



**Greater Christchurch
Partnership**

Te Tira Tū Tahī

One Group, Standing Together

Greater Christchurch Partnership Committee AGENDA

Notice of Meeting Te Pānui o te Hui:

A meeting of the Greater Christchurch Partnership Committee will be held on:

Date: Friday 8 August 2025
Time: 9:00 am
Venue: Council Chamber, Environment Canterbury,
200 Tuam Street, Christchurch

31 July 2025

To watch the meeting live, go to:

<https://www.youtube.com/@ECanGovt>

To view copies of Agendas and Minutes, visit:

<https://www.ccc.govt.nz/the-council/meetings-agendas-and-minutes/>

Committee Members

Greater Christchurch Partnership Interim Chair

Chair Craig Pauling

Mana Whenua

Dr Te Maire Tau, Tania Wati and Gail Gordon

Christchurch City Council

Mayor Phil Mager, Councillors Victoria Henstock and Sara Templeton

Environment Canterbury

Councillors Grant Edge and Vicky Southworth

Selwyn District Council

Mayor Sam Broughton, Councillors Nicole Reid and Lydia Gliddon

Waimakariri District Council

Mayor Dan Gordon, Deputy Mayor Neville Atkinson and Councillor Niki Mealings

Health

Dr Anna Stevenson

Waka Kotahi (New Zealand Transport Agency - Non-Voting Member)

Ian Duncan

Director, Greater Christchurch Partnership

John Bartels

Ph 941 8456

Democracy Services Adviser

David Corlett

ph 941 5421

1. TERMS OF REFERENCE NGĀ ĀRAHINA MAHINGA

1.1. The role of the Committee is to:

- i. Foster and facilitate a collaborative approach between the Partners to address strategic challenges and opportunities for Greater Christchurch.
- ii. Show clear, decisive and visible collaborative strategic leadership amongst the Partners, to wider stakeholders, agencies and central government and to communities across Greater Christchurch.
- iii. Enable Partners to better understand individual perspectives and identify shared objectives and areas of alignment.
- iv. Assist information sharing, efficient and effective working, and provide a stronger voice when advocating to others.
- v. Establish, and periodically review, an agreed strategic framework to support a collective approach to improving intergenerational wellbeing in Greater Christchurch through addressing strategic challenges and opportunities.
- vi. Oversee implementation of strategies and plans endorsed by the Committee and ratified at individual Partner governance meetings, including through the adoption and delivery of an annual joint work programme.
- vii. Ensure the Partnership proactively engages with other related partnerships, agencies and organisations critical to the achievement of its strategic functions.

1.2. The functions of the Committee are to:

- i. Establish, and periodically review, an agreed strategic framework to support a collective approach to improving intergenerational wellbeing in Greater Christchurch.
- ii. As required, develop new and review existing strategies and plans to enable Partners to work more collaboratively with each other and to provide greater clarity and certainty to stakeholders and the community. Existing strategies and plans endorsed by the Greater Christchurch Partnership Committee or endorsed by the UDSIC and inherited by this Committee are published on the Partnership's website.
- iii. Recommend to Partners for ratification at individual partner governance meetings any new or revised strategies and plans.
- iv. Adopt and monitor the delivery of an annual joint work programme to deliver on strategic goals and actions outlined in adopted strategies and plans.
- v. Undertake reporting on the delivery of adopted strategies and plans, including in relation to an agreed strategic outcomes framework.
- vi. Identify and manage risks associated with implementing adopted strategies and plans.
- vii. Establish and maintain effective dialogue and relationships (through meetings, forums and other communications) with other related partnerships, agencies and organisations to the support the role of the Committee, including but not limited to:
 - a. Waka Toa Ora (Healthy Greater Christchurch)

- b. Canterbury Mayoral Forum
 - c. Tertiary institutions and educational partnerships
 - d. Strategic infrastructure providers
 - e. Government departments
- viii. Undertake wider engagement and consultation as necessary, including where appropriate seeking submissions and holding hearings, to assist the development of any strategies and plans.
- ix. Advocate to central government or their agencies or other bodies on issues of concern to the Partnership, including through the preparation of submissions (in liaison with the Canterbury Mayoral Forum as necessary).
- x. For the avoidance of doubt, the Committee's strategic transport functions include:
 - a. Consider key strategic transport issues, national policies and public transport associated collaborative business cases.
 - b. Develop the Greater Christchurch component of the Regional Public Transport Plan and recommend to the Canterbury Regional Council for approval, when required.
 - c. Monitor the delivery of the strategic public transport work programme in Greater Christchurch.
- 1.3. In undertaking its role and performing its functions the Committee will consider seeking the advice of the Chief Executives Advisory Group.

