

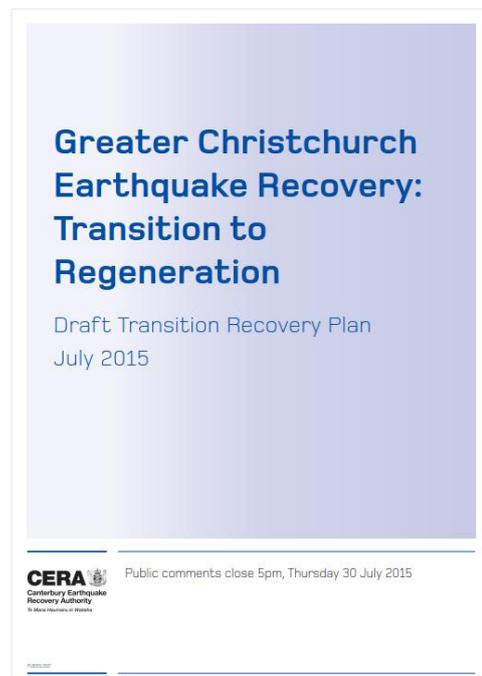
# Greater Christchurch Urban Development Strategy

Submission by the

Greater Christchurch Urban Development Strategy Partnership on

the Draft Transition Recovery Plan: *Greater Christchurch Earthquake Recovery: Transition to Regeneration (July 2015)*

July 2015



To:

Draft Transition Recovery Plan  
Freepost CERA  
Canterbury Earthquake Recovery Authority  
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Submission:

This is the Greater Christchurch Urban Development Strategy (UDS) Partnership's submission on the Draft Transition Recovery Plan: *Greater Christchurch Earthquake Recovery: Transition to Regeneration (July 2015)*. The content of the submission follows overleaf.

Submissions from individual UDS Partners are also being made and may cover more specific issues relating to their territorial areas or functions.

The UDS Partnership would welcome the opportunity for further discussion with the CERA and the Minister for Canterbury Earthquake Recovery ahead of the adoption of a final Transition Recovery Plan.

Signed:



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Bill Wasley  
Independent Chair  
Greater Christchurch Urban Development Strategy Implementation Committee

## Introduction

This submission is from the Greater Christchurch Urban Development Strategy Partnership (“the UDS Partnership”). The Strategy is overseen by the Implementation Committee (“the UDSIC”), a joint committee comprising Environment Canterbury (ECan), Christchurch City Council (CCC), Selwyn District Council (SDC), Waimakariri District Council (WDC), and Te Rūnanga o Ngāi Tahu (TRoNT), as well as the New Zealand Transport Agency (NZTA), the Canterbury District Health Board (CDHB) and the Canterbury Earthquake Recovery Authority (CERA) in an observer capacity.

The Strategy outlines a 35 year growth management and implementation plan for the Greater Christchurch sub-region<sup>1</sup> and has been a key source document in the development of the *Recovery Strategy for Greater Christchurch*, the *Land Use Recovery Plan* and the *Christchurch Central Recovery Plan* under the Canterbury Earthquake Recovery Act (CER Act).

Submissions on this Draft Transition Recovery Plan are also being made by individual UDS Partners and reiterate some of the comments made herein as well as covering more specific issues relating to their territorial areas or functions. This submission is intended to provide a strategic response, principally in relation to the issues of future strategy and collaborative governance across Greater Christchurch.

### Greater Christchurch and the UDS

Greater Christchurch is the largest urbanised area in the South Island. Historically, the Greater Christchurch sub-region has grown in a dispersed form leading to a number of negative community outcomes. A desire to more sustainably manage future growth across the sub-region resulted in moves by local government in the sub-region to initiate a growth management strategy.

