



Preliminary Draft

Land Use Recovery Plan

Te Mahere Whakahaumanu Tāone

FREQUENTLY ASKED QUESTIONS

Background

Q. Why is a Land Use Recovery Plan required?

A. Where people live, work and play around greater Christchurch has changed since the earthquakes. Thousands of people and businesses have moved, many temporarily, while houses and business premises are repaired or rebuilt.

Some people and businesses can't return, particularly to the Red Zone, and need certainty around where to relocate permanently.

For example, businesses that rely on foot traffic want to know where pedestrians will congregate. Red Zone relocating residents may want to know which new subdivisions will be closest to facilities, such as local shops, schools and libraries.

The Land Use Recovery Plan will provide certainty about future land-use patterns in greater Christchurch, particularly over the next 10-15 years. Clear direction will provide certainty for councils and infrastructure providers, and for developers and landowners.

Homeowners and businesses making decisions about where and when to reinvest in greater Christchurch will be able to make confident decisions about relocating, rebuilding and investing.

Q. Isn't it simply a case of zoning more land for housing and business?

A. Within Christchurch City there has been significant population movement, particularly away from the Red Zone eastern suburbs and the city centre.

This has impacted transport networks and residents' access to employment opportunities, community facilities and entertainment and recreation.

Greater Christchurch is moving from a post-earthquake net population loss to a net gain in migration, due to an influx of construction workers recruited to work on the rebuild.

This temporary workforce will need to be accommodated, but houses on family-sized plots in new subdivisions are unlikely to be suitable as worker accommodation.

Many Red Zone residents might not move to new subdivisions but buy existing, cheaper houses due to the gap between insurance settlements and the cost of new housing.

Temporary accommodation will also be needed for families obliged to leave their homes while repairs or rebuilds take place.

The housing situation is very complex and requires more than just drawing new lines on maps to re-zone land.

Many types of housing are required to accommodate different occupants, who will need access to a variety of different workplaces, recreation and social activities.

These accommodation and business premises all require infrastructure and will increase demand on existing strategic infrastructure, such as roads and water supply.

The Land Use Recovery Plan will consider how best to address short-term and medium-term needs for housing and business, review the existing planning and policy framework and ensure that land-use changes support an efficient and effective earthquake recovery.

Q. Who is involved with preparing the Land Use Recovery Plan?

A. The Minister for Canterbury Earthquake Recovery, Gerry Brownlee, directed Environment Canterbury to prepare a Land Use Recovery Plan through a collaborative multi-agency approach involving all of the earthquake recovery strategic partners, with input from key stakeholders and the wider community. The strategic partners are:

- Environment Canterbury - leading the project
- Canterbury Earthquake Recovery Authority (CERA)
- Te Rūnanga o Ngāi Tahu
- NZ Transport Agency (NZTA)
- Christchurch City Council (CCC)
- Selwyn District Council (SDC)
- Waimakariri District Council (WDC).

Q. Which areas are affected by the Land Use Recovery Plan?

- A. The Land Use Recovery Plan focuses on the urban areas and towns of greater Christchurch (between the Selwyn and Ashley Rivers), including Lincoln, Prebbleton and Rolleston in the south to Kaiapoi, Rangiora and Woodend in the north. These are flexible boundaries.

The Red Zone around the eastern suburbs, the Port Hills and Kaiapoi, together with the area covered by the Christchurch Central Recovery Plan (CCRP) is excluded.

However, the implications of land use within those areas will be considered in the Land Use Recovery Plan, which must integrate with the CCRP to ensure land-use planning and priorities are consistent.

Q. How will the Land Use Recovery Plan be prepared?

The Land Use Recovery Plan will be prepared under the Canterbury Earthquake Recovery Act 2011 (CER Act). The Act sets out the requirements for the development of recovery plans.

