

# **District Planning**

## **Activity Management Plan**

**Long Term Plan 2015–2025**  
***As amended through the Annual Plan 2017/18***

1 July 2017

## Quality Assurance Statement

Christchurch City Council Civic Offices 53 Hereford Street PO Box 73015 Christchurch 8154 Tel: 03 941 8999	<b>Version</b>	<b>V3 1<sup>st</sup> July 2017</b>
	<b>Status</b>	
	<b>Portfolio Councillor:</b>	
	<b>Activity Manager: Richard Osborne</b>	
	<b>Chief / Director: Brendan Anstiss</b>	
	<b>Asset Manager: NA</b>	
	<b>Finance Manager:</b>	

## Table of Contents

Table of Contents.....	1
<b>1</b> Key Issues for the District Planning Activity.....	<b>2</b>
1.1 Community Outcomes .....	2
1.2 Effects of growth, demand and sustainability .....	3
Population Growth and Demand.....	3
Sustainability: .....	3
1.3 Key Challenges and Opportunities for District Planning .....	3
<b>2</b> Proposed changes to activity .....	<b>6</b>
<b>3</b> Activity description .....	<b>9</b>
3.1 Focusing on what we want to achieve.....	9
3.2 How we will know we are achieving the outcomes.....	9
3.3 What services we provide .....	10
3.4 Benefits and Funding Sources.....	10
3.4.1 Who Benefits?.....	10
3.4.2 Who pays?.....	11
3.5 Key legislation and Council strategies.....	11
<b>4</b> Levels of service and performance measures.....	<b>12</b>
<b>5</b> Review of cost effectiveness - regulatory functions and service delivery.....	<b>15</b>
<b>6</b> Long Term Infrastructure Strategy .....	<b>15</b>
<b>7</b> Review of cost-effectiveness - infrastructure delivery.....	<b>15</b>
<b>8</b> Significant Effects .....	<b>16</b>
<b>9</b> Assumptions .....	<b>16</b>
<b>10</b> Risk Management.....	<b>18</b>
<b>11</b> Improvement Plan.....	<b>18</b>
<b>12</b> Summary of Cost for Activity.....	<b>19</b>
<b>13</b> Attachment 1.....	<b>21</b>
13.1 Council Report 4/7/2012 – DPR Work programme Achievements 2011/12.....	21
13.2 Council Report 26/7/2012 – SPG 2012/13 Work Programme.....	21

# 1 Key Issues for the District Planning Activity

## 1.1 Community Outcomes

Everything that the Council does in its day-to-day work is focused on achieving community outcomes. All activities outlined in this plan aim to deliver the results required to achieve these outcomes, contribute to Council strategies and meet legislative requirements. The District Plan is one of the tools Council uses to deliver these outcomes.

The District Plan is a regulatory document prepared under the Resource Management Act (RMA) to promote sustainable management of natural and physical resources. It is the Council's principal planning instrument for ensuring land use change occurs in an integrated and coordinated fashion that avoids or minimizes adverse effects on the environment. It has a ten year planning horizon, although many decisions made under, or affected by, the plan need a much longer term perspective.

A review of the District Plan was initiated in July 2013 and will be undertaken in accordance with processes set out in the Canterbury Earthquake (Christchurch Replacement District Plan) Order 2014 (Order in Council). The Order instructs the Council to undertake a full review of the Christchurch District Plan by April 2016 using modified RMA processes. Once made operative, the document will be known as the Replacement District Plan.

An important part of the Plan's focus is on facilitating earthquake recovery, and its contents and policy direction must not be inconsistent with the Land Use Recovery Plan. The effects of the earthquakes will be felt for some time and the shape of urban Christchurch will continue to change during the recovery period, particularly over the next 10 to 15 years. Further movement of households is likely as people undergo repairs to their houses, settle into new homes or come into the district to assist with the rebuild. There is heightened awareness of the need to avoid placing people and property where there are significant risks arising from natural hazards. All of these are matters that will be considered as part of preparing the Replacement District Plan.

A key advantage for Christchurch is that the long term strategic directions for resource management and urban development in particular, are already in place. The Land Use Recovery Plan, Regional Policy Statement, and Area Plans provide a solid basis for Christchurch's short to medium term land use planning. The District Plan, in conjunction with these other policies and plans is a crucial tool for implementing the Council's long term strategies, to achieve community outcomes. This includes the following community outcomes:

- groundwater quality is safeguarded from the effects of land use;
- new urban expansion areas are integrated with existing urban land uses and communities;
- suburban centres provide a focus for services, employment and social interaction;
- there is sufficient housing to accommodate residents;
- the city's natural and cultural heritage and taonga are conserved for future generations;
- there is adequate and appropriate land for residential, commercial, industrial and agricultural uses;
- landscapes and natural features are protected and enhanced;
- urban areas are well-designed and meet the needs of the community;
- household location and increased housing density is in line with Urban Development Strategy targets;
- sites and places of significance to tangata whenua are protected;
- statutory obligations of the Council are met;
- decisions are transparent and informed by timely, accurate and robust information and advice.

Section 4 shows how these outcomes flow down into and influence the Council's activities and levels of service in relation to District Planning.

## 1.2 Effects of growth, demand and sustainability

### Population Growth and Demand:

Population and household growth, and their distribution, profoundly affect the demands placed on Christchurch's natural and physical resources. This is reflected in, for example, the amount of land taken up for urban development, the need to provide new infrastructure, and changes in the City's landscape.

