end 30 <sup>th</sup> June)
<b>P5 Increase housing supply to meet demand.</b>					
R17	Statutory Direction: Amendment as set out in R1 (Page ?) and District Plans amendments as set out in Appendices 3-5.	TAs	District Plans	N/A	On approval of this Plan
R18	Statutory Direction: Provide proposed Greenfield land-zoning provisions to the CER Minister in a manner that is aligned with the provision of core public and private infrastructure and services as set out in annual plans, three-year plans, long term plans and the Canterbury Regional Land Transport Programme.  Selwyn District ODP and rezoning provisions for Helpet Park (ODP Area 7), East Maddisons / Goulds Road (ODP Area 10) and Branthwaite Drive (ODP Area 11) to be provided to the CER Minister in 2013.	TAs, CERA	District Plans	N/A	2013-16 (aligned with infrastructure provision)
R19	Territorial authorities review existing residential density and development provisions to identify possible impediments to uptake of current intensification opportunities. Recommend process to the CER Minister to amend provisions to facilitate broader uptake of intensified development.	TAs	District Plans	N/A	Within six months of approval of this plan
R20	Establish a process to work collaboratively with housing developers to identify ways to ensure the timing of supply of sections matches demand (to address land banking), while ensuring associated public and private core infrastructure is provided as it is needed.	CERA, TAs, MfE, NZTA	Collaboration	N/A	Now
R21	Identify suitable government and council-owned land and initiate exemplar projects for redevelopment, especially medium density and/or Brownfield developments, and as a means to incentivise and promote such opportunities to developers and the housing market including through opportunities enabled by associated density provision amendments. This may focus on the 6,000 properties owned and leased by Housing New Zealand, and joint ventures as part of a package to deliver quality social and affordable housing.	ECan, TAs, CERA, HNZC, MBIE	Catalyst Projects	\$\$\$	2013-15

### P6 Increase housing choice to support the recovery.

R22	District Councils and CERA to identify and implement methods, in collaboration with developers, that incentivise development of undeveloped land in suitable existing urban areas (such as underwriting development), Infill areas and Greenfield areas (such as plan rules which nullify restrictive covenants), and also consider amending rating policies. This will include assessing the potential for affordable and social housing and the provision of permanent units that can be used for temporary accommodation in the short term.	TAs, CERA	Incentives	\$\$	2014
R23	Statutory Direction: District Councils to review (including costs and opportunities) and provide to the CER Minister any changes to development contributions policies and provisions to incentivise the delivery of a range of housing types in existing urban areas, particularly as part of comprehensive redevelopment of Brownfield land.	TAs, CERA	Annual Plans, TYP, LTP	\$	Within three months of approval of this plan
R24	Complete a housing market assessment (in collaboration with MBIE) to better understand present and future housing market supply and demand, to identify the appropriate mix and diversity of housing provision which will assist the prioritisation of existing zoned land and the consideration of whether to increase the density of suitable land.	ECan, TAs, MBIE, CERA, HNZC.	District Plan	\$	Within three months of approval of this Plan
R25	District Councils to identify and implement programmes through annual plans, long term plans and three-year plans for public facilities, services and amenity improvements required to enhance redevelopment opportunities around targeted Key Activity Centres.	TAs	Annual Plans, TYP	\$	2014
R26	Work in partnership with local and central government, not-for-profit organisations and the private sector to undertake developments (possibly as public/private partnerships and joint venture projects) that demonstrate economically viable and well-designed medium density housing in appropriate suburban locations.	MBIE, CERA, TAs, HNZC	Catalyst Projects	\$\$\$	2014
R27	Statutory Direction: Provide proposed District Plan provisions to the CER Minister that enable comprehensive residential or mixed use developments in existing urban areas, including Brownfield sites on the basis of their size and or location. Introduce a 'Floating' Zone for comprehensive redevelopments.	TAs, CERA	District Plans	\$	Within six months of approval of this plan
R28	Promote cost effective and innovative design, construction and development solutions to enable and support rebuilding.	CSHWP	Advisory, District Plans	N/A	Now
R29	Statutory Direction: Review and, where necessary, amend District Plan policies and rules to provide for housing options on historic Māori Reservations, particularly Māori Reservation 873 (Tuahiwi) as set out in Appendix 4.	WDC	WDC District Plan	N/A	On approval of this Plan
R30	Statutory Direction: Review and, where necessary provide to the CER Minister, amended District Plan policies and rules to provide for housing options on historic Māori Reservations, particularly Māori Reservation 875 (Rāpaki).	CCC, CERA	District Plan	\$	2014
<b>P7 Restore and enhance the quality and sustainability of housing areas.</b>					
R31	Review existing guidance on urban design to ensure it provides clear, comprehensive guidance, and then ensure all development and redevelopment of housing considers such urban design that is made available by the local authority.	TAs	Advisory, District Plans	\$	2014

