

Greater Christchurch Earthquake Recovery: Transition to Regeneration

Draft Transition Recovery Plan
July 2015

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Foreword

Recovery has now reached the point where it is appropriate for central government to step away gradually from its leadership role and move more towards a role of support for local institutions in greater Christchurch.

An Advisory Board on Transition to Long Term Recovery Arrangements was established in December 2014, chaired by Rt Hon Dame Jenny Shipley, to provide advice to the Minister for Canterbury Earthquake Recovery on transitioning the responsibilities and powers of the Canterbury Earthquake Recovery Authority (CERA). The proposals for transitioning central government's role in the recovery to long-term arrangements have been developed in consultation with the Advisory Board on Transition, CERA's strategic partners and central government agencies. It is now time to test those ideas with the public through a formal consultation process.

It is important to remember that transition does not signal the Government is winding down its commitment to recovery. As the proposals set out in this Draft Transition Recovery Plan show, central government remains committed to the recovery of greater Christchurch. The rebuild of Christchurch remains one of the Government's top four priorities.

While some of the CERA work programmes and responsibilities will be wound up as they are completed, others will be taken over by existing or new entities.

This is your opportunity to have your say on long-term recovery arrangements. It is vital that the 'second five years' of the recovery build on the achievements of the first five years and that this transition strengthens the recovery's momentum and focus.



John Ombler

Acting Chief Executive
Canterbury Earthquake Recovery Authority



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1. Introduction

1.1 What is the purpose of this Recovery Plan?

The purpose of developing the Draft Transition Recovery Plan (the Plan) is to set out proposals for the transition of the Government's role in greater Christchurch's recovery to long-term recovery arrangements.

This Draft Plan is, in essence, a discussion document. It includes key contextual information, and proposals for new recovery legislation, a set of new recovery arrangements for the central city and an approach for reporting on priority recovery issues. It also sets out the Government's decisions on the transfer of recovery responsibilities of the Canterbury Earthquake Recovery Authority (CERA) to other central government agencies.

The public will have an opportunity to provide comments before final decisions are made on the proposals in this document.

Any decision on this Draft Plan will be made in accordance with the Canterbury Earthquake Recovery Act 2011 (CER Act). For a link to the CER Act, see 'Links to further information' at the end of this document.

Your feedback is needed by 5pm, Thursday 30 July 2015.

Chapter 9 explains how you can provide comments, or click on the link www.cera.govt.nz/transition

1.2 What is a Recovery Plan?

The CER Act provides for the Minister for Canterbury Earthquake Recovery (the Minister) to direct the development of Recovery Plans for all or part of greater Christchurch. Recovery Plans can deal with any social, economic, cultural or environmental matter; or any particular infrastructure, work or activity. A Recovery Plan must be consistent with the Recovery Strategy for Greater Christchurch: Mahere Haumanutanga o Waitaha (the Recovery Strategy).

A Recovery Plan allows for a robust statutory process, including the opportunity for public consultation, and helps to ensure all relevant information has been considered before final decisions are made.

Draft Recovery Plans must be notified, and the public must be invited to make written comments in the manner and by the date specified in the notification.

There are two existing Recovery Plans: the Christchurch Central Recovery Plan and the Land Use Recovery Plan. A Draft Residential Red Zone Offer Recovery Plan has been released and a Draft Lyttelton Port Recovery Plan is being developed.

Unlike some other Recovery Plans – for example, the Land Use Recovery Plan – this Recovery Plan is unlikely to direct changes to Resource Management Act 1991 documents or other instruments relating to local government, transport and conservation matters.

1.3 What is the process for this Recovery Plan?

When the Recovery Strategy was released in 2012, it envisaged that a transition plan would be developed in collaboration with strategic partners (Christchurch City Council, Environment Canterbury, Selwyn District Council, Waimakariri District Council and Te Rūnanga o Ngāi Tahu) to ensure the smooth transfer of CERA's responsibilities.

The direction for this Plan was gazetted on 14 May 2015, and was publicly notified on 2 July 2015.

The public is invited to provide written feedback on the proposals set out in this Draft Plan, in accordance with section 20 of the CER Act. You do not have to live in greater Christchurch to have a say. The closing date for written comments is 5pm, 30 July 2015. **Chapter 9** outlines how comments can be made.

Once feedback has been received, in accordance with section 21 of the CER Act, the Minister will decide whether to make changes to the proposals set out in this Draft Plan, and whether to approve it.

If the Minister approves the Transition Recovery Plan, it will then be publicly notified as a statutory document (a statutory document is prescribed under an Act of Parliament and approved by the Governor-General or a Minister of the Crown). If approved by the Minister, notice of its approval will be published in the *New Zealand Gazette* and the *Press* and a copy will be presented to the House of Representatives. It will be available on the CERA website and hard copies will be available through CERA.

1.4 What geographic areas does this Recovery Plan cover?

This Plan relates to greater Christchurch, as defined in section 4 of the CER Act.

1.5 Who has prepared this Recovery Plan?

The Chief Executive of CERA has prepared this Draft Plan. In accordance with the gazette notice, the Draft Plan has been developed in consultation with:

- the Advisory Board on Transition to Long Term Recovery Arrangements (the Advisory Board on Transition)
- the strategic partners
- central government agencies.

The next step is to seek the views of the public, including the residents and communities of greater Christchurch, through written comment.

2. Context and background

2.1 Where is greater Christchurch on the recovery pathway?

International experience shows that full recovery from a natural disaster such as the earthquakes in greater Christchurch typically takes decades.

Scale of disaster

- 185 lives lost, thousands seriously injured
- 168,000 homes damaged, 8,000 properties red zoned, 500km of wastewater pipes and 1,000km of roads damaged
- 50 per cent of central city buildings damaged, 1,931 (34 per cent) of businesses in the central city displaced
- Total cost of the recovery estimated to be \$40 billion in 2011 prices

In greater Christchurch, progress through the four phases of recovery (emergency response, restoration, reconstruction and vision) did not follow a linear path. The phases have been overlapping, rather than moving from one phase to the next. This is partly because, unlike many natural disasters worldwide, there was not just one event but a sequence of earthquakes and aftershocks lasting for more than a year.

The psychosocial effects of a disaster have the potential to cause as much damage as the loss of buildings or physical infrastructure. International experience suggests that psychosocial recovery can be expected to take between five and 10 years or longer. Most people have experienced negative psychosocial effects as a result of the earthquakes. Certain population groups are likely to be more affected at different times in the recovery process. Psychosocial recovery, like recovery of the built environment, also progresses through phases.

Now, in 2015, recovery of the built environment is well into the restoration and reconstruction phases, and psychosocial recovery for most people affected by the earthquakes is going well. As recovery continues over the next 10 years, a greater focus on developing and realising the vision for greater Christchurch is needed to ensure that long-term recovery is self-sustaining.

2.2 Who is involved in the recovery?

Partnership and collaboration between all recovery partners was needed to find new ways of working.

After the devastating earthquake of 22 February 2011, it was clear that a national-level response was needed to manage the size and scale of the recovery challenge. A national state of emergency was declared, CERA was established, and the CER Act was enacted. Extraordinary legislative powers were needed to speed up standard processes and cut through impediments to recovery. A sunset clause was built into the legislation so it would expire after five years, reflecting the temporary nature of these arrangements.

The CER Act directed the Chief Executive of CERA to develop an overarching, long-term strategy for the recovery in consultation with the strategic partners. The Recovery Strategy set out the following vision for the recovery:

Greater Christchurch recovers and progresses as a place to be proud of – an attractive and vibrant place to live, work, visit and invest, mō tātou, ā, mō kā uri ā muri ake nei – for us and our children after us.

Recovery Strategy for Greater Christchurch (2012)

To date, CERA has led and coordinated the effort across central and local government, the private sector, non-governmental organisations and the wider community. CERA, the strategic partners and other recovery contributors have used a whole-of-recovery approach that recognises the physical, social, cultural, economic and natural components of recovery, as well as the importance of leadership and integration across the other five components.