The UDS was developed and adopted by the partner councils (Environment Canterbury, Christchurch City Council, Banks Peninsula District Council<sup>2</sup>, Selwyn District Council, Waimakariri District Council) and Transit New Zealand (now the New Zealand Transport Agency, NZTA) between 2004 and 2007. The goal was to prepare an agreed strategy for the Greater Christchurch sub-region to make provision for sustainable urban and rural development for the next 35 years. The adopted strategy was launched by the then Prime Minister in July 2007. The Strategy has now been the foundation for sub-regional planning over four electoral cycles.

### *Strategy focus*

An important feature of the UDS is to provide a sustainable urban form and protect the peripheral rural communities that lie close to Christchurch City. The vision for Greater Christchurch by the year 2041 is a vibrant inner city and suburban centres surrounded by thriving rural communities and towns. Part of this vision is the implementation of an integrated planning process for growth management supported by the efficient and sustainable delivery of new infrastructure.

The UDS supports a fundamental shift in growth management from focusing largely on accommodating low-density suburban residential development in greenfields areas to supporting a compact and balanced

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<sup>1</sup> The Greater Christchurch sub-region covers the eastern parts of Waimakariri and Selwyn District Councils and the metropolitan area of Christchurch City Council, including the Lyttelton Harbour Basin. This is a smaller geographical area than that defined as greater Christchurch within the CER Act which covers the full extent of the three territorial authorities and the adjoining coastal marine area.

<sup>2</sup> In March 2006 the Banks Peninsula District Council merged with Christchurch City Council.

urban form that enhances both urban and rural living. It considers the complexity and inter-relationships of issues around land-use, transport, and infrastructure including community facilities, while incorporating social, health, cultural, economic and environmental values.

## The UDS and Earthquake Recovery

The recovery of greater Christchurch from the earthquakes of 2010 and 2011 has necessitated widespread review of the strategies, plans and programmes that existed pre-earthquakes. In the context of land-use planning the two principal documents prepared under the CER Act are the *Land Use Recovery Plan* (LURP) and the *Christchurch Central Recovery Plan* (CCRP). The former has directly, or subsequently through statutory direction, made significant amendments to regional and territorial authority plans. This includes in particular:

- § inserting a new chapter within the Regional Policy Statement to provide greater planning certainty and enable the recovery and rebuilding of Greater Christchurch
- § confirming and expediting Christchurch City Council's intention to undertake a full review of its City and District Plans into a single replacement plan which will comprehensively address resource management recovery needs in Christchurch.

It is noteworthy that when analysing these Recovery Plans the fundamental tenets of the UDS have remained unchallenged and that work undertaken pre-earthquake to implement such principles provided a strong starting point before being reviewed through a post-earthquake lens.

Whilst much of the attention in relation to the UDS, both pre- and post-earthquake has been around its land use planning objectives, the strategy and its collaborative governance arrangements take a much broader view across economic, social, cultural and environmental well-being with an overall principle of 'sustainable prosperity'.

This holistic nature of the UDS Partnership enabled CERA and the Minister for Canterbury Earthquake Recovery to quickly and confidently engage with strategic partners on recovery related matters through the establishment of an advisory committee which mirrored the UDS governance structures.

## Other Government Initiatives

The Government has and continues to enact a wide programme of reform that impacts on the greater Christchurch sub-region, its local authorities and other agencies.

Whilst the Draft Transition Recovery Plan represents a critical opportunity to enhance local and central government working it needs to dovetail with a whole of government approach to aligning desired outcomes for the area and integrating policy, programmes and services to delivery against such objectives.

Note: This submission does not attempt to respond to all the questions posed within the Draft Transition Recovery Plan (DTRP). It provides feedback on the more strategic matters that address the principles, roles and desired outcomes that the UDS Partnership wishes to see emerge as the transition process takes place.

