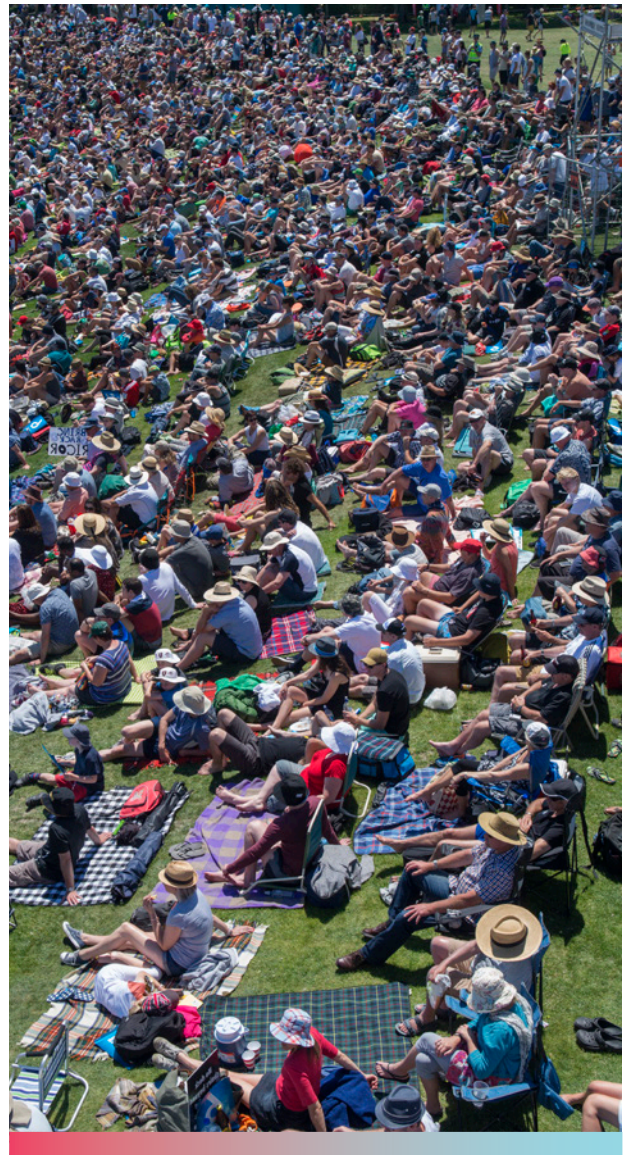

Advisory Board on transition to long term recovery arrangements

FIRST REPORT TO THE MINISTER FOR
CANTERBURY EARTHQUAKE RECOVERY



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People enjoying international cricket at the Hagley Oval

Message from the Advisory Board on Transition – the next five years

As we move towards the regeneration and renewed development of the city, the next five years are very important.

In five years' time we hope the people of Christchurch city and greater Christchurch have a strong sense of ownership and pride in the regeneration of their city and region. We want people to feel optimistic about the future. We want them to be surprised and delighted by the progress they will see and experience.

To achieve this vision for Christchurch city and greater Christchurch, its people must have confidence in their future, investors must have confidence to invest, developers must have confidence to develop and the community needs the confidence to move ahead.

OUR ADVICE

Our advice to the Minister for Canterbury Earthquake Recovery (the Minister) focuses on the next phase of recovery, the five-year period beginning January 2016. We see this new phase as one focused on regeneration and development, when all of Christchurch will be open for business and will become the 'go to place'.

To achieve this, a regeneration and solution culture will be required by all involved. This is the role not just of Ministers and Government, but of all of us. We will need bold, upbeat and progressive thinking across Christchurch city and greater Christchurch from all who can provide leadership and meaningful solutions. In the central city we will also need to be strategic, taking a whole-of-central-city, or precinct, approach to regeneration and development.

We want the people of greater Christchurch to be living the lives they want to be living.



Mayor David Ayers, Gill Cox, Mayor Lianne Dalziel, Peter Townsend, Mary Devine, Dame Margaret Bazley, Hon Gerry Brownlee, Dame Jenny Shipley, Mayor Kelvin Coe, Maggy Tai Rakena, Leanne Curtis, Darren Wright. Absent - Tā Mark Solomon (inset).

Our advice shares our views on options the Minister could consider as he finalises the Transition Recovery Plan. We also have advice for greater Christchurch leaders, the Mayors of Christchurch City Council (CCC), Waimakariri and Selwyn District Councils, Chairs of Environment Canterbury (ECan) and Te Rūnanga o Ngāi Tahu, and other leaders who can influence and contribute to the recovery of greater Christchurch and its people.

For significant momentum to be achieved during this regeneration and development stage, the Advisory Board would urge all those in leadership positions to:

- work in collaboration to align the intent and leadership focus across the region
- work with urgency
- make the step-changes necessary to deliver results and create confidence.