2. QUORUM AND CONDUCT OF MEETINGS

- 1.1. The quorum at a meeting of the Committee consists of the majority of the voting members.
- 1.2. Other than as noted in this Agreement, the standing orders of the administering Council at the time, shall apply.
- 1.3. Voting shall be on the basis of the majority present at the meeting, with no alternates or proxies.
- 1.4. For the purpose of clause 6.2, the Independent Chairperson:
 - i. has a deliberative vote; and
 - ii. in the case of equality of votes, does not have a casting vote (and therefore the act or question is defeated and the status quo is preserved).

3. MEETING FREQUENCY

- 3.1. Notification of meetings and the publication of agendas and reports shall be conducted in accordance with the requirements of Part 7 of the Local Government Official Information and Meetings Act 1987.
- 3.2. The Committee shall meet monthly, or as necessary and determined by the Independent Chair in liaison with the Committee.

- 3.3. The Committee welcomes external speakers by deputation however the right to speak at meetings must be in accordance with the adopted public deputation guidelines of the Committee.

4. DELEGATIONS

- 4.1. Establishing, and where necessary, amending, protocols and processes to support the effective functioning of the Committee, including but not limited to those relating to the resolution of conflicting views, communications and public deputations.
- 4.2. Preparing communication and engagement material and publishing reports relevant to the functions of the Committee.
- 4.3. Commissioning and publishing reports relevant to the functions of the Committee.
- 4.4. Undertaking engagement and consultation exercises in support of the terms of reference and functions of the Committee.
- 4.5. Selecting an Independent Chair and Deputy Chair in accordance with any process agreed by the Committee and the requirements of the LGA 2002.
- 4.6. Making submissions, as appropriate, on Government proposals and other initiatives relevant to the role of the Committee.
- 4.7. Appointing, where necessary, up to two additional non-voting observers to the Committee.

5. FINANCIAL DELEGATIONS

- 5.1. The Committee can make financial decisions within an agreed budget envelope and as long as the decision does not trigger any change to the statutory plans prepared under the LGA 2002, the RMA 1991, or the LTMA 2003.

AGENDA ITEMS HE RĀRANGI TAKE

Karakia mō te Tīmatataka Opening Incantation	8
1. Apologies Ngā Whakapāha	8
2. Declarations of Interest Ngā Whakapuaki Aronga	8
3. Deputations by Appointment Ngā Huinga Whakaritenga.....	8
4. Confirmation of Previous Minutes Te Whakaāe o te hui o mua	8

STAFF REPORTS

5. Secretariat Update	15
6. He Rautaki mō Kāinga Nohoanga – Greater Christchurch	21
7. Proposed Partnership submission on the Government's Going for Housing Growth Discussion Paper	55
8. Greater Christchurch Partnership Review - Independent Findings.....	79
9. Briefing to the Incoming Committee	147
Karakia Whakakapi Closing Incantation	

Standing Items

Karakia mō te Tīmatataka Opening Incantation

Whakataka te hau ki te uru	<i>Cease the winds from the west</i>
Whakataka te hau ki te tonga	<i>Cease the winds from the south</i>
Kia mākinakina ki uta	<i>Let the breeze blow over the land</i>
Kia mātaratara ki tai	<i>Let the breeze blow over the sea</i>
E hī ake ana te atakura	<i>Let the red-tipped dawn come with a sharpened air.</i>
He tio, he huka, he hau hū	<i>A touch of frost, a promise of a glorious day</i>
Tihei Mauri Ora	

1. Apologies Ngā Whakapāha

Apologies will be recorded at the meeting.

2. Declarations of Interest Ngā Whakapuaki Aronga

Members are reminded of the need to be vigilant and to stand aside from decision-making when a conflict arises between their role as an elected representative and any private or other external interest they might have.

3. Deputations by Appointment Ngā Huinga Whakaritenga

Deputations by appointment will be recorded in the meeting minutes.

To present to the Committee refer to the [Participating in decision-making](#) webpage or contact the meeting advisor listed on the front of this agenda.