## Comments on specific matters raised in the Draft Recovery Transition Plan

### Legal framework

1. The UDS Partnership supports the need for new legislation to support ongoing recovery work that will continue after the CER Act expires in April 2016.
2. In relation to any new legislation (DTRP Chapter 3) the following comments are made:
  - i. support for the proposed geographic scope to be limited to the area outlined in the DTRP (consistent with the area of focus for the UDS)
  - ii. support for the new Act to exist for a period of five years, subject to a review after three years, so long as significant regard is given by the respective Minister to the views of strategic partners in exercising powers which impact local authority functions and statutory documents (or alternatively considered only 'at the request of' the strategic partners).
  - iii. support for the development of new 'Regeneration Plans' and ongoing statutory force for existing Recovery Plans, recognising that the necessary 'lifetime' of any such plan will need to be determined on a case-by-case basis (with the above proviso regarding the views of strategic partners).
  - iv. specifically in relation to the Land Use Recovery Plan (LURP), it would be imperative that changes that have been made to the Canterbury Regional Policy Statement, regional plans and district plans under the LURP should endure at least for the period of the new Act and in particular should not be susceptible to private plan change applications. Some flexibility to allow a relevant territorial authority to reflect the intent of amendments made through the LURP when undertaking district plan reviews, rather than the specific wording inserted through the LURP, should be considered.
  - v. support for some recognition of a 'refreshed' UDS and greater statutory force to be provided to its anchoring within any regulatory plans (to be further discussed amongst Chief Executives as outlined on p13 of the DTRP). A legislative provision to require a UDS strategy is not supported, with partners preferring the current voluntary collaboration model for establishing a greater Christchurch strategy and associated governance.
  - vi. support for an updated definition of recovery to encompass longer-term regeneration, with sufficient description within the new Act to minimise the risk of legal challenge.

### Transitioning of CERA's recovery responsibilities

3. The UDS Partnership broadly supports the intention that Government's role in key recovery work beyond the short-term transitions, wherever possible, from CERA to local government and to central government departments and agencies with aligned functions (DTRP Chapter 4).

4. This approach will help integrate and embed recovery activity into ongoing work of the respective government department or agency. The role of DPMC to ensure that recovery activity maintains a high priority across government, and within a coordinated framework, will be critical however.
5. This transitioning will also need to reflect the proposed shift to local leadership so that any inheriting department or agency:
  - delivers on Government's recovery priorities, and
  - works collaboratively with local institutions to integrate their work within a shared long-term strategy and planning framework for greater Christchurch.

### Central City rebuild

6. The UDS Partnership supports the concept of establishing a new entity to address the recovery challenges for the central city (as outlined in the DTRP section 5.2) and the ongoing development of a 'one stop shop' for streamlining and coordinating the regulatory process within the central city.
7. Whilst the UDS Partnership does not wish to provide detailed comments on these matters (relying on the direct feedback being provided by Christchurch City Council and Environment Canterbury) it believes it is critical that the Crown and Christchurch City Council work to establish a single entity to deliver the best outcomes for investors, business, local institutions and the public.
8. While many of the challenges for central Christchurch are unique a number of issues impacting the city centre existed pre-earthquake and the UDS Partnership hopes that the final Transition Recovery Plan has regard to the extensive previous work (nationally and internationally) on regenerating central city areas.

### Recovery leadership

9. The UDS Partnership supports and is pleased to see the proposal that "*overall leadership and coordination of the recovery will be the responsibility of local institutions, primarily local authorities and Te Rūnanga o Ngāi Tahu*" (DTRP Chapter 6). Chairs and Mayors who are members of the UDS Implementation Committee provide clear and effective leadership and this leadership is fundamental to successful strategic and recovery planning and implementation. This grouping of leaders with strong support from the committee and their respective organisations are a key leadership voice moving forward.
10. Over the last five years the UDS Partnership, through its governance and management structures (particularly the UDS Implementation Committee and Chief Executives Advisory Group) has embraced the need to focus on the immediate needs of recovery and work collaboratively with CERA.
11. The UDS Partnership agrees that now is the time for local institutions to take an overall leadership and coordination role but in so doing it is fundamental that central government continue to support such institutions (as suggested in DTRP Chapter 6) and integrate the work of government departments to maintain recovery momentum.
12. Whilst it is not explicitly stated in the DTRP, the UDS Partnership believes the UDS Implementation Committee (UDSIC) is well-positioned to take this overall leadership role at a Greater Christchurch

level whilst allowing for respective local institutions to make decisions they are rightly responsible for within an agreed framework.