Population growth, ageing and increasing cultural diversity will have implications for housing, commercial facilities and services, and infrastructure (such as transport), as well as changing the demand for community services and their delivery (for example, libraries and recreation activities).

### Sustainability:

Sustainability lies at the heart of Resource Management Act, the legislation underpinning the Replacement Plan. There are differing views on how the principles of sustainability get applied within the RMA framework, but there appears to be a general acceptance that the Act requires balancing of a number of competing considerations. One of the roles of the District Plan is to make it explicit through objectives and policies how an appropriate balance is to be achieved in Christchurch.

## 1.3 Key Challenges and Opportunities for District Planning

The immediate challenge is to have in place a Replacement Plan by April 2016 as required by the Order-in-Council<sup>1</sup>. The task of this Plan is to provide a more streamlined and certain regulatory environment for Christchurch's land use planning as it recovers from the earthquakes. At the same time the Plan is required to contain policies, objectives and rules relating to key issues that in the past have been given relatively little attention in previous planning documents such as affordable housing, multiple hazards, community rebuild and sea level rise. A major challenge for the City Planning will be, in collaboration with statutory partners and community stakeholders, providing for the Red Zone (on the flat land) in the Replacement Plan. Another task is to incorporate the provisions of the Christchurch Central Recovery Plan into the Replacement Plan.

The Plan also provides opportunities to improve planning practices and environmental outcomes for the City. The two existing district plans were prepared in the 1990s and new practices have since emerged, particularly in the fields of urban design, structure planning, integrated transport assessments, hazard risk management and resilience.

Table 1-1 lists the key district planning issues facing Christchurch over the next ten years ( for a more comprehensive list refer to the Strategic directions Chapter in the Replacement District plan)..

**Table 1-1 Key Issues**

Key Issue	Discussion
Identification of natural hazard sites and risks to ensure rebuild is undertaken with least risk	A considerable amount of the work needed for the Replacement Plan has been completed as part of preparing the Phase 1 proposals, particularly for flood management and Port Hills slope stability. There remains however critical decisions to be made on the extent to which risks associated with coastal hazards (sea level rise, tsunamis) will be factored into long term settlement patterns, particularly for eastern parts of the City. . Although there will be engineering solutions for protecting communities, one of the key issues for future Christchurch is the extent to which development is permitted in areas that are prone to flooding, tsunamis or inundation from rising sea levels. .
<b>Sufficient supply of land for residential, commercial, industrial, agricultural uses for the next 10 years.</b>	The supply of serviced Greenfields residential and industrial land in Greater Christchurch appears sufficient to meet anticipated requirements of the next ten years, and ensure there are no zoning constraints that may contribute to high or unaffordable housing, or impede the City's economic recovery. However there will continue to be ongoing demand for housing over much of the existing urban area as schools and other community facilities are rebuilt, and the central city recovers. This will increase the pressure for intensification, including outside the areas identified in the Replacement Plan. While this has been anticipated and provided for in the LURP, Regional Policy Statement and Replacement Plan, ongoing monitoring of development trends will be required.

Key Issue	Discussion
Future use of the Red Zone (flat land) integrated with the wider eastern area of the City	There is around 600 hectares of 'red zone' land in eastern Christchurch. It is unclear yet as to how the Government intends to use the land in the 'red zone' on the flat, or how that decision will be made. What is clear is that decisions on this land will affect Council's own land use planning, community development and expenditure programmes. The Council needs to be in a position to respond to any opportunities to be involved in or lead planning policy for the use of red zone. An interim zone for the Red Zone will be included in Stage 2 of the Replacement Plan.
How to promote best practice planning and design, while meeting statutory requirements Statement of Expectations.	Christchurch has a unique opportunity to embed leading edge sustainability and design practices into its recovery and long term development. However it will also be required to minimise costs and delays to development and will need to ensure that its practices and processes reconcile as much as possible these potentially competing aspirations.
Integration of land use with infrastructure programming	There will be many competing priorities for the Council's expenditure programmes over the Long Term Plan period. The scale and timing of urban development, particularly in new greenfields areas needs to be carefully considered in order to ensure costs are known in advance and existing and new infrastructure is used efficiently. Future development trends options in the vicinity of the Christchurch International Airport will need constant monitoring as a result of on-going growth pressures in the north west..
Recovery of the Central City.	A fully functioning and vibrant Central City is a key to Christchurch's long term success as a twenty-first century city. Planning for the Central City is currently being promoted through the Christchurch Central Recovery Plan, supported to some extent by what could be regarded as restrictive planning policies in the Replacement Plan that seek to avoid job dispersal. The issue is how to ensure the Central City can regain its vibrance and dominance as the primary business centre while enabling the market in the rest of the City to operate with less intervention. This is an issue that will be considered in Stage 2 of the District Plan Review.
Sustainability of rural communities.	The majority of Christchurch's districts are rural, and much of that land is on Banks Peninsula, with a dispersed population and small communities. Maintaining or improving economic wellbeing and employment and providing access to key services is an ongoing challenge for these communities. Significant parts of the Peninsula are considered to be of significant or outstanding landscape value and this presents both challenges and opportunities for the local economy and community development.
Effects arising from rejuvenation of industrial areas.	Changing market conditions and, more recently the earthquakes have led to a decline in some of the older industrial areas for example Woolston. There is a growing number of 'brownfields' sites that provide opportunities for redevelopment for housing, which as well as enhancing the local environment, will increase the housing stock at the mid to lower end of the market. However, residential development runs the risk of creating 'reverse sensitivity' effects with remaining industry, which could further hasten economic decline and reduce employment opportunities in these areas.
Reducing reliance on fossil fuel energy through land use planning.	Integrating urban form and transport has been the focus of Christchurch's strategic planning for several decades and needs to continue. Reducing car dependence through providing for active transport will be an important part of Christchurch's citywide and local planning. Equally important however is ensuring that the long term form and structure of urban areas in particular support investment in public transit systems, whether they be bus rail or both. Renewable energy sources such as solar and wind will need to be provided for and there will be issues around how their infrastructure can be embedded into the environment without significantly affecting landscapes and amenity.
Resilience	The earthquakes have highlighted Christchurch's vulnerability to the effects of natural hazards. It is imperative that the district has the capability to bounce back and to use physical and economic resources effectively to aid community recovery following exposure to hazards and to enable individuals and communities to deal with a state of continuous long term stress, whatever the cause. This includes capacities, skills, and knowledge that allow it to adapt to other phenomena such as climate change, energy shortages and geopolitical events.

