

8. Late item

Greater Christchurch Partnership Committee – Future Development Strategy Scoping Paper

Council Report

Date of Meeting	23 May 2018
Author	Louise McDonald Senior Committee Advisor

Purpose

Approval is sought to submit the following report to the Council meeting on 23 May 2018.

Future Development Strategy Scoping Paper

The reason, in terms of section 46A(7) of the Local Government Official Information and Meetings Act 1987, why the report was not included on the main agenda is that it was not available at the time the agenda was prepared.

It is recommended that the Council receive the report at this meeting to avoid delay to the timetable for public notification of the draft Future Development Strategy.

Recommendation

That the report be received and considered at the Council meeting on 23 May 2018:

Greater Christchurch Partnership Committee – Future Development Strategy Scoping Paper.

Legal compliance and risk assessment

Section 46(A) of the Local Government and Official Information Act:

7. *An item that is not on the agenda for a meeting may be dealt with at the meeting if—*
- (a) the local authority by resolution so decides; and*
 - (b) the presiding member explains at the meeting at a time when it is open to the public, —*
 - (i) the reason why the item is not on the agenda; and*
 - (ii) the reason why the discussion of the item cannot be delayed until a subsequent meeting*

8.1 Greater Christchurch Partnership Committee – Future Development Strategy Scoping Paper

Council report

Date of meeting	23 May 2018
Author	Sam Bellamy, Senior Strategy Advisor
Endorsed by	Katherine Trought, Director Strategy & Planning

Purpose

1. To seek ratification from the Council for the Future Development Strategy scoping paper as endorsed by the Greater Christchurch Partnership Committee.

Value proposition

2. The Committee endorsed the Future Development Strategy (FDS) scoping paper on 11 May 2018. To ensure robust decision making, partner councils are being asked to ratify the approach and scope outlined in the scoping paper.

Recommendations

That the Council:

1. **ratifies the Future Development Strategy scoping paper as set out in Attachment A.**
2. **notes that the draft Future Development Strategy, when complete, will be presented to individual partners for ratification and to allow public consultation to occur in August 2018.**
3. **agrees that the development of the Future Development Strategy, and the associated consultation process, occurs using the Local Government Act 2002 and is undertaken in accordance with Part 6 of the Act, and the significance and engagement policies of the partner councils.**

Background

3. The Committee received a report summarising the proposed approach to preparing the FDS at its meeting on 9 March 2018. The report outlined the relationship to meeting the requirements of the National Policy Statement on Urban Development Capacity (NPS-

UDC) and rationale guiding the proposed approach. It set out the key milestones, broad content scope, and anticipated document structure and language to be used.

4. The Committee resolved to endorse this approach in principle and sought further advice on the detailed scope and key principles of the FDS, including the values and aspiration of mana whenua on which the FDS should be based.

Detailed scope and principles of the Future Development Strategy

5. The detailed scope for the FDS is included as Attachment A to this report. The scoping paper includes elements previously reported to the Committee, and provides additional detail on process and milestones. It was endorsed by the Committee on 11 May 2018.
6. The scoping paper confirms that the FDS will be guided by the vision, principles and strategic goals of the UDS, particularly those under the *'integrated and managed urban development'* theme, and will comprise integrated land use and infrastructure response necessary as a result of the findings of the Capacity Assessment.
7. It cites the principles that shape the FDS as being that it will:
 - help to deliver and align with the vision for Greater Christchurch
 - demonstrate a collaborative approach through leadership and partnership
 - integrate, support and build on existing strategies and initiatives through an efficient, fit-for-purpose and holistic process
 - enable a responsive approach that can address any changes to Government policy, changes arising from the drivers and disruptions that may influence urban development, and longer term spatial planning following the adoption of the FDS
 - achieve the requirements of the NPS-UDC
 - be informed by a robust evidence base and feedback from stakeholder and community engagement.
8. Te Rūnanga o Ngāi Tahu has arranged for staff from Mahaanui Kurataiao Ltd to assist where required in the preparation of the FDS, and this will enable consideration of how the values and aspirations of mana whenua are best incorporated.
9. The Greater Christchurch Partnership delegations allow for the Committee to initiate the consultation process, as outlined in the Committee's terms of reference. However, to ensure robust decision making, partner councils are being asked to ratify the approach and scope outlined in the scoping paper. Discussions with the Partnership legal counsel have informed this approach.

Preparation of the Future Development Strategy

10. Partner staff have commenced preparation of the draft FDS to meet project timeframes. The directions and key content for the draft FDS will be presented to the Committee for discussion at a closed workshop linked to the Committee meeting on 8 June 2018.
11. One matter that will require formal resolution will be the establishment and constitution of a hearings panel. Further advice on this will be provided to the Committee, however given the scope of the FDS, it is anticipated that a sub-committee of the Committee will be recommended.
12. Agreement on the content of the draft FDS will be sought at the Committee meeting on 13 July 2018 in order to enable consultation to commence in August 2018. Partner staff will be integral to the preparation of the draft FDS and partner governance will be asked to ratify the draft FDS following this Committee meeting.
13. Full ratification of the final FDS will be sought from partner governance following endorsement by the Committee in December 2018.
14. There are challenges to preparing the FDS by the end of 2018, so some issues may be better deferred to allow for further work to continue following the adoption of the FDS.
15. The FDS process, content and timeframes may be influenced by ongoing discussions, through the Partnership and by other high growth councils, with officials and Ministers with regard to the requirements of the NPS-UDC.