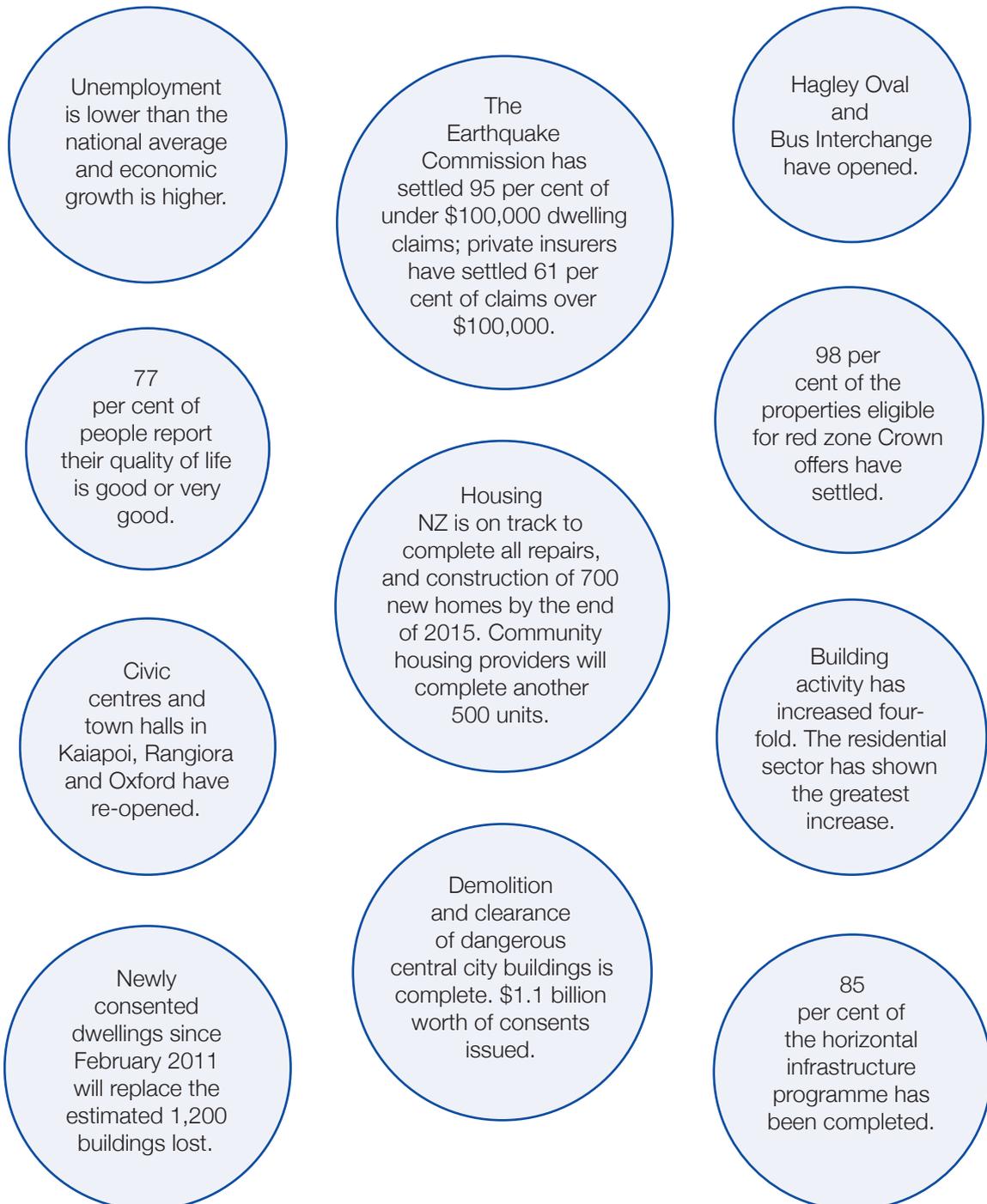
The development of these collaborative working relationships and of new ways to work across institutional boundaries has been a benefit arising from the tragedy of the earthquakes. Finding ways to continue to realise this benefit throughout and beyond this phase of transition will be critical to maintaining recovery momentum.

2.3 What has been achieved in the recovery to date?

For those who lost their loved ones or who were seriously injured, the pathway through recovery may never truly end. For those who are still working through the issues of repairs and rebuilds, the challenge is ongoing.

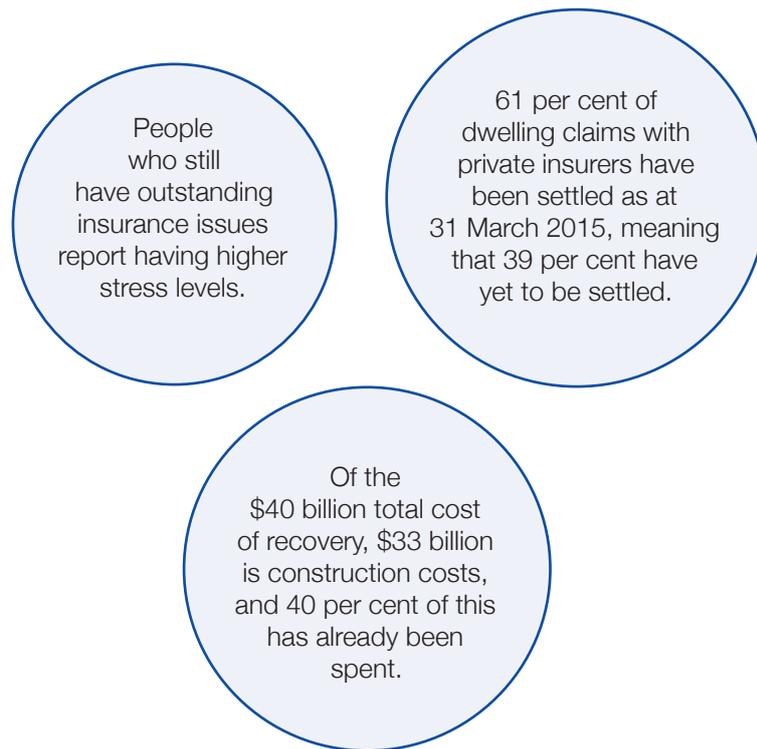
Four-and-a-half years on from the first major earthquake in September 2010, significant progress has been made in the recovery through partnership and collaboration between government, local authorities, iwi, communities, business and the not-for-profit sector. On the following page are a few examples that show how far greater Christchurch has come.

Examples of how far greater Christchurch has come:



2.4 What is still needed to ensure recovery continues?

While there have been many positives in the recovery to date, some areas still require significant attention in the next phase of recovery, and new issues may emerge. The following areas have been identified to date.



In September 2014, 41 per cent of people waiting for an assessment from their insurer and 33 per cent of those living in temporary accommodation reported high levels of stress, compared with 21 per cent for greater Christchurch as a whole.

A range of services provide support to those who are struggling. The Government is working actively with support service agencies and the insurance sector to ensure that services adapt to meet the needs of individuals and support the resolution of insurance claims, particularly for the vulnerable.

Services such as the Residential Advisory Service support property owners to resolve insurance claims. Additionally, the Government is working with some insurers on a case management approach to support property owners to make progress through the claims process.

This work is complemented by a range of community-based support. For example, the Red Cross Independent Advice Grant assists home owners to obtain independent professional advice on their earthquake-affected property if they have been zoned red or technical category 3 (TC3), or have more than \$100,000 of damage.

In addition, the recovery challenges facing the central city have changed over time as redevelopment has occurred. While central government's actions have stimulated 'first mover' private sector investment, the next wave of private sector investment has been less forthcoming than it needs to be to maintain momentum.

The proposed new arrangements for the central city will need to be based on a common understanding by the key recovery partners of the challenges faced (see **Chapter 5**) and a joint commitment to remove any barriers to resolving these challenges as a matter of priority.

2.5 Now is the time to refresh recovery powers, roles and responsibilities

The strategic partners, non-governmental organisations, the private sector and the communities of greater Christchurch have had a lead role in meeting people's needs and undertaking recovery work. CERA has played a leading role in brokering and coordinating work across the recovery of greater Christchurch. Now is the time to pause and reflect, and to refresh recovery arrangements so that they remain fit for purpose for the long term.

International research shows that, for recovery to be sustainable in the long term, it needs to be 'owned' and led by local communities and institutions. Central government leadership and coordination of the recovery, through CERA, was needed in the immediate aftermath of the earthquakes, but the time has come for central government's role in the recovery of greater Christchurch to evolve.

Effective long-term recovery will, over time, depend much less on central government, and more on local authorities, local communities and businesses, local branches of government agencies, and the people of greater Christchurch themselves. But locally led recovery does not mean that central government has no role. As local institutions move into the 'driving seat' of recovery, central government will move from a leadership role to one of support through its local-level agencies performing their normal core functions while taking into account the effects of the earthquakes.

In thinking about future long-term recovery arrangements, key questions have been: What still needs to be done to ensure recovery in greater Christchurch continues, and what role (if any) should central government play?

One of central government's roles is to ensure an appropriate legal framework is in place to support the recovery of greater Christchurch. Some of the powers in the CER Act that relate to the emergency phase of the recovery, or that have never been used, can be allowed to expire. New legislation is needed to support recovery work that will continue after the CER Act expires on 18 April 2016. **Chapter 3** sets out the proposals for new recovery legislation.

The central city is at a critical point and requires a step-change in approach to ensure its recovery. The proposed new entity tasked with the regeneration of the central city for the next few years, as discussed in **Chapter 5**, will need to deliver both commercial discipline and public value, and there will need to be a progressive transfer to Christchurch City Council control.

The Government has decided that its role in recovery should now evolve from a dedicated central government agency (CERA) responsible for brokering, leading and coordinating the recovery effort, to winding down or transferring CERA's responsibilities to other government agencies and stepping back as local institutions move into the 'driving seat' of the recovery. One of these changes will involve establishing a new business unit of the Department of the Prime Minister and Cabinet to complete some residual recovery functions beyond April 2016. **Chapters 6** and **7** provide detailed information on these future arrangements.

3. Legal framework for ongoing recovery

3.1 What does the Canterbury Earthquake Recovery Act do?

The CER Act was passed to enable a focused, timely and expedited recovery from the effects of the Canterbury earthquakes.

Following the 22 February 2011 earthquake, it became clear that effective earthquake recovery would require timely decisions that would not be possible under the available legislation, given the sheer volume of decisions to be made.

