

7. SUBURBAN CENTRES PROGRAMME



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PURPOSE OF REPORT

1. The purpose of this report is to:
 - (a) provide an update on the progress and scope of master plans currently underway, as requested by the Council at its meeting on 16 February 2012
 - (b) provide further information regarding the process and scope of work required to prepare master plans for both the Edgware and New Brighton Suburban Centres
 - (c) seek approval to commence master plans in Edgware and New Brighton, as recommended in the report considered by the Council on 16 February 2012 and currently lying on the table.

EXECUTIVE SUMMARY

2. There are six master plans underway which are currently at different stages of completion. A summary of the status of each plan is provided in **Attachment 1**. The scope and purpose of the master plans has been informed by the Council resolution (June 2011) to commence master planning work for these suburban centres. There have been a number of benefits to the community as well as early gains from these plans. In particular, it is recognised as international best practice in disaster recovery for communities to participate in recovery planning, which has been a strong feature of master plan development. These plans have also helped reinvigorate local business and community groups particularly in Lyttelton and Sydenham.
3. The master plans currently underway have identified a number of lessons to be learnt for future work. This includes the need to manage public expectation and the requirement to clearly identify realistic goals and timings for implementation of projects. The implementation of these projects is a collaborative effort, with responsibilities for delivery divided between the Council, land owners, business owners and the community. The current master planning process, scope, benefits and implementation mechanisms is further discussed in paragraphs 20 to 34.
4. Community Board feedback has provided strong support for the suburban centres programme. The Burwood-Pegasus and Shirley-Papanui Boards have identified that Edgware and New Brighton centres have issues that cannot be addressed through case management alone and have requested master plans for these centres. Each centre has location-specific matters that need to be investigated and addressed following the earthquakes, as discussed in paragraphs 35 to 43. Master plans for these centres would provide an opportunity to engage with the local community, to investigate the status of each centre post earthquake and look at opportunities to plan for the rebuild and recovery of these areas. This report recommends commencing a master plan for both Edgware and New Brighton.

FINANCIAL IMPLICATIONS

5. The budget for the Council-led master plans of this size is \$50,000 per centre, excluding staff time. The master plan programme is currently operating within its budget allocation.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

6. Funding has been allowed for within Strategy and Planning Group budgets as confirmed in the Annual Plan.

LEGAL CONSIDERATIONS

7. There are no immediate legal considerations. Officers have met with officials from CERA and will continue to do so to ensure that the work is consistent with the Recovery Strategy and will inform the development of Recovery Plans and Programmes.

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

8. Yes, as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

9. The programme was not anticipated by the LTCCP or Activity Management Plans but is a response to a natural disaster and reflects the Council's land use planning functions. Provision has been made for the Suburban Centre Programme through the Annual Plan process.

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

10. Yes – the Annual Plan 2011/12 includes a revised level of service. The recovery of Suburban Centres is supported by urban design and planning initiatives.

ALIGNMENT WITH STRATEGIES

11. The master plans being developed through the suburban centres programme are consistent with the Urban Development Strategy objectives and its implementation tool Chapter 12A of the Regional Policy Statement. They recognise the current hierarchy of commercial centres, and are consistent with the vision of enabling the central city to be the pre-eminent business, social and cultural heart of the City.
12. The draft CERA Recovery Strategy identifies a programme of work involving local neighbourhood plans and initiatives as one of its goals to help communities recover. The Suburban Centres Programme and these master plans are therefore consistent with the Recovery Strategy.

Do the recommendations align with the Council's strategies?

13. Yes.

CONSULTATION FULFILMENT

14. At the Council's June 2011 meeting six master plans were approved for commencement and a further six centres identified for further investigation. All Community Boards with earthquake-affected centres were briefed in September-November 2011 and the potential for proceeding with the further master plans for those wards was discussed. The Burwood-Pegasus and Shirley-Papanui Boards identified New Brighton and Edgware respectively as centres that required more attention than case management alone could provide. Their feedback supports the recommendation for masterplanning these two centres.
15. Should the additional master plans proceed, community consultation will be undertaken for Edgware and New Brighton along similar lines to other Council led master plans.

STAFF RECOMMENDATION

16. It is recommended that the Council:
- (a) Notes the information provided on the scope and milestones of the master plans currently underway.
 - (b) Approve commencement of a master plan for New Brighton.
 - (c) Approve commencement of a master plan for Edgware.