Cost, compliance and communication

Financial implications

16. The scoping paper has been prepared in response to direction from the Chief Executive Advisory Group for the FDS to be completed within existing budgets for the Partnership.

Risk assessment and legal compliance

17. The NPS-UDC requirement for the FDS to be completed by the end of 2018 represents a significant challenge for the Partnership, and will be reliant, at least in part, on the timely agreement and ratification of partner councils at various stages of the process. Delays to the FDS could also impact other projects and processes underway in Greater Christchurch, including district plan reviews and future public transport business case.

Significance and engagement

18. The FDS will be jointly developed by partner staff and will require ratification from partner governance. The draft FDS is scheduled for public consultation in August 2018.

Consistency with council policy

19. The scope and approach for preparing the FDS is consistent with council policy.

Communication

20. A communication plan for undertaking public consultation in August 2018 is currently in the process of being developed by the Partnership.

Next steps

21. The key milestones for producing the FDS include the following:

- **July 2018:** Seek Committee endorsement for the draft FDS
- **July 2018:** Seek partner council ratification for the draft FDS
- **August 2018:** Notify the draft FDS for public consultation
- **December 2018:** Seek Committee endorsement for the final FDS
- **Early 2019:** Seek partner council ratification for the final FDS

Attachments

Future Development Strategy Scoping Paper

Legal review	Complete
Peer reviewers	



**Greater Christchurch
Partnership**

Te Tira Tū Tahi
One Group, Standing Together

Future Development Strategy scoping paper

Updated May 2018

Contents

- 1. Executive Summary 3
- 2. Purpose and scope 4
 - 2.1 Settlement Pattern Review 4
 - 2.2 National Policy Statement on Urban Development Capacity 4
 - 2.3 FDS scope 5
- 3. FDS Principles and Outcomes 7
 - 3.1 FDS Principles 7
 - 3.2 Integration with other processes 7
 - 3.3 Linking with emerging Government policy and other high growth councils 8
 - 3.4 FDS process outcomes 9
- 4. Document Structure 10
 - 4.1 Document title 10
 - 4.2 Document brief 10
 - 4.3 Document breakdown by section 10
 - 4.4 Process overview 11
 - 4.5 Key matters to be resolved 12
- 5. Project Management 14
 - 5.1 Project Team and existing coordination groups 14
 - 5.2 Progress reporting arrangements 14
- 6. Resourcing and external costs 15
 - 6.1 Partner staff 15
 - 6.2 Additional consultant support 15
 - 6.3 Modelling and technical expert requirements 15
 - 6.4 Legal and peer review 15

APPENDICES

- A. Timeline, milestones and summary work programme

1. Executive Summary

This Future Development Strategy (FDS) scoping paper has been prepared in response to a CEAG direction to complete the preparation of an FDS document by December 2018 in time for seeking approval at the meeting of the Greater Christchurch Partnership Committee scheduled for 14 December 2018.

The CEAG direction also stated that this work should be completed within the existing budget of the Partnership.

In order to meet this requirement the FDS will need to be prioritised primarily on NPS-UDC matters. The starting point for the FDS are the agreed UDS strategic goals and statements on desired urban form contained in the therein.

The proposed approach in this scoping paper is that:

- A draft FDS document will be prepared for CEAG consideration at its meeting on 27 June 2018 and subsequently the GCP Committee on 13 July 2018. A submission period throughout August will be followed by hearings, deliberations and recommendations to inform preparation of a final FDS document.
- The front section of the FDS document will outline the full context and current environment in which the SPR is being undertaken, including the long term urban development outcomes sought and already detailed in the UDS, and the unique post-earthquake circumstances relevant to Greater Christchurch.
- It will explain the focus for this FDS, being the short to medium term capacity issues to be resolved, with wider matters identified in an implementation section for further action subsequent to the completion of the FDS.
- Minimum targets for housing at a Greater Christchurch and territorial authority level will need to be identified as far as possible through the FDS in order to align with the NPS-UDC requirements, but the locations for long term development capacity will likely not be more detailed than reaffirming the urban consolidation and centres based principles of the UDS at this stage.
- A related workstream will prepare a robust evidence base sufficient for the GCP Committee to consider any more immediate changes to RMA documents. A decision on this matter is preferably required ahead of finalising the FDS document in December so that any changes can be included, if agreed, as an identified planning responses in the FDS.
- The development of the future development strategy, and the associated consultation process, occurs using the Local Government Act 2002

The work to complete the FDS and its associated implementation programme will link with and support related processes underway or planned, including:

- i. District Plan Reviews, any more immediate changes to RMA documents and a full CRPS Review
- ii. Long Term Plans (LTPs) and infrastructure strategies
- iii. Regional Land Transport Plan (RLTP) and Regional Public Transport Plan (RPTP)
- iv. Central City and Ōtākaro Avon River Corridor Regeneration
- v. Kaiapoi and surrounds regeneration
- vi. Coastal hazards planning
- vii. Resilient Greater Christchurch Plan initiatives

Reference to emerging Government policy will be also integral to the framing and context for the FDS.