The CER Act vested certain powers in the Minister for Canterbury Earthquake Recovery and the Chief Executive of CERA to undertake recovery functions, including:

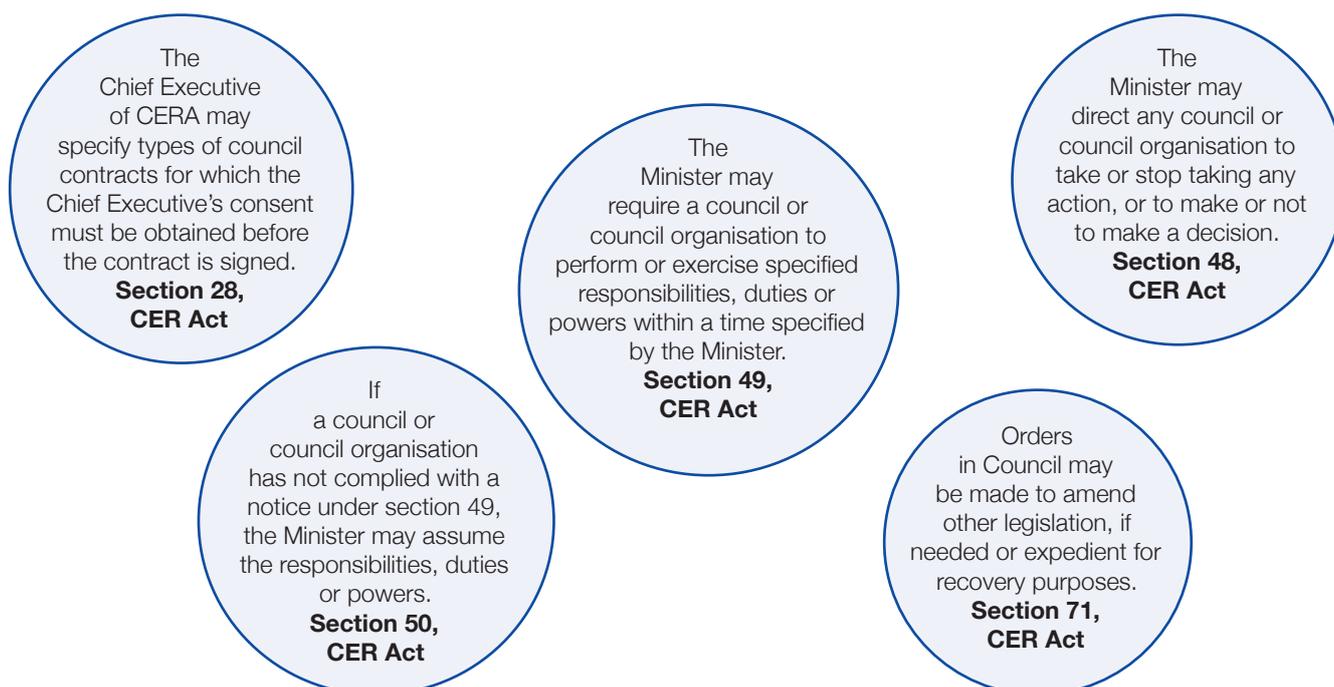
- providing appropriate measures to ensure that greater Christchurch and the councils and their communities respond to, and recover from, the impacts of the Canterbury earthquakes
- facilitating, coordinating and directing the planning, rebuilding and recovery of affected communities, including the repair and rebuilding of land, infrastructure and other property
- restoring the social, economic, cultural and environmental wellbeing of greater Christchurch communities
- enabling information to be gathered about any land, structure or infrastructure affected by the earthquakes.

Under the CER Act, the Minister and Chief Executive of CERA must ensure that they exercise their functions and powers in accordance with the recovery purposes, and only when reasonably considered necessary.

3.2 Many CER Act powers are no longer needed

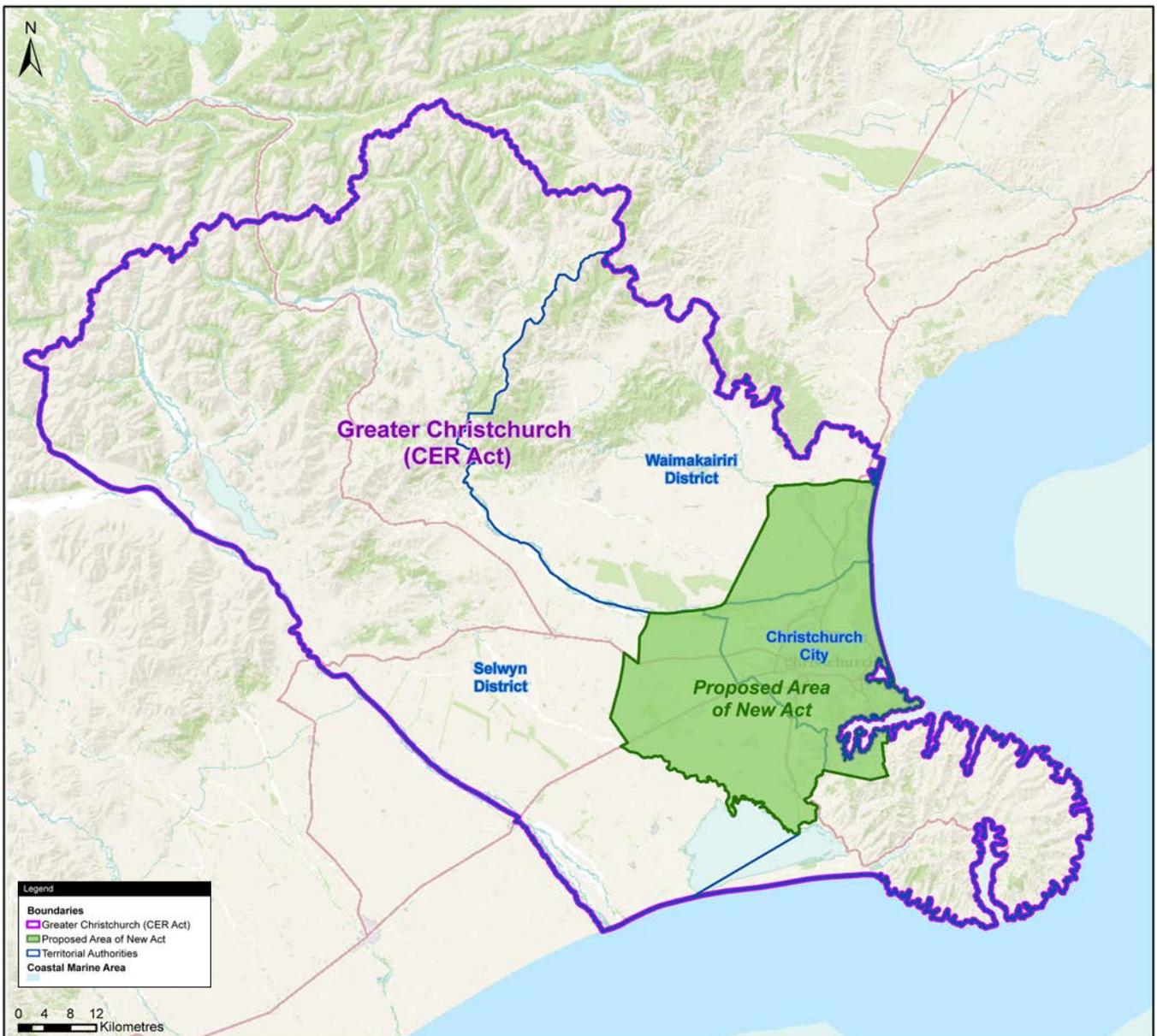
Many of the powers in the CER Act that relate to the emergency phase of recovery are no longer needed. Some of the strongest powers in the CER Act, such as the Minister for Canterbury Earthquake Recovery’s power to direct councils to take or stop taking any action, or to make or not make a decision, should expire. Those powers were significant departures from standard regulatory and administrative processes. In addition, some powers in the CER Act that have never been used, or have been held in reserve, should also expire.

The following are examples of powers in the CER Act that will be allowed to expire.



3.3 New legislation is needed for the next stages of recovery

The Government's proposal is that new legislation is needed to support recovery work that will continue after the CER Act expires in April 2016, and this view is supported by the Advisory Board on Transition. It is proposed that the new Act exists for a period of five years, subject to a review after three years. The new Act will focus on the efficient and effective delivery of future recovery functions and provide legislative basis for ongoing recovery and regeneration. The geographic scope of the new Act could be limited (as set out in the map below) to a sub-region of greater Christchurch, made up of Christchurch city and its urban satellites, together with the adjacent coastal marine areas, and excluding rural Selwyn, Waimakariri and Banks Peninsula.



Proposed geographic scope of the new Act.

The size and scale of much of the ongoing recovery work set out in **Chapter 4** is greater than can be effectively, efficiently and safely managed through standard regulatory processes.

The new legislation will need to reflect the current and future phases of recovery, and the changes brought about from transitioning to long-term recovery arrangements. This means the legislation will be less focused on immediate response and restoration, and more focused on reconstruction and long-term regeneration.

A number of powers in the CER Act are needed beyond April 2016. For example, outstanding demolitions are yet to be undertaken in the Port Hills. The central city is still being rebuilt. Future use of land in the residential red zones is yet to be dealt with and will require a clear legal framework. There will also continue to be regulatory issues that, for the sake of an effective recovery, need to be addressed through expedited, multi-agency and multi-framework planning processes. The CER Act contains key provisions on which these core recovery functions rely. If those provisions expired, recovery momentum would be lost.

A key question that has been considered is whether the new recovery legislation should include the power to develop new Recovery Plans, and whether existing Recovery Plans should continue to have statutory force. Two Recovery Plans have been developed to date: the Christchurch Central Recovery Plan and the Land Use Recovery Plan. It is expected that by the time the CER Act expires (depending on decisions made by the Minister for Canterbury Earthquake Recovery) the Lyttelton Port Recovery Plan and the Residential Red Zone Offer Recovery Plan will be in place. It is proposed that the new legislation will need to provide for the development of new Recovery Plans (to be re-titled as 'Regeneration Plans' to reflect the next phase of recovery) as well as to give ongoing statutory force to existing Recovery Plans.

