

12. ADOPTION OF THE GREATER CHRISTCHURCH URBAN DEVELOPMENT STRATEGY

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| <b>General Manager responsible:</b> | General Manager Strategy & Planning, DDI 941-8177 |
| <b>Officer responsible:</b>         | Programme Manager Liveable City                   |
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**PURPOSE OF REPORT**

1. The purpose of this report is to recommend the adoption of the Greater Christchurch Urban Development Strategy (UDS) to the Council.
2. The adoption of the UDS will bring to a conclusion the strategy development phase and is a significant milestone in respect of partner collaboration and partnership for the Greater Christchurch area.

**EXECUTIVE SUMMARY**

**Strategy Development**

3. Development of the strategy has been underway since 2004 and there has been significant community and partner input to strategy development. The community have been engaged in two significant public consultation phases (options consultation where over 3250 submissions were received) and more recently the draft strategy consultation undertaken in November and December 2006 where over 300 submissions were received. Various agencies have also been engaged through Forum membership, targeted consultation and also through the submission and hearing processes. Figure 1 summarises the strategy development process and the associated dates that particular phases of the process occurred.

Figure 1: Strategy Development Process:



## **Project Governance and Management**

4. The UDS Forum (Governance) and UDS Management Team were established as part of the project in 2004. The Forum has provided governance oversight of strategy development. It is noted that it was not established as a formal committee under the Local Government Act.
5. The Management Team comprised of partner staff (Councils and Transit NZ) and project consultants has provided significant input into developing the strategy.
6. The terms of reference for the UDS Forum include recommending a draft strategy to the partners for adoption. Notwithstanding that the Hearings Panel which was a formally constituted joint committee under the Local Government Act 2002, and has provided directly to partner Council's recommendations on submissions and consequential change to the strategy, there is a need to comply with the original terms of reference established for the Forum.
7. Hence, the Forum at its meeting on 13 April 2007 considered a report recommending the UDS to the partners for adoption. The resolution from the Forum follows. The Forum was briefed on the significant amendments to the strategy at its meeting on 16 March, 2007.

*"That the UDS Forum recommends to the partner Councils and Transit NZ that they adopt the Greater Christchurch Urban Development Strategy dated April 2007."*

## **Joint Hearing Panel**

8. The Hearing Panel which was a formal joint committee established under the Local Government Act 2002 has provided recommendations back to each partner Council on all submissions and any consequential amendments to the Strategy.
9. The main changes recommended related to the following matters:
  - Population and household projections
  - Protection of special amenity, character and historic areas in the central city and other intensification areas.
  - Rail and transport corridors
  - Urban Design
  - Growth outside the urban development study area
  - Regional and national assets
  - Tangata Whenua
  - Versatile Soils
  - Rural residential in Christchurch City
  - Open Space in intensification areas
  - Waste Minimisation
  - Maps
  - Regional Policy Statement
10. There were a range of other amendments to the strategy arising from the consideration of submissions and these have been previously considered by the Council. All of these recommended amendments have been confirmed by the partner Councils.

## **Draft Strategy**

11. The UDS centres on accommodating and managing growth, achieving quality outcomes and taking a sustainable development approach to managing growth. A copy of the strategy has been separately circulated.
12. The vision is as follows:

*"By the year 2041, Greater Christchurch has a vibrant inner city and suburban centres surrounded by thriving rural communities and towns, connected by efficient and sustainable infrastructure. There is a wealth of public spaces ranging from bustling inner city streets to expansive open spaces and parks, which embrace natural systems, landscapes and heritage."*

*Innovative businesses are welcome and can thrive supported by a wide range of attractive facilities and opportunities. Prosperous communities can enjoy a variety of lifestyles in good health and safety, enriched by the diversity of cultures and the beautiful environment of Greater Christchurch..*

*The Greater Christchurch sub-region will have:*

- Enriched lifestyles;*
- Enhanced environments;*
- Prosperous economies;*
- Managed growth*
- integrated and collaborative leadership “*