The resulting FDS document, 'Our SPACE: an updated 2018-2048 settlement pattern for Greater Christchurch', will be a short non-technical document, supported by technical appendices where necessary. It will sit alongside the endorsed UDS Strategy documents (2007 and 2016) until such time as these are integrated into a single new strategy document.

The Senior Managers Group (SMG) is responsible for providing advice to CEAG on the progress towards completing the FDS document and will raise matters requiring CEAG direction.

2. Purpose and scope

2.1 Settlement Pattern Review

(Text from existing Project Brief agreed by CEAG in March 2017)

A UDS Update was endorsed by the UDS Partnership in August 2016. The document updates the 2007 Strategy to respond to the significant events and changes that have occurred since its release. The Strategy Update did not attempt to revise the land-use framework set out in the Land Use Recovery Plan (LURP) and included in Chapter 6 of the CRPS. Instead it contained a priority action relating to a comprehensive review of the strategy in this triennium.

The Greater Christchurch Partnership Committee has endorsed the first phase of a strategy review to focus on the settlement planning aspects necessary to meet the requirements of the National Policy Statement on Urban Development Capacity (NPS-UDC).

The primary Settlement Pattern Review project objective is to:

- enable the local authorities across Greater Christchurch to collaboratively review the existing settlement pattern arrangements and ensure they fulfil their statutory obligations under the NPS-UDC.

A further project objective is to:

- ensure appropriate alignment between the Settlement Pattern Review and:
 - the District Plan review underway in Selwyn District
 - the District Development Strategy and District Plan review underway in Waimakariri District
 - the Christchurch District Plan
 - the Greater Christchurch Transport Statement, Regional Land Transport Plan and Regional Public Transport Plan, and
 - the development by councils of 2018-2028 Long Term Plans and 30-year infrastructure strategies.

2.2 National Policy Statement on Urban Development Capacity

The NPS-UDC directs local authorities to provide sufficient housing and business land development capacity to meet demand in the short, medium and long term. Policy PA1 specifies the following requirements for such development capacity by time period:

Short term	Development capacity must be feasible, zoned and serviced with development infrastructure.
Medium term	Development capacity must be feasible, zoned and either: <ul style="list-style-type: none"> • serviced with development infrastructure, or • the funding for the development infrastructure required to service that development capacity must be identified in a Long Term Plan required under the Local Government Act 2002.
Long-term	Development capacity must be feasible, identified in relevant plans and strategies, and the development infrastructure required to service it must be identified in the relevant Infrastructure Strategy required under the Local Government Act 2002.

Policies PA3 and PA4 direct local authority decision-making in a broader sense, linking back to the RMA, including promoting the efficient use of urban land and infrastructure, providing for people’s social, economic, cultural and environmental wellbeing, and considering national, inter-regional, regional and district scale costs and benefits, as well as the local effects.

Councils with high growth urban areas in their district are required to implement further policies within the NPS-UDC within stated timeframes.

The key NPS-UDC requirements for high growth councils are:

- commence quarterly monitoring of market indicators by June 2017
- complete a housing and business development capacity assessment by December 2017
- produce a future development strategy by December 2018
- set minimum targets in regional policy statements and district plans by December 2018.

The Partnership has met the first two requirements relating to monitoring market indicators and completion of a capacity assessment (held in draft form at this stage).

NPS-UDC Policies PC12-14 relate to the preparation of a future development strategy (FDS):

- PC12: produce a FDS which demonstrates that there will be sufficient, feasible development capacity in the medium and long term....and sets out how the minimum targets will be met
- PC13: the FDS shall - identify the broad location, timing and sequencing of future development capacity over the long term; balance the certainty regarding the provision of future urban development with the need to be responsive to demand for such development; and be informed by LTPs and Infrastructure Strategies, and any other relevant strategies, plans and documents
- PC14: in developing the FDS, local authorities shall - undertake a consultation process; be informed by the capacity assessment; and have particular regard to policy PA1.

Guidance on the preparation and content of the FDS was released by MfE/MBIE in December 2017 and has been incorporated into the approach outlined in this scoping document. Draft evaluation criteria based on the NPS-UDC policies and associated guidance was released in March 2018 and has been used to provide a gap analysis of the likely work required to ensure compliance.

2.3 FDS scope

In order for the FDS to be delivered for GCP Committee endorsement in December 2018 the FDS will be prioritised primarily on NPS-UDC matters. The NPS-UDS is focussed on ensuring that housing and business development capacity meets projected short, medium and long term demands for the sub-region.

The front section of the FDS document will still outline the full context and current environment in which the SPR is being undertaken, including the long term urban development outcomes sought and already detailed in the UDS and the unique post-earthquake circumstances relevant to Greater Christchurch. It will explain the identified challenges (drawing from the Outcomes and Challenges briefing paper) and the implications of emerging national policy in this area (see section 3.3).

The FDS document will then seek to outline:

- the findings of the capacity assessment in relation to projected short, medium and long term demand, existing development capacity and potential capacity shortfalls over each time period
- minimum targets for housing for the medium and long term at a Greater Christchurch level and where possible for each territorial authority area within Greater Christchurch
- the required planning responses to address medium and long term development capacity issues
- a programme of actions to be taken subsequent to the adoption of the FDS that will consider and address wider and longer term planning matters

The Partnership already has a strong planning framework and a good level of consensus as outlined in the UDS, LURP and CRPS. The CRPS identifies the current location, targets and limits of development capacity across Greater Christchurch (including an identified projected infrastructure boundary on Map A).