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BACKGROUND

17. The Suburban Centres recovery programme was approved at the 23 June 2011 Council meeting. The programme aims to support the recovery and rebuild of more than 60 earthquake-affected commercial centres across the City through assisting with planning, design and transport-related matters. All affected centres are now being 'case managed' and six centres were approved for master plans:
 - Lyttelton
 - Sydenham
 - Sumner
 - Worcester/Stanmore (now referred to as "Linwood Village")
 - Ferry Road/Main Road (stage 1 is underway)
 - Selwyn Street shops.
18. At the June 2011 Council meeting, six further centres were also identified as possible contenders for future master plans: Aranui, Beckenham, Edgeware, Linwood (Eastgate), New Brighton and Woolston. For these centres, further investigations have been undertaken as to whether a master plan or continued case management is the most appropriate approach.
19. Council staff met with all Community Boards between September and November last year to discuss progress on both master plans and case management. These meetings identified only Edgeware and New Brighton as high priority for additional assistance beyond case management. Further seminars were held with the Burwood-Pegasus and Shirley-Papanui Community Boards individually in November 2011 to discuss New Brighton and Edgeware respectively. The Boards considered the merits of different recovery approaches for these centres, ranging from simple case management to full master plans. Both Boards were strongly in support of master plans and provided some guidance on the scope of these plans. This is discussed in more detail below (paragraphs 37 and 42).

MASTER PLAN PURPOSE AND SCOPE

20. The purpose of the master plans is to engage with the local community, business owners and land owners to identify centre-specific issues, post-earthquake. The process creates a strategic vision for how each suburban centre can recover and rebuild with the aim to create a strong and vibrant area for people to live, work and play. If expectations are appropriately managed, the master plans can help reinvigorate enthusiasm and confidence in the local community to achieve the desired goals.
21. The scope of master plans is focussed on the commercially-zoned core of the centre, taking into account adjacent activities that support the centre's role and function. The Ferry Road/Main Road master plan differs in scope, following the June 2011 resolution to include the entire road corridor, as well as the commercial centres along the route.
22. The themes within the master plans are based on the Integrated Recovery Planning Guide. The guide outlines the need to integrate outcomes relevant to health, well being and sustainability. The master plans are also intended to broadly align with the five 'themes' of Christchurch Earthquake Recovery Authority's (CERA) Earthquake Recovery Strategy:
 - leadership and integration
 - economic
 - social
 - built environment
 - natural environment.

MASTER PLAN BENEFITS AND PROCESS

23. Master plans have many benefits, these include:

- creating a vision for the community, land owners and developers, to support good decision-making for private owners as they rebuild
- establishing a platform for wider regeneration of an area
- creating investor and community confidence in centres
- facilitating and promoting 'joined-up' planning and development for neighbouring owners and a variety of organisations, including SCIRT and Recover Canterbury
- identifying opportunities for betterment, potentially at no additional cost, as these centres are rebuilt. This includes improving safety, amenity and linkages within and through a commercial centre
- addressing pre-existing issues, where possible
- increasing a community's sense of ownership in decision-making, which is an important component of community recovery
- providing the analysis needed to support future district plan changes and/or district plan review.

24. Compared with the case management recovery approach, master plans provide for community input and take a more strategic approach to recovery. By contrast, case management provides support on a case-by-case basis only and the ability to incorporate public involvement in the recovery process is limited.

25. The process of preparing a master plan involves:

- focus groups with elected representatives, property owners, business owners, community groups and the general public
- technical workshops with Council staff ("Inquiry by Design")
- preparation of a Draft Plan
- consultation on the Draft Plan
- preparation of the Final Plan including Implementation Plan.

26. The key stakeholders involved in the plan, their role and related benefits are presented in the table below:

Sector	Role	Benefit
Private sector – property/business owners and investors	Commercial and economic development	Context for rebuild, advice and information
Community	Ownership and delivery of community initiatives	Engagement in recovery process and development of a shared Vision
Council	Public realm repairs, asset management and regulatory framework	Definition of issues, direction and priorities.

IMPLEMENTATION OF MASTER PLANS

27. Each master plan includes an implementation plan which identifies key responsibilities and provides a realistic timeframe for actions. The implementation plans incorporate a mixture of short term, medium term and longer term actions. This helps manage expectations within the community by setting realistic timeframes for actions to be implemented.

28. **Attachment 1** shows how each master plan is likely to be implemented and demonstrates the need for private landowners, community groups and the Council to be involved. This attachment also clarifies the status of each master plan and its timeframe for adoption. Master plans scope an outcome for Centres in a way that allows all or part to be implemented. Identified capital works will be progressed and tested through the normal funding process of the Long Term Plan.