## Business

No.	Response	Agency Lead	Implementation Tool	Cost	Timing (completion year end 30 <sup>th</sup> June)
<b>P8 Identify and provide sufficient industrial, office and retail land.</b>					
R32	Statutory Direction: Amendment as set out in R1 (Page 26) and District Plan amendments as set out in Appendix 4 for land at Southbrook.	WDC	District Plan	\$	Now
R33	Statutory Direction: Develop and provide to the CER Minister Outline Development Plans for District Plans to establish the broad land-use pattern within selected Priority Areas for business, including consideration of wider connectivity to surrounding areas and networks, so that individual landowner and developer aspirations are better managed and integrated (Hornby and Belfast).	CCC, CERA	District Plan	\$	Within nine months of approval of this plan
R34	Statutory Direction: Provide proposed Greenfield business land-zoning provisions to the CER Minister in a manner that is aligned with the provision of core public and private infrastructure and linked to vacant industrial land monitoring.	TAs	District Plans	N/A	2013-16 (aligned with infrastructure provision)
R35	Territorial authorities undertake reviews of commercial needs for business land and make provision for this need within existing centres and Key Activity Centres as appropriate.	TAs	District Plan	\$	Ongoing
<b>P9 Ensure business land makes best use of resources and infrastructure and delivers attractive business premises and urban environments.</b>					
R36	Statutory Direction: Provide proposed District Plan provisions to the CER Minister that enable comprehensive developments in existing urban business areas, including Brownfield sites on the basis of their size and or location.	TAs	District Plans	\$	Within nine months of approval of this plan
R37	Statutory Direction: Councils to review and consult with affected communities on possible changes to district plans to give effect to the approved CCC Suburban Centre Masterplans, WDC development plans and SDC town centre Masterplans and to subsequently provide agreed changes to the CER Minister.	CCC, SDC, WDC CERA	District Plan	\$	Within six months of approval of this plan
R38	Support the existing case management approach by Councils and the Canterbury Development Corporation and develop new approaches to collaboratively investigate comprehensive development planning for : <ul style="list-style-type: none"> <li>Key Activity Centres, particularly where major private and public investment is currently being considered; and</li> <li>Damaged business areas (including B4/B5 land in Woolston and Bromley; Rangiora and Kaiapoi town centres; CCC suburban centre master plan areas; Leeston town centre; and key Brownfield sites, including potentially redundant KiwiRail land).</li> </ul> <p>Where this is unsuccessful in facilitating comprehensive development, CERA to undertake facilitation and intervention to overcome barriers to development.</p>	TA's, CDC	Advisory	N/A	Now
R39	Investigate opportunities to introduce a range of transport efficiency initiatives that would support the rejuvenation of commercial areas and hubs to enhance their economic performance and amenity This could involve proactive advice on 'travel plans', and flexibility on car parking requirements to enable local transport solutions and broader transport network benefits.	ECan, TAs, NZTA	Annual Plans, RLTP	\$\$\$	Now
R40	Review provision in the District Plan to ensure business activities are located in appropriate zones.	TAs	District Plans	N/A	2015

R41	Develop a comprehensive Brownfield business land incentives package that balances central Christchurch revitalisation initiatives with the objective of also facilitating the development of underutilised urban-zoned land elsewhere across greater Christchurch. This may include (but is not limited to) alternatives to plan requirements for parking, such as the development and implementation of workplace travel plans and financial incentives for higher-density development, such as Development Contributions discounts and credits.	TAs, CERA	Incentives	\$	2014
<b>P10 Maintain and enhance access for key freight movements.</b>					
R42	Statutory Direction: Amendment as set out in R1 (Page 26).	ECan	Regulation - CRPS	\$	On approval of this Plan
R43	Ensure Sumner Road / Evans Pass Road is available for oversize and hazardous goods and for general traffic.	CCC, NZTA	Annual Plan, RLTP, NLTP	\$\$\$	2014
R44	Develop a “Lyttelton Access Statement” that balances freight access needs with community needs.	CCC, NZTA, LPC, KRG	Annual Plan, RLTP	\$	2014
R45	Ensure strategic freight projects support the freight distribution and servicing needs of businesses to, from and within greater Christchurch, while managing the effects on local communities.	NZTA, TAs	RLTP, Annual Plan	\$	2013-2017
R46	Undertake an assessment of inter-modal freight needs which identifies preferred locations, as appropriate, for any additional freight facilities required to enhance capacity and maximise the efficiency of the freight network, particularly developing opportunities for rail based freight movements.	ECan, TAs, NZTA, LPC, CIAL, KRG	RLTP, Annual Plans	\$	Now

## 5.2 A programme of further work

As provided for in the Minister’s direction, the implementation table (section 5.1) outlines the reviews and a programme of further work to be undertaken before changes to statutory documents such as the District Plans are made. It indicates when these changes are to be provided to the Minister for consideration as an addition to this Land Use Recovery Plan.

Further work is required on these recovery and rebuilding issues:

- Aligning the re-zoning of residential and business priority areas with the provision of infrastructure, including changes to District Plans and infrastructure funding programmes to support priority areas;
- Integrating land use and transport provisions;
- Further improving District Plan provisions and the council’s planning and consenting processes to support recovery and rebuilding needs;
- Considering how changes to development contributions policies and provisions can incentivise the delivery of a range of housing types;
- Providing for housing options on Māori Reservation 875 (Rāpaki);
- Providing for comprehensive developments within existing urban areas for both residential and business activities; and
- District Plan changes to give effect to the approved CCC Suburban Centre Masterplans, WDC development plans and SDC town centre Masterplans.

## 5.3 Responses recommended for other Recovery Programmes Ētahi atu Whakariteka

The intention is that all non-regulatory responses will be draft Land Use Recovery Plan delivered through the appropriate recovery programme. Full details of these proposed responses would be developed in conjunction with relevant lead agencies and partnerships.

Changes to statutory documents will be implemented directly through this Recovery Plan, whereas non-statutory changes will be implemented through other programmes under the Recovery Strategy.