4. Confirmation of Previous Minutes Te Whakaāe o te hui o mua

That the minutes of the Greater Christchurch Partnership Committee meeting held on [Friday, 23 May 2025](#) be confirmed (refer page 9).



Greater Christchurch Partnership

Te Tira Tū Tahī
One Group, Standing Together

Greater Christchurch Partnership Committee OPEN MINUTES

Date: Friday 23 May 2025
Time: 9:00 am
Venue: Council Chamber, Environment Canterbury,
200 Tuam Street, Christchurch

Present

Members

Chair Craig Pauling , Environment Canterbury (Interim Chair)
Mayor Phil Mauer , Christchurch City Council
Councillor Victoria Henstock - Christchurch City Council
Councillor Sara Templeton , Christchurch City Council
Councillor Grant Edge - Environment Canterbury
Councillor Vicky Southworth , Environment Canterbury
Councillor Lydia Gliddon , Selwyn District Council
Councillor Nicole Reid - Selwyn District Council
Mayor Dan Gordon , Waimakariri District Council
Councillor Niki Mealings , Waimakariri District Council

Principal Advisor

John Bartels
Director Greater Christchurch
Partnership
Tel: 941 8456
john.bartels@ccc.govt.nz

Meeting Advisor

David Corlett
Democratic Services Advisor
Tel: 941 5421
david.corlett@ccc.govt.nz

Website: www.ccc.govt.nz

Karakia mō te Tīmatataka Opening Incantation

Whakataka te hau ki te uru	<i>Cease the winds from the west</i>
Whakataka te hau ki te tonga	<i>Cease the winds from the south</i>
Kia mākinakina ki uta	<i>Let the breeze blow over the land</i>
Kia mātaratara ki tai	<i>Let the breeze blow over the sea</i>
E hī ake ana te atakura	<i>Let the red-tipped dawn come with a sharpened air.</i>
He tio, he huka, he hau hū	<i>A touch of frost, a promise of a glorious day</i>
Tīhei Mauri Ora	

1. Apologies Ngā Whakapāha

Committee Resolved GCPC/2025/00008

That the apologies from Mayor Sam Broughton, Dr Te Maire Tau, Jane Huria, Gail Gordon, Neville Atkinson, and Dr Anna Stevenson for absence be accepted.

Mayor Dan Gordon/Councillor Niki Mealings

Carried

2. Declarations of Interest Ngā Whakapuaki Aronga

There were no declarations of interest recorded.

3. Deputations by Appointment Ngā Huinga Whakaritenga

There were no deputations by appointment.

4. Confirmation of Previous Minutes Te Whakaāe o te hui o mua

Committee Resolved GCPC/2025/00009

That the minutes of the Greater Christchurch Partnership Committee meeting held on Friday, 7 March 2025 be confirmed.

Mayor Phil Mauger/Councillor Grant Edge

Carried

The Committee adjourned from 9.20am to 9.22am during the consideration of item 5 to allow staff time to finalise the proposed wording for a new recommendation (recommendation 5).

5. Draft Canterbury Regional Public Transport Plan 2025–35

Committee Comment

1. Staff noted that a minor amendment has been made to the wording in Policy 2.9 of the Draft Canterbury Regional Public Transport Plan 2025–35. This will be reflected in the final version that will be presented to the Canterbury Regional Council for adoption.
2. The Committee discussed the need to consider the inclusion of the Banks Peninsula and those parts of the Waimakariri District and Selwyn District that are connected to the Greater Christchurch network in any future review. Canterbury Regional Council staff noted that they will conduct a full lessons learnt exercise.

Officer Recommendations Ngā Tūtohu

That the Greater Christchurch Partnership Committee:

1. **Confirms** the minutes from the Greater Christchurch Partnership Committee Canterbury Regional Public Transport Plan 2025-35 Hearings Panel Deliberations meeting of 20 March 2025.
2. **Endorses** the amended Draft Canterbury Regional Public Transport Plan 2025–35 as recommended by the Greater Christchurch Partnership Hearings Panel.
3. **Recommends** that the Canterbury Regional Council adopt the amended Draft Canterbury Regional Public Transport Plan 2025–35.
4. **Notes** that the Greater Christchurch Partnership Hearings Panel will be discharged at the point the final Canterbury Regional Public Transport Plan 2025-2035 is adopted by the Canterbury Regional Council.