Key Issue	Discussion
Chrichurch's river catchment management	Much of urban Christchurch is built on four river catchments and an aquifer system. Banks Peninsularhas a multitude stream catchments and two sigificant lakes ( excluding Te Waihora). These not only support the drinking water needs of the District's inhabitants, but provide the life supporting capacity for biodivsercity and mahinga kai, are important for recreation, and present varying degres of flood risk. Future urban and settlement planning must recognise the need for stormwater management systems manage both the quantity and quality of water that gets discharged into these rivers, streams and their tributaries.

## 2 Proposed changes to activity

The key issues described above reflect the immediate planning needs of the District as it continues its recovery from the Earthquakes. The changes to the Activities listed in Table 2.1 below are directed towards addressing these issues and reflect the truncated Review process imposed by the Order in Council. Work programmes, ways of working, and funding priorities have all had to be reviewed and altered in order to meet the Governments statutory deadlines. These changes are anticipated to be short term, and the first Three Year review will need to reassess the situation regarding land use planning priorities once the Review process has been completed.

**Table 2-1 Proposed Changes to Activity**

Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement
Work programme over 2014-16 has switched from strategic studies and preparing plan changes to the District Plan, to preparation of the Replacement Plan. (Refer to LOS 1.3.1 on Page 11). This Plan is being prepared in accordance with a 'truncated process' set out in an Order in Council (OiC), rather than the normal 'Schedule 1' (RMA) processes. To be completed by March 2016.	Imposed by Central Government to streamline resource management processes to assist earthquake recovery thereby seeking to create market certainty over the Recovery period.	High This change has an immediate and short term impact on Council resources and processes. There is no scope for the Council to amend the process, and decisions are primarily limited to approving content of proposals and submissions, community consultation processes, and giving effect to the OiC.	Consultation occurs at two stages in the process: informal feedback prior to public notification; and formal submissions and hearings post notification. Options around timing and duration are limited. On –going and frequent engagement with elected members.

Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement
------------	--------	--	---



Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement
<p>District Plan Review funding - hearings funding shortfall in the order of \$5.6M. ( Refer to LOS 1.3.1 on Page 11)</p> <p>The DPR project is expected to require additional funding in the order of \$10m<sup>2</sup> (subject to potential cost sharing with CERA).</p>	<p>The planning for the TYP took place in May 2013. At the time, it was assumed that the DPR project would be following the usual process under Schedule 1 of the RMA. There had been no detailed discussions on a truncated process.</p> <p>However, since then, the Order in Council was gazetted on 7 July 2014, changing part of the RMA process. Most significantly in terms of the budget, submissions and further submissions are to be heard by an independent hearings panel with all decisions due by March 2016. The cost of the hearings will therefore accrue over a period of only approx. 1.5 years, as opposed to the typical five to ten years moving through hearings and then dealing with appeals to the Environment Court as is the normal Schedule 1/RMA process. As a result, the original budget is no longer considered sufficient, the costs which may have accrued over 10 years in effect, have been brought forward.</p>	<p>High</p> <p>The forecasted extra funding is \$10.0m. This includes an additional \$6.2m for the Hearings panel additional staff costs \$3.2m. With the remainder additional legal and consultants' fees. Further costs could be incurred for consultants and legal fees depending on any additional work required by the Hearings Panel to draft new proposals, respond to private plan changes, provide assistance with the hearings process, and on the number of submissions and further submissions received.</p>	<p>The Order in Council, i.e. legislation dictates the timeframe within which the hearings are to be held, which in turn is the reason for the cost increase. As such, there are options for consultation but of a limited timescale.</p>
<p>Adoption of a team and matrix approach throughout Council to supply best information and skills to the DPR project, including co-location of some key staff from other business units. Part of the additional budget is to purchase this additional staff or backfill positions.</p>	<p>To provide immediate specialist resources on call for project management, consent advice IMCT and Communications input.</p>	<p>High</p> <p>Has significant implications for the 'home units' who need to temporarily backfill positions, and find budget for this. The cost of this is met by the District planning budget as staff costs.</p>	<p>Not relevant</p>

<sup>2</sup> Estimate only. Officers are unable to accurately predict this figure at the present time