OUR BACKGROUND

The Advisory Board on Transition to Long Term Recovery Arrangements (the Advisory Board) was established in December 2014 to advise the Minister on the:

- implications of expiry of the Canterbury Earthquake Recovery Act 2011 (CER Act) on 18 April 2016
- transfer of functions undertaken by the Canterbury Earthquake Recovery Authority (CERA) to more permanent agencies/arrangements.

The Advisory Board is made up of a group of leaders within Canterbury who have willingly applied our minds to the challenging question of “Where to next?” for our city and region. We have met regularly, sought advice from a wide variety of people and organisations and visited critical areas in greater Christchurch to help formulate our views.

We wish to acknowledge that the work of the Advisory Board has been enhanced by the fact that members who hold independent leadership roles have been able to bring the views of their organisations to the table, while still representing their own views in their respective public roles.

OUR REFLECTION

In offering this advice we are mindful of the tragic loss of life that occurred as a result of the earthquakes and the enormous impact the earthquakes had, and continue to have, on the people of this region. We note the courage, vitality, resilience and determination of the people of greater Christchurch and also the very real hardship and difficulties that, in some instances, continue to be experienced.

OUR OBSERVATIONS ON RECOVERY PROGRESS TO DATE

The Advisory Board wishes to note that, despite the challenges, enormous progress has been made in recovery:

- construction was estimated at 33 per cent complete at December 2014
- private insurers (including Southern Response) have settled 61 per cent of dwelling claims. 90 per cent of claims are forecast to be settled by the end of 2016 (at March 2015)
- 96.5 per cent of homes in the Earthquake Commission's Canterbury Home Repair Programme have been completed (at May 2015)
- the horizontal infrastructure repair work is two-thirds complete
- recovery plans are in place for land use and the central city, and a recovery plan for the Port of Lyttelton is being developed
- Canterbury's gross domestic product rose by 10.6 per cent to \$30.2 billion in the year to March 2014, which is unique for an economic region associated with such a large disastrous event
- construction has begun on several of the Crown-led anchor projects and more will get underway over the next five years
- the building of new private dwellings continues.

However, while over 60 per cent of total over-cap dwelling claims have been settled, only 34 per cent of over-cap repair and rebuilds have been completed, which continues to be a considerable strain on those affected (at March 2015).

The Advisory Board is very aware of these successes and challenges, which are not unexpected when you consider we are rebuilding a city where direct recovery costs are estimated to total \$40 billion. We note new construction activity is forecast to peak in 2016 and to be completed in 2022. For those leading, living in and working in greater Christchurch, these next few years should be a remarkable period of transformation.

OUR CONCLUSION

Immense progress has been made in the last five years since the devastating earthquake sequence. The CER Act has served the city well by streamlining processes, creating an enabling environment and providing the impetus and coordination that were required to get through the response phase of recovery. CERA has played a key role and has enjoyed the support and cooperation of many other organisations and agencies.

Now it is time to move forward with urgency.

The Advisory Board has considered the need for a step-change as we move forward. We have considered a range of options the Minister may wish to consider in formulating his plan. We have attempted to reflect the need for step-change in our advice to the Minister and others.



Ruataniwha Kaiapoi Civic Centre

Advice to the Minister as he formulates the Transition Recovery Plan

PRINCIPLES

The Advisory Board offers the following principles, which have shaped our thinking:

- **people need to be at the centre** of our recommendations and fully engaged in the recovery process as the recovery of greater Christchurch is dependent on the recovery of individuals and communities
- **a step-change is needed** – a demonstrable shift to local leadership and institutions with strong governance and operational skills and experience is essential to drive the next stage of regeneration and development
- **central government support will be needed** in the context of the shift to local leadership as the appropriate next steps are taken to drive regeneration and development
- **advancing public and private sector investment confidence** in regeneration and redevelopment in the central city is vital to the economic future of the city and region
- the impacts and costs of the Canterbury earthquake sequence have been largely borne by the city rather than greater Christchurch. We note that although aligned, **the city's interests are, in some circumstances, distinct** from the interests of greater Christchurch. Potential solutions for the city may not be the same as the solutions for others in the region
- **our recommendations don't all require legislative change – but all do need leadership and collaboration** to regain momentum and drive development and regeneration forward.

Advice to the Minister on how to best support people to be living the lives they want to live post-earthquakes

BACKGROUND TO OUR ADVICE

For many residents of greater Christchurch, recovery is generally well underway. Employment rates are high relative to the rest of New Zealand and the majority of residents report a steadily improving quality of life. Communities have led their own recovery in a multitude of ways and have strengthened social connections and leadership capability.

However, recovery has been variable across greater Christchurch and the evidence shows some groups are still suffering trauma as a result of the earthquakes. There is a particular set of issues for Christchurch, affecting some individuals and communities more than others, that requires coordinated and intensive attention.