## 5.4 Funding Te Pūtea

This section relates to the funding for the Land Use Recovery Plan. While work has commenced, and the strategic partners are committed to the intent of this Recovery Plan, this section will be fully developed following analysis of the community feedback on this preliminary draft. The public and other stakeholders will have the opportunity to comment on the detailed costings when the Minister calls for written comments on the draft Recovery Plan.

## 6.0 Acceleration through legislative change

### Kia whakahoro mai te whakaumu ture

Some legislative changes have been identified that would accelerate the implementation of the draft Recovery Plan. However, the Recovery Plan is not in any way dependent on these changes. The responses and provisions set out in the draft Recovery Plan are changes that are necessary for recovery regardless of whether or not further changes, such as those set out in this section are made.

The changes set out in this section cannot be achieved through the Recovery Plan, but could be achieved through the exercise of powers under the CER Act (e.g. Order in Council) or through changes to other Acts.

Some of these changes are being signalled through current legislative reviews such as the Ministry for the Environment's RMA review "Improving our resource management system" and Department of Internal Affairs' "Development Contribution review – Discussion Paper".

The following possible key legislative changes have been identified:

- Seek central government amendment to legislation to streamline the Christchurch City Plan review so that planning certainty is provided for recovery and rebuild activities to enable a focussed, timely and efficient recovery;
- Given the recovery outcomes that can be provided through the use of CERA's powers it is recommended that an Urban Development Agency is created upon the expiration of CERA to work in partnership with local authorities to deliver recovery outcomes across greater Christchurch. The 'development agency' would not supersede the local planning controls, but would provide a catalyst for urban development where councils want development to proceed but do not have the powers to make it happen. Arguably the same need exists in Key Activity Centres and Brownfield land outside of the Central City and after the expiration of CERA in April 2016;
- Enable consenting authorities to set conditions when approving section 223 survey plans to require that construction work must be completed (for example infrastructure built and land be made ready for houses to be constructed) in a time less than the current default three years, or else the survey plan will lapse. Tighter limits on the time between the granting of subdivision consents, approval of survey plans and the deposit of those plans would reduce the ability for developers and investors to land bank and instead encourage the release of appropriate land for residential housing development. (signalled in section 3.3.10 of the RMA review discussion document "Improving our resource management system"); and
  - Amendments to other legislation including: the tax system regarding landholdings; barriers in relation to body corporate structures; and different approaches to developer-related restrictive covenants.



## 7.0 Statutory Directions

### Kā Ture

7.0

#### 7.1 Canterbury Regional Policy Statement

In accordance with section 24(1)(a) and (b) and section 24(2) of the Canterbury Earthquake Recovery Act 2011, the Canterbury Regional Council is directed to amend its Regional Policy Statement as set out in Appendix 2 to this Recovery Plan as soon as practicable but not later than two weeks following the gazettal and issuing of the approved Land Use Recovery Plan.

##### 7.1.1 Description of changes to the Canterbury Regional Policy Statement

The changes proposed are to insert a new Chapter 6 into the CRPS that provides statutory provisions for enabling rebuilding and redevelopment, including priority areas. This will achieve an efficient, sustainable, functional and desirable greater Christchurch. The chapter will identify provisions including:

- The location, type and mix of residential and business activities, within the geographic extent of greater Christchurch, including priority areas for development through to 2028;
- The network of Key Activity Centres needed to provide a focus for commercial activity, medium-density housing, community facilities, public greenspace and public and active transport networks;
- The methods to ensure integration of land use with natural, cultural, social and economic outcomes, transport and other infrastructure including stormwater management planning;
- Areas where rebuilding and development may not occur within the period of the Recovery Plan, including recognising specific constraints including natural hazards and environmental constraints such as the protection of people's health and well-being relating to development under the airport noise contour, with an exception for Kaiapoi reflecting the special circumstances following the earthquakes;
- Minimum residential densities relating to different housing locations, Greenfield and Brownfield;
- Require urban design matters to be addressed at a range of scales for business, housing and mixed-use development; and
- Development of housing options on Māori Reservation 873.

These changes are required in order to enable and facilitate earthquake recovery particularly providing for the location, type, mix and infrastructure requirements of residential and business activities.

#### 7.2 District Plans

In accordance with section 24(1)(a) and (b) and section 24(2) of the Canterbury Earthquake Recovery Act 2011, the Christchurch City Council, Waimakariri District Council and the Selwyn District Council are directed to amend their District Plans, as set out in Appendices 3, 4 and 5 to this Recovery Plan as soon as practicable, but not later than one week following the gazettal and issuing of the approved Land Use Recovery Plan.

##### 7.2.1 Description of changes to the Christchurch City Plan

The proposed changes to the Christchurch City Plan set out in Appendix 3 cover the following:

- Amendments to identify the location and extent of priority areas needed for recovery through to 2028 (insert the areas shown in Map A);
- Amendments to identify where rebuilding and development should not occur before 2028;
- Identifying and locating priority areas for Greenfield development in the Upper Styx area;
- Introducing an Outline Development Plan requirement and a Master plan into the City Plan for the Upper Styx area to guide future urban development for the area;
- Amendments to manage activities within with 50dBA airport noise contour; and
- Amendments to planning maps showing the location of the 50dBA airport noise contour.

These changes are required in order to:

- Enable and facilitate earthquake recovery, particularly providing for the location, type, mix and infrastructure requirements of residential and business activities as contained within Chapter 6 of the CPRS to be inserted into the District Plan.
- Identify and manage the location, type, mix and infrastructure requirements of residential and business activities within the Upper Styx area necessary for earthquake recovery.
- Limit potential impacts on residential quality of life and health impacts arising from the continued efficient 24-hour operation of the Christchurch International Airport.