The current Recovery Strategy was developed in the emergency response phase and has served an important function in guiding the overall recovery effort and its work programmes. It could be updated or replaced with a new strategy. As set out in **Chapter 6**, local institutions are working together to consider the future of the Urban Development Strategy and how these arrangements can be refreshed in the context of recovery. There is an opportunity to integrate recovery and future development in a single document that is part of the long-term planning framework for greater Christchurch. The Chief Executive of CERA will work with the chief executives of the strategic partners and the New Zealand Transport Agency to understand whether any refresh of the Urban Development Strategy and its implementation may require any regulatory changes, which could be incorporated into the new legislation.

The CER Act reinforced a critical role for Te Rūnanga o Ngāi Tahu in the governance and leadership arrangements for the rebuilding and recovery of greater Christchurch. The Minister and CERA have worked closely with Te Rūnanga o Ngāi Tahu to agree on processes for working together through the recovery, including involvement in decision-making processes, input into design and planning, and community engagement. The new legislation will need to appropriately reflect the ongoing role of Te Rūnanga o Ngāi Tahu in the recovery.

The new legislation will also need ongoing, robust consultative processes to ensure the powers are exercised in a way that reflects shared and locally driven recovery objectives.

Examples of powers and provisions that the Government proposes will be needed in the new legislation include:

- **a legal framework for land ownership.** The powers currently held by CERA's Chief Executive to acquire, hold, mortgage, lease, dispose of, amalgamate, subdivide, improve and develop land on behalf of the Crown should continue to be available to the Crown. The Crown has acquired large tracts of land in the residential red zones and the central city. This acquisition has allowed CERA to undertake remediation, management and interim redevelopment of the earthquake-affected land in these areas. Although land acquisition in the central city should be complete by April 2016, the residential red zone land is still subject to decisions on what its future use will be and how this will be implemented.
- **powers to allow recovery works, including demolitions, to continue.** The CER Act provides the CERA Chief Executive with powers to carry out or commission works, including the power to erect, repair, demolish and remove buildings or structures. These powers apply to both Crown land and private land. The Crown will continue to need powers to do recovery works. The demolition and clearance of Crown-acquired property in the Port Hills residential red zones and in the central city will be ongoing after the CER Act expires. There will also be a small amount of residual work on dangerous buildings in the central city on land not owned by the Crown. At this stage, given the complexities associated with the work required in the Port Hills residential red zone, there are limited circumstances where works need to be undertaken on non-Crown-owned properties, including social housing works on behalf of Christchurch City Council. This function is expected to be completed by the end of 2018.
- **powers to allow new Recovery Plans (now to be called Regeneration Plans) to be developed, for existing Recovery Plans to continue to have statutory force, and for the revocation of these Recovery Plans.** The process could require the Minister to consult with strategic partners and the Community Forum.
- **public safety provisions, including access restrictions.** The CER Act provides that the CERA Chief Executive may restrict or prohibit access to any specified area, or to any specified building, within greater Christchurch. There will be properties that continue to present a safety risk post 2016, particularly in the Port Hills residential red zone, but also in the central city and the flat land residential red zones. The continuation of the ability to restrict access is important for managing this risk. Another power needed is the Chief Executive's ability to temporarily close or permanently stop roads.
- **powers for collecting and disseminating information and reports, and commissioning investigations and surveys.** Obtaining information needed for assessments, demolitions and rebuild assessments, and disseminating information and advice about recovery, specific decisions and activities, are crucial functions.
- **modified appeal rights and protections.** The CER Act modifies appeal rights against decisions of the Minister or Chief Executive of CERA acting under the CER Act.
- **appropriate checks and balances to ensure there are various forms of mitigation or limits on the exercise of any powers.** An appropriate set of regulatory safeguards and provisions for strategic partner and stakeholder input to decision making will be an important component of the new Act. To mitigate the perceived risks associated with its powers, the CER Act contains a number of checks and balances. Any exercise of the powers of the CER Act, by the Minister or the CERA Chief Executive, must be in accordance with the purposes of the Act. The Minister and Chief Executive must also "reasonably consider it necessary". These checks and balances are proposed to continue, as appropriate. A Community Forum was also established under the CER Act to provide the Minister with advice regarding the operation of the Act. It is proposed that the Forum continues so that views of the community continue to be directly heard through the recovery process and there is provision for meaningful participation by community representatives.
- **appropriate transitional provisions for actions that require further time for implementation.** For example, the continuation of a small number of existing Orders in Council created using the CER Act that continue to support important recovery activities and existing Recovery Plans.

Given the major reconstruction, recovery and regeneration-related programme that lies ahead, it may be important to maintain powers to make amendments to council plans, conservation strategies and bylaws in an expeditious manner to effect timely regeneration (section 27 of the CER Act). As a scaling-back measure, it is proposed to remove the ability to cancel resource consents from the scope of this power. This is because the revocation of a resource consent can undermine private interests and create uncertainty in the regulatory environment.

Key things to think about

- Do you have any views on the powers and provisions that will be needed in the new legislation to support regeneration?

Your feedback on the proposed new legislation is welcomed. Once feedback has been received, the Minister for Canterbury Earthquake Recovery will make recommendations to Cabinet. If Cabinet agrees, a new Bill will be drafted and introduced into the House of Representatives. As part of the usual process for legislation, the public will have an opportunity to provide feedback on a new recovery Bill through the select committee process. Any new recovery legislation will need to be enacted before the CER Act expires in April 2016.

4. Transitioning to new recovery arrangements

4.1 Many of CERA's recovery responsibilities are winding down ...

A number of CERA's recovery work programmes and responsibilities have been completed, or are set to wind down and finish soon.

These include, for example:

- supporting other agencies to develop recovery programmes (eg, supporting Sport New Zealand to develop the Sport and Recreation Programme)
- working with local government to develop the current suite of Recovery Plans (eg, working with Environment Canterbury to develop the Land Use Recovery Plan)
- supporting Christchurch City Council to develop its response to flooding events in 2014
- transferring the Detailed Engineering Evaluations function over to local authorities to manage under the Building Act 2004 and any applicable policies, as per the standard practice across New Zealand.

The delivery of these recovery plans and programmes is the responsibility of other central government agencies and/or local authorities. Some have already been completed. CERA's supporting role in these areas has already wound down, or will be wound down soon.

4.2 ... but some key recovery work needs to continue

Consideration has been given to identifying what recovery work needs to continue in order to maintain recovery momentum, and what role central government should play in continuing this work. The following key recovery work is needed beyond the short term.

- **Local governance, leadership and coordination of the recovery**
CERA will step back from its role in leading and coordinating across the whole of the recovery. **Chapter 6** sets out the proposal that governance, leadership and coordination of the recovery will be the responsibility of local institutions, primarily local authorities and Te Rūnanga o Ngāi Tahu, while central government will move to a supporting role.
- **Driving the central city rebuild**
Rebuilding central Christchurch is one of the most ambitious projects in New Zealand's history. **Chapter 5** sets out the proposal that the Crown and Christchurch City Council will work to investigate the possibility of establishing a new entity to deliver and develop the Crown and Council's objectives for the regeneration of the central city (which will transition over a longer period to Christchurch City Council). Other council initiatives, such as the Partnership Approvals service, will complement this proposal.
- **Ensuring psychosocial recovery and community wellbeing**
The majority of people in greater Christchurch are now reporting that their quality of life is good or very good. These people are able to get on with things, and access support (including personal and social support) through their neighbourhoods and community networks. A smaller, but significant, proportion continues to be significantly affected by primary or secondary stressors¹ associated with the earthquakes. To date, CERA has played a brokering and leadership role across the psychosocial sector in greater Christchurch. **Chapter 6** sets out the Government's decision that the Ministry of Health will be the lead central government agency responsible for brokering and coordination across the psychosocial recovery sector in greater Christchurch. **Chapter 6** also proposes that support for community-led resilience initiatives will be the responsibility of local authorities (as it is across the rest of New Zealand), and CERA's support role will wind down.

¹Primary stressors relate directly to the disaster; for example, witnessing death, experiencing an injury, or fearing for one's life. Secondary stressors arise in the aftermath of the disaster; for example, insurance processes, parental concerns about impacts on children and continued lack of infrastructure.

- **Supporting the residential rebuild**

After April 2016, supporting still-unresolved housing recovery will be a smaller but not yet completed task. There is expected to be a ‘tail’ of complex unresolved insurance claims, owners facing challenges relating to self-managed repairs, and emerging issues relating to repair quality and unrepaired housing. Timely and effective completion of the residential rebuild will have a significant positive impact on psychosocial recovery. **Chapter 6** sets out the Government’s decision that CERA’s role in supporting housing recovery will transfer to the Ministry of Business, Innovation and Employment.

- **Part funding and/or joint governance of horizontal infrastructure repairs**

CERA in conjunction with the New Zealand Transport Agency manages the Crown’s contribution to the rebuild of horizontal infrastructure. CERA contributes to the three waters horizontal infrastructure costs of Waimakariri District Council and Christchurch City Council, and carries out technical and financial assurance on this spend. **Chapter 7** sets out the Government’s decision that a new business unit within the Department of the Prime Minister and Cabinet will complete this work, which is expected to be achieved by June 2017.