Canterbury District Health Board data shows significant increases in presentations across the mental health system (from March 2012 to March 2015):

43% *increase in adult community services (including emergency)*

69% *increase in child and youth community services*

*He aha te mea nui o te ao?
He tangata! He tangata! He tangata!
What is the most important thing in
the world?
It is people! It is people! It is people!*

Population groups experiencing a slower recovery include those with unresolved insurance issues, people living in the more affected eastern and southern parts of Christchurch city, people with a health condition or disability, renters, and those with a low household income. All Right? campaign research has identified some of the human costs of unsettled earthquake claims. For example:

- 46 per cent of Cantabrians with unsettled claims say they now have more health issues (versus 32 per cent of those with settled claims)
- 44 per cent say their current living situation is getting them down (versus nine per cent of those with settled claims)
- 40 per cent of Cantabrians with unsettled claims have more financial problems (versus 20 per cent of those with settled claims).

Stressors that continue to impact on the wellbeing of some groups include managing repair and rebuild processes, the impacts of living in a damaged environment, the loss of places and spaces in local communities and the stress experienced within families.

Organisations that provide support for individuals and communities have made extraordinary efforts since the earthquakes. There has been enormous goodwill and a 'mucking-in' approach with key personalities driving the work. New services and responses have been developed to meet needs and existing services have experienced increased demand.

Local and central government agencies, as well as the non-government and community sectors, have worked together with an unprecedented level of cooperation and coordination. Many extraordinary initiatives have supported the people of greater Christchurch. We commend all of the agencies involved in this.

International research shows that psychosocial recovery takes up to 10 years, placing greater Christchurch close to the midpoint in this process.

OUR ADVICE TO THE MINISTER ON THE WAY FORWARD

The Advisory Board sees councils as responsible for building community resilience, which will result in a positive impact on community wellbeing.

We believe it is time for CERA to step back and for relevant local agencies to pick up responsibility again for the general wellbeing of their respective communities.

However, where specific earthquake-related issues are still having very real consequences, an alternative strategy is required.

The Advisory Board notes the Community in Mind Shared Programme of Action currently provides a cross-sector coordinated approach to supporting targeted communities and building resilience going forward. This has worked well.

We wish to reinforce that the successful recovery of greater Christchurch is dependent on the physical and psychological recovery of individuals and communities.

It is critical that neutral, cross-sectional leadership is exercised over this complex work programme, with a clear mandate to deliver. We are concerned that reliance on a single agency would create overwhelming capability and capacity issues and it could potentially fail to deliver a whole-of-government view of psychosocial recovery. Our advice set out below aims to reduce this risk.

Strengthen, support and formalise the existing cross-agency group (the Psychosocial Committee¹)

The role of the formalised committee/forum would be to advise the Department of Prime Minister and Cabinet (DPMC) and to:

- **lead locally the on-going psychosocial recovery** in greater Christchurch
- **develop an agreed plan on how the on-going functions** for psychosocial recovery currently undertaken by CERA will be delivered
- **monitor agency delivery** against the Shared Programme of Action and proactively forecast cohort issues relating to the earthquakes
- **develop a targeted set of key performance indicators** for the regeneration and development phase and monitor wellbeing levels, in consultation with Te Rūnanga o Ngāi Tahu
- report to and provide advice on the progress of psychosocial recovery to DPMC and responsible Ministers, as long as required for recovery.

We would expect Chief Executives of relevant government departments to share a number of result areas, measures and targets relating to key performance indicators for psychosocial recovery. This is important because, for example, housing and wellbeing indicators are inter-related between the Ministry of Business, Innovation and Employment, the Ministry for Social Development and the Ministry of Health due to the combined health, housing and employment issues of those with the highest needs. We envisage progress towards key performance indicators would be reviewed regularly and further decisions made on how and when this monitoring is undertaken.



Children enjoy Watermark, part of Te Papa Ōtākaro/Avon River Precinct

This committee/forum would report to DPMC and across departments on progress and concerns about earthquake-related psychosocial recovery of the at-risk population.

We would encourage relevant agencies and organisations to take a working party approach to defining the scope of the committee/forum, its work programme and how the committee/forum will inter-relate with greater Christchurch based and central government agencies.

We would like the Minister to consider the need for the committee/forum to be led by an independent chair with secretariat support.

The Advisory Board would welcome the opportunity to engage in the development of this committee/forum over the coming months.

¹Community groups and organisations that are actively part of the committee include: All Right? Campaign; CERA; Canterbury District Health Board; CCC; Department of Internal Affairs; Earthquake Commission; Earthquake Support Coordination Service; He Oranga Pounamu; Health Promotion Agency; Inter-Church Forum; Mental Health Education and Resource Centre; Mental Health Foundation; Ministry of Civil Defence and Emergency Management; Ministry of Education; Ministry of Health; Ministry of Pacific Island Affairs; Ministry of Social Development; New Zealand Red Cross; non-governmental organisation sector; Public Sector Organisational Resilience Team; Relationships Aotearoa; Selwyn District Council; Te Puni Kōkiri; University of Canterbury; University of Otago; and Waimakariri District Council.