## 7.2.2 Description of changes to the Waimakariri District Plan

The proposed changes to the Waimakariri District Plan set out in Appendix 4 cover the following:

- Amendments to identify where rebuilding and development should not occur before 2028 (insert the areas shown in Map A);
- Amendments to identify the location and extent of priority Greenfield areas needed for recovery through to 2028;
- Recognising and providing for the relationship of Ngāi Tuahuriri with the land and associated resources in Māori Reserve 873 to enable the land to be used as intended by Kemps Deed of 1848 and the Crown Grants Act (No.2) 1882, for places of residence and living activities for the original grantees and their descendants;
- Re-zoning of land for Rangiora priority areas including:
  - Rezoning approximately 17 hectares of land at west Rangiora to Residential 2;
  - Rezoning approximately 37 hectares of land at south west Rangiora to Residential 2;
  - Inclusion of ODPs and associated policies and methods for each of the priority areas rezoned; and
  - Changing the relevant planning maps to illustrate these areas; and
- Amending Business 1 Zone provisions in Kaiapoi, Rangiora and Woodend to avoid adverse effects from erecting dwelling houses on the ground floor.

These changes are required in order to:

- Enable and facilitate earthquake recovery, particularly providing for the location, type, mix and infrastructure requirements of residential and business activities as contained within Chapter 6 of the CPRS to be inserted into the District Plan;
- Provide for opportunities for Māori to return to ancestral lands at Māori Reserve 873 because of damage and red zoning of properties in Waimakariri District and Christchurch resulting from the Canterbury earthquakes of 2010 and 2011;
- Rezone priority areas identified in Rangiora in the draft Land Use Recovery Plan to facilitate earthquake recovery; and
- Ensure dwelling houses on the ground floor inhibit redevelopment opportunities in the extensively damaged Business 1 Zones of Kaiapoi, Rangiora and Woodend.

## 7.2.3 Description of changes to the Selwyn District Plan

The proposed changes to the Selwyn District Plan set out in Appendix 5 cover the following:

- Amendments to identify where rebuilding and development should not occur before 2028 (insert the areas shown in Map A);
- Amendments to identify the location and extent of priority Greenfield areas needed for recovery through to 2028;
- Amendments to changes that have been made to the Selwyn District Plan (via Plan Change 7) which relate to the Rolleston and Lincoln priority areas, including:
  - Amending provisions to avoid adverse effects from erecting buildings or structures on land prone to liquefaction;
  - Removal of staging requirements for Living Z zones in Rolleston and Lincoln relating to infrastructure;
  - Amending Rules relating to Site Coverage in Medium Density housing, Fencing and the Allotment sizes contained in the Living Z zone areas in Rolleston and Lincoln; and
  - Amending the existing Outline Development Plan for ODP Area 6 in Rolleston (Appendix 38) and clarify the density targets contained in ODPs for Rolleston and Lincoln (as shown in Appendix 37 and 38);and
- Re-zoning of land for Prebbleton priority areas including:
  - Rezoning 72 hectares of land within Prebbleton to Living Z or Living 1A;
  - Inclusion of ODPs and Policy support for each of the existing zoned land or priority areas rezoned;
  - Inclusion of a new Living Z zone in Prebbleton; and
  - Changing the relevant planning maps to illustrate these areas.

These changes are required in order to:

- Enable and facilitate earthquake recovery, particularly providing for the location, type, mix and infrastructure requirements of residential and business activities as contained within Chapter 6 of the CPRS to be inserted into the District Plan; and
- Align changes made by Plan Change 7 to the Selwyn District Plan with the new provisions contained within Chapter 6 of the CPRS and to rezone priority areas identified in Prebbleton by the draft Land Use Recovery Plan to facilitate earthquake recovery.

### 7.3 Waimakariri District Council

In accordance with section 24(3) and (5) of the Canterbury Earthquake Recovery Act 2011, the Waimakariri District Council is directed to propose changes to objectives, policies, and methods relating to Greenfields business land at Southbrook to give effect to the Recovery Plan and provide such changes to the Minister for Canterbury Earthquake Recovery on or before 1 November 2013. This work is not required to comply with Schedule 1 of the RMA or any other public process.

#### 7.3.1 This change is required in order to:

- enable and facilitate earthquake recovery, particularly of business activities by providing sufficient serviced and appropriately zoned land in Waimakariri District.

### 7.4 Selwyn District Council

In accordance with section 24(3) and (5) of the Canterbury Earthquake Recovery Act 2011, the Selwyn District Council is directed to modify its District Plan to include an Outline Development Plan for ODP Area 9 - Helpet Park, ODP Area 10 - East Maddisons / Goulds Road and ODP Area 11 - Branthwaite Drive and rezone the land from Living Z Deferred to Living Z, to give effect to the Recovery Plan and provide such changes to the Minister for Canterbury Earthquake Recovery on or before 1 December 2013. This work is not required to comply with Schedule 1 of the RMA or any other public process.

#### 7.4.1 This change is required in order to:

- align changes made by Plan Change 7 to the Selwyn District Plan with the new provisions contained within Chapter 6 of the CPRS and to rezone priority areas identified by the draft Land Use Recovery Plan to facilitate earthquake recovery.