Key Change	Reason	Level of significance? What investigations are needed?	Options for consultation and engagement
<p>Plan changes notified prior to the OiC coming into effect are processed under Schedule 1 of the RMA Changes (52 and 84) and become part of the Replacement Plan process after they have undergone a normal RMA process. Therefore, there are still opportunities for parties to take these plan changes to the Environment Court. This is a change from the Replacement plan process where there are no appeals other than those to the High Court on legal grounds.</p> <p>These plan changes, and any private plan changes received (there has been one so far) are referred directly to the Hearings Panel but Council still required to process them.</p> <p>( Refer to LOS 1.3.1 on Page 11)</p>	<p>The OiC stipulates how plan changes are to be processed during the preparation of the Replacement Plan.</p>	<p>Medium</p> <p>Additional investigations are needed for the two current plan changes if they proceed to the Environment Court and require evidence to be prepared.</p> <p>There could be subsequent costs if the Council wishes to amend the Changes to conform with the new format. Depending on the process used there could be significant costs, For example if the Changes are notified and open to relitigation then the costs for each one could exceed \$100 000.</p> <p>Plan changes and associated strategic studies initiated post 2016 could require a significant amount on investigation,</p>	<p>Submissions on these two plan changes have been completed in accordance with statutory requirements.</p>
<p>New approach to District Plan – electronic, activities based (predominantly), slim line, and activity based chapters ( Refer to LOS 1.3.1 on Page 11)</p>	<p>The change was made to make the District Plan more readable, and add functionality to the on-line plan eg property search, lodging submissions.</p>	<p>Medium</p> <p>No further investigations are needed but there will continue to be a need for ongoing technical support and training.</p>	<p>Submissions can be made on the Replacement Plan through the Replacement Plan website for those who have access to, and are familiar with, computer technology and the internet. Provision needs to be made for those who don't have this knowledge.</p>
<p>Post April 2016, the expiration of the OiC and the CER Act, the focus and possibly form of the City Planning Team will change.</p> <p>( Refer to LOS 1.3.2 and 1.3.3 on Page 12)</p>	<p>As there will not be appeals to the Environment Court on the replacement Plan, a reduced number of plan changes can be expected immediately following adoption of the new plan. There will be a switch in priorities, from preparing the Review, to specific planning projects) in response to community concerns, monitoring, and input into long term strategies.strategies that reflect Christchurch's post recovery situation with respect to population and employment shifts</p>	<p>High</p> <p>A return of staffing levels for City Planning Unit to pre district plan review levels is likely. Unless the number of plan changes exceeds expectations workloads will reduce and a reassessment of staff resources and skills will be required.</p>	<p>LTP Work Programme</p>

## 3 Activity description

### 3.1 Focusing on what we want to achieve

Council undertakes activities in order to deliver on the community outcomes for Christchurch listed in Section 1.1 by preparing and changing the District Plan. The Activity's core focus is on achieving the purpose of the Resource Management Act (RMA) through the processes set out in Sections 72-76, and Schedule 1, in particular. The Order in Council has amended these processes, particularly schedule 1 for the purpose of delivering a Replacement District Plan by April 2016. From that date it is expected that the preparation plan changes, and a subsequent review of part or all of the Replacement District Plan will once again be required to be undertaken entirely within the requirements of the RMA.

The Government has signalled further amendments to the RMA aimed at streamlining the legislation and the regulations prepared under it. Its intent has been foreshadowed in the RMA Bill (\*\*\*) and in the Statement of Expectations for the Replacement Plan contained in Section 5 of the Order. In essence the City Planning activity will be establishing a simplified and streamlined regulatory framework that is clear on direction, facilitates recovery, and at the same time promotes sustainable management of natural and physical resources. A particular challenge will be striking a balance between ensuring speed of process while enabling input from those directly affected or the wider community.

The Activity has a broader function that just delivering the Council's policies and plans under the RMA. It also encompasses undertaking investigations and preparing land use strategies for new areas of development including, but not limited to, Greenfields areas.

### 3.2 How we will know we are achieving the outcomes

We will know we are achieving the above outcomes when we see the following results:

- The proposed Christchurch City Replacement District Plan becomes operative by April 2016. Proposed Council led and private District Plan changes are assessed and incorporated into the Replacement Plan format in accordance with council's obligations and without challenge on process.
- Proposed council led and private District Plan changes post April 2016 are processed to meet statutory processes and timeframes.
- The operation and effectiveness of the Replacement District Plan is monitored, which informs decisions about plan changes.
- The recommendations arising from land use studies are soundly based, have involved the community in their formulation, and adopted by Council.
- Planning advice is prioritised to meet statutory requirements and address the important issues for the Council and City.
- Planning and policy is developed in a joined up manner with Central Government and Urban Development Strategy Partners.
- Land use policy and planning advice is provided internally within the Council to support operational planning and service delivery.
- Urban regeneration advice is provided to support the urban outcomes identified in recovery plans, masterplans and the greater Christchurch UDS (District Plan?)
- Planning advice is provided to support the delivery of the Central Christchurch Recovery Plan and the regeneration of the Central City

The activities that follow in section 4 and the levels of service within them are all linked to the above results to ensure Councils stays focused on moving towards the community outcomes. This link aims to confirm why we are doing the activities – that they will realistically move us closer to our goals – and that service delivery remains relevant to strategic direction.