The identification of specific development needs over the long term is less certain than that required in the medium term and so will correspondingly be less detailed in the FDS. The locations for long term development capacity will likely not be more detailed than reaffirming the urban consolidation and centres

based principles of the UDS at this stage. Macro-issues will adjust future demand projections (including rapid technological change and global economic trends, as well as national migration settings and approaches to regional growth). Local policy responses (such as intensification incentives, public and active transport improvements, and ongoing regeneration activity) will impact the attractiveness of different locations over time.

A further consideration for the FDS will be the funding challenges that may arise, particularly in relation to development infrastructure. While these may be less apparent in the short to medium term they could be considerable over the longer term, particularly in relation to transport infrastructure and achieving NPS-UDC requirements whilst addressing the NPS Freshwater Management and other national objectives.

The FDS will clearly signal the funding challenges arising, and likely to arise, from NPS-UDS compliance. Ongoing work to advocate such matters to Government, and understand the implications of emerging Government policy to address such challenges, will inform longer term FDS directions and may necessitate the need for FDS amendments in future.

It recommended the development of the future development strategy, and the associated consultation process, occurs using the Local Government Act 2002. The consultation process will comply with Part 6 of the Act and will be detailed further following consideration of the significance and engagement policies of the partner councils.

3. FDS Principles and Outcomes

3.1 FDS Principles

The FDS will be guided by the vision, principles and strategic goals of the UDS, particularly those under the themes of 'integrated and managed urban development', and will comprise the integrated land use and infrastructure responses necessary as a result of the findings of the capacity assessment.

The principles that will shape the approach outlined in the FDS are that it:

- helps to deliver and aligns with the vision for Greater Christchurch
- demonstrates a collaborative approach through leadership and partnership
- integrates, supports and builds on existing strategies and initiatives through an efficient, fit-for-purpose and holistic process
- enables a responsive approach that can address any changes to Government policy, changes arising from the drivers and disruptions that may influence urban development, and further longer term spatial planning following the adoption of the FDS
- achieves the NPS-UDC requirements
- is informed by a robust evidence base and feedback from stakeholder and community engagement

3.2 Integration with other processes

The overall SPR project objectives, and NPS-UDC Policy PC13, seek alignment and integration with related statutory documents. The FDS Guidance confirms the iterative nature of achieving alignment whereby the FDS is informed by the current documents but signals any required changes as part of a section in the FDS on implementation.

District Plan Review and CRPS Changes and/or CRPS Review

DPR processes underway in Selwyn and Waimakariri will need the certainty provided by the FDS to enable them to give effect to the NPS-UDC in the short to medium term through their district plans. The FDS process, and an associated workstream to further investigate the medium term development capacity needs in these Districts, will inform a final recommendation by the GCP Committee whether to notify any more immediate changes to RMA documents. The FDS (and more importantly the actions identified in the FDS but undertaken following its adoption) would then inform a more comprehensive assessment of any CRPS changes to be included within the CRPS review scheduled for notification in June 2022.

Long Term Plans (LTPs) and infrastructure strategies

Council 2018-2028 LTPs and associated infrastructure strategies will have been finalised ahead of the draft FDS. The capacity assessment work has reviewed existing LTPs and draft 2018-2028 LTPs as part of determining current feasible development capacity for housing and business. LTPs have used the same projections as used for the SPR and the capacity assessment has not identified any significant misalignment issues at this point.

Regional Land Transport Plan (RLTP) and Regional Public Transport Plan (RPTP)

Consultation on the draft 2018 RLTP has ended. Business case processes to inform the RLTP are culminating and are linked to a recently prepared Christchurch Transport Investment Story document. Government policy on this issue has been outlined in a draft GPS on Land Transport (see section 3.3. below) and will need to be integrated into the final RLTP. The RPTP is also being reviewed and is expected to be consulted on in August 2018. The strategic transport directions set out in these documents will provide an important contribution to the FDS statements regarding the integration of land use and transport, particularly as they relate to the future provision of public transport in Greater Christchurch.

Central City and Ōtākaro Avon River Corridor Regeneration

Regeneration planning for the Ōtākaro Avon River Corridor has been ongoing during 2017. A draft regeneration plan is likely to be released for consultation in August 2018. While initial investigations have indicated that some residential and business development is feasible within this regeneration area the quantum being considered is not significant compared to the thirty year Greater Christchurch projected demand. Of more interest might be any enduring work and learnings regarding more sustainable, affordable, modular and lightweight construction methodologies that this project might initiate.

Broader 'city-shaping' initiatives arising from final land uses and activities in this area are guided in part by objectives to support central city regeneration and boost the prosperity and quality of life for people in eastern Christchurch. As such this regeneration planning is largely complementary to the SPR and connection and integration can be achieved by supporting statements in respective draft documents.

Kaiapoi and surrounds regeneration

Regeneration activity is also underway in Kaiapoi following the Waimakariri Red Zone Recovery Plan being approved by the Minister in December 2016. The Recovery Plan contains proposed land used and activities for five regeneration areas. At present, the preliminary draft Implementation Plan is being completed and the decommissioning plans for roads and utilities for the regeneration areas are in progress.