### 7.5 Programme of further work for Local Authorities

In accordance with section 24(3) and (5) of the Canterbury Earthquake Recovery Act 2011, Canterbury Regional Council, Christchurch City, Waimakariri District and Selwyn District Councils are directed to undertake the following reviews and tasks in Table 6 to give effect to the Recovery Plan and propose changes to the Minister for Canterbury Earthquake Recovery on or before the dates indicated. This work is not required to comply with Schedule 1 of the RMA or any other formal public process.

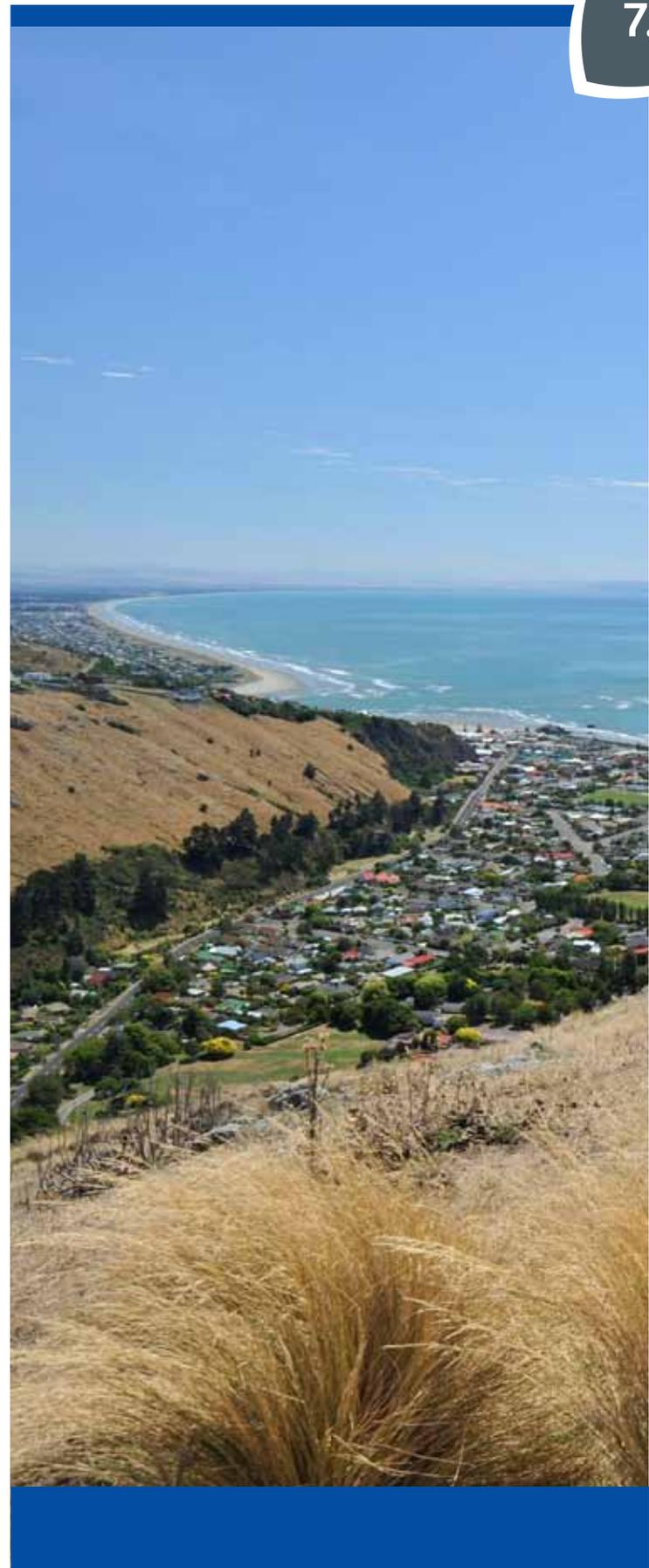


Table 6: A programme of further work for Local Authorities

No.	Response	Agency Lead	Implementation Tool	Timing (completion year end 30 <sup>th</sup> June)
R5	Statutory Direction: Provide proposed regional and District Plan changes, as a result of the independent review in R4, to the CER Minister.	ECan, TAs	Regional and District Plans	Within three months of completion of independent reviews in R4
R6	Statutory Direction: Provide to the CER Minister amendments as required to the Canterbury Regional Land Transport Programme, Annual Plans, Three Year Plans and Long Term Plans to ensure that infrastructure funding programmes are aligned to priority areas.	ECan, TAs, NZTA, CERA	RLTP Annual Plans TYP's LTPs	Within six months of approval of this plan
R9	Statutory Direction: Review District Plan transport provisions following the recent adoption of the Greater Christchurch Transport Statement and Christchurch Transport Strategic Plan and provide to the CER Minister changes as required and appropriate to reinforce land use and transport integration.	TAs, CERA	District Plan	Within six months of approval of this plan
R18	Statutory Direction: Provide proposed Greenfield land-zoning provisions to the CER Minister in a manner that is aligned with the provision of core public and private infrastructure and services as set out in annual plans, three-year plans, long term plans and the Canterbury Regional Land Transport Programme.	TAs, CERA	District Plans	2013-16 (aligned with infrastructure provision)
R23	Statutory Direction: District Councils to review (including costs and opportunities) and provide to the CER Minister any changes to development contributions policies and provisions to incentivise the delivery of a range of housing types in existing urban areas, particularly as part of comprehensive redevelopment of Brownfield land.	TAs, CERA	Annual Plans, TYP, LTP	Within three months of approval of this plan
R27	Statutory Direction: Provide proposed District Plan provisions to the CER Minister that enable comprehensive residential or mixed use developments in existing urban areas, including Brownfield sites on the basis of their size and or location. Introduce a 'Floating' Zone for comprehensive redevelopments.	TAs, CERA	District Plans	Within six months of approval of this plan
R30	Statutory Direction: Review and, where necessary provide to the CER Minister, amended District Plan policies and rules to provide for housing options on historic Māori Reservations, particularly Māori Reservation 875 (Rāpaki).	CCC, CERA	District Plan	2014
R33	Statutory Direction: Develop and provide to the CER Minister Outline Development Plans for District Plans to establish the broad land-use pattern within selected Priority Areas for business, including consideration of wider connectivity to surrounding areas and networks, so that individual landowner and developer aspirations are better managed and integrated (Hornby and Belfast).	CCC, CERA	District Plan	Within nine months of approval of this plan
R34	Statutory Direction: Provide proposed Greenfield business land-zoning provisions to the CER Minister in a manner that is aligned with the provision of core public and private infrastructure and linked to vacant industrial land monitoring.	TAs	District Plans	2013-16 (aligned with infrastructure provision)
R36	Statutory Direction: Provide proposed District Plan provisions to the CER Minister that enable comprehensive developments in existing urban business areas, including Brownfield sites on the basis of their size and or location.	TAs	District Plans	Within nine months of approval of this plan
R37	Statutory Direction: Councils to review and consult with affected communities on possible changes to district plans to give effect to the approved CCC Suburban Centre Masterplans, WDC development plans and SDC town centre Masterplans and to subsequently provide agreed changes to the CER Minister.	CCC, SDC, WDC CERA	District Plan	Within six months of approval of this plan