### 3.3 What services we provide

This activity includes the following services:

- Prepare and notify the new proposed Christchurch Replacement District Plan, Stage 2;
- Prepare evidence to defend the stage 1 and 2 proposals of the Christchurch City Replacement District Plan in the independent hearings
- Provide input into High Court hearings on the Replacement Plan as required;
- Maintain the operative Christchurch City Plan and Banks Peninsula District Plan - including processing of Council-led plan changes until such time as the Replacement Plan becomes operative (2016); preparation of Council plan changes post 2016 eg inserting schedule of ecological sites as part of the Natural and Cultural Heritage Chapter..
- Process private proposed plan changes to the District Plan in accordance with the OiC ( up to April 2016, and the RMA post April 2016;
- Prepare evidence for any Environment Court appeals on plan changes that have taken place outside the OiC process (eg Ruapuna (PC52) and the Special Purpose Airport Zone (PC84))
- Undertake strategic land use studies that seek to integrate significant changes in land use patterns and zoning with particularly infrastructure, transport natural resource management, and hazard mitigation and avoidance. These will form the basis of subsequent Council plan changes.
- Coordinate development with that of adjoining districts, and participate as a partner in the review of regional and sub regional growth strategies.
- Provide policy planning advice to the public, Resource Consents Unit, other Units or teams of CCC on all the above as required
- Monitor the operation and effect of the Christchurch City District Plan until it is replaced by the proposed Christchurch Replacement Plan;
- Maintain and up-date the current District Plan and Replacement Plan in accordance with statutory requirements.

### 3.4 Benefits and Funding Sources

#### 3.4.1 Who Benefits?

Who benefits?	
Individual	2
Identifiable part of the community	8
Whole community	90

Key:
Some
Some
Majority

The principal beneficiaries of the Replacement Plan are current and future generations across the entire City. While specific groups and individuals may benefit from some decisions eg a zone change to permit urban development, these changes are made in the public interest as part of a suite of other changes that might also affect the value that new urban land, eg transport improvements, a new park. It is impractical to disentangle the benefits for individual property owners in these cases.

Council initiated plan changes also tend to benefit the wider public, rather than individuals. There are occasions when a Council initiated rezoning will result private benefits ('windfall profits') to landowners or indirectly lift their land values through 'borrowed amenity'. Other Changes might be directed towards environmental improvements in specific communities.

Privately requested plan changes normally directly benefit identifiable landowners, in a similar manner to resource consents. However, many of the private plan changes that have been lodged in the past 10 years have also had wider public benefits by providing housing, employment, local centres and associated amenities.

Area or community planning projects eg outline plans, structure plans mainly benefit future land owners, depending on how quickly the plans are acted on.

In summary, this activity is undertaken for the benefit of all inhabitants who will benefit through the various outcomes that planning seeks to achieve.

### 3.4.2 Who pays?

Between 90 and 95 per cent of the funding for this activity is derived from the General Rate. The remainder comes from recoveries associated with processing private plan changes. The Activity does not generate surpluses for other activities.

Funding - Fees / User Charges	Other revenue Grants & Subsidies	General rate	Targeted rate
5%	0%	95%	0%
Some	Nil	Full	

Key:		Typically
Full	All or almost all the cost is funded from that source. If the comment is made in the general or targeted rate columns it does not preclude making minor charges for the service but indicates that the charges are a negligible part of the fund.	95%+
Majority	The majority of the activity is funded from this source.	50%+
Some	Some revenue is derived from this source.	<50%

## 3.5 Key legislation and Council strategies

The key legislation for this activity is the Resource Management Act 1991. Other important statutes are the Canterbury Earthquake ( Christchurch Replacement District Plan) Order 2014, CER Act 2011; Local Government Act 2002; Land Transport Management Act 2003 (amended 2008), and Reserves Act 1977.,

There are numerous plans and policy statements prepared by other agencies that impact on District Planning the most significant being the Canterbury Regional Policy Statement, New Zealand Coastal Policy Statement, Canterbury Earthquake Recovery Strategy for Greater, Christchurch Central Recovery Plan and Land Use Recovery Plan.

Council strategies that District Planning is closely associated with include the Christchurch Transport Strategy, Open Space Strategy and the Development Contributions Policy.

## 4 Levels of service and performance measures

Table 4-1 summarises the levels of service and performance measures for the District Planning activity. Shaded rows are the levels of service and performance measures to be included in the Long Term Plan. Non-shaded rows are non-LTP management level measures, agreed with and reported to Council but not included as part of the community consulted document.

**Table 4-1 Level of Service and Performance Measures**

Performance Standards Levels of Service (we provide)	Results (Activities will contribute to these results, strategies and legislation)	Method of Measurement (We will know we are meeting the level of service if.....)	Current Performance	Benchmarks	Future Performance (targets)			Future Performance (targets) by Year 10 2024/25	
					Year 1	Year 2	Year 3		
					2015/16	2016/17	2017/18		
<b>Maintain the operative Christchurch City Plan and Banks Peninsula District Plan - including processing of Council-led plan changes</b>									
9.5.1	<b>Prepare the Replacement District Plan in two stages</b>	<i>Meet the Council's obligations under the Order in Council</i>	<i>The Christchurch City Replacement District Plan will be made fully operative by April 2016</i>	<i>Stage 1 of the Plan has been publicly notified and significant progress has been made on Stage 2.</i>	<i>Order in Council, including considering the Statement of Expectations.</i>	Phase 2 chapters are publicly notified  Evidence prepared and presented to Hearings panel on Stages 1 and 2, and legal submissions for any High Court Appeals  Ensure Replacement Plan is fully operative	Participate in any subsequent High Court proceedings eg Judicial reviews	Maintain Operative Plan through LOS categories that follow.	Maintain operative Plan through LOS categories that follow.
9.5.6	Development and processing of all Council-led plan changes	Prepare for and present evidence on any outstanding appeals to Plan	<i>Provides assurance that the Council is administering the Plan according to statutory requirements. Timelines are tracked through each plan</i>	2013/14 100% 2014/15: tbc	<i>Resource Management Act 1991 requirements.</i>	100% of development and processing of Council-led plan changes	100% of development and processing of Council-led plan changes	100% of development and processing of Council-led plan changes	100% of development and processing of Council-led plan changes comply