13. The UDS establishes a clear, robust, transparent, accountable, and integrated strategy, policy and process framework for the management of the growth of the Greater Christchurch sub-region over time.
14. Growth in the sub-region involves accommodating out to 2041:
  - 134,000 additional people, a 30% increase
  - 74,800 additional households
  - Significant increases in people aged 65 and over
  - 47,500 additional people in employment, a 21% increase.
15. The strategy is about anchoring a long term collaborative approach to implementation. Whilst there will be issues requiring ongoing partner Council debate and consideration, there will also be matters requiring amendment to the current policy approach which will occur as alignment between other strategies and plans is undertaken in the short term. The strategy actions will also require anchoring in the respective Council LTCCPs.
16. A critical element is agreement to the sub-regional settlement pattern which is to be anchored through the Regional Policy Statement, and supported through a range of district plan changes by the partner territorial Councils. This is a change to the current approach, but is necessary if the UDS is to provide clear direction on managing future growth out to 2041.
17. The strategy actions are generally quite specific and are framed in a manner to provide a level of detail that leaves little doubt as to what is proposed. Again, the focus is on providing a high degree of certainty.
18. The implementation of the UDS will need to take a long term approach to achieve the outcomes desired and formal governance and management arrangements are critical to this. After consideration and adoption of the strategy, it is proposed that Council consider the establishment of the UDS Implementation Committee, which is to be a joint committee, constituted under the Local Government Act, 2002 to overview and drive UDS implementation from a collaboration and partnership perspective.
19. The ongoing collaborative and partnership approaches are fundamental to anchoring the long term commitment to successful implementation.

### **Strategy implications for CCC**

20. There are a number of key strategy implications for Christchurch City Council:
  1. 39% of all new housing during the first 20 years of the strategy is in intensification areas in Christchurch City. These targets are ambitious and will require Council to work with developers and the community to encourage a market shift.
  2. The Central City is the first intensification area to be identified. The Central City Revitalisation Strategy Stage II sets out how this will be achieved.

3. Greenfield growth will continue, particularly in the early years of strategy implementation while Council is working to develop and encourage intensification. Throughout the life of the strategy Greenfield development continues and will provide housing choice within the city. The existing are plans programme will support this component of the strategy.
4. The land use and settlement pattern needs to be supported by the appropriate multi-modal transport network. While there is a significant funding gap between current transport funding and that required to implement the strategy, working on the collaborative basis achieved to date provides a significant foundation for seeking central government fiscal support.
5. The land use and settlement pattern proposed in the UDS will require timely provision of other infrastructure such as wastewater and stormwater. The capital works programme will need to be integrated into the UDS commitments and targets to ensure the timely delivery of such infrastructure; it is envisaged the major realignment of the capital works programme to achieve this will occur in the 2009-2019 LTCCP.

### Top 20 Actions

21. The following actions have been recommended as the "Top 20" by the Chief Executives and Management Team for an immediate focus for implementation and will be considered by the Implementation Committee at its first meeting;

|    | <b>Actions</b>  |
|----|---|
| 1  | Revise Chapter 12A of the Regional Policy Statement.  |
| 2  | Establish the Urban Development Strategy Implementation Committee (UDSIC) with an independent chair to undertake the carrying out of the Strategy, including the creation of a Strategic Partner Forum and undertaking risk management strategy.  |
| 3  | The Urban Development Strategy Implementation Committee (UDSIC) develops and plans for the implementation of a programme of actions to give effect to the Urban Development Strategy.   |
| 4  | Develop integrated transport and land use programmes and patterns for the development of funded transport projects for the southwest (Christchurch Rolleston Environs Transport Study – CRETS) and northern corridors to enhance strategic transport. This will require the development of funding programme with Central Government. |
| 5  | Reflect infrastructure staging and timing to give effect to the preferred long-term sub-regional growth pattern, including staging and timing; within respective Council LTCCPs and ensure all strategy and planning documents are aligned with the adopted the Urban Development Strategy.   |
| 6  | Prepare and implement district plan changes to reflect the Regional Policy Statement Change 12A. This will include appropriate changes to deliver the sub-regional settlement pattern including activity centres, intensification areas, rural residential provision, and urban activities.   |
| 7  | Amend the Regional Land Transport Strategy to reflect the adopted Urban Development Strategy, this may include a transport strategy for Greater Christchurch and travel demand management strategy and action plans.  |
| 8  | Develop a communications strategy to inform Greater Christchurch about the strategy and its implementation.   |
| 9  | Implement the Central City Revitalisation Strategy by providing directives, information and incentives for achieving the density targets while providing affordable housing and protecting neighbourhood identity.  |
| 10 | Creation of a Development Corporation to enable and facilitate appropriate and catalyst projects within the city.   |