Committee Resolved GCPC/2025/00010

Part C

That the Greater Christchurch Partnership Committee:

1. **Confirms** the minutes from the Greater Christchurch Partnership Committee Canterbury Regional Public Transport Plan 2025-35 Hearings Panel Deliberations meeting of 20 March 2025.
2. **Endorses** the amended Draft Canterbury Regional Public Transport Plan 2025–35 as recommended by the Greater Christchurch Partnership Hearings Panel.
3. **Recommends** that the Canterbury Regional Council adopt the amended Draft Canterbury Regional Public Transport Plan 2025–35.
4. **Notes** that the Greater Christchurch Partnership Hearings Panel will be discharged at the point the final Canterbury Regional Public Transport Plan 2025-2035 is adopted by the Canterbury Regional Council.
5. **Requests** that officers look at the appropriate boundaries for public transport planning in time for the next review.

Councillor Sara Templeton/Mayor Dan Gordon

Carried

6. Greater Christchurch Transport Plan Endorsement

Committee Comment

1. The committee provided officers with minor suggested amendments to the plan that would be considered by the Director following the meeting.

Committee Resolved GCPC/2025/00011

Officer Recommendation accepted without change

Part C

That the Greater Christchurch Partnership Committee:

1. **Receives and endorses** the Greater Christchurch Transport Plan.
2. **Notes** the final designed Greater Christchurch Transport Plan will be circulated to members separately prior to the meeting.
3. **Approve** the Director of the Greater Christchurch Partnership to make any final editorial updates to correct typographical, formatting or minor design errors identified within the document.
4. **Notes** the next steps for reporting on the progress of the Greater Christchurch Transport Plan.

Councillor Sara Templeton/Councillor Nicole Reid

Carried

7. Joint Housing Action Plan - Phase 2 Actions

Committee Resolved GCPC/2025/00012

Officer Recommendation accepted without change

Part C

That the Greater Christchurch Partnership Committee:

1. **Receives** this report.
2. **Endorses** the Joint Housing Action Plan - Phase 2 actions as detailed in Attachment A.
3. **Notes** that the work on the Phase 2 actions has been sequenced into three tranches, allowing actions that have limited upfront financial implications to be progressed most quickly.

Councillor Grant Edge/Mayor Dan Gordon

Carried

8. Greater Christchurch Spatial Plan - Implementation Plan 2024-27

Committee Comment

1. The Committee suggested that reference to the Canterbury Climate Partnership Plan be included within Blue-green network action when the next progress report on the Implementation Plan is provided to the Committee. Future Secretariat update reports

will include any progress made on the blue-green network through working in partnership with the Canterbury Mayoral Forum at a regional level.

Committee Resolved GCPC/2025/00013

Officer Recommendation accepted without change

Part C

That the Greater Christchurch Partnership Committee:

1. **Notes** this report.
2. **Receive and endorse** the Greater Christchurch Spatial Plan – Implementation Plan 2024-27 as detailed in Attachment A.

Councillor Sara Templeton/Mayor Phil Mauger

Carried

9. Greater Christchurch Spatial Plan Annual Report 2025

Committee Comment

The Committee requested staff consider the approach to monitoring wellbeing in advance of preparing the 2026 Annual Report.

Committee Resolved GCPC/2025/00014

Officer Recommendation accepted without change

Part C

That the Greater Christchurch Partnership Committee:

1. **Notes** the content of this report.
2. **Receives** this Annual Report 2025 as detailed in Attachment A.

Mayor Phil Mauger/Councillor Lydia Gliddon

Carried

10. Priority Areas Programme Update

Committee Comment

1. The Committee requested staff consider a focus on opportunities as opposed to barriers.

Committee Resolved GCPC/2025/00015

Officer Recommendation accepted without change

Part C

That the Greater Christchurch Partnership Committee:

1. **Notes and receives** the update on the Priority Areas Programme.
2. **Notes** that Priority Area progress reporting to the Greater Christchurch Partnership Committee will be provided every six months and commence in December 2025.

Mayor Phil Mauger/Councillor Grant Edge

Carried

11. Secretariat Update

Committee Resolved GCPC/2025/00016

Officer Recommendation accepted without change

Part C

That the Greater Christchurch Partnership Committee:

1. **Receives and notes** the Greater Christchurch Partnership secretariat update.

Mayor Phil Mauger/Mayor Dan Gordon

Carried

Karakia – Whakakapi Closing Incantation

Ka whakairia te tapu	Restrictions are moved aside
Kia watea ai te ara	So the pathway is clear
Kia tūruki whakataha ai	To return to everyday activities
Kia tūruki whakataha ai	
Hui e, tāiki e	Enriched, unified and blesses

Meeting concluded at 10.55am.