	complies with statutory processes and timeframes	Changes 52 and 84	<i>change project plan.</i>			comply with statutory processes and timeframes.	comply with statutory processes and timeframes	comply with statutory processes and timeframes Discontinued	with statutory processes and timeframes Discontinued
9.5.3	Prepare prioritised programme of plan changes and get approval from the Council on an annual basis	A relevant and up to date district plan in accordance with the purposes the RMA and assisting the Council in implementing strategies under the LGA eg open space, transport.	<i>The District Planning work programme includes projects such as plan changes (both private and Council-led), input on Notices of Requirement, researching issues, giving effect to the Regional Policy Statement and National Policy Statement and Environmental Standards, advice internally and externally, input on appeals, submissions on national and local plans and strategies, public consultation, hearings, and maintaining relationships with key stakeholders amongst other matters.</i>  <i>Linked to 1.3.5</i>	<i>100% achievement for past two years. ( a detailed list of changes is attached)</i>  <i>A prioritised programme for 2014-15 has been submitted to the Council but has not been approved.</i>  <i>Refer to Attachment 1</i>	<i>Elected members are satisfied with the approved programme.</i>	9.5.3.1  <i>Present a prioritised work programme, matched to staff capacity and availability, for Council approval annually by 30 June for the following financial year</i>	9.5.3.1  <i>Present a prioritised work programme, matched to staff capacity and availability, for Council approval annually by 30 June for the following financial year</i>	<del>9.5.3.1</del>  <del><i>Present a prioritised work programme, matched to staff capacity and availability, for Council approval annually by 30 June for the following financial year</i></del>  <i>Discontinued</i>  <del>9.5.3.2</del>  <del><i>Target : programme approved before 30 June</i></del>  <i>Discontinued</i>	<del>9.5.3.1</del>  <del><i>Present a prioritised work programme, matched to staff capacity and availability, for Council approval annually by 30 June for the following financial year</i></del>  <i>Discontinued</i>  <del>9.5.3.2</del>  <del><i>Target : programme approved before 30 June</i></del>  <i>Discontinued</i>
<b>Process private proposed changes to the District Plan</b>									
9.5.4	Processing of all privately-requested plan changes complies with statutory processes and timeframes		<i>Provides assurance that the Council is administering the Plan according to statutory requirements and/or directed by an approved recovery plan. Timelines are tracked through each plan change project plan.</i>	<i>100% achievement for past two years. ( a detailed list of changes is included in Attachment 1</i>	<i>OiC and Resource Management Act 1991 requirement</i>	<i>100% of processing of privately-requested plan changes comply with statutory processes and timeframes</i>	<i>100% of processing of privately-requested plan changes comply with statutory processes and timeframes</i>	<i>100% of processing of privately-requested plan changes comply with statutory processes and timeframes</i>	<i>100% of processing of privately-requested plan changes comply with statutory processes and timeframes</i>

Monitor the operation and effect of the Replacement Plan									
9.5.2	<p>Monitor operation and effectiveness of Christchurch City District Plan until it is replaced.</p> <p>Monitor operation and effectiveness of Christchurch Replacement Plan</p>		<p><i>Monitoring required to substantiate plan changes or for understanding issues. This programme is set every year as a part of the District Plan Work programme.</i></p>	<p><i>Last report completed in January 2011.</i></p>	<p><i>Resource Management Act 1991 requirement</i></p>	<p>No further report is need for 2016 because of the change over to the Replacement plan.</p>	<p>1.3.2.1 Establish specific monitoring by 30 June each year through the work programme</p>	<p>1.3.2.1 Establish specific monitoring by 30 June each year through the work programme</p>	<p>1.3.2.1 Release Section 35 monitoring report at least every 5 years – next due by 2021/22</p>



## **5 Review of cost effectiveness - regulatory functions and service delivery**

The Local Government Act requires local authorities to review the cost effectiveness of current arrangements for delivering its services and regulatory functions

A review need not be undertaken if

Delivery is governed by legislation, contract or other binding agreement that cannot be reasonably altered in the next two years.

The current arrangements for the delivery of the Christchurch Replacement Plan are governed by the Order in Council, which is will cease to have effect in April 2016. Once the Order in Council expires, it is assumed the City Planning functions will be governed by the processes under the RMA.

Other services such as monitoring or processing plan changes are governed by the Resource Management Act 1991, or the Local Government Act ( eg strategic land use studies) which may be altered within the next two years through amendments. The extent of any amendments is unknown but could not be expected to significantly influence the services provided under City Planning.

## **6 Long Term Infrastructure Strategy**

City Planning has two asset management activities: e-plan and e-consult, both running from the City Council server. There will be improvements to the software from time to time, and it would be prudent to build a small amount of capital costs into the Long Term Plan.

## **7 Review of cost-effectiveness - infrastructure delivery**

Cost reviews are built into the contract with the software providers as part of the decision to purchase the e-plan and e-consult software.