13. The UDS Partnership supports the recommendations of the Advisory Board on Transition to reinvigorate the UDS, provide more visible leadership and engage with local leaders and central government in undertaking such a role.
14. The UDS Partnership also supports the statement (DTRP p13) that the current Recovery Strategy could become integrated within a 'refreshed' UDS to integrate recovery and development over the longer term.
15. The UDSIC has recently resolved to complete a refresh of the UDS by April 2016 so that the completion of such a process integrates with the commencement of the proposed new legislation outlined in the DTRP. It is anticipated that this refresh will ensure the integration of recovery, strategic planning and well-being objectives occurs so that a single strategic and holistic framework is in place for implementation amongst respective agencies.
16. The UDS 'refresh' will involve the re-establishment of a forum, with representation from a broad range of stakeholders, to advise and contribute to the process and content of this undertaking.
17. The UDSIC has tasked the Chief Executives' Advisory Group, which includes the Acting Chief Executive of CERA, with identifying sufficient resources necessary to undertake this task within the required timeframe.

#### New DPMC business unit

18. The UDS Partnership supports the establishment of a business unit within DPMC (DTRP Chapter 7) to coordinate central government's recovery contribution over this next phase and ensure recovery remains a whole of government priority. We consider this business unit should have local presence to ensure strategic partners are able to fully engage with the staff in the unit.

#### Recovery reporting

19. The UDS Partnership supports the need for setting clear goals and priorities for the next five to ten years, and beyond.
20. The UDS Partnership welcomes the proposed priority areas for Government (DTRP Chapter 8) as they provide local institutions with a clear understanding of the Crown's position and identify how central government agencies can be held accountable for ensuring delivery against them.
21. Successfully delivering against many, if not all, of these priority areas will however necessitate continued collaboration with local institutions and others.
22. In line with the stated desire that local institutions provide the overall recovery leadership and coordination such government priority areas will need to sit alongside or ideally become integrated with any other locally identified recovery priorities emerging from a refreshed UDS.
23. Furthermore, as well as DPMC narrowly reporting on performance against priority areas, the UDS Partnership would wish to see central government departments and agencies collaborate with local institutions in developing and contributing to an overall outcomes monitoring and reporting framework.

24. Information held by central and local government, as well as other agencies and organisations, each represents 'a piece of the puzzle' in understanding how successful greater Christchurch will be in achieving shared outcomes and realizing the vision for the sub-region.
25. The UDS Partnership would see this work as an integral part of a refreshed UDS and associated implementation.

In conclusion the UDS Partnership wishes to highlight:

- § support for the proposal that overall leadership and coordination of the recovery becomes the responsibility of local institutions, primarily local authorities and Te Rūnanga o Ngāi Tahu, with the support of central government.
- § the UDS Implementation Committee is acknowledged as the principal mechanism for leadership and collaboration at a greater Christchurch level.
- § support for the integration of strategic recovery and regeneration planning within a 'refresh' of the UDS that delivers a single strategic and holistic framework for implementation amongst respective agencies.
- § support for the need for new legislation to support ongoing recovery and regeneration work that will continue after the CER Act expires in April 2016, but that the scope and powers of a new Act properly reflect the transitioning of decision-making to local institutions.
- § a desire to see central government departments and agencies collaborate with local institutions in developing and contributing to an outcomes monitoring and reporting framework. The evaluation of implementation against strategic outcomes needs to be informed by the broadest suite of data sources available.

The UDS Partnership would welcome the opportunity to discuss these matters further and looks forward to working collaboratively across a broad range of sectors during this next phase of recovery.

29 July 2015

END