- **Completing demolitions and clearances**

Demolitions and clearances of buildings in the central city are nearly complete, although a small number of privately owned properties in the central city may still require work beyond April 2016. Work on properties in the Port Hills residential red zone is expected to be completed by the end of 2018. **Chapter 6** sets out the Government’s decision that this role will be transferred from CERA to Land Information New Zealand.

- **Interim land holding in the residential red zones**

The Crown has acquired a significant amount of land in the residential red zones through its offers to property owners. CERA is responsible for managing the Crown-owned properties in the red zones. Decisions are yet to be made about the long-term future use, ownership and management of this land. Interim management of the land includes tidying up the land, ensuring public safety, preventing illegal dumping and taking a cost-effective and practical approach to maintenance. **Chapter 6** sets out the Government’s decision that this role will be transferred from CERA to Land Information New Zealand.

- **Decisions on future use of the residential red zones**

Deciding what to do with the land in the flat lands and Port Hills residential red zones remains an important recovery task for the people of greater Christchurch. **Chapter 7** sets out the Government’s decision that a new business unit within the Department of the Prime Minister and Cabinet will be responsible for providing advice to the relevant Minister on the future use of the residential red zones. The proposed new entity responsible for regeneration in the central city, possibly called ‘Regenerate Christchurch’, could also provide commercial expert advice to the Minister (and the Department of the Prime Minister and Cabinet) on the viability of proposed and final options, and implement the final decisions made by the Minister.

- **Monitoring of procurement of the public sector rebuild**

CERA works with the Ministry of Business, Innovation and Employment to provide regular analysis, advice and support on the public sector rebuild (including schools, hospitals and central city major projects) to ensure that procurement follows international best practice. **Chapter 6** sets out the Government’s decision that this role will be undertaken in the future by the Ministry of Business, Innovation and Employment.

- **Coordinating and maintaining effort across central government**

Chapter 7 sets out the Government’s decision that a new business unit within the Department of the Prime Minister and Cabinet will be responsible for providing ongoing advice to the Government on the regeneration of greater Christchurch, to ensure that recovery momentum continues throughout and beyond the transition period.

The transition to recovery arrangements will not all occur when the CER Act expires on 18 April 2016. Many functions will transition to the inheriting agencies well before then. Some functions will continue to be led by the Department of the Prime Minister and Cabinet beyond CERA’s disestablishment in 2016.

5. Driving the central city rebuild

The Advisory Board on Transition has identified that the speed, quality and momentum of future development in the central city are vital to the economic, social and cultural prosperity of Christchurch city, greater Christchurch and Canterbury. The Board is strongly of the view that a step-change in the central city is needed to build confidence, deliver a real change in sentiment, attract potential investment and deliver streamlined compliance processes.

The recovery of the central city is currently at a critical point and is facing some significant challenges. A new set of recovery arrangements for the central city is needed to address these challenges.

5.1 Current recovery responsibilities

The objective of the Christchurch Central Recovery Plan is to establish (by 2041) a vibrant central city and to create a recovery that is self-sustaining.

The Christchurch Central Recovery Plan sets out the vision for a regenerated central city:

Central Christchurch will become the thriving heart of an international city. It will draw on its rich natural and cultural heritage, and the skills and passion of its people, to embrace opportunities for innovation and growth. Redevelopment will acknowledge the past and the events that have shaped the city, while reflecting the best of the new.

Christchurch Central Recovery Plan (2012)

The recovery of the central city is dependent on different participants (central government, local authorities, Te Rūnanga o Ngāi Tahu, businesses, investors, developers, residents) coming together to deliver the vision of the Christchurch Central Recovery Plan. Achieving its objectives will continue to require significant recovery work by the private sector, as well as the public sector.

To date, CERA has been responsible for the Christchurch Central Recovery Plan's programme of recovery work in the central city:

- providing visible leadership and ongoing management of and accountability for the Christchurch Central Recovery Plan
- developing its chapters, An Accessible City and A Liveable City, which have set the transport and residential frameworks for the central city through changes to the Christchurch District Plan
- supporting and facilitating investment in the central city, including by providing information to potential investors and developers
- procuring, master planning and driving the construction of most of the major projects.

Delivery of the major projects includes some construction and funding responsibilities shared between the Crown and Christchurch City Council, and between the Crown and the private sector. The Crown is contributing to the funding and delivery of the first phase of implementation projects for An Accessible City. No further funding is proposed for phases two and three from central government, other than through normal funding processes of the New Zealand Transport Agency.

The regulatory framework in greater Christchurch has operated with the addition of special arrangements since the CER Act came into force in April 2011. These arrangements were put in place due to the enormity of the rebuild and recovery task ahead, and include, for example, the ability for the Minister for Canterbury Earthquake Recovery to make changes to district plans using special powers in the CER Act (see **Chapter 3**). The regulatory framework for the central city has been put in place through changes to the operative Christchurch District Plan through the Christchurch Central Recovery Plan. For example, the transport and residential chapters of the Christchurch Central Recovery Plan (An Accessible City and A Liveable City) have amended the transport and residential chapters of the District Plan. The current review of the Christchurch District Plans (which is expected to be completed in 2016) provides the opportunity to embed both the vision and the regulatory framework set out in the Christchurch Central Recovery Plan into the Replacement District Plan, which will direct development in the central city over the next 10 years.

Christchurch City Council is responsible for implementing the regulatory framework put in place by the Christchurch Central Recovery Plan, as part of its usual role in processing consent applications.

Ngāi Tūāhuriri (one of the 18 Papatipu Rūnanga of Ngāi Tahu) has an agreement with CERA, which recognises its Treaty-based relationship and provides for a formal partnership to continue working collaboratively on rebuilding the central city. Matapopore (the Charitable Trust created by Ngāi Tūāhuriri) has been providing advice on the implementation of the Christchurch Central Recovery Plan.

5.2 Addressing five recovery challenges for the central city

Balancing the objectives of transition with the vision for the central city, the five key challenges that will face the central city recovery over the next five years are:

- 1 attracting investors into the city and maintaining recovery momentum**
- 2 bringing greater commercial discipline and acumen to the delivery of major projects**
- 3 ensuring the Christchurch Central Recovery Plan's programme of recovery work in the central city continues in a coordinated way**
- 4 ensuring sufficient funding from a range of sources (including Crown, local government and private sector) is available to deliver recovery of the central city**
- 5 implementing a fit-for-purpose central city regulatory planning and consenting framework.**

A new set of cohesive recovery arrangements and responsibilities in the central city will address the five challenges and enable regeneration. These new arrangements include:

- the Crown and Christchurch City Council investigating the establishment of a new entity, possibly to be named Regenerate Christchurch, to deliver and develop the Crown and Council's objectives for the regeneration of the city
- a new 'one stop shop' for approvals set up by Christchurch City Council and Environment Canterbury
- a new 'one stop shop' for investment attraction set up by Christchurch City Council.

Tying these elements together will ensure a cohesive approach that provides certainty for central city participants. As set out in **Chapter 3**, it is proposed that new recovery legislation includes continued powers for the responsible Minister to make changes to the regulatory framework.

The Advisory Board on Transition noted that there is a wide spectrum of options that could address the challenges and provide leadership and delivery of central city recovery. It identified three points on that spectrum for consideration (all of which would involve establishment of a commercial entity to deliver Crown-led major projects and agreed joint Crown–Council projects):

- Crown-owned, fully autonomous Christchurch Development Agency
- a commercially-oriented Christchurch Central Regeneration Authority jointly established by the Crown and Christchurch City Council
- a Christchurch City Council-led recovery approach, with the Crown in close support.

5.3 Regeneration functions in central city

The Government proposal is that the necessary step-change and level of ambition for the central city would be best achieved by creating a new entity, possibly named Regenerate Christchurch, which would be jointly developed and designed with Christchurch City Council. This new entity, which could have characteristics similar to an urban development authority, would be tasked with regeneration and take on many functions currently undertaken by CERA. Over the next three to seven years, it is expected that responsibility for regeneration of the central city will progressively transfer to the Council.

It is proposed that the Crown and Christchurch City Council work together to investigate the establishment of an appropriate entity, or entities, to deliver and develop the Crown and Council's objectives for the regeneration of the city.

This joint investigation would develop advice on the design of the Regenerate Christchurch proposal, including:

- the objectives and functions of the entity or entities (including the relationship, and possible integration, of Regenerate Christchurch with Development Christchurch Limited), capital and operating cost requirements, funding options, geographical scope, and powers under any new legislation that might be required for the relevant entity to operate efficiently and effectively
- membership of the Regenerate Christchurch Board and appointments (including the relationship of the Board with the relevant Minister and the Mayor of Christchurch), and how responsibility for appointments will progressively transfer to Christchurch City Council
- the length of time Regenerate Christchurch might exist
- the set-up of an Establishment Board and its members, scope and functions.

Proposal – Responsibility for regeneration functions carried out by CERA will transfer to a **new entity**, possibly named Regenerate Christchurch, which would be jointly developed and designed with Christchurch City Council.

5.4 A 'one stop shop' for approvals in the central city

Christchurch City Council has set up a Partnership Approvals service, which is a 'one stop shop' to provide a single point of contact for project approvals from the initial concept stage right through to completion. This includes Environment Canterbury approvals on land issues. Following the international best practice case management approach, applicants will deal with one case manager, who will help by providing advice on the different approvals needed and the process for obtaining these, and facilitating the approval process. Many local authorities across New Zealand have similar units. A similar case management approach was put in place successfully by Christchurch City Council and Environment Canterbury working together in relation to the Residential Land Repair One Stop Shop.