CONFIRMED THIS 8th DAY OF August 2025

Chair Craig Pauling

Interim Chair

5. Secretariat Update

Reference Te Tohutoro: 25/1421121

Responsible Officer(s) Te John Bartels, Director Greater Christchurch Partnership
Pou Matua:

Accountable ELT John Bartels, Director Greater Christchurch Partnership
Member Pouwhakarae:

1. Purpose of Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is to provide the Greater Christchurch Partnership Committee (Committee) with a Secretariat update on activities that support the partnership work programme.

2. Relationship to Partnership Objectives Ngā Whāinga Matua ki te hononga

- 2.1 This report is to inform the committee on progress in the delivery of the joint work programme and to support effective dialogue and relationships between partners.

3. Officer Recommendations Ngā Tūtohu

That the Greater Christchurch Partnership Committee:

1. **Receives and notes** the Greater Christchurch Partnership Secretariat update.

4. Secretariat Update

Te Waihangā's Infrastructure Priorities Programme

- 4.1 A joint application from Christchurch City Council and NZ Transport Agency Waka Kotahi (NZTA) on behalf of the Greater Christchurch Partnership, has seen the Greater Christchurch Mass Rapid Transit project (MRT) successfully make it into Te Waihangā Infrastructure Commission's draft National Infrastructure Plan and as part of this being recognised as of national significance. The MRT project was one of only seventeen projects included nationally from the first round of submissions.
- 4.2 Te Waihangā Infrastructure Commission are currently assessing projects from a second round of submissions which closed in April 2025. On behalf of the Greater Christchurch Partnership, Christchurch City Council and Canterbury Regional Council (Environment Canterbury) also submitted a joint application for the Public Transport Futures programme for consideration in this second round. This programme includes lower cost improvements to the city's existing bus network and is an essential building block towards implementation of MRT. The results of this second round of assessment will be announced later in the year.

Public Transport Futures Programme - Network Planning and Foundations Update

Network Planning

- 4.3 This update covers progress on the Public Transport Futures programme (PT Futures) and outlines the next steps for planning the rest of the public transport network. The overall goals of PT Futures remain the same, but the approach is being adjusted to reflect current funding realities and a staged rollout of MRT.

- 4.4 Environment Canterbury has identified four key priorities for public transport over the next 10–20 years:
1. Rolling out the National Ticketing Solution (NTS)
 2. Planning the network (including ongoing work and PT Futures)
 3. Preparing for future procurement (with contracts up for renewal in 2029)
 4. Gaining public control of key assets like bus depots
- 4.5 A plan is being developed that combines business-as-usual (BAU) work with PT Futures initiatives to support these priorities.

PT Futures Foundations

- 4.6 Environment Canterbury has worked with NZTA to prepare a proposal for reviewing two key bus routes: Route 1 (Cashmere to Rangiora) and Route 5 (Rolleston to New Brighton). The intent is for this proposal will be considered by NZTA's Values, Outcomes and Scope (VOS) committee in mid August. Subject to funding being available, if approved, it could lead to co-funding for a formal investment case. The proposal aligns with NZTA's updated approach to investment planning. Further updates on PT Futures and the broader programme will be shared with the Committee as work progresses.

Greater Christchurch Transport Plan

- 4.1 The Greater Christchurch Transport Plan was endorsed by the Committee at its May meeting. Minor edits were made in response to feedback provided by members at the May Committee meeting. The plan is now available on the Greater Christchurch Partnership Website. The Planning and Transport Managers group have further developed an overview document. This could act as an effective communication and advocacy tool for ministers and central government and new council representatives. This will be shared also be made available Greater Christchurch Partnership Website once finalised.

GCP Residential Development and Housing Dashboard Update

- 4.1 The National Policy Statement on Urban Development (NPS-UD) requires quarterly monitoring and annual reporting of housing and business capacity. To support this, a GCP Residential Dashboard has been developed, offering key indicators for residential development across Greater Christchurch.
- 4.2 The dashboard is in its final review stage, developed collaboratively with input from partner staff and reviewed by the Planning Managers Group. Once finalised, it will be publicly available, updated quarterly, and included in the annual committee report.
- 4.3 Current reporting meets most NPS-UD obligations. The next phase involves scoping business land capacity requirements. This will look to assess partner councils' expectations, data needs, and capabilities, with initial findings to be presented to the Planning Managers Group.