Advice to the Minister on how to regain momentum in the central city

The Advisory Board notes the speed, quality and momentum of future development in the central city is vital to the economic, social and cultural prosperity of Christchurch city, greater Christchurch and Canterbury.

Many people, including private sector developers and investors, are looking for a strategy in the central city they can enthusiastically support. They understand central city development is complex but they need to understand how they can participate in the next five years of recovery and what their central city is going to look like. The Advisory Board is strongly of the view that we must have a step-change in this area that will build confidence, deliver a real change in sentiment, attract potential investment and deliver streamlined compliance processes. A number of ways in which this might be done are outlined below for the Minister's consideration.

BACKGROUND TO OUR ADVICE

We note the Crown has significant ownership interests as a consequence of the earthquake series and has made critical financial contributions and commitments to the central city's future development. We note CCC has also made commitments and has financial and other interests in the future success of the city.

To date, the Christchurch Central Development Unit (CCDU) of CERA has led strategy and planning for the central city via the Christchurch Central Recovery Plan. It is delivering Crown-led anchor projects and precincts and facilitating the delivery of others. There are also CCC-led anchor projects and projects jointly

led by both the Crown and CCC. All of these projects should be considered while new arrangements are put in place.

Providing the right conditions for this next stage of regeneration and development requires a bold change in approach to the central city.

We advise achieving the best outcome for Christchurch city will require having regard to the following:

- the successful rebuild of the central city, while essential, must be done in harmony with the needs and aspirations of greater Christchurch and the region
- a strategic approach across the entire central city is needed to achieve the objectives of the Christchurch Central Recovery Plan, so collaboration will be required
- a much greater focus on commercial capability, credibility, certainty and discipline is required to deliver anchor projects and to enhance private sector confidence and development opportunities
- investors and developers need an obvious 'front door' so they have an authoritative and consistent source of information about development opportunities
- a one-stop-shop for applications relating to the rebuild, including consents and approvals, that provides a pathway of certainty for investors and developers is urgently required. We understand serious consideration is being given to this proposal. When established, it would contribute greatly to building confidence and momentum in central city redevelopment.

LEADERSHIP AND CENTRAL CITY DELIVERY OPTIONS

The Advisory Board thinks closely aligned central government and CCC leadership is needed for the next three to five years to ensure the anchor projects and precincts are completed in a timely and effective manner, delivering on promises made while meeting the evolving needs and priorities of the city.

We believe the scale of these public sector projects is beyond the normal work of central or local government. We think a special purpose agency or agencies, possibly supported by legislation, performance indicators and professional delivery arms will be required.

In developing our advice, we have explored other rebuild approaches for learning and best practice exemplars. A consistent theme of success has been where the governing body has put in place independent boards operating as the interface between governing shareholders and management.

In thinking about the central city, the Advisory Board has considered the full spectrum of options the Minister may wish to consider in formulating his Transition Recovery Plan. We offer the following options to the Minister as he considers his preferred approach. Variations of each option could also be considered.

OPTION 1

- **A Crown-owned, fully autonomous, Christchurch Development Agency** would take over full local authority responsibility, carry out all functions for the central city and be totally responsible for its redevelopment. This would be similar to the approach used in the Thames redevelopment in London.

You could argue in retrospect that this option may have been an approach worth considering for the central city four years ago and the opportunity has now passed. We would agree, however, this approach may be worth considering if another major adverse event occurred either in Christchurch or elsewhere in the future.

Officials reviewing the Christchurch experience and compiling recovery lessons may wish to take this option into account for future planning as a potentially robust contingency option for adverse events.

OPTION 2

- A **Christchurch Central Regeneration Authority (CCRA) jointly established by the Crown and CCC** would:
 - have a shared vision reflected through a robust statement of intent
 - be a commercially rigorous organisation with local knowledge, commercial proficiency, knowledge of markets and understanding of investment and risk
 - be supported by a competent executive team that is capable of delivering on the intent and outcome set.
- The Crown and CCC (through the proposed CCRA) could jointly appoint a professional board to deliver the agreed outcomes.
- As part of the proposed CCRA, an **operational delivery arm** could be established with skilled and experienced directors and executive to deliver the Crown anchor projects, Crown and CCC projects, and, where appropriate, public-private or private projects within the central city. The operational delivery arm could also assist in limited projects outside the central city if it was considered by the CCRA, the Crown and CCC to be in the best interests of recovery.

This model should only be considered if there is full confidence in the Crown and CCC being able to be aligned on the statement of intent and then willing to step back and allow this organisation to deliver.

The challenging question is whether creating a new organisation is better than building on existing greater Christchurch governance structures and looking to key leaders to achieve the same outcomes. Short-term needs have to be weighed up against long-term success for Christchurch in considering this option.

Regardless of whether the Minister chooses all or part of this model, it should also be considered as a future solution if a similar event was to occur again in Christchurch or elsewhere.