COUNCIL 5. 4. 2012

29. The implementation of projects will involve more than just Council capital works projects. Council operational processes are also identified including potential City Plan changes, design guides, and asset management. While staff have tested proposals to ensure that all identified projects are feasible, some projects will be more aspirational than others. A number of projects will depend on private sector investment to achieve the implementation of goals on private property. The master plan process can raise awareness of this need and set out the preferred direction for Council involvement.
30. A key part to implementation will be the ability to initiate community programmes and initiatives. Council staff can be involved in the initial start-up but the onus will be on the key stakeholders to follow through with implementation of some goals and initiatives.
31. Furthermore, there are opportunities to incorporate projects within existing Council work streams as well as liaising with other Government and non-government agencies (e.g. New Zealand Transport Agency, Recover Canterbury, Greening the Rubble) to help with implementation of projects. For example, where there is approved Council funding for repairs and/or upgrades of services, the master plan document can provide guidance and vision for these works to be undertaken at limited additional cost.

REVIEW OF MASTER PLANS CURRENTLY UNDERWAY

32. There are six master plans currently underway. The Sydenham and Lyttelton plans are nearing completion with work underway on preparing the final draft. Although none of the master plans have been finalised yet, it is possible to identify a number of 'early wins' or successes with the plans underway. In a general sense, the following outcomes are apparent:
 - the master plan process enables communities to become engaged with the rebuild projects and provides the public with an opportunity to participate and have a sense of ownership for their community. This gives effect to international best practice in disaster recovery, which advocates community participation in recovery planning
 - the master planning process has helped initiate opportunities for community events such as the Gap Filler and Greening the Rubble projects
 - the master planning work has enabled local land owners and business owners to meet one another, often for the first time, and consider a joined up approach to rebuilding
 - the process has assisted with the re-scoping of proposed District Plan Change – Urban Design District and Local Centres (PC 56) so that it better responds to on-the-ground issues
 - the process has provided information and public views on the future of Council-owned buildings such as the Linwood Community Arts Centre. This information can inform decisions associated with the Facilities Rebuild Programme.
33. Some specific examples from the master plans underway for Sydenham and Lyttelton include:
 - reinvigorating the Sydenham Business and Community Association
 - preparing design outcomes for new buildings, for example 468 Colombo Street, Sydenham (the creation of an active frontage to the pocket park)
 - facilitating Business Information Seminars – Lyttelton Harbour Business Association
 - providing input to SCIRT programme for Norwich Quay.
34. There is potential for master plans to identify a desire for plan changes, including changes to zoning. These will need to be tested against the Council's other priorities, community support, and the timeframes for when these are required.
35. One issue that needs to be continually managed is the level of community expectation over what the Council can progress. In order to manage these expectations, clear and precise messages are required, regarding the level of cost and the timeframes involved in implementation. The master plans can identify suitable strategies to help manage this issue in the future.

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SCOPE OF POTENTIAL MASTER PLANS – EDGEWARE AND NEW BRIGHTON

36. Feedback from Community Boards has included a request for master plans for both Edgware and New Brighton. There are currently no indications that any further master plans will be required; other centres will continue to be the focus for case management to help provide an appropriate level of service in these areas.
37. The scope of master plan work for Edgware and New Brighton would generally reflect other master plans in development but would address specific issues for each centre. Community Boards have provided some thoughts on the initial scope of work for each centre. Feedback from local community representatives and businesses has also been received while undertaking case management work.
38. For New Brighton, a master plan will address the following matters:
 - significant loss of local residential catchment
 - previous viability concerns and earthquake related effects on the centre's viability, requiring consideration of the centre's size and function
 - the centre's role as Key Activity Centre (RPS Chapter 12A) and how to address expectations for residential intensification and a transport interchange
 - investigate opportunities to better connect with the centre's greatest asset, the sea and foreshore.
39. Any additional matters would be identified during the initial round of stakeholder focus groups and public consultation.
40. The New Brighton master plan would require a degree of technical analysis focussing on, but not limited to:
 - geotechnical issues and other hazards, including flood management and sea level rise
 - an assessment of the economic viability of the centre looking at current and projected supply and demand data and an evaluation of the size and functioning of the centre within the retail hierarchy
 - assessment of parking demand, usage and capacity of existing parking areas
 - the condition and capacity of infrastructure.
41. Given the issues raised above, assessment of New Brighton's size and function is required to determine whether the current size of the centre is sustainable. This could result in a recommendation to investigate re-zoning of land. The work required for the master plan would provide a robust analysis to inform the district plan review.
42. In Edgware, approximately one third of businesses have closed or relocated as a result of the earthquakes. At least three buildings will be, or have been, demolished. The centre has had a history of relatively poor amenity and the area is perceived by some to be dangerous for pedestrians and car users. A concept plan for Edgware titled 'Giving Edgware the Edge' was prepared in 1997 but was never fully realised. The Shirley-Papanui Community Board has requested a master plan for Edgware and has suggested that the 1997 document be referenced as a foundation document.
43. If approved, a master plan for Edgware would explore the merits and feasibility of the projects originally identified in "Giving Edgware the Edge" document, but would also take into account:
 - transport matters including connections to the central city and surrounding areas, parking demand and supply, safety, public transport (including plans for bus priority and service improvements) and cycling/pedestrian needs
 - urban design matters including the amenity of the streetscape and private sites, links to community facilities and open space, and methods to support a more legible/integrated commercial node
 - redevelopment options for damaged sites that promote a more integrated centre, with landowner support
 - the interface with the Central City and Central City Plan.