## 8.0 Monitoring and Reporting

### Te Aroturuki me Te Whakatakotoraka

The draft Land Use Recovery Plan must establish robust monitoring and review mechanisms to identify when responses, that currently appear the most effective, need to change to better align recovery activities with desired outcomes.

The draft Land Use Recovery Plan monitoring arrangements will also be coordinated and integrated with the wider CERA Recovery Strategy Monitoring and Reporting Plan. This will ensure that the direct and indirect responses contained in the draft Land Use Recovery Plan are captured and assessed in relation to achieving the overarching goals of the Recovery Strategy.

#### 8.1 Plan Review

The draft Land Use Recovery Plan will be formally reviewed by Environment Canterbury in collaboration with strategic partners by April 2015, or sooner if directed to do so by the Minister. This review will determine the need to amend or add to the responses as outlined in this document (including any subsequent amendments made to it) to enable recovery. If amendments are considered necessary then a request will be made to the Minister to consider these changes and consult upon the proposed changes as necessary.

This review will be informed by the results of the 2013 Census and may also help inform aspects of the Transition Plan identified within the Recovery Strategy.

The review will be based on the draft Land Use Recovery Plan monitoring programme outlined below, together with any relevant findings from wider recovery programme monitoring.

#### 8.2 Monitoring and Reporting Programme

Quarterly status updates will be produced on the implementation of draft Land Use Recovery Plan regulatory and other responses detailed within this draft Land Use Recovery Plan document. These status updates will be reported through the Recovery Strategy governance framework.

The core of the draft Land Use Recovery Plan monitoring programme will be to maintain an overview of Greenfield and Brownfield urban land availability for the purposes of accommodating the anticipated needs of housing and business through to 2028. This aligns with the need to undertake similar monitoring as part of the statutory monitoring requirements of related RMA documents such as the CRPS and District Plans. Monitoring will be undertaken via the following individual but related initiatives:

- Annual Residential Monitoring report – providing collated information from territorial authorities on residential zoning changes, subdivision activity and building consent data;
- Annual Business report – based on Statistics NZ Business Demographics data and other intra-regional data (including business surveys and EFTPOS transaction data);
- Annual Vacant Industrial Land Register – identifying undeveloped and underutilised industrial land within industrial-zoned land; and
- Annual Demographics Monitoring report – based on Statistics NZ annual population estimates and projections and other intra-regional data available (such as school roll data, primary healthcare enrolments, and NZ Post redirections).

An annual draft Land Use Recovery Plan Report will summarise and analyse the above reports. All of these publications will be publicly available on respective strategic partner websites and the CERA Recovery Strategy webpages.