The service is available for central city applicants from 1 July 2015. It is possible that such an approach could be available more widely across the city in the future.

Greater certainty and clarity in relation to consenting (and interpretation of the District Plan), as well as a consistent 'can do' culture, would improve confidence and provide a strong platform for private investors to make the decisions required to contribute to the recovery and achievement of the vision for the central city. Central government is working to support Christchurch City Council and Environment Canterbury on how to improve current processes and how suitably skilled personnel could provide support for the 'one stop shop'.

5.5 A 'one stop shop' for attracting private sector investment

Christchurch City Council is establishing a new entity, Development Christchurch Limited, as a single point of entry for investors, with a focus on the generation and delivery of investment opportunities. This work is being led by Christchurch City Holdings Limited. Most local authorities across New Zealand have similar units responsible for attracting private sector investment to their region.

To date, CERA, Christchurch City Council and other organisations have all had a role in trying to attract private sector investment to the central city. There has been some success. However, the different organisations have at times 'tripped over each other' or provided the private sector with inconsistent messaging.

It is proposed that CERA's investment attraction work be wound down, so responsibility for attracting private sector investment to the city would be the responsibility of Christchurch City Council (in line with other local authorities in New Zealand).

Central government will work with Christchurch City Council and other interested organisations as appropriate (for example, New Zealand Trade and Enterprise, Canterbury Tourism) to support the establishment of the new 'one stop shop'.

5.6 Next steps for central city arrangements

As stated above, the recovery of the central city is at a critical point. The arrangements set out above are intended to address the five challenges to the central city's recovery. In addition, the Christchurch City Council is currently developing new governance, leadership and organisational structures and regulatory and consenting toolkits.

It is intended that, in addition to considering feedback received on the proposals through the public consultation process, the Crown and Christchurch City Council will continue to work with Te Rūnanga o Ngāi Tahu and Environment Canterbury to consider and refine the proposed arrangements for the recovery of the central city. In particular, this work will cover how to tie all the elements together to ensure a cohesive approach that provides certainty. This will include:

- developing a joint work programme to identify any capability and capacity issues and put in place measures to address these as the new central city arrangements are implemented
- determining how new tasks fit within those agencies' existing priorities.

The nature and extent of practical support provided by central government to local authorities will slowly decrease over the next three to five years as local authorities build up capability and capacity to lead the recovery of the central city.

Key things to think about

- Do you think that the proposed new arrangements for the central city will create the 'step-change' needed to drive community and business confidence and investment in the central city?
- Are there other changes needed to build confidence and encourage investment in the central city recovery?

Your feedback on the proposed new arrangements for the regeneration of the central city is welcomed. Once feedback is received, the Minister for Canterbury Earthquake Recovery may make changes to the proposals. If, after making any changes, the Minister decides to approve the Recovery Plan, finalised proposals will be implemented as soon as possible (and no later than April 2016).

6. New recovery arrangements

This chapter sets out proposals for new arrangements for recovery work that needs to continue (other than arrangements for the central city – see **Chapter 5**). Where CERA's recovery work is to transition to other government agencies, the majority of ongoing recovery-related services will continue to be delivered from local branches of these agencies. It will be important for those central government agencies to continue to have an effective working relationship with strategic partners and others involved in the delivery of the recovery effort.

6.1 Local institutions

Prior to the earthquakes, local institutions in greater Christchurch had established an effective collaborative arrangement for managing land use and infrastructure planning and delivery through partnering on the development and implementation of the Greater Christchurch Urban Development Strategy. These local institutions included Christchurch City Council, Environment Canterbury, Selwyn and Waimakariri district councils and the New Zealand Transport Agency. Currently, these local institutions are working together to consider the future of the Urban Development Strategy and how these arrangements can be refreshed in the context of recovery.

Overall leadership and coordination of the recovery

The proposal is that CERA's role in leading and coordinating across the overall recovery of greater Christchurch will wind down, so that local leadership and coordination of the recovery will become the responsibility of local institutions, primarily local authorities and Te Rūnanga o Ngāi Tahu. Central government's ongoing role will move to support for these local institutions, which are already working together and considering what needs to change to take on the role of recovery leadership.

Proposal – Overall leadership and coordination of the recovery will be the responsibility of **local institutions**, primarily local authorities and Te Rūnanga o Ngāi Tahu.

The Advisory Board on Transition has made some recommendations to local authorities on creating strong and visible local leadership. In particular, it has recommended that they:

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

The Government is supportive of the Advisory Board's recommendations in this area, and will continue to play a supporting role, as it does now, in the implementation of the Urban Development Strategy.

Support for community-led resilience activities

To date, CERA has provided some support for community-led recovery activities that focus on community resilience. By working with and alongside local authorities, community groups, community leaders, He Oranga Pounamu and non-governmental organisations, CERA has helped to develop and implement local recovery initiatives that focus on community resilience (eg, the Summer of Fun and Leadership in the Community).

It is proposed that CERA's support role will be wound down, so responsibility for supporting these initiatives will lie with local authorities in greater Christchurch (as it does across the rest of New Zealand).

Proposal – Support for community-led recovery activities that focus on community resilience will be the responsibility of local authorities (**Christchurch City Council, Waimakariri District Council and Selwyn District Council**) for their respective communities.

6.2 Other central government agencies

Several elements of the recovery will remain with central government because they are very similar to central government's day-to-day responsibilities. In other cases, where the functions have no clear home outside the earthquake recovery context and will end in the short term, the costs of transferring the work outside of central government (for example, acquiring specialist skills for a short period only) are likely to outweigh the benefits in terms of increased local leadership. The Government has made some decisions about how ongoing central government-led recovery functions will be delivered.

Many of the central government agencies referred to below have a local presence in greater Christchurch and have established relationships with other recovery agencies through their involvement in the recovery to date.

Supporting the residential rebuild

The residential repair and rebuild is expected to continue beyond April 2016. Significant remaining issues are likely to include the 'tail end' of complex unsettled insurance claims (including multi-unit buildings) and owners who have taken cash settlements from their insurers and are managing their own repairs.

New arrangements – CERA's residential rebuild work will transfer to the **Ministry of Business, Innovation and Employment**, in particular:

- brokering solutions for emerging residential rebuild issues
- monitoring the pace and rate of insurance settlements
- participation in the Residential Advisory Service governance and operational delivery of services.

The Ministry of Business, Innovation and Employment and the Ministry of Social Development will also continue their existing residential rebuild recovery work.

- The Ministry of Business, Innovation and Employment's existing residential rebuild-specific work and functions include providing technical advice and guidance for the building sector, providing information and advice for residents on the repair and rebuild process, monitoring trends in the design and quality of building work undertaken during the rebuild, providing insight and intelligence on Canterbury's housing market and managing temporary accommodation (including the temporary villages and matching/placement service).
- The Ministry of Social Development's existing residential rebuild-specific work and functions include responsibility for emergency housing, temporary accommodation support and wrap-around support for the most vulnerable, managing the Canterbury Earthquake Temporary Accommodation Service and Earthquake Support Coordination Service, and administering Temporary Accommodation Assistance.

Ensuring psychosocial recovery

Psychosocial recovery is going well for many people in greater Christchurch and their quality of life is improving – but a smaller yet significant proportion is still struggling to cope.

CERA has played a brokering and leadership role across the psychosocial sector in greater Christchurch (including central government agencies, strategic partners, non-governmental organisations, community groups and networks) to drive community-led recovery, service delivery, and communications and engagement.

Continued brokering, monitoring, coordination, leadership and governance are needed beyond the short term in order to ensure that the ongoing multi-agency effort remains coordinated and effective in the delivery of psychosocial services and community supports.

New arrangements – The **Ministry of Health** will be the lead central government agency responsible for psychosocial recovery.

As the lead central government agency, the Ministry of Health will be responsible for leading, brokering and coordinating across the wider psychosocial recovery sector in greater Christchurch.

The Ministry of Health will also continue its existing role in setting health and wellbeing policy, and funding the Canterbury District Health Board. The Canterbury District Health Board will continue to be responsible for delivering specialist psychosocial support services (including mental health services).

The government agencies, community groups and organisations comprising the Greater Christchurch Psychosocial Subcommittee will continue to deliver psychosocial recovery activities and services in greater Christchurch. These activities are set out in the Community in Mind Shared Programme of Action, which sits under and implements the Community in Mind Strategy.

The Advisory Board on Transition has proposed a slightly different leadership approach, recommending that the Government should strengthen, support and formalise the Greater Christchurch Psychosocial Subcommittee in a leadership role.

Completing demolitions and clearances

CERA provides overall coordination of demolitions and clearances of Crown-owned land in the central city and residential red zones (as well as some on behalf of insurers). CERA provides specialist technical advice (such as quantity surveyors, engineers, project managers, debris and contamination management) and contracts the demolition of buildings and the removal of debris and contamination.

By April 2016, much of the work in the central city and flat land residential red zones will be complete. However, approximately 60 per cent of Crown-owned properties in the Port Hills residential red zone (and a small number of non-dangerous buildings in the central city) will still require demolition and clearance. The remaining works in the Port Hills are the most complex and dangerous demolitions to date, and completing them carries risk to life.