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44. A master plan for Edgware would provide a vision for future public realm repairs and private property rebuilds that is currently lacking. Discussions with property and business owners to date through the case management programme has revealed a keen interest in the Council's intentions for the area, and a willingness to support a strategic planning exercise such as a master plan.

ATTACHMENT ONE: Master Plan status, key actions and potential investment (2012/13)

Master Plan	Status	Milestones Achieved	Adoption Timeline	Potential Key Actions (Implementation Plan)	Potential Investment 2012/13 (predominantly time)		
					Property owners	Community	Council
Sydenham	Draft Plan	<ul style="list-style-type: none"> Community engagement & workshop: May 2011 (attendance 100) Inquiry by Design workshop: June 2011 Community feedback: July 2011 (attendance 150) Public consultation: Nov/Dec 2011 (43 submissions) 	29 June 2012	Design & redevelopment with property owners	✓		✓
				Recovery together (Case Manager, marketing campaign, support Post Office, Heritage Trust)	✓	✓	✓
				Community facilities (remodel Buchan Park)	✓	✓	✓
				Streetscape & public realm enhancements (trees, lighting, gateways)	✓	✓	✓
				Transport infrastructure (road corridor review, parking, cycling & pedestrian)			✓
				City Plan & development guidelines	✓	✓	✓
Lyttelton	Draft Plan	<ul style="list-style-type: none"> Community engagement & workshop: June 2011 (attendance 300) Inquiry by Design workshop: June 2011 Community feedback: July 2011 (attendance 300) Public consultation: Nov/Dec 2011 (195 submissions) 	29 June 2012	Design & redevelopment with property owners	✓		✓
				Recovery together (Case Manager, marketing campaign, emergency preparedness & funding opportunities)	✓	✓	✓
				Community facilities (Civic Square/Cenotaph, Recreation Centre, public amenities)		✓	✓
				Streetscape & public realm enhancements (London St, Norwich Quay, Tangata Whenua)	✓	✓	✓
				Transport infrastructure (Norwich Quay & port access, pedestrian links)	✓		✓
				District Plan & development guidelines (urban design panel, built heritage)	✓	✓	✓
Selwyn St Shops	Draft Plan	<ul style="list-style-type: none"> Community engagement & workshop: August 2011 Inquiry by Design workshop: August 2011 Public consultation: Dec 2011/Feb 2012 (48 submissions) 	29 June 2012	Design & redevelopment with property owners	✓		✓
				Streetscape enhancements	✓	✓	✓
				Recovery together (Case Manager, Business Association)	✓	✓	✓
				Open space		✓	✓

Attachment 1 (cont): Master Plan status, key actions and potential investment (2012/13)

Master Plan	Status	Milestones Achieved	Adoption Timeline	Potential Key Actions (Implementation Plan)	Potential Investment 2012/13 (predominantly time)		
					Property owners	Community	Council
Linwood Village	Draft Plan	<ul style="list-style-type: none"> Community engagement & workshop: August 2011 Inquiry by Design workshop: August 2011 Public consultation: Dec 2011/Feb 2012 (36 submissions) 	29 June 2012	Redesign/redevelopment of NW and SW corners	✓		✓
				Community facilities & open space (Community Arts Centre site, Doris Lusk Park, public toilet, children's play art)		✓	✓
				Streetscape upgrades	✓		✓
				Recovery Together (Business/Residents Assoc, e/quake memorial, mobile library etc)	✓	✓	✓
Ferry Rd	Inquiry by Design	<ul style="list-style-type: none"> Community engagement & workshop: October 2011 Inquiry by Design workshops: November 2011 Council workshop: March 2012 	Draft Plan May 2012	Design, redevelopment with property owners	✓		✓
			Final Plan November 2012	Streetscape	✓		✓
				City Plan changes	✓	✓	✓
				Recovery Together (non spatial initiatives)	✓	✓	✓
Sumner	Project set-up	<ul style="list-style-type: none"> Community planning initiatives: 2011 Establishment of Joint Advisory Group: February 2012 	Draft Plan September 2012	Design, redevelopment with property owners	✓		✓
			Final Plan Early 2013	Streetscape	✓		✓
				Community facilities, open space		✓	✓
				City Plan changes	✓	✓	✓
				Recovery Together (non spatial initiatives)	✓	✓	✓