## 9.0 Glossary

### He Rāraki Kupu

<b>Airport Noise Contour</b>	Area affected by noise from current and planned airport operations, primarily takeoffs and landings, within which urban residential development is prohibited (based on 2007 modelling of a 50 dBA Ldn contour)
<b>BA</b>	Building Act 2004
<b>Brownfield</b>	Vacant or underutilised urban zoned land that is or has previously been used for urban activities
<b>Business or business activities</b>	Means land or activities that include retail, office, industrial and other commercial and any ancillary activity
<b>Canterbury Geotechnical</b>	Collection, held by CERA, of reports including mapping of ground cracking.
<b>Database</b>	liquefaction and lateral spreading observations, LiDAR ground elevation and vertical ground movements
<b>Canterbury Residential Rebuild</b>	MBIE and CERA have launched the Canterbury Residential Rebuild website which provides links to the organisations responsible for, and involved in, helping to rebuild houses; it summarises relevant terms and information, particularly about TC3 land
<b>CBD</b>	Central Business District
<b>CCC</b>	Christchurch City Council
<b>CCDU</b>	Christchurch Central Development Unit ( <a href="http://www.ccdi.govt.nz">www.ccdi.govt.nz</a> ) was set up within CERA to manage the implementation of the CCRP
<b>CCRP</b>	Christchurch Central Recovery Plan, statutory document under the CER Act which provides the framework and priorities for the rebuild and recovery of the Central City (within the four avenues) including anchor projects
<b>CDC</b>	Canterbury Development Corporation, economic and business development organisation set up by the CCC
<b>CDHB</b>	Canterbury District Health Board
<b>CEDS</b>	Christchurch Economic Development Strategy
<b>Central Christchurch</b>	Area defined as being within the five avenues – Bealey, Fitzgerald, Moorhouse, Deans and Harper Avenues (includes Hagley Park)
<b>CERA</b>	The Canterbury Earthquake Recovery Authority (CERA) is the Government agency leading and coordinating the earthquake recovery effort
<b>CER Act</b>	Canterbury Earthquake Recovery Act 2011
<b>CERF</b>	Canterbury Earthquake Recovery Fund
<b>CIAL</b>	Christchurch International Airport Limited
<b>City ‘core’</b>	Compact CBD defined by the CCRP as an area within the Avon River, Manchester Street and Tuam Street
<b>Community infrastructure</b>	Buildings and infrastructure provided for the use and benefit of the community such as swimming pools, sports facilities (including sports fields) and community halls
<b>CRPS</b>	Canterbury Regional Policy Statement; the document prepared under the RMA 1991 that sets the regional planning and development framework (prepared by Environment Canterbury)
<b>CSHWP</b>	Canterbury Sustainable Homes Working Party (convened by MBIE and Beacon Pathway)
<b>DC</b>	Development Contributions, paid by developers to territorial authorities for the provision of infrastructure and upgrades required as a consequence of development, which may include water supply, sewerage connections, roads and community infrastructure
<b>District Plans</b>	District Plans are prepared under the RMA 1991 to provide a framework for the management of land use and subdivision within a territorial authority area. For example, they define areas (zones) for residential or industrial activities, each with their own set of rules.
<b>ECan</b>	Environment Canterbury (Canterbury Regional Council)
<b>EQC</b>	Earthquake Commission
<b>ERP</b>	Economic Recovery Programme, prepared under the Recovery Strategy by CERA in conjunction with key stakeholders
<b>GCTS</b>	Greater Christchurch Transport Statement; high-level document setting the direction and priorities for transport across greater Christchurch
<b>Greater Christchurch</b>	Defined under the CER Act as being the districts of Christchurch City, Selwyn District and Waimakariri District, and the coastal marine area adjacent to these districts; the greater Christchurch metropolitan area being a smaller area comprising the City and towns and rural areas between Rangiora and Rolleston and Lincoln.
<b>Greenfield</b>	Land at the urban edge, currently used for rural activities, that has been identified for future urban residential or business development
<b>Green Travel Plans</b>	Plans that focus on making greater use of sustainable travel options, such as walking, cycling, public transport to reduce private car usage
<b>Horizontal infrastructure</b>	Infrastructure that runs horizontally including roads; storm water, drinking water and sewage pipes; telecommunications and electricity
<b>Housing recovery programme</b>	The residential rebuild and housing recovery programme is coordinating a systems approach to the housing issues arising from the recovery; including the range of central and local government housing activities; the pace of the residential rebuild; and action needed by for example, CERA, EQC, private insurers, MBIE, local government and the private sector to assist the functioning of the housing market and enable an effective rebuild
<b>HNZC</b>	Housing New Zealand Corporation
<b>Hubs and Spokes model</b>	A network operating model; in this instance refers to the Metro public transport network developing hubs (transfer points) in key centres, where passengers transfer to and from high frequency services to travel to other hubs (including the central city) or local services to get to neighbouring areas.
<b>Key Activity Centres (KAC)</b>	Major suburban and town centres identified to consolidate and integrate the growth of business, retail, recreation and community activities; as a focal point for the transport network, and suitable for more intensive mixed-use development; KACs in Christchurch are: Central City, Riccarton, Papanui, Shirley, Linwood, Spreydon, Hornby, Belfast, Halswell and New Brighton; KACs in Selwyn are: Rolleston and Lincoln; KACs in Waimakariri are Rangiora, Kaiapoi and Woodend/Pegasus.
<b>LGA</b>	Local Government Act 2002
<b>Low-density housing</b>	Primarily, stand-alone single storey housing with larger suburban lots sizes
<b>LPC</b>	Lyttelton Port of Christchurch
<b>LTMA</b>	Land Transport Management Act 2003