OPTION 3

- A **CCC-led recovery approach** would be taken, with the Crown in close support.
- A Crown-owned operational delivery entity responsible for delivering anchor projects would have the ability to deliver Crown-CCC or Crown-private sector developments, if required. We would advise the Minister to progress this part of the proposal as soon as possible to regain momentum in the central city and deliver public accountability of funds spent.
- Commercially skilled and experienced independent directors, supported by an experienced executive team, are needed.
- This proposal would be much more successful if it could rely on the Mayor of Christchurch, and the Chairs and Chief Executives of CCC, ECan and, if necessary CERA, to put in place a one-stop-shop application, planning and consenting to support the central city recovery. We would recommend this be done in whichever option the Minister may finally choose. Consenting approval would remain with the relevant authority.
- A working party approach to developing solutions to challenges should be undertaken to assist this transitional process.

If the Minister's Transition Recovery Plan prefers a CCC-led option, we would suggest the Minister, the Chief Executive of CERA, the Mayor and Chief Executive of CCC, and others who could add value (such as the Chair and Chief Executive of ECan and Te Rūnanga o Ngāi Tahu) might identify how functions currently carried out by CERA could be integrated back into CCC functions, where appropriate. The timing of that transition would depend on the human and financial capacity and capability to do so.

Further, if a CCC-led regeneration and recovery approach is the preferred option, we recommend the Chief Executives of CCC and CERA, possibly with the assistance of ECan, run a series of working groups to identify what support Councillors and the executive may require above 'business as usual' to be able to provide the leadership, performance and delivery required to complete this transition successfully. This could form the basis of a CCC transition plan, which would allow the withdrawal of CERA over time, and the building up of capacity and confidence in CCC to take the leadership role.

SUMMARY OF OPTIONS

Each option has its respective advantages and disadvantages. Whichever delivery model the Minister may finally settle on, in our view it would require:

- the best intentions of both the Crown and CCC to ensure the success of the chosen option
- all public and private sector developers in the central city to have access to a one-stop integrated planning and consenting approach
- strong governance with independent directors and commercially experienced executives to deliver the Crown and joint Crown–CCC facilities and, where appropriate, Crown–CCC–private sector developments
- a single point of entry for investment.
- oversee/manage an **operational arm that delivers Crown-led anchor projects**
- achieve realisation of value from assets. Where appropriate, determine the future use of the central city red zone land
- oversee progress on jointly led and non-Crown-led anchor projects
- be committed to the best use of taxpayer and ratepayer resources available in the short and long term
- work collaboratively and visibly with the relevant local authorities to achieve clear leadership and vision.

KEY ELEMENTS FOR SUCCESS

Whichever governance and delivery model the Minister finally settles on, the Advisory Board would urge that the matters below be taken into account:

- **focus** on the central city while taking into account the interlink between the central city, greater Christchurch and the Canterbury region
- **set the strategy** for the future use of precincts and anchor projects, taking a strategic ‘whole of five avenues’ view - this might be set by the Christchurch Central Recovery Plan and any successor documents
- **establish a mechanism for recommending any variations to the Christchurch Central Recovery Plan** to the responsible Minister to optimise city amenity value and/or economic and commercial value
- **develop and maintain confidence** in the Christchurch business landscape
- **encourage investment and identify investment opportunities** – make it easy to do business here in greater Christchurch
- **encourage central city residential living**
- **ensure transport is linked** to wider Christchurch city services

We note CCC has signalled its intention to establish a Christchurch Development Authority to lead its own future development projects. This authority may have the potential to take on the front door role for investment in the central city. Further collaborative work may be required to see that this Development Authority interfaces effectively with whichever Transition Recovery Plan arrangements are agreed.

CONCLUSION

Whichever of the three options, or a variation on one of them, is adopted, we would advise the Minister to seriously consider the recommendations below. In our view, the fast-track approval process is essential to achieve progress and advance confidence.

Establish a commercial entity to deliver Crown-led anchor projects and agreed joint Crown–Council projects through a commercial operational arm

We recommend establishing a commercial operational entity with a skilled and experienced board of independent directors and executive team to deliver Crown-led anchor projects as soon as possible. We view this as urgent.

Scoping this entity and consultation with stakeholders on its design should occur as quickly as possible. Key projects need to get underway as soon as possible.

Chief Executives of CCC, ECan and CERA should urgently take steps to establish a special purpose unit/body for planning, consenting and approvals for central city development

Some commercial aspects of red zone land may best reside with this entity in order to optimise use and realise best value.

The Advisory Board is strongly of the view that a streamlined administrative approach is essential to ensure a vibrant, liveable central city with public and private interests working together.

We recommend the Chief Executives of CCC and CERA, in collaboration with the Chief Executive of ECan, develop a model that streamlines the planning, consenting and approval processes, and functions as a one-stop-shop experience for public and private sector development in the central city. This should be created urgently to accelerate recovery momentum.