Greater Christchurch Partnership Website Upgrade

- 4.4 The [Greater Christchurch Partnership](#) website has recently undergone a comprehensive update and refresh. The revised site features an enhanced layout, streamlined navigation, search functionality and updated content to better support users in accessing key information and resources.
- 4.5 The Secretariat will monitor and update content on a regular basis and liaise with partners to ensure content reflect the work delivered by the partnership.

2026 GCP Calendar Preparation

- 4.6 The Secretariat has commenced drafting the 2026 Greater Christchurch Partnership governance schedule. This will be undertaken alongside the Canterbury Mayoral Forum. GCP will engage with partner Councils to ensure there is no conflicts with their own calendars. Both the GCP and CMF are waiting for LGNZ to share its annual calendar to ensure there are no conflicted dates prior finalising the 2026 schedule. The quarterly meeting frequency for the partnership committee meetings are proposed to be March, May, August and November, subject to available dates.

Government City and Regional Deal guidance

- 4.7 At the national level, the Government announced on the 2 July the first Memoranda of Understanding (MOU's) to negotiate City and Regional Deals (CRDs) with Auckland, Otago/Central Lakes and Western Bay of Plenty with a view to agreeing the first Deal by the end of 2025: [City and Regional Deals to unlock growth | Beehive.govt.nz](https://www.beehive.govt.nz/city-and-regional-deals-to-unlock-growth)
- 4.8 As part of this announcement the Government established five objectives for the CRDs programme alongside outlining what central government will put on the table during negotiations for cities and regions participating in CRDs. These are:
- 4.8.1 **Improved central government coordination** (both internally and with the regions), ensuring the right agencies are around the table. This could include agreement to deploy more senior officials to existing Urban Growth Partnerships and other governance arrangements, and improved Government infrastructure investment and asset management.
- 4.8.2 **Early collaboration with councils on system reforms** including undertaking joint-spatial planning ahead of RM reform implementation. We will consider improvements to existing regulatory frameworks including zoning, fees and charges innovation, streamlined planning and land acquisition processes, regional spatial planning.
- 4.8.3 **Providing councils with new funding and financing tools** and incentivising them to better utilise existing ones. This could include considering the use of sharing of mining royalties, mobilising existing government funds to support deals, and providing access to government experts that could help councils use more complex tools such as Infrastructure Funding and Financing Act Levies.
- 4.8.4 **Supporting regions to unlock growth sectors** (e.g., technology, biotech, advanced transportation, aquaculture, tourism, cleantech, renewable energy). Central government will consider locating “confirmed/funded” innovation facilities/institutes in regions as part of a CRD.
- 4.9 It was acknowledged by Government that all three regions with signed MOUs for CRDs have existing Urban Growth Partnerships which demonstrate existing collaboration, and all three have economies with significant economic growth potential. This demonstrates a clear, ongoing role for the Greater Christchurch Partnership as an Urban Growth Partnership and Aotearoa's second largest city.

Canterbury Mayoral Forum – Update from Regional Deal Working Group

- 4.10 Since being invited to join the Regional Deal Working Group (Working Group) in May, the Secretariat has participated in regular meetings alongside other members. Further discussions within the Canterbury Mayoral Forum regarding the approach to a regional deal have led to agreement that the Working Group will prepare a progress update for discussion at the August Mayoral Forum meeting. This update focuses on key areas

including transport, housing, energy, and infrastructure—particularly funding tools and priority initiatives that could catalyse regional growth. Its purpose is to lay the groundwork for a future Waitaha Canterbury Regional Deal proposal by drawing on existing work. The update document is currently in development, with a draft version of the update document informed by work undertaken by the Canterbury Mayoral Forum in collaboration with Business Canterbury. However, the draft update is primarily a local government document.

- 4.11 Through the Working Group, the Secretariat has emphasised the importance of Strengthening partnerships and ensuring the meaningful involvement of all Partners—particularly mana whenua— in the development of the Waitaha Canterbury Regional Deal proposal, which has yet to begin. The Secretariat is collaborating with the Canterbury Mayoral Forum Secretariat to determine the most effective approach for sharing the Update document with Partners once received by the Mayoral Forum, and to support Partners ongoing involvement in the formulation of the Regional Deal proposal.