|    | <b>Actions</b>   |
|----|--|
| 11 | Develop Business Land Management Strategy within the context of agreed wider economic development strategies that defines the role and function of business areas and centres and includes a staging programme for land release.   |
| 12 | Establish the capital requirements for key sub-regional infrastructure for the 2009-19 LTCCP period together with possible sources of funding as well as shortfalls.   |
| 13 | Develop an integrated programme for monitoring demographic, social, economic and environmental change together with development activity across Greater Christchurch that enables effective measurement of the outcomes of strategy implementation.  |
| 14 | Administrative alignment within all the partner organisations to ensure that all decisions and actions of the Councils are working to achieve the UDS.   |
| 15 | Carry out study of affordable housing options to look at inclusive zoning, increasing the stock of social housing and partnerships with developers and monitor supply and demand of affordable housing at local and regional levels.   |
| 16 | Develop an urban design strategy to apply the principles of good urban design reflecting the character and diversity of the communities in the Greater Christchurch.   |
| 17 | Prepare Outline Development Plans for initial Greenfield and intensification areas together with Structure Plans that support intensification of key Activity Centres. Identify candidate "brownfields" conversion areas.  |
| 18 | Prepare Integrated Catchment Management Plans to assist with co-ordinated decision-making in relation to surface water management.   |
| 19 | Develop a community engagement programme to take into account the principles of collaboration and to develop awareness and understanding of issues as a foundation for agreement, commitment and action.   |
| 20 | Urban Development Strategy Implementation Committee is to produce a Strategy Implementation Plan every three years as a basis for detailed growth management through agency plans (preceding the LTCCP) and to review all the actions that will need to be achieved during that period and work with the partners to plan and implement these actions. |

22. The remaining actions are to be reviewed and prioritised by the UDS Implementation Committee as part of the first review of the Strategy.

#### **FINANCIAL IMPLICATIONS**

23. There are financial implications within the strategy. There will be a need to ensure that the UDS commitments and targets are embedded into the 2009-2019 LTCCP to ensure capital and other programme delivery to implement the growth targets and actions identified within the strategy. The top 20 actions which are identified as key to implementing the strategy during the first three years and where the Christchurch City Council is a lead or support agency have been identified and funded within the 2007/08 annual plan.

#### **Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?**

24. The first three years of the UDS implementation programme are budgeted for within the 10-year work programme of the 2006-2016 LTCCP. However as investigations to ensure UDS commitments are integrated into activity management plans and the capital programme progress there will be a need to realign/review timeframes for delivery of particular projects through reviews of the LTCCP.

## **LEGAL CONSIDERATIONS**

25. There are legal considerations with regard to the Local Government Act 2002 (LGA) and the Resource Management Act 1991 (RMA). The key considerations under the LGA relate to sections 77 to 82 regarding decision making. The key issue in relation to the RMA relates to how far the UDS pre-determines any RMA-related process, such as a change to the Regional Policy Statement or District Plan.

### **Have you considered the legal implications of the issue under consideration?**

26. Legal advice has been received on the strategy development process, consultation process, partner Council resolutions relation to various strategy phases and the strategy document itself. This advice indicates that there are no legal issues with process and the document achieved substantial compliance with the requirements of S77 to 82 of the Local Government Act 2002. On the basis of the legal advice received the strategy document will be amended to more clearly indicate that the UDS sets in place a common policy framework and that specific actions and implementation mechanisms, such as changes to the Regional Policy Statement, District Plans and other documents are each subject to a statutory process.

## **ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

27. The implementation of the UDS will impact on current and future capital works programmes, renewals and programme priorities. Future Activity management plans will need to be reviewed to improve integration with the Council's UDS commitments, in particular greater emphasis on intensification and urban redevelopment.

### **Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?**

28. Yes. The UDS has been a key part of the work programme within the City Development Activity Management Plan.

## **ALIGNMENT WITH STRATEGIES**

29. The UDS land use, settlement and transport pattern will be invaluable inputs into the development of Council strategies. It should also be noted that the UDS anticipates and builds on a number of strategy initiatives which are either in progress or planned within the Council's strategy development programme.

### **Do the recommendations align with the Council's strategies?**

30. See above.

## **CONSULTATION FULFILMENT**

31. Consultation has been undertaken on strategy options and on the draft strategy. The legal advice received indicates that the consultation undertaken complies with LGA requirements.

## **STAFF RECOMMENDATION**

It is recommended that the Council:

- (a) Adopt the Greater Christchurch Urban Development Strategy April 2007.
- (b) Delegate to the General Manager Strategy and Planning the ability to make minor text and grammatical changes and changes recommended by the legal advisors to ensure compliance with the Local Government Act 2002.