Coastal hazards planning

The coastal hazards work to raise awareness of issues and inform the Christchurch District Plan and wider coastal hazard issues is due to commence later in 2018. This will result in a new coastal hazards chapter that was deferred from the DPR process. Similar work is underway in Selwyn and Waimakariri districts. Such investigations are largely complementary to the SPR so long as growth is not directed to high hazard areas. Aspects of the current data will be captured in the SPR through an overview of urban form constraints.

Resilient Greater Christchurch Plan

This plan, adopted by the GCP Committee in 2016, contains a detailed implementation plan. Key projects signalled for 2018 include 'implementing a Future Ready Programme of Action' initiative and 'setting the Infrastructure Resilience Agenda'. The former will have a focus on the impact on the community and workplace of forecast technological, demographic and attitudinal shifts. The latter will drive CCC infrastructure investment decisions so that they align with Council's strategic priorities and leverage opportunities to respond to the range of challenges and opportunities facing the city. The challenges include natural hazards such as earthquakes, climate change, population growth and an aging population as well as increasing infrastructure renewal requirements. The range of opportunities that also need consideration include advances in technology and growth. Both projects can support the development of the FDS and be included with the FDS implementation section.

3.3 Linking with emerging Government policy and other high growth councils

The new coalition Government continues to outline its approach to supporting urban development, transport policy, regional economic growth and local government funding.

Statements and actions to date regarding the Urban Growth Agenda and other areas include:

- support for agreed central-local government spatial planning for key urban areas
- the creation of a new national Urban Development Authority, the Housing Commission
- supporting a boost in housebuilding across the housing continuum through a KiwiBuild programme
- working with Christchurch City Council on a Housing First initiative
- future transport investment increasing the share available for public and active transport and signalling up to \$4bn for mass transit investment in Auckland, Wellington and Christchurch over the next ten years
- pricing mechanisms to capture the full costs of transport and progressive introduction regional fuel taxes
- progressing a manifesto commitment to provide \$300m to maintain city regeneration momentum
- infrastructure funding and financing research and inquiry into local government funding
- legislative reform of the RMA, LGA and LTMA where necessary and following more immediate action.

Government commitment to the more market-driven approaches in the NPS-UDC remains unclear and its willingness to support the use of the RMA streamlined planning process is still in question.

The FDS will need to be flexible to adapt to new Government direction and take advantage of any significant windows of opportunity that may emerge. Some of these points will also have a bearing on the completion of the processes outlined in section 3.2 above.

These matters will also impact other high growth councils required to implement the NPS-UDC so maintaining strong collaboration and alignment with SmartGrowth and FutureProof partnerships throughout the development of the FDS is important.

3.4 FDS process outcomes

Development of the FDS (and incorporating the associated minimum targets outlined in the FDS into the CRPS and district plans) represents the final aspect of the SPR project at this time. As outlined above any further investigations, detailed planning, monitoring and review is part of an implementation phase.

Process outcomes for the FDS are therefore:

- production of a document that aligns well with NPS-UDC Policies PC12-14, addresses the findings of the capacity assessment work, and signals any further work required on more detailed, longer term or wider urban planning matters
- sufficient planning certainty to inform a ten+ year period for district plan reviews in Selwyn/Waimakariri
- sufficient planning certainty to inform the development of a second stage of the GPS on Land Transport (should it require a local and central government agreement on transport's role in urban development over the next 30 years)
- an engagement process that complies with part 6 of the LGA
- partnership unity is maintained through effective partner briefings at key milestones
- completion by December 2018 and remaining within agreed Partnership budgets.

4. Document Structure

4.1 Document title

The Greater Christchurch Urban Development Strategy is the Partnership's strategy to guide growth, enable and manage future urban development and support quality urban environments. The SPR is reviewing the settlement planning aspects relevant to requirements of the NPS-UDC.

The 'future development strategy' terminology is a general term used as part of the NPS-UDC but in the context of Greater Christchurch would likely confuse stakeholders and the community if used as part of the SPR.

For the purposes of the work to complete the FDS the draft and final document title will be 'Our SPACE: an updated 2018-2048 settlement pattern for Greater Christchurch'. Wording will clearly explain that this meets the NPS-UDC requirement, will link the work to the UDS and demonstrate that on adoption it will sit alongside the endorsed UDS Strategy documents (2007 and 2016) until such time as these are integrated into a single new strategy document.

Furthermore, the work will result in a plan that implements the UDS vision and strategy goals so throughout the process the terminology used will be of preparing a 'plan' as opposed to a 'strategy'.

4.2 Document brief

The document brief outlines the nature of the final document and will help guide its preparation:

- approximately 20-30 pages (possibly with an accompanying 4-page summary leaflet)
- non-technical, plain English text with graphics, images, hotlinks etc
- incorporates appropriate te reo, ngāi tahu design elements and cultural context
- small print run (approx. 400 copies) with widely available electronic PDF
- reference copy distributed to libraries, service centres, etc
- courtesy copy distributed to Partners, Government and key stakeholders
- technical appendices available only in electronic PDF version.