Again we note that CCC is making progress towards this model.



Aerial view of public and private developments, May 2015

Advice to the Minister on legislative change to support regeneration and development

BACKGROUND TO OUR ADVICE

The CER Act will expire on 18 April 2016 along with all Orders in Council and the Recovery Plans and the Recovery Strategy made under it. Some of these powers need to remain, and in some cases need to be amended, to support continued recovery, regeneration and development. We think regeneration and development will stall without the expedited processes and ability to ‘cut through’ that the CER Act has provided.

Up until now the Community Forum, appointed by the Minister, has provided a community perspective on the use of CER Act powers. If these powers are to be retained, the Minister should consider if this group or an alternative group is required to give on-going community based advice, or whether he is satisfied that alternative community consultation processes are available as an alternative.

We have broadly reviewed the statutory powers that are provided for in the CER Act 2011. We anticipate that officials will provide detailed advice and recommendations to the Minister and government on what powers should be retained and/or amended. We are also aware that officials have worked with CCC, Selwyn District Council, Waimakariri District Council, ECan and Te Rūnanga o Ngāi Tahu to understand their views on CER Act powers. Our broad recommendations are set out below.

We note legislative powers are not required to continue cost-sharing agreements currently in place. We ask the Minister to ensure that any new legislation does not undermine these arrangements.

GENERAL PROVISIONS

Update the definition of recovery

The CER Act does not have a detailed definition of ‘recovery’ despite it being the focus of the legislation. In our view, we need to have a clear definition with upbeat and progressive language. We suggest using future-focused language such as ‘regeneration and development’. This will support the shift in narrative from emergency response to restoration and reconstruction.

Amend the geographical application of the legislation

We would like to see the new legislation being applied specifically to only the geographical areas that still require additional powers for recovery.

POWERS TO BE RETAINED

Generally, we are of the view that many of the extraordinary powers of the CER Act need to be retained and/or refined.

.....

Retain powers for compulsory land acquisition by the Minister

.....

We recommend the powers for allowing compulsory acquisition of land by the Minister be retained to expedite options for future land drainage, red zone management, realignment of infrastructure and public transport development if they are needed in the interests of recovery.

We are especially concerned to see an acceleration of greater Christchurch's public transport system rebuild and that these powers are retained to ensure this can happen. We note the traffic congestion north and south of Christchurch due to the relocation of residents into the Waimakariri and Selwyn districts. Retaining the powers for land acquisition is essential to ensure populations are connected to transport infrastructure.

We wish to note that the Advisory Board has not turned its mind to the detail of this provision to date, particularly in relation to residential land. We will consider this further and once the draft legislation is provided for our consideration. We note that affected individuals will have the opportunity to comment on this provision and the draft Bill.

.....

Retain powers to make recovery plans and strategies and continue the existing recovery plans and strategies

.....

We view the existing Recovery Strategy and Recovery Plans as essential to the momentum of recovery and shift to regeneration and development. We note that, while some of the Recovery Plans are currently being incorporated into existing planning mechanisms, this work may not be complete before the Act expires.

We also note that the existing Recovery Strategy provides the framework for recovery and enables activity by CERA's strategic partners.

We recommend the powers to make, amend, monitor and review Recovery Strategies and Plans are retained over the next three to five years.

.....

Retain powers to gather and disseminate information

.....

We believe the powers that allow the Chief Executive of CERA to require information be supplied and disseminated, commission reports and investigate issues should be retained. These powers are used frequently by CERA's Deputy Chief Executives under delegated authority from the Chief Executive. We suggest that there be more opportunities for Transitional Authorities and new Christchurch development entities to request use of these powers.

.....

Retain Orders in Council

.....

We are of the view that many of the Orders in Council will still be needed during the regeneration phase. This especially applies to those that affect other agencies such as the Canterbury Earthquake (Social Security Act) Order (No 2) 2010, which enables home owners who are unable to live in their houses because of earthquake damage to apply for an Accommodation Supplement, and which is needed until all earthquake repairs to residential properties are completed.

Another example is the Order in Council that enables Council reserve land to be used for temporary accommodation such as in Kaiapoi Domain, Rawhiti Domain and Linwood Park.

We recommend that provision be made for these Orders to remain in effect, in some form, rather than all being revoked on the expiry of the CER Act.

POWERS TO BE AMENDED

Amend power to direct owners to act for the benefit of adjoining or adjacent owners to make it more workable

We note that this provision, which permits the Chief Executive of CERA to direct adjoining or adjacent property owners to work together for mutual benefit, has not been used and, as currently drafted, lacks strength to be helpful. As the section stands, the Chief Executive has to show that directing the adjoining parties would have mutual benefit. This is unrealistic as there is bound to be one owner who benefits more than the other. In our view, the provision should be amended so that the power in this section can be exercised where the benefit to one of the parties outweighs the harm to the other party.

We suggest a legal framework for exercising this power could be developed and responsibility could potentially be shifted to the Minister of Local Government. The legal power should be specific, outcome focused and have a timeframe of use.