The CER Act defines recovery as including both restoration and enhancement. Although the Land Use Recovery Plan has a short-term to medium-term focus, there will be opportunities to 'build back better', and ensure decisions and actions taken over the next 10-15 years have long-term benefits for greater Christchurch.

The Land Use Recovery Plan must be consistent with the Recovery Strategy for greater Christchurch, *Mahere Haumanutanga o Waitaha*. Issues relating to settlement patterns and transport matters must be developed consistently with the Christchurch Central Recovery Plan, which cannot be amended by the Land Use Recovery Plan.

The preliminary draft Land Use Recovery Plan

Q. What's in the preliminary draft Land Use Recovery Plan?

- A. The preliminary draft Land Use Recovery Plan proposes the necessary framework and guidance for how best to address short-term and medium-term needs for housing and business, and ensure that land-use changes support an efficient and effective earthquake recovery.

The framework will enable people to make confident housing, business and investment decisions.

The preliminary draft Land Use Recovery Plan is arranged in several sections:

- The first two sections provide the background and context.
- Section 3 contains the vision and goals.
- The fourth section details the priorities for recovery and the responses required for addressing the challenges.
- Section 5 is an implementation table that lists the priorities and responses, assigns responsibility to organisations, and indicates costs and timelines.
- Sections 6 to 8 outline changes to statutory planning documents such as district plans, and monitoring progress and reviewing the Land Use Recovery Plan.
- Section 9 is a glossary of terms and section 10 contains the appendices, including the Minister's Direction to prepare the Land Use Recovery Plan.

Q. What are the issues the preliminary draft Land Use Recovery Plan addresses?

- A. The preliminary draft Land Use Recovery Plan identifies a number of general and specific challenges that need to be resolved for successful recovery:

- 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 awareness and understanding of natural hazards
- Uncertainty in terms of how to take advantage of redevelopment opportunities presented by the earthquakes
- Significant damage in key centres reducing attractiveness and vitality
- Accelerated development in other centres increasing the need to coordinate redevelopment and infrastructure provision
- Damage to the transport system, while roadworks, relocated businesses and households have led to acute traffic congestion, delaying movement of people and freight
- Patronage of public transport has declined
- Extensive damage to the central city requires a new approach to meeting travel needs.

The need to address these challenges led the strategic partners to develop a set of 10 priorities they consider essential for recovery.

Q. What are the priorities for recovery in the preliminary draft Land Use Recovery Plan?

- A. The preliminary draft Land Use Recovery Plan identifies 10 priorities considered essential for recovery:
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
 4. Encourage urban development that protects and enhances the natural environment, recognises natural hazards and avoids environmental constraints
 5. Increase housing supply to meet demand
 6. Increase housing choice to support the recovery
 7. Restore and enhance the quality and sustainability of housing areas
 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
 10. Maintain and enhance access for key freight movements.

Q. Are the priorities in order of importance?

- A. The priorities are not listed in order of importance, but are grouped in three clusters to address key issues identified through the draft Land Use Recovery Plan consultation process. The first four priorities create the foundation for providing residential and business needs.

The first four priorities relate to the 'big picture' of land use across the greater Christchurch area, and the importance of planning and providing infrastructure to enable recovery while ensuring the most efficient use of resources. These four priorities are critical if the other six are to be successfully addressed.

The next three priorities relate to housing, specifically the availability and choice of housing and quality of residential areas. Limited or inappropriate housing choices for both permanently and temporarily displaced residents, as well as the temporary workforce, are issues that need resolving.

The last three priorities address the issues of commercial and industrial land. The damage to business in the CBD and in the east means a plan is required to assist recovery. Relocating businesses have changed travel patterns, creating congestion and compromising freight movements, adding delays and increasing costs.

Q. How are these priorities addressed in the preliminary draft Land Use Recovery Plan?

- A. Each of the 10 priorities has a set of responses (policies and actions) developed to address the issue identified. Some priorities have more than one response. In some instances, one response may contribute to addressing more than one priority.