4.3 Document breakdown by section

The document will be broken down into the following sections and sub-sections:

- Executive Summary and mihi
- Introduction
 - Upfront story and current environment
 - UDS Strategy context and long term outcomes
 - Ngāi Tahu cultural context, values and aspirations
 - Settlement Pattern Review overview
 - integration with other processes
 - National context
 - NPS-UDC statutory requirements
- Current position
 - evidence base from Capacity Assessment
 - benchmarking with other high growth areas
 - existing settlement structure, constraints and interdependencies
 - issues, challenges and rationale
- Targets – regional and TA – medium term and long term

- Settlement pattern
 - 1-10 years (detailed)
 - 10-30 years (less detailed and primarily principles-based)
 - Sequencing
 - Rationale, assessments summary, scenario testing
 - Consultation overview and response
- Implementation action plan
 - Summary of implementation tools
 - Roles and responsibilities
 - Working with Government on emerging approaches
 - RMA, LGA and LTMA changes required
 - Infrastructure Strategy alignment
 - Non-statutory programme of action
 - Responsiveness approaches
- Monitoring and review
- List of supporting documents and technical appendices

The above breakdown incorporates the requirements of the NPS-UDC Policies PC12-14 and integrates the further detail provided in the NPS-UDC guide on producing a future development strategy. **Process**

4.4 Process overview

The sequential and/or parallel work components to the FDS are:

1. establish baseline information
2. adopt and use UDS guiding principles, objectives, values
3. identify and outline issues (e.g. constraints, challenges and opportunities)
4. agree minimum housing target – for Greater Christchurch
5. consider any limited further options analysis or modelling to support draft FDS
6. agree minimum housing targets – for territorial authorities
7. formulate future implementation actions
8. prepare draft FDS document and prepare for engagement
9. undertake Council workshops and briefings on draft FDS where possible
10. seek GCP Committee endorsement on draft FDS in July 2018
11. notify draft for submissions period during August 2018
12. organise and undertake Hearings
13. prepare and report on Staff recommendations
14. Panel deliberations and recommendations
15. prepare final FDS document and summary
16. undertake Council workshops and briefings on final FDS
17. GCP Committee endorsement on final FDS in December 2018
18. Council ratification meetings in early 2019

For many elements a large amount of the work has already been largely undertaken and the FDS will draw from this existing information. Examples include:

- Baseline – the housing and business development capacity assessment
- Guiding principles, objectives and values – the UDS principles, strategic goals, and urban form directions

- Issues – the Outcomes and Challenges briefing paper endorsed by GCP Committee in September 2017.

Other elements can draw from work currently underway, including for example:

- Future public transport business case
- Central City housing programme

4.5 Key matters to be resolved

Some elements of the above process will require further clarification, with advice provided to CEAG:

Minimum housing targets for each territorial authority

Minimum targets are required by NPS-UDC Policies PC5-PC11. PC6 requires targets to be set for the medium and long term. Targets must be set and incorporated as an objective in the regional policy statement and district plans by December 2018. The NPS-UDC guidance on minimum targets recommends the following wording:

Objective – Minimum targets for sufficient, feasible development capacity for housing

For the period 2018 to 2048⁸, the minimum sufficient, feasible development capacity for housing is provided in the area defined, according to the table below:

Term	Short to medium term <i>Up to 2028</i>	Long term <i>2028-2048</i>	30-year timeframe <i>2018-2048</i>
Minimum targets	X dwellings	Y dwellings	X + Y dwellings

The Guidance recognises that high growth areas may wish to add more disaggregated targets but does not specify this should happen. This will be a matter for further discussion and advice.

Minimum targets are not intended to be maximum targets to limit urban development. TAs can advance plan changes that enable development capacity beyond minimum targets. However, this may have consequences for the efficient provision of development infrastructure.

Establishing consensus on the nature of minimum targets, any ‘allocation’ of the regional target to reflect policy intent, and the consequences and perceptions of the final targets will be at the heart of the FDS development.

Implementation actions

The success of the FDS will be in its ongoing implementation. As well outlining the scope of any immediate changes to RMA documents and subsequent comprehensive CRPS Change, the implementation actions will need to detail other wider work required following adoption of the FDS. These actions will draw from work currently underway (such as the Central City Housing Programme), previous LURP actions and UDS actions (2007 and 2010 action plans) that remain relevant, as well as new actions to respond to emerging Government approaches and ensure integration across other processes.

Hearings Panel

This FDS scope allows for a hearings panel to hear submissions on the draft FDS. A panel consisting of GCP Committee representatives is proposed rather than an Independent Hearings Panel, as for example used for the Lyttelton Port Recovery Plan. This is reflective of the level of detail to be covered in the draft FDS and the timeframe and budgetary constraints on completing the FDS.

The exact nature and composition of the hearings panel will need to be agreed by the GCP Committee and can draw on a recent example of its use for the FutureProof strategy review. The Partnership will need to consider the degree to which any independent expertise is part of the hearings panel to minimise potential risks of challenge and support robust decision-making. This will be guided by the extent to which the FDS process is then relied upon for any future CRPS and district plan changes.

Cultural context and integration

The SPR Project seeks to ensure integration of Ngāi Tahu values and aspirations and alignment with the Mahaanui Iwi Management Plan. Te Rūnanga o Ngāi Tahu as a partner organisation will be party to endorsing the FDS. Mahaanui Kurataiao Limited is assisting the development of the FDS to help ensure timely and effective coordination with Papatipu Rūnanga and bring through Ngāi Tahu values and priorities. The recent Whakaraupō/Lyttelton Harbour Catchment Management Plan is seen as an excellent model of the integration of mana whenua values and culture in a 21st century planning document.