Housing and Urban Development – Housing Investment Strategy

- 4.12 The Government Budget 2025 introduced a new ‘active purchaser’ investment approach for housing and urban development to streamline programmes, improve value for money and flexibility to meet housing needs in place.
- 4.13 Government investment in housing will be guided by the Housing Investment Strategy, which prioritises enabling people in high housing need to access stable and secure housing. The Strategy is intended to be developed by late 2025. The Ministry of Housing and Urban Development (MHUD) is currently working on developing a comprehensive understanding of housing need across the country to support the development of its Housing Investment Strategy. The Secretariat distilled local insights drawn from the work on the Joint Housing Action Plan and involvement with other forums and shared this with MHUD. Any further updates on the Strategy will be shared with the committee.

Te Waipounamu Community Housing Provider Housing Network

- 4.14 The network brings together community housing providers and their partners operating in the South Island. Its members’ primary activity is to provide community housing solutions for people in housing need. At the 12 June meeting the members agreed to support the completion of the Phase 2 actions of the Joint Housing Action Plan following a presentation by John Bartels. The Network also agreed to progress a refresh of its Closing the Housing Gap report from 2023 to provide a current picture of housing need based on Community Housing Providers (CHPs) data and perspectives and an indication of the committed pipeline of new social and affordable homes by member CHPs. This is being done to help influence investment decisions by the Government through its ‘active purchaser’ approach.

GCP Budget Update

- 4.15 The redistribution of the surplus operating budget for the end of 2025 financial year was completed on a pro-rata basis and credited on the usual final quarter invoicing through Christchurch City Council.
- 4.16 The Programme Delivery budget is held and managed by Environment Canterbury on behalf of the Partnership. The surplus has been carried forward into the 2025/26FY.
- 4.17 The Secretariat intends to build upon the GCP Committee’s endorsement of the Implementation Plan at its May 2025 meeting and develop a three-year Programme delivery budget with the Senior Officials Group. It will assist in guiding progress on

Partnership priorities, better forecast future funding requirements and support
Partnership decision making. This will also look to factor in any budgetary requirements
for implementing any future Committee decisions on the findings of the Partnership
Review in the 25/26FY.

Attachments Ngā Tāpirihanga

There are no attachments to this report.

6. He Rautaki mō Kāinga Nohoanga – Greater Christchurch

Reference Te Tohutoro: 25/1335060

Responsible Officer(s) Te Kyle Davis, Whitiora Centre Ltd

Pou Matua: Jenny Wilkinson, Programme & Relationships Advisor

Accountable ELT

Member Pouwhakarae: John Bartels, Director Greater Christchurch Partnership

1. Purpose of Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is to present the He Rautaki mō Kāinga Nohoanga – Greater Christchurch to the Greater Christchurch Partnership Committee (GCPC). Additionally, the report seeks the Committee's direction for partner staff to explore opportunities for collective support in implementing the Strategy.

2. Relationship to Partnership Objectives Ngā Whāinga Matua ki te hononga

- 2.1 The Committee has committed to:
 - uphold Te Tiriti o Waitangi and its principles and embody Te Tiriti partnership through its functions and processes within the Memorandum of Understanding.
 - ensuring Ngai Tahu values and priorities, such as Kāinga nohoanga, are reflected and incorporated into strategic planning and decision-making to further recognise and support agreements with the Crown and enriches the bi-cultural heritage within our communities.
 - Strengthening partnership with mana whenua which was identified as a Greater Christchurch Partnership strategic priority in 2020.
- 2.2 The development of He Rautaki mō Kāinga Nohoanga – Greater Christchurch represents tangible progress in the Nga Ahunga Whanui – overarching directions of the Greater Christchurch Spatial Plan: *Enable the prosperous development of kāinga nohoanga on Māori Land and within urban areas.*

3. Officer Recommendations Ngā Tūtohu

That the Greater Christchurch Partnership Committee:

1. **Receives** the He Rautaki mō Kāinga Nohoanga – Greater Christchurch.
2. **Requests** Partners work collaboratively to prepare for a workshop with the incoming Greater Christchurch Partnership Committee on the He Rautaki mō Kāinga Nohoanga – Greater Christchurch to shape its implementation.
3. **Notes** that this preparation will be undertaken with oversight provided by the Chief Executives Advisory Group.

4. Context/Background Te Horopaki

Background

- 4.1 Strengthening partnership with mana whenua was identified as a Greater Christchurch Partnership strategic priority in 2020.