## 8 Significant Effects

The significant negative and significant positive effects are listed below in Tables 7-1 and 7-2 respectively.

**Table 8-1 Significant Negative Effects**

Policies objectives and rule may not deliver the efficiencies or outcomes intended.	Maintain an active monitoring program and report every five years in accordance with Section 35 of the RMA.
---	---

**Table 8-2 Significant Positive Effects**

Effect	Description
<b>Integrated Growth management.</b>	An urban form and structure that provides mobility choice, makes efficient use of strategic and trunk infrastructure, and protects rural resources.
<b>Urban land use efficiency</b>	Council aims to improve the safety of the transportation network for all modes of travel, for example this includes the implementation of the minor improvements programme and provision of lighting for pedestrians.
<b>Recovery of the City from the Canterbury Earthquakes.</b>	Council aims to provide a regulatory environment that enables speedy recovery of the City while ensuring long term sustainability of resources.
<b>Retention and enhancement of the City's amenity and urban design.</b>	Council's management of promotes high quality amenity and urban design.

## 9 Assumptions

Council has made a number of assumptions in preparing the Activity Management Plan. These are discussed in detail in Appendix XX. Table 9-3 lists the most significant assumptions and uncertainties that underline the approach taken for this activity.

**Table 9-1 Major Assumptions**

Assumption Type	Assumption	Discussion
<b>Replacement Plan</b>	<b>Preparation of the Replacement Plan will be completed by the end of the 2015-16 financial year</b>	Any extension of this time would need a change to the Order and this is unlikely. However, in the event of such an amendment additional costs would be incurred depending on the tasks that would need to be completed.
<b>Council Plan Changes</b>	<b>A programme of Council plan changes will evolve from 2016-17 to tidy up changes that are recommended by the Hearings Panel</b>	There are likely to be some amendments recommended by the Hearings Plan to the Replacement Plan. The nature of changes are unknown. Further into the ten year period there is likely to be an increase in the number of changes as the Plan adapts to changing market conditions or legislative changes.
<b>Private Plan Changes</b>	<b>Very few private plan changes in the 2017- 20 period but increasing after that</b>	Most alterations wanted by individuals will be made through submissions. However, as circumstances change there is likely to be a growing number of privately requested changes, based on previous experience with the current plan.

Assumption Type	Assumption	Discussion
<b>Growth forecasts.</b>	The district 's growth will continue beyond 2016 as more anchor projects get underway and immigration remains at current levels	If the growth is very different it will have a moderate impact. If higher, Council may need to advance capital projects. If it is lower, Council may have to defer planned works.
<b>Land use studies</b>	There will be a programme of intensification projects and local plans to guide the regeneration of older parts of the City.  The LURP and RPS will be reviewed.	The future of the Red zones have yet to be finalised and decisions will need to be based on sound planning principles. As the implementation of the urban growth strategy moves more towards intensification and redevelopment, there will be a need to examine areas of the City in a comprehensive way to ensure this pattern of development occurs in an integrated manner. Changes to the Replacement Plan to facilitate this are likely over the ten year plan period, including for the central city.
<b>Changes in legislation and policy, and financial assistance.</b>	That there will be no major changes in legislation or policy. The Order in Council will cease to have effect in April 2016	The risk of major change is high due to the changing nature of the government and politics. If major changes occur it is likely to have an impact on the required expenditure. Council has not mitigated the effect of this.

## 10 Risk Management

There are four significant risks associated with the preparation of the Replacement District Plan:

1. The Minister for Earthquake Recovery decides that the Plan does not meet the Statement of Expectations
2. The Hearings panel is unable to meet its timeframes under the Order
3. Successful Judicial Review is lodged with the High Court.
4. Loss of key staff

The likelihood of any of these happening is difficult to predict, but there would be significant potential cost implications, either through additional work on the Plan or additional legal and staff costs arising from hearings. Mover over the Council has little control over these risks. Apart from setting aside contingency funding (recommended) there is little the Council can do to mitigate these risks, other than ensuring it follows legal process throughout the Plan's preparation and its part in the hearings.

Another risk is insufficient funding for the Council to be able to comply with the terms of the Order, and carry out its other statutory obligations. This can be partly avoided through careful project planning and financial control, and ensuring there are contingencies to cover unforeseen events.