POWERS TO BE CREATED

Create new powers to record and access information about land and building repairs

We are concerned about the insufficient recording of land and building repair and remediation information. We draw your attention to the issue of ‘as-is-where-is’ sales, incomplete repairs or only partial land remediation and the lack of communication of this to future property purchasers.

Create new powers to enable land re-zoning, subdividing, amalgamating, developing and improving

Land will increasingly need to be re-zoned during the period of regeneration. This will require greater powers and these will need to be used more than they have been to date. In addition, there should be powers to allow land owners other than the Crown to access expedited subdivision and amalgamation provisions where these changes to land titles would support recovery. We believe a set of criteria should be developed to balance individuals’ treatment with the public good concerns. It is our view that the interests of the whole community must be expedited.

We note that we haven’t considered the impact on residential red zone land. We will come back to this later in the year.

POWERS NO LONGER NEEDED

Some directive powers no longer needed

The Advisory Board notes a number of powers in the CER Act allow the Minister to direct councils to carry out particular functions or specify the type of contract councils may enter into. We recommend these are allowed to expire with the Act.

Advice to greater Christchurch leaders – fit-for-purpose leadership arrangements

The Advisory Board notes there is real potential for greater leadership visibility, further collaboration and alignment between key players to improve strategy, reduce duplication and further build on the success of the well-established voluntary Urban Development Strategy (UDS) model.

The Advisory Board also notes the success of the models used in the Canterbury Water Strategy and Lincoln Hub. These models may be useful to consider in future collaboration and development of future economic development strategies for the city and greater Christchurch.

The Advisory Board believes having strong, visible local leaders, all working towards an agreed strategy, is essential to build confidence over the regeneration phase of recovery.

To achieve this, the Advisory Board makes the following recommendations to the three Mayors and two Chairs responsible for the UDS:

- **reinvigorate the Urban Development Strategy** to include concepts of regeneration and development
- support the strategy and its implementation with a **visible leadership group**
- consider how local leaders will **interface with central government, Ministers or their representatives as required on UDS issues**.

An Urban Development Strategy for greater Christchurch has existed since before the earthquakes and includes a vision for greater Christchurch out to 2041. It provides a broad settlement pattern for greater Christchurch over 35 years, including:

- identifying where a variety of future homes, such as central city apartments, town houses and family-sized houses, are best located
- providing a living environment that supports healthy communities
- ensuring residents have easy access to shopping, health, education and community services
- providing a range of transport choices, including public transport, cycling and walking
- developing new, and expanding existing, business centres and employment areas
- ensuring these business centre areas are well connected to wider road and rail networks.

The UDS is widely supported through a voluntary partnership of Waimakariri and Selwyn district councils, CCC, ECan, the New Zealand Transport Authority and Te Rūnanga o Ngāi Tahu, which brings organisations together for cross-boundary work. The Urban Development Strategy Implementation Committee (UDSIC), a joint committee of the six partners, manages strategy implementation. UDSIC has an independent Chair and is supported by a UDS implementation manager.

The Advisory Board thinks the UDS and UDSIC arrangements provide a strong basis for on-going governance of greater Christchurch over the next five years of regeneration and development. However, the Advisory Board also considers current leadership is not visible to the residents of greater Christchurch. While residents clearly know their individual Mayors and Chairs, and acknowledge and value the leadership roles, the powerful collective capability of UDS goes under the radar.

Reinvigorate the Urban Development Strategy

The UDS framework has served greater Christchurch well for the last eight years and provides a well-established platform to build on. The UDS also provided an immediate and sound platform upon which to progress recovery post-earthquakes as well as forming the basis for the Land Use Recovery Plan for greater Christchurch.

We recommend to local government partners that the UDS is reinvigorated to better reflect the post-earthquake situation and, in particular, to incorporate the concepts of regeneration and development.

To help inform the reinvigorated UDS, promote on-going innovation and maintain a joined-up approach, the Advisory Board suggests that a regular forum is held and wider business, community and sector partners be invited. From time to time, the forum may also invite the Mayoral Forum for a Canterbury-wide view.

Support the reinvigorated Urban Development Strategy with a more visible leadership group

We note the voluntary partnership approach and commitment to work collaboratively have proven successful; and sound relationships, based on respect and trust, have been established between members of the UDSIC. The UDSIC leadership team needs to be made more visible to the people of greater Christchurch, which will help to build confidence among communities.

We suggest local government strengthens the UDSIC in two ways:

- consider **renaming the UDSIC as the Greater Christchurch Development Board** (name change has future development focus). Rebranding will help with visibility and signal a refreshed strategy and approach
- **increase the visibility** of the Greater Christchurch Development Board (ie, the Mayors, Chair of ECan and Kaiwhakahaere of Te Rūnanga o Ngāi Tahu) as a collective leadership voice.