New arrangements – CERA's responsibility for demolitions and clearances will transfer to **Land Information New Zealand**, including:

- coordinating demolitions and clearances
- providing specialist technical advice
- managing contracts
- managing health and safety risks
- determining compensation claims where there has been damage as the result of demolitions.

Interim land management in the residential red zones

CERA currently manages land owned by the Crown in the residential red zones. This responsibility includes:

- holding land on behalf of the Crown until disposed of to its next owner
- acquiring new land, disposal of land, amalgamation of titles and subdivision
- determining compensation claims where land has been compulsorily acquired
- undertaking day-to-day maintenance of the land, including paying rates, pest and plant management, fencing, security, grassing and lawn mowing
- dealing with requests for interim use of the land (including leasing and access)
- providing community assurance, including engaging with the public on land management and safety matters.

Decisions are yet to be made about the long-term future use, ownership and management of this land. Until these decisions are made, the land will need to continue to be managed as described above.

New arrangements – CERA's responsibility for interim land management in the residential red zones will transfer to **Land Information New Zealand**, including:

- performing land ownership functions (holding, acquisition, disposal, amalgamation and subdivision)
- determining compensation claims where land has been compulsorily acquired
- undertaking day-to-day maintenance of the land
- dealing with requests for interim use of the land (in consultation with the Department of the Prime Minister and Cabinet).

Land Information New Zealand will need legislative powers to hold and manage the land in the residential red zones (these powers are currently set out in the CER Act). It is proposed that these powers will be provided through new recovery legislation (see **Chapter 3**).

Responsibility for providing advice to the Government on the future uses of the residential red zones, and the development of any legal or planning framework to implement those decisions, will rest with the Department of the Prime Minister and Cabinet (see **Chapter 7**). The new entity responsible for delivering regeneration functions in the central city, possibly called 'Regenerate Christchurch' (see **Chapter 5**), could also provide expert advice to the Minister (and the Department of the Prime Minister and Cabinet) on the viability of proposed and final options, and implement the final decisions made by the Minister.

As decisions on interim use of the land might have implications for potential future use, Land Information New Zealand will make decisions on interim use of the land in the residential red zone in agreement with the Department of the Prime Minister and Cabinet.

Monitoring of procurement of the public sector rebuild

The repair and rebuild of earthquake-damaged houses, commercial properties and community facilities, along with the public sector rebuild (including schools, hospitals and central city major projects) is estimated to be worth \$40 billion.

CERA and the Ministry of Business, Innovation and Employment jointly deliver strategic procurement and performance advice. Their role is to:

- analyse the progress of the rebuild
- assess market dynamics in the construction sector (including by identifying potential supply constraints and risks)
- keep the market informed about forecasted public sector demand
- communicate projected supply and demand issues
- support public sector agencies by providing market intelligence, procurement advice and coordinating functions.

This work is intended to give the market reliable information to assist suppliers' planning; inform investors and the community on progress; help public sector agencies understand their own project management and ensure best practice in their procurement; and identify and help address potential supply constraints and risks that might affect the efficiency of the rebuild.

The Ministry of Business, Innovation and Employment will now deliver this function on its own.

New arrangements – The **Ministry of Business, Innovation and Employment** will lead work on monitoring procurement of the public sector rebuild, in particular by:

- analysing progress of the rebuild, including of public sector agencies
- providing procurement advice and coordination functions
- informing and engaging with the construction market.

7. Residual central government functions

Although the majority of recovery work that needs to continue beyond the short term will be transferred to local institutions and other central government agencies, some residual recovery responsibilities will need to stay with central government once CERA is disestablished.

7.1 Advising Ministers

The Government has decided that a business unit within the Department of the Prime Minister and Cabinet will continue to provide the necessary advice to Ministers. Specifically this unit will:

- provide policy and legal advice to Ministers and Government on the regeneration of greater Christchurch, and administer the new legislation
- provide advice on future use of the residential red zones until decisions can be handed over to the new entity responsible for delivering regeneration functions in the central city for implementation
- monitor and report on the overall progress of recovery (see **Chapter 8**).

7.2 Completing other short-term critical recovery work

For some critical recovery work that will be completed in the short term, transferring responsibilities for it would create unnecessary costs and potentially interrupt recovery momentum.

Once CERA is disestablished, the Department of the Prime Minister and Cabinet will continue to hold responsibility for **part funding and/or joint governance of horizontal infrastructure repairs**. CERA, in conjunction with the New Zealand Transport Agency, manages the Crown contribution to the rebuild of horizontal infrastructure. CERA contributes to the three waters horizontal infrastructure costs of Waimakariri District Council and Christchurch City Council and carries out technical and financial assurance on this spend. The existing agreed programme of work is expected to be completed by June 2017 (although in the residential red zones, this timing will be contingent on decisions on future use).

7.3 Another phase of transition

Once the critical recovery work set out above has been completed, only the coordination of central government's recovery contribution will remain.

The need for a central point of advice on central government's contribution to recovery, and how that role is delivered, will continue to be re-assessed as the recovery progresses.

8. Recovery reporting

8.1 Recovery goals

In 2012, the Recovery Strategy set out a high-level vision for the recovery, goals and priorities for each of the six components of recovery: leadership and integration, economic recovery, social recovery, cultural recovery, built environment recovery and natural environment recovery. The vision, goals and priorities are intended to guide not just the Government, but all individuals, communities and organisations involved in recovery activities.

The recovery of greater Christchurch remains an overarching priority for central government. As central government's role in recovery evolves from leadership to supporting local institutions, and as the recovery enters a new phase of regeneration, it is timely to consider how best to demonstrate the Government's ongoing commitment to the recovery.

8.2 Reporting on priorities

To ensure an ongoing focus on recovery, central government will need to find a way to ensure that the most critical recovery issues are prioritised by the agencies tasked with those responsibilities.

As set out in **Chapter 6**, the Government has decided that a number of CERA's responsibilities will transfer to other central government agencies. Under these recovery arrangements, a new approach will be needed to ensure that central government agencies remain focused on, and are held accountable for, the most critical recovery issues, particularly where addressing those issues will require working across government agency boundaries and with other recovery partners in greater Christchurch.

One way to maintain that focus would be to adopt an approach that provides for regular monitoring and reporting on progress to the Minister for Canterbury Earthquake Recovery and the public.

Recovery is a long-term process and some key issues remain that are likely to require continued attention by central government over the next five to ten years. The proposed approach centres on five complex challenges for recovery. The emphasis would be on defining the desired change and priorities for people and communities during the next phase of recovery and the measures to be used to assess progress.

The five priority areas on the following page have been identified as continuing to present challenges or offering opportunities to better effect the recovery.

Priority area	Why this is a priority for Government?
Improving people's wellbeing	International evidence suggests that recovery from the psychosocial effects of disaster can take five to 10 years. While psychosocial recovery is progressing well for many people in greater Christchurch, a smaller yet significant proportion of the population is still struggling to cope. There is strong evidence that the risk of people going on to develop mental illness increases with the intensity and persistence of primary and secondary earthquake stressors.
Repairing and replacing housing	Completing the residential repair and rebuild is critical to ensuring that the people of greater Christchurch have access to safe, healthy and affordable housing. The Earthquake Commission and private insurers continue to settle claims. For some insurance claims, progress has been slower than anticipated. An increasing proportion of home owners are self-managing repairs or rebuilds. The availability of low-cost rental housing has also reduced significantly. Dealing with these challenges is having a major effect on the health and wellbeing of a significant number of greater Christchurch residents.
Repairing and replacing infrastructure and facilities	Having a functioning infrastructure and access to public facilities are basic expectations in a modern city. Completing the repair and rebuild of horizontal infrastructure, and the wider public sector rebuild (including hospitals and schools) will help support people's social, physical and mental wellbeing.
Revitalising central Christchurch	A fully functioning central city is critical to enhancing greater Christchurch's long-term performance. The private sector will ultimately drive the recovery of Christchurch's central city, but ongoing commitment to and delivery on the Christchurch Central Recovery Plan is critical to attracting private investment and maintaining certainty and confidence.
Maintaining economic performance in Canterbury	Canterbury is currently experiencing strong economic growth, which is likely to slow with a drop in construction activity as the rebuild progresses. This is potentially an emerging issue that requires ongoing monitoring.

The Department of the Prime Minister and Cabinet would be responsible for collating and reporting on how relevant agencies are performing across the priority areas (see **Chapter 7**).

Key things to think about

- What are your views on the proposal for regular monitoring and public reporting on priority areas in order to hold agencies accountable for addressing recovery issues?
- In your opinion, is there a better way to report on these recovery issues?

Your feedback on the proposed recovery reporting approach is welcomed. Once feedback has been received, the Minister for Canterbury Earthquake Recovery may make changes to the proposals. If the Minister decides to approve the Transition Recovery Plan, details of the recovery reporting approach will be finalised.

9. How can I have my say?

This Draft Transition Recovery Plan sets out proposals for the transition of the Government's role in greater Christchurch's recovery to long-term recovery arrangements. The Draft Plan includes key contextual information, and proposals for new recovery legislation, a set of new recovery arrangements for the central city and an approach for reporting on priority recovery issues. It also sets out the Government's decisions on the transfer of recovery responsibilities of the Canterbury Earthquake Recovery Authority (CERA) to other central government agencies.

The next step is to find out what you think. Your feedback is welcomed on these proposals.

Once feedback is received, the Minister for Canterbury Earthquake Recovery may make changes to the Draft Transition Recovery Plan. If, after making any changes, the Minister decides to approve a final Transition Recovery Plan, it will be a statutory document.