## 11 Improvement Plan

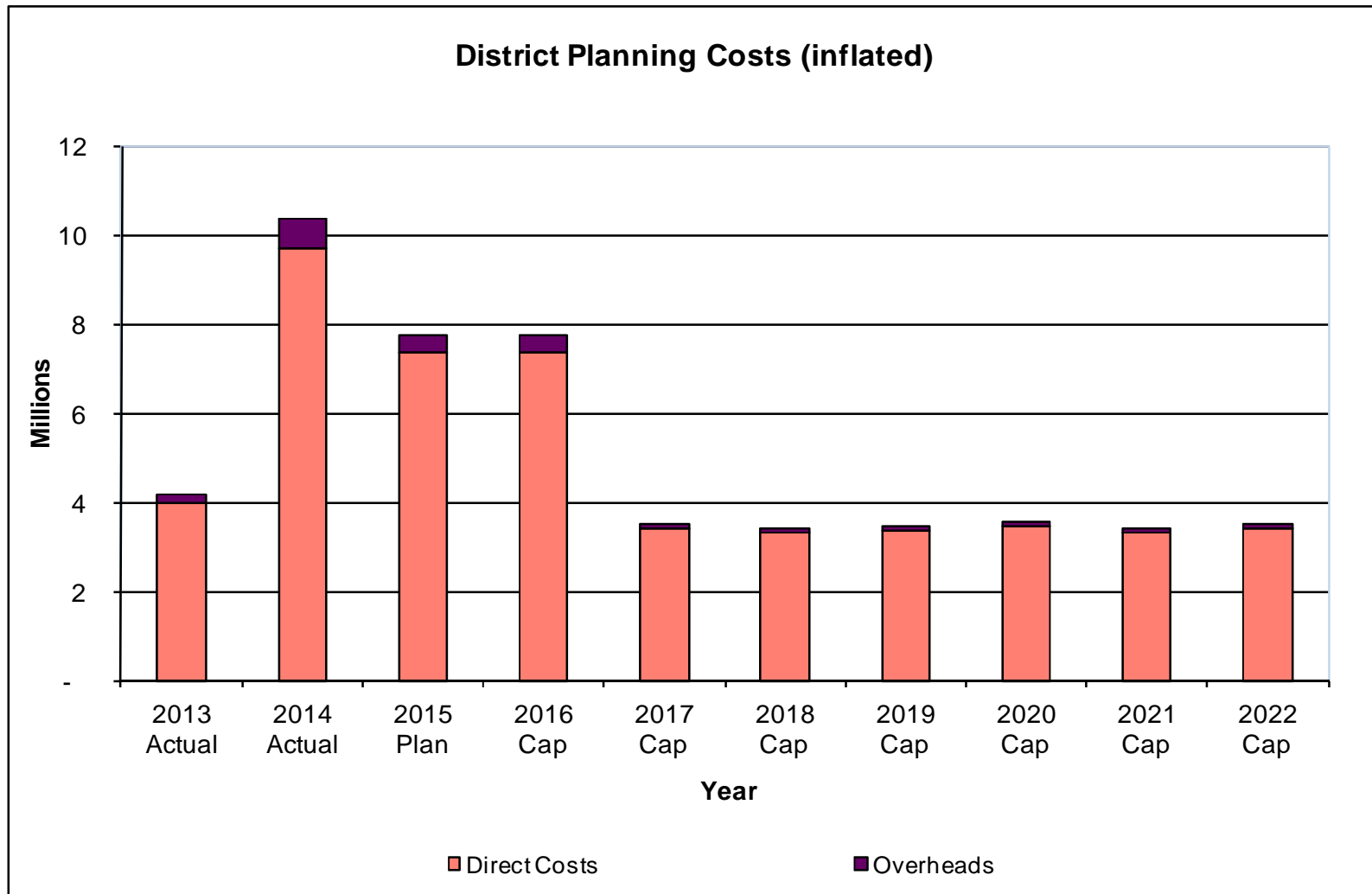
Improvements to this activity are made through established RMA processes.

## 12 Summary of Cost for Activity

Figure 12-1

REGULATION AND ENFORCEMENT - DISTRICT PLANNING					Funding splits exclude EQ Costs from all calculations					
	Funding Caps in 2015/16 Dollars				Funding - User Charges	Other revenue	General rate	Targeted rate	Period of Benefit (years)	Comments
	2014/15 Annual Plan	2015/16	2016/17	2017/18						
	000's									
<b>Operational Budget</b>										
ChCh City\Banks Peninsula District Plan	-	-	1,480	1,457						
Monitor District Plan optn and effect	-	-	148	19						
Process Private Proposed Changes	90	91	1,202	1,183						
Prepare New Christchurch District Plan	7,276	7,255	489	481						
<b>Activity Costs before Overheads</b>	7,367	7,346	3,319	3,141						
Earthquake Response Costs	-	-	-	-						
Corporate Overhead	392	378	94	82						
Depreciation	-	-	-	-						
Interest	-	-	-	-						
<b>Total Activity Cost</b>	<b>7,759</b>	<b>7,724</b>	<b>3,414</b>	<b>3,223</b>	0%	0%	100% Full	0%		As per memo from Brigitte de Ronde to councillors dated 2 Sep 2014, the District Plan Review project is expected to require additional funding in the order of \$5.6M (subject to potential cost sharing with CERA)
<b>Funded By:</b>										
Fees and Charges	-	-	1,186	1,162						
Grants and Subsidies	-	-	-	-						
Earthquake Recoveries	-	-	-	-						
<b>Total Operational Revenue</b>	<b>-</b>	<b>-</b>	<b>1,186</b>	<b>1,162</b>						
<b>Net Cost of Service</b>	<b>7,759</b>	<b>7,724</b>	<b>2,227</b>	<b>2,060</b>						
<b>Funded by:</b>										
<b>Rates</b>	<b>7,759</b>	<b>7,724</b>	<b>2,227</b>	<b>2,060</b>						
<b>Earthquake Borrowing</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>						
	<b>7,759</b>	<b>7,724</b>	<b>2,227</b>	<b>2,060</b>						
<b>Capital Expenditure</b>										
Earthquake Rebuild										
Renewals and Replacements										
Improved Levels of Service										
Additional Demand										

Figure 12-2



## 13 Attachment 1

### *13.1 Council Report 4/7/2012 – DPR Work programme Achievements 2011/12*

[Attachment 1A - TRIM 14/1261969](#)

### *13.2 Council Report 26/7/2012 – SPG 2012/13 Work Programme*

[Attachment 1B TRIM 14/1261981](#)