This leadership team would provide the public face and voice of the recovery where the issues relate to the greater Christchurch area collectively. They would also ensure there is a united voice for the regeneration and development of greater Christchurch.

The Greater Christchurch Development Board will need to maintain relationships with the governance put in place for the central city.

*Ehara tāku toa,
i te takitahi he toa takimano.*

*Mine is not the strength of one alone,
it is the strength of thousands.*

Advice to others who can influence successful transition for greater Christchurch – with whom we intend to further engage

The Advisory Board has considered a wide range of other important matters that need to be taken into account if we are to transition successfully to the next stage of regeneration and development and that will underpin the future economic, social and cultural success of the city and region. The Advisory Board intends to follow up with key stakeholders over coming months as they may have a role in delivering the next stage of transition and achieving our shared goal of an economically, socially and culturally vibrant city for the future.

Key areas of strategic leadership opportunity which have great potential to contribute to a successful future include:

- the significant strategic importance of the **Christchurch International Airport** as a gateway and a logistics hub for the city and region
- **Lyttelton Port's** crucial relevance to the transport infrastructure for greater Christchurch and its economic viability
- **the Lincoln hub** and its ability to bring a new dynamism to the agribusiness sector in Canterbury
- **the Regional Water Strategy** and its vital importance to potential productivity gains and environmental enhancement of the Canterbury region
- **the untapped potential of earthquake tourism** and the unique opportunity it presents to tell the city's story to its residents, other New Zealanders and international visitors as an exceptional point of tourism experience and difference
- **the future development of Cathedral Square** – there is an urgent need to resolve issues related to the Cathedral Square and Christ Church Cathedral's future so that the 'heart of the city' can recover. The Crown and CCC have resources available but a cohesive and integrated plan is required by all parties involved in the Cathedral Square. This is not only an economic imperative. The psychological recovery of the residents of Christchurch city and greater Christchurch also appears to be clearly connected to their need to see progress on this matter
- **Canterbury Museum** – this important enterprise, set of buildings and collections contribute significantly to the economic success of the region and plans for its future require further urgent consideration
- **city, greater Christchurch and regional use of central city assets** – we are currently considering the extent to which regions other than Christchurch city (CCC ratepayers) use city assets for regional purposes and where those assets do not duplicate their own. We intend to look at pre- and post-earthquake population, demographics and facilities use, to consider whether or not there is a case for capital contribution from ratepayers other than CCC residents. This could be considered a contribution to future regional facilities that they will use and from which they will benefit.

Next steps

The Advisory Board will develop further advice for the Minister over the next few months. Our future work programme includes further support for accelerated activity in areas that will deliver results, and further investigation and consideration of the matters outlined above. We also intend to work on the following matters of importance:

- **Local leader interface with central government over the next three to five year period.** The Advisory Board is of the view that over next three to five years, as the new Transition Recovery Plan is implemented and as CERA's role is wound down, there will need to be a formalised on-going relationship and regular communications between local leaders and Ministers and their respective departments that become responsible for the roles that CERA has led up until now. Once the finalised Transition Recovery Plan is released, the Advisory Board will consider this matter further and offer some suggestions as to how this might best be achieved as we see it as critical to the future success of the transition over the next three to five years.
 - **Stronger Christchurch Infrastructure Rebuild Team (SCIRT)** – the Advisory Board is concerned that SCIRT's work programme should not stall due to uncertainty about its future. The Advisory Board thinks SCIRT's governance structure (or an evolution of it) needs to remain following CERA's transition. We suggest SCIRT may eventually evolve into a Council Controlled Organisation and begin to incorporate new areas of infrastructure such as drainage.
 - **Consideration of the effectiveness and capacity of greater Christchurch, public transport, roading and rail networks.** As a result of a shifting population following the earthquakes, the Advisory Board wants to explore whether a coordinated approach is being taken to this issue. The Advisory Board is aware the Canterbury Mayoral Forum requested that the Minister of Transport initiate a review of local government governance and delivery arrangements for public transport in greater Christchurch. This work is well underway, with reports made to the Mayoral Forum on a regular basis. We will look at these results and also whether the greater Christchurch roading network is being planned in such a way that serves local and regional needs. This will be the subject of further consideration by the Advisory Board.
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In conclusion



The Advisory Board offers this advice for the Minister's consideration as he and other Ministers develop the Transition Recovery Plan for the next stage of recovery. We also offer advice to other leaders and stakeholders where we view them as vitally connected to the next stage of recovery and to the future success of the city and region.

In doing so, we have asked ourselves what success should look like and what actions are necessary to get us to that point of success. Over the balance of the year we look forward to working with the Minister, departmental agencies, local strategic teams and partners, and the community, to add value where we can and to see that momentum in this transitional phase of the recovery is achieved. While the work is demanding, it is our privilege to, in some small way, contribute to ensuring that the people of this city and region get to a place where they are living the lives they want to be living post this major earthquake experience.

Chair on behalf of the Advisory Board