For more information, call 0800 RING CERA (0800 7464 2372)

You can provide comments in a number of ways:

- Go online at: www.cera.govt.nz/transition
- Email to: info@cera.govt.nz
- Posted on: facebook.com/CanterburyEarthquakeRecoveryAuthority
- Post to: Draft Transition Recovery Plan
Freepost CERA
Canterbury Earthquake Recovery Authority
Private Bag 4999
Christchurch 8140

Feedback is due by 5pm, Thursday 30 July 2015.

Glossary

Term	Definition
Advisory Board on Transition	Advisory Board on Transition to Long Term Recovery Arrangements, chaired by Rt Hon Dame Jenny Shipley.
Canterbury earthquakes	The earthquake sequence between 2010 and 2012, including the major earthquakes of 4 September 2010, 22 February 2011 and 13 June 2011.
Christchurch Central Recovery Plan	<p>A statutory document that sets out the following initiatives to facilitate the delivery of a new vision for central Christchurch:</p> <ul style="list-style-type: none"> • a spatial Blueprint Plan to frame and reshape the central city into precincts • a number of major projects • a plan for residential development within the central city • an accessible transport network plan • changes to the regulatory and consenting framework through amendments to the Christchurch District Plan.
CER Act	Canterbury Earthquake Recovery Act 2011. Expires at the end of 18 April 2016, five years after its enactment.
CERA	Canterbury Earthquake Recovery Authority. Since 1 February 2015, CERA has been a departmental agency hosted by the Department of the Prime Minister and Cabinet.
Community in Mind Strategy and Shared Programme of Action	<p>Following the initial earthquakes, Professor Sir Peter Gluckman (the Prime Minister's Chief Science Advisor) recommended a comprehensive and effective psychosocial recovery programme. The Community in Mind Strategy and the Shared Programme of Action were developed as a direct result of this recommendation, which continues to direct efforts.</p> <p>The Community in Mind Strategy provides the context and shared vision and principles for psychosocial recovery in greater Christchurch. The Community in Mind Shared Programme of Action sits under and helps implement the Strategy. Together the Strategy and Programme of Action are guiding agencies, organisations and community groups to develop, target and coordinate their activities for the psychosocial recovery of greater Christchurch communities.</p>
Crown offer	<p>Offers made by the Crown to purchase properties in the residential red zones. An offer was made to insured residential property owners in the flat lands red zone (including in the Waimakariri district) in June 2011 and in the Port Hills red zone in August 2012.</p> <p>In September 2012 a reduced Crown offer to purchase was made to the owners of vacant, commercial and uninsured properties in the flat land red zone. This offer became subject to judicial review and is the subject of the March 2015 Supreme Court judgment, <i>Quake Outcasts v The Minister for Canterbury Earthquake Recovery</i>.</p>
Flat land red zone	Areas of residential red zone in Christchurch and the Waimakariri district, extending along the Ōtākaro/Avon River corridor, Southshore, Brooklands, Kaiapoi, Pines Beach and Kairaki. This term is used to describe all the red zone areas apart from the Port Hills.

Term	Definition
‘greater Christchurch’	The districts of Christchurch City Council, Selwyn District Council and Waimakariri District Council, and the coastal marine area adjacent to these districts, as defined in section 4 of the CER Act.
Greater Christchurch Psychosocial Subcommittee	Community groups and organisations that are involved in the delivery of psychosocial activities and services in greater Christchurch, including He Oranga Pounamu (on behalf of Te Rūnanga o Ngāi Tahu), central government agencies, local territorial authorities, the Canterbury District Health Board, New Zealand Red Cross, the non-governmental organisation sector, community networks and the universities of Canterbury and Otago. The role of the Subcommittee is to maintain an overview of the Community in Mind Shared Programme of Action as well as monitor progress, assess effectiveness of activities, assess trends and emerging issues, identify gaps and ways to address them.
He Oranga Pounamu	He Oranga Pounamu was established by Te Rūnanga o Ngāi Tahu to lead the development and integration of Māori health and social services in the Ngāi Tahu rohe.
Horizontal infrastructure	Includes roads; and stormwater, drinking water and sewerage pipes.
Local authorities	“Local authority”, as set out in the Local Government Act 2002, means a regional council or territorial authority. In this document, “local authorities” means Environment Canterbury (a regional council) and Christchurch City Council, Waimakariri District Council and Selwyn District Council (territorial authorities).
Major projects	Anchor projects and other projects associated with the delivery of the Christchurch Central Recovery Plan. Projects are being progressed by CERA, other government agencies, Christchurch City Council and Te Rūnanga o Ngāi Tahu.
Minister for Canterbury Earthquake Recovery	The Minister who holds the Canterbury Earthquake Recovery portfolio. Currently this is Hon Gerry Brownlee.
Ngāi Tahu	The iwi of Ngāi Tahu, consisting of the collective of the individuals who descend from the primary hapū of Waitaha, Ngāti Māmoe and Ngāi Tahu, namely, Kāti Kurī, Kāti Irakehu, Kāti Huirapa, Ngāi Tūāhuriri and Kāi Te Ruahikihiki.
Phases of recovery	International research suggests that there are typically four phases of recovery from disasters (natural or caused by human activities): <ul style="list-style-type: none"> • emergency response • restoration (re-establishment of basic services and initial repairs to infrastructure and buildings) • reconstruction (planning and implementing recovery and long-term development and return to psychosocial wellbeing) • setting a vision for the future. <p>In greater Christchurch, these phases have overlapped rather than progressed one by one, because there was more than one major earthquake.</p>

Term	Definition
Port Hills residential red zone	Term used to describe the residential red zone areas in Christchurch that are in the Port Hills (ie, excluding the flat land residential red zones).
Psychosocial; psychosocial recovery	Psychosocial effects are defined as how individuals feel and how they relate to each other. A significant part of psychosocial recovery is achieved when people are once again interested and engaged in life, when they live with purpose and meaning and when they feel positive most of the time following a disaster.
Residential red zones or 'red zone'	An area of residential land that suffered severe land damage due to the Canterbury earthquakes sequence. The residential red zone was the term used to distinguish between the suburbs and the central city red zone cordon.
Recovery programme	A non-statutory programme of work related to recovery.
Recovery Plan	A Recovery Plan is a statutory document developed under the CER Act, and must be consistent with the Recovery Strategy.
Recovery Strategy	<i>Recovery Strategy for Greater Christchurch: Mahere Haumanutanga o Waitaha</i> , which was prepared under the CER Act by CERA. The Recovery Strategy is statutory document that sets out the principles, priorities, vision and goals for the recovery.
Strategic partners	Te Rūnanga o Ngāi Tahu, Environment Canterbury, Christchurch City Council, Selwyn District Council and Waimakariri District Council.
Te Rūnanga o Ngāi Tahu	The body corporate known as Te Rūnanga o Ngāi Tahu established by section 6 of the Te Rūnanga o Ngāi Tahu Act 1996, one of the strategic partners as set out in the CER Act.

Links to further information

Recovery Strategy for Greater Christchurch

The *Recovery Strategy for Greater Christchurch: Mahere Haumanutanga O Waitaha* is an overarching, long-term strategy for the reconstruction, rebuilding, and recovery of greater Christchurch.

<http://cera.govt.nz/recovery-strategy/overview/read-the-recovery-strategy>

Canterbury Earthquake Recovery Act 2011

The Canterbury Earthquake Recovery Act 2011 (CER Act) came into force on 19 April 2011, and will expire at the end of 18 April 2016. The purpose of the CER Act is to support and facilitate the recovery of greater Christchurch following the Canterbury earthquakes.

<http://www.legislation.govt.nz/act/public/2011/0012/latest/DLM3653522.html>

Direction to develop Transition Recovery Plan

Under section 16 of the Canterbury Earthquake Recovery Act 2011 the Minister for Canterbury Earthquake Recovery may direct a responsible entity to develop a Recovery Plan. This Direction specifies the matters to be dealt with in the Transition Recovery Plan and that the responsible entity to develop the Recovery Plan is CERA. It was published on 14 May 2015 in issue no. 53 of the New Zealand Gazette.

<https://gazette.govt.nz/notice/id/2015-go2834>

Community in Mind Strategy and Shared Programme of Action

The Community in Mind Strategy: Hei Puāwai Waitaha provides the context and shared vision and principles for psychosocial recovery in greater Christchurch. The *Shared Programme of Action* aligns and coordinates psychosocial recovery activities across greater Christchurch in three focus areas: community-led, communication and engagement, and innovative services.

<http://cera.govt.nz/sites/default/files/common/community-in-mind-strategy-for-rebuilding-health-and-wellbeing-in-greater-christchurch.pdf>

<http://cera.govt.nz/sites/default/files/pdfs/cim-shared-programme-of-action-20150515.pdf>

Christchurch Central Recovery Plan

The *Christchurch Central Recovery Plan: Te Mahere 'Maraka Ōtautahi'* is a statutory document that sets out a number of initiatives to facilitate the delivery of a new vision for central Christchurch.

<http://ccdu.govt.nz/the-plan>

Comments can be made

Online at: www.cera.govt.nz/transition

Via email to: info@cera.govt.nz

Posted on: facebook.com/CanterburyEarthquakeRecoveryAuthority

By post to:

Draft Transition Recovery Plan

Freepost CERA

Canterbury Earthquake Recovery Authority

Private Bag 4999

Christchurch 8140

Feedback is due by 5pm, Thursday 30 July 2015