Q. Why is Priority 1 important?

- A. The first priority, "Provide for a clear, co-ordinated land-use plan for the recovery of greater Christchurch", is considered to be very important.

There is currently no confirmed strategic land-use planning framework for greater Christchurch that responds to the changes from the earthquakes.

The Christchurch Central Recovery Plan (CCRP) is for the central city, and the Recovery Strategy and recovery programmes also provide some guidance.

However, they do not provide certainty about land use to fully inform decision-making, and particularly decisions under the Resource Management Act.

The preliminary draft Land Use Recovery Plan proposes that a new chapter be inserted into the Canterbury Regional Policy Statement to enable rebuilding and redevelopment, including priority areas. 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 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 such as natural hazards and environmental constraints including 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
- 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.

Q. How does the Land Use Recovery Plan propose to relieve pressure on the housing market?

- A. Research for the preliminary draft Land Use Recovery Plan revealed two significant facts:
- There is sufficient zoned land to provide housing to accommodate the long-term housing needs of greater Christchurch
 - There is a short-term housing squeeze.

The research suggests a cause of the housing squeeze is a shortage of zoned land being made available for development.

There are many reasons why developers haven't brought their developments to market. The preliminary draft Land Use Recovery Plan recommends that obstacles to development in council plans and procedures be identified and that market barriers need further investigation.

It is recommended that an independent review of regional and district plans, and related planning and consenting processes, is undertaken. The review will identify opportunities, if any, to streamline processes for recovery purposes, including rebuilding damaged or destroyed buildings and suburban centres, including new residential and business development.

The preliminary draft Land Use Recovery Plan recommends establishing a process to work collaboratively with housing developers to identify ways to ensure that the timing of supply of sections matches demand, while making sure associated public and private core infrastructure is provided as needed.

In addition to streamlining new developments, the preliminary draft Land Use Recovery Plan recommends identifying suitable government and council-owned land to initiate exemplar projects for redevelopment. This applies particularly to medium-density developments in existing zoned areas.

There is a need to incentivise and promote such opportunities to developers and the housing market, including through those 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 high-quality social and affordable housing.

Q. Who will implement the Land Use Recovery Plan?

- A. No single agency will have responsibility for implementing the Land Use Recovery Plan, because responsibility for providing infrastructure is currently shared between government agencies such as NZTA, local councils, utility companies including Orion, and private sector organisations such as developers.

Each of the strategic partners has specific earthquake-recovery responsibilities that relate to their roles and functions. For example, city and district councils are responsible for providing and maintaining water supply and sewage disposal.

Where responsibility for implementing a response can be clearly identified with one organisation, it is assigned accordingly. Where the response calls for new policy, projects or programmes, the appropriate organisation(s) have been assigned.

Q. Who will pay for implementing the Land Use Recovery Plan?

- A. The costs of implementing the Land Use Recovery Plan will be shared among the strategic partners, other public sector organisations, and private sector organisations such as developers.

The cost of repairing and rebuilding infrastructure will be shared between central and local government, with insurance payouts contributing a significant proportion.

Following consultation on the ideas in the preliminary draft Land Use Recovery Plan, the cost of implementing the plan will be calculated.

Consultation and participation

Q. What is the process for developing the Land Use Recovery Plan?

A The key stages for the development of the draft Recovery Plan are:

6 November 2012	Minister's Direction to prepare a Land Use Recovery Plan
November - December 2012	Consult: Collection of data and workshops with stakeholder groups
December - February 2013	Development of a preliminary draft Land Use Recovery Plan
March-April 2013	Consult: Workshops with stakeholders and the community
April-May 2013	Development of a draft Land Use Recovery Plan
7 June 2013	Submit draft Land Use Recovery Plan to Minister

Public consultation started on 21 March 2013 and ran until 22 April. The draft Land Use Recovery Plan will be publicly notified and the Minister will invite the public to make written comments that he will consider before determining the final Land Use Recovery Plan.