<b>LTP</b>	Long-Term Plan, prepared by the regional and district councils under the LGA
<b>MBIE</b>	Ministry of Business Innovation and Employment
<b>Medium-density housing</b>	Primarily town house, terrace and apartment-style housing of 2-4 storeys that increases the residential density of areas compared to low-density suburban housing
<b>Minister for CER</b>	Hon. Gerry Brownlee is the Minister for Canterbury Earthquake Recovery
<b>Minister's Direction</b>	Direction issued to the Canterbury Regional Council (Environment Canterbury) instructing the preparation of the draft Land Use Recovery Plan in collaboration with the strategic recovery partners; as notified in the DIA Gazette Notice 7370 (dated 15 November 2012).
<b>NERP</b>	Natural Environment Recovery Programme
<b>Ngā Papatipu Rūnanga</b>	The representative bodies of the six Ngāi Tahu Papatipu Rūnanga in greater Christchurch – Te Ngāi Tūāhuriri Rūnanga, Te Hapū o Ngāti Wheke (Rāpaki), Te Rūnanga o Koukourarata, Wairewa Rūnanga, Te Taumutu Rūnanga, Ōnuku Rūnanga
<b>Ngāi Tahu</b>	The iwi of Ngāi Tahu consisting of the collective of the individuals who descend from the primary hapū of Waitaha, Ngāti Māmoē and Ngāi Tahu, namely, Kāti Kuri, Kāti Irakehu, Kāti Huirapa, Ngāi Tūāhuriri and Kāi Te Ruahikihiki
<b>NLTP</b>	The National Land Transport Programme (NLTP) for 2012-15 contains the land transport activities, such as public transport and road construction and maintenance, that NZTA anticipates funding over the next three years
<b>NWRA</b>	North-West Review Area, an area adjacent to the airport/Johns Road currently being investigated by CCC for possible business zoning.
<b>NZTA</b>	NZ Transport Agency; Crown agency with responsibility for land transport activities, including local road and state highway improvement, maintenance and renewal, and passenger transport
<b>Outline Development Plan (ODP)</b>	Outline Development Plans provide the framework for future development, including the main roads, the storm water and detention areas, recreation and other reserves and the various densities of housing; they may include the possible locations for neighbourhood shops, pedestrian links and cycleways
<b>Order in Council</b>	Amendments to legislation made by the Governor General, in this instance an Order post-quake to allow business activity in residential areas until 2016 without requiring the normal consenting and Plan Change process; the Order was approved to enable businesses, forced to relocate from damaged buildings, to continue operating
<b>PC1</b>	Proposed Change 1 to the CRPS sets out a framework for managing future urban growth; it was prepared pre-quake and is currently subject to appeals in the Environment Court.
<b>PPPs</b>	Public-private partnerships where both sectors jointly fund and/or develop projects
<b>Residential red zone</b>	Residential property that has been so badly damaged it is unlikely it can be rebuilt on for a prolonged period.
<b>Reverse sensitivity</b>	Describes a situation where a new or increased activity detrimentally impacts on existing neighbouring activities and land uses
<b>RLTP</b>	The Regional Land Transport Programme (RLTP) provides a three-year (2012/13 to 2014/15) breakdown of the transport activities planned in the region by the various organisations with responsibility for transport and provides an indicative 10-year financial expenditure forecast of anticipated expenditure and funding sources within the region
<b>RLTS</b>	The Canterbury Regional Land Transport Strategy (RLTS) sets the strategic direction for land transport within the Canterbury region over a 30-year period; it identifies the region's transport needs and the roles of all land transport modes, and how planning, engineering, education, encouragement and enforcement methods are to be utilised to provide for the future land transport system of Canterbury
<b>RMA</b>	Resource Management Act 1991
<b>RoNS</b>	The Roads of National Significance (RoNS) is a government state highways programme, which in Christchurch includes construction of or upgrades to the Southern Motorway SH73a, Western Corridor SH1 and Northern Arterial SH74
<b>Royal Commission into the Canterbury Earthquakes</b>	The Royal Commission is inquiring into the performance of buildings within the Christchurch CBD, and the adequacy of the current legal and best practice requirements for the design, construction, and maintenance of buildings in CBDs in New Zealand to address known risks of earthquakes
<b>Recovery Strategy (RSGC)</b>	Recovery Strategy for greater Christchurch Mahere Haumanutanga o Waitaha; prepared under the CER Act
<b>SCIRT</b>	Stronger Christchurch Infrastructure Rebuild Team - comprises CERA, NZ Transport Agency, Christchurch City Council, Fulton Hogan, Downer Construction, Fletcher Construction, MacDow New Zealand and City Care
<b>SDC</b>	Selwyn District Council
<b>Strategic infrastructure</b>	Facilities, services and installations of importance beyond a local area and sustain the community; includes horizontal infrastructure, transport networks, seaport, airport, railway, Defence facilities, telecommunication facilities and Electricity Transmission Network
<b>Strategic partners</b>	CERA, Te Rūnanga o Ngāi Tahu, NZ Transport Agency, Environment Canterbury, the Christchurch City Council, Selwyn District Council, and Waimakariri District Council
<b>Suburban Centre Master Plans</b>	CCC regeneration plans developed through community engagement to redevelop the suburban centres worst affected by the earthquakes
<b>TAG</b>	Technical Advisory Group
<b>TAs</b>	Territorial Authority means Christchurch City, Selwyn District and Waimakariri District Councils
<b>TRoNT</b>	The body corporate known as Te Rūnanga o Ngāi Tahu established by section 6 of the Te Rūnanga o Ngāi Tahu Act, 1996
<b>UDS</b>	Greater Christchurch Urban Development Strategy, adopted in 2007 by the same organisations as the recovery strategic partners (excluding CERA)
<b>Unconfined aquifer</b>	Technically, an aquifer with no upper confining layer so the system is not under pressure, and its water table levels fluctuate both seasonally and from year to year; of concern because the lack of an upper confining layer means the underground drinking water supply is at risk from contamination from unsuitable land-use activities above the aquifer
<b>WDC</b>	Waimakariri District Council



# 10.0 Appendices

## He Āpiti haka

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10.0

These are available on [www.developingchoices.org.nz](http://www.developingchoices.org.nz) or as a separate document.

Appendix 1: Minister's Direction to the Canterbury Regional Council

Appendix 2: Amendments to the Canterbury Regional Policy Statement

Appendix 3: Amendments to the Christchurch City District Plan

Appendix 4: Amendments to the Waimakariri District Plan

Appendix 5: Amendments to the Selwyn District Plan

Appendix 6: Map A – Greenfield Priority Areas