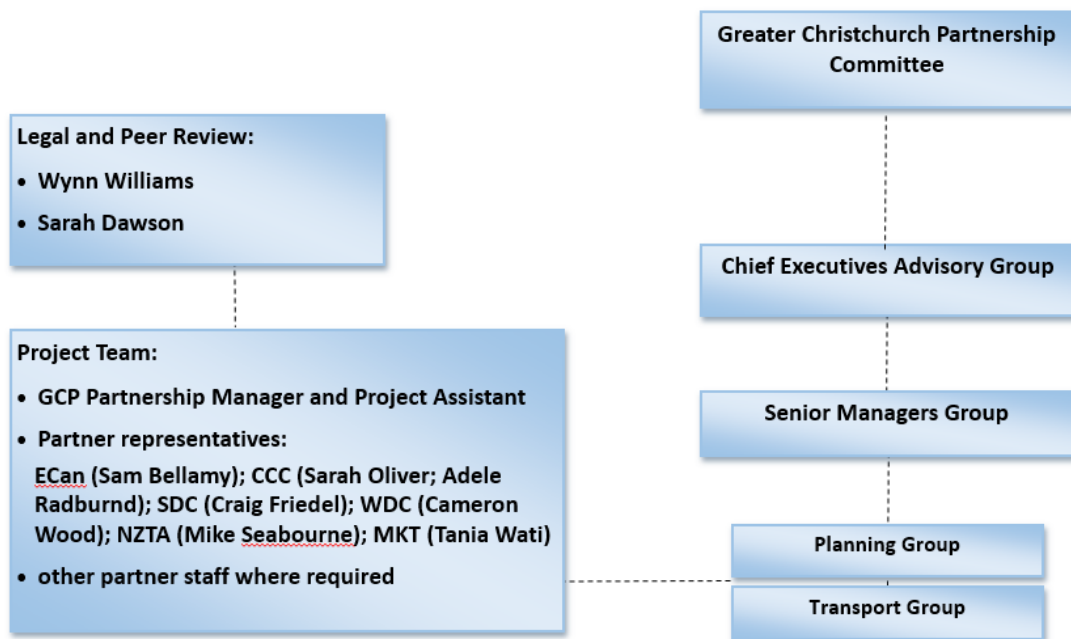
The FDS will also need to consider actions to address issues arising out of the capacity assessment, especially in relation to housing need and the disproportionate percentages of Māori and non-European households in housing need. The FDS can also highlight current and future opportunities to further support kāinga nohoanga in Tuahiwi and papakainga in Rāpaki.

5. Project Management

5.1 Project Team and existing coordination groups

Project delivery arrangements will remain similar to those for the capacity assessment, but with some changes to reflect learnings from that phase and a recent review of GCP SMG and sub-groups.

- a Project Team, comprising partner representatives will perform the day-to-day tasks
- joint meetings of the Planning and Transport Groups will advise on land use and transport integration
- SMG will ensure strategic oversight and provide advice to CEAG
- CEAG will endorse the reporting to the GCP Committee



The role of the SPR Review Group will be assumed by SMG. Input to SMG from those previously on the Review Group will assist with awareness of emerging national policy and initiatives that might inform the FDS, and maintain links with the FDS work of SmartGrowth and FutureProof partnerships.

5.2 Progress reporting arrangements

A monthly Dashboard will be reported to SMG and CEAG, including reviewing project risks and monthly expenditure.

The GCP Committee will only be asked to formally endorse the content of the draft FDS and the final FDS. Most other material will be reported to SMG and approved by CEAG and form part of GCP Committee workshops where necessary.

6. Resourcing and external costs

6.1 Partner staff

Partners will need to nominate representatives from their organisation to be on the Project Team. This might be more than one person (especially for the larger organisations) but consistent involvement throughout the project is essential.

Anticipated partner staff requirement, primarily as part of the Project Team (until at least the release of a consultation document) is:

CCC	3.5 FTE
SDC	0.3 FTE
WDC	0.3 FTE
ECan	1.0 FTE
NZTA	0.3 FTE
Te Rūnanga o Ngāi Tahu (MKT)	0.3 FTE
Regenerate Christchurch/CDHB	0.2 FTE (each)

SMG council representatives have confirmed that this resource is available from their respective organisation. This staffing requirement will be reviewed following the submissions phase at which point the remaining work necessary to complete the FDS process will become clearer.

The Partnership Manager is the Project Leader and basic project management support will be provided by GCP Project Assistant.

6.2 Additional consultant support

Communications advice and assistance will be provided by Grant Mangin (Creative PR)

Anticipated hours: 40 (primarily in May/June and October/November to assist document readability)

No further additional consultant support is anticipated (aside from legal and peer review covered below) but this may depend on the level, expertise and commitment of partner resourcing identified above.

6.3 Modelling and technical expert requirements

No additional modelling or technical work is anticipated to be commissioned as part of the GCP Budget.

Contractors already used as part of the Capacity Assessment included:

- Market Economics (EFM and SDC/WDC growth models)
- Property Economics (retail expenditure model)
- QTP (transport modelling).
- Sarah Dawson (planning) and Geoff Butcher (economic) peer review
- Livingstone Associates: Ian Mitchell (housing demand assessment)

6.4 Legal and peer review

A single peer review and legal review will be undertaken. Periodic and focused legal advice may be necessary and would be in addition to the legal peer review task. To meet budgetary and timeframe requirements this will be undertaken on the draft FDS to enable modifications to be incorporated at an early stage ahead of FDS finalisation.

Timeframe and summary actions to prepare DRAFT FDS document

Week commencing (weeks till consultation period)	Actions	Meeting Milestone	Comments
23 April (14)	<ul style="list-style-type: none"> Joint FDS meeting approves revised FDS scoping paper, subject to minor amendments 	Joint meeting 24 April	
30 April (13)	<ul style="list-style-type: none"> CEAG approves revised FDS scoping paper, subject to minor amendments 	CEAG 2 May	
7 May (12)	<ul style="list-style-type: none"> GCP Committee endorses FDS scoping paper GCP Committee workshop to consider arrangements for Hearing Panel 	GCP Committee 11 May	
14 May (11)	<ul style="list-style-type: none"> SMG agrees advice to CEAG on approach to setting minimum targets SMG agrees advice to CEAG on key directions/implementation actions for draft FDS 	SMG 15 May	
21 May (10)	<ul style="list-style-type: none"> CEAG approves advice to GCP Committee on approach to setting minimum targets CEAG approves advice to GCP Committee on key directions/implementation actions for draft FDS CEAG update on proposed CRPS Change evidence 	CEAG 23 May	
28 May (9)	<ul style="list-style-type: none"> Joint FDS workshop to review draft FDS document (70% complete version) 	Joint meeting 29 May	
4 June (8)	<ul style="list-style-type: none"> GCP Committee workshop on approach to setting minimum targets and key directions/implementation actions for draft FDS GCP Committee workshop to update on proposed CRPS Change evidence 	GCP Committee 8 June	
11 June (7)	<ul style="list-style-type: none"> SMG approves final content of draft FDS document, subject to minor amendments 	SMG 12 June	
18 June (6)	<ul style="list-style-type: none"> Circulate CEAG agenda with final content of draft FDS document 		
25 June (5)	<ul style="list-style-type: none"> CEAG approves final content of draft FDS document, subject to minor amendments 	CEAG 27 June	
2 July (4)	<ul style="list-style-type: none"> Circulate GCP Committee agenda with final content of draft FDS document 		Chair leave 8/7-6/8
9 July (3)	<ul style="list-style-type: none"> GCP Committee endorses final content of draft FDS document finalise draft FDS publication with designers 	GCP Committee 13 July	
16 July (2)	<ul style="list-style-type: none"> receive hard copy draft FDS back from printers 	SMG 17 July	
23 July (1)	<ul style="list-style-type: none"> circulate hard copy draft FDS to libraries and service centres 	CEAG 25 July	
30 July (0)	<ul style="list-style-type: none"> consultation period starts 1 August through to 31 August 		
6 August (+1)	<ul style="list-style-type: none"> 	GCP Committee 10 August	

Timeframe and summary actions to prepare FINAL FDS document

Week commencing (weeks till December Committee)	Actions	Meeting Milestone	Comments
20 August (16)	<ul style="list-style-type: none"> • compile submissions received 	CEAG 22 August	
27 August (15)	<ul style="list-style-type: none"> • compile submissions received • consultation period ends 31 August 		
3 September (14)	<ul style="list-style-type: none"> • compile late submissions received • circulate submissions to Hearings Panel • prepare staff recommendations report on submissions 		
10 September (13)	<ul style="list-style-type: none"> • provide high-level summary of submissions to GCP Committee • staff recommendations report on submissions finalised 	GCP Committee 14 September	
17 September (12)	<ul style="list-style-type: none"> • Hearings on submissions commences • SMG endorses staff recommendations report on submissions 	SMG 18 September	
24 September (11)	<ul style="list-style-type: none"> • Hearings on submissions continues (if required) • CEAG endorses staff recommendations report on submissions • staff recommendations report circulated to Hearings Panel 	CEAG 26 September	
1 October (10)	<ul style="list-style-type: none"> • Hearing Panel deliberations 		
8 October (9)	<ul style="list-style-type: none"> • Hearing Panel deliberations (if required) 	GCP Committee 12 October	
15 October (8)	<ul style="list-style-type: none"> • Hearing panel recommendations report drafted 	SMG 16 October	
22 October (7)	<ul style="list-style-type: none"> • Hearing panel recommendations report finalised 	CEAG 24 October	
29 October (6)	<ul style="list-style-type: none"> • 		
5 November (5)	<ul style="list-style-type: none"> • GCP Committee receive Hearing panel recommendations report 	GCP Committee 9 November	
12 November (4)	<ul style="list-style-type: none"> • Partner governance workshops on Hearing panel recommendations report 	SMG 13 November	
19 November (3)	<ul style="list-style-type: none"> • Partner governance workshops on Hearing panel recommendations report 		
26 November (2)	<ul style="list-style-type: none"> • 	CEAG 28 November	
3 December (1)	<ul style="list-style-type: none"> • 		
10 December (0)	<ul style="list-style-type: none"> • GCP Committee endorses Final FDS document 	GCP Committee 14 December	
17 December (+1)	<ul style="list-style-type: none"> • Councils insert minimum targets into plans using s55(2A) and public notice • Prepare report for partner council ratification of Final FDS document 		