- 4.2 Mana whenua does not have the same capacity and capability as other partners. Historically, mana whenua has only been able to feed into partnership workstreams on an ad hoc basis resulting in their priorities and expectations being reflected in a limited way or without sufficient context to influence change. The demands on mana whenua to react and respond to these past projects have been significant and unsustainable.
- 4.3 Mana whenua considered it may be more effective to lead the development of a Kāinga Nohoanga Strategy that could inform Council-led projects. In this way, mana whenua can lead presentation of their priorities and expectations, and this would provide a comprehensive starting point for working with Councils in a more effective way.
- 4.4 Te Ngāi Tūāhuriri Rūnanga is a partner of the Greater Christchurch Partnership (GCP) and the Whakawhanake Kāinga Komiti (WKK). Through this partnership, it was agreed that GCP would resource a mana whenua led and developed Strategy that focused on the priorities of Te Ngāi Tūāhuriri Rūnanga in relation to kāinga nohoanga. The Strategy generally looks to achieve prosperous development of kāinga nohoanga within the Greater Christchurch area, via provision of direction to partners on how to support and enable.

5. Kāinga Nohoanga Strategy

Strategy Development

- 5.1 Whitiora was contracted by the partnership to lead the development of the Strategy on behalf of Te Ngāi Tūāhuriri Rūnanga.
- 5.2 Whitiora was required to divert resources throughout the strategies development to support other work such as the Greater Christchurch Spatial Plan. The GCPC expressed appreciation to Whitiora for prioritising the Spatial Plan over the Kāinga Nohoanga Strategy, knowing Ngāi Tūāhuriri were making this sacrifice for the Spatial Plan.
- 5.3 The GCPC received an update from Whitiora at its December 2024 meeting to indicate that much of the background research and engagement had been completed. With additional resource allocated to finalising the Strategy by June 2025.
- 5.4 The Strategy, He Rautaki mō Kāinga Nohoanga – Greater Christchurch, is the result of the efforts of multiple individuals and organisations and is based on the aspirations and forward vision of mana whenua.

Scope of the Kāinga Nohoanga Strategy

- 5.5 The focus of the strategy is twofold: to advance economic development and enable kāinga-nohoanga. These objectives are to be achieved upon the tribal kaupapa of Rangatiratanga, which means in this context the respective Rūnanga of the land being able to have their aspirations and vision for their land realised.
- 5.6 The vision is to return Māori to a position where they are able to regulate, manage and develop their own lands.
- 5.7 As the majority of Greater Christchurch falls within the takiwā of Te Ngāi Tūāhuriri Rūnanga, a decision by mana whenua has been made to focus the Kāinga Nohoanga Strategy on metropolitan Christchurch and Māori Reserve land in Waimakariri District to be led by Te Ngāi Tūāhuriri Rūnanga. The Strategy could however also be applied across settlements in Selwyn District with the support of Te Taumutu Rūnanga and applied in those parts of Christchurch City outside the Greater Christchurch boundary i.e., Banks Peninsula with the support of the other Papatipu Rūnanga.



Structure of the Kāinga Nohoanga Strategy

- 5.8 This document is intended to be read in two thematic parts. Using Ngāi Tūāhuriri and Kaiapoi Māori Reserve as the primary case-study - the first set of sections giving a brief history and background to the grievances of Ngāi Tūāhuriri, how they relate to kāinga nohoanga; and the following set of sections cover the aspirations and barriers to kāinga nohoanga.
- 5.9 Implementation of the Strategy will likely involve a combination of activities progressed by mana whenua and individual Partner organisations working together and others that will warrant a coordinated Greater Christchurch Partnership focus.

6. Next Steps

- 6.1 The Strategy outlines a five-step process for further development and implementation of the He Rautaki mō Kāinga Nohoanga – Greater Christchurch:
 - 1. Presentation of Strategy to partners and authorities.
 - 2. Partners and mana whenua to come together to pragmatically decide what changes are within their scope of help development of kāinga Nohoanga.
 - 3. Formulation and ratification of possible plan changes or other levers and mechanisms that will enable Kāinga Nohoanga.
 - 4. Discussion with other Rūnanga to determine the level of buy-in of their takiwā or if the process will be specific to Ngāi Tūāhuriri.
 - 5. Implementation of the changes in planning documents, hopefully alongside other changes to land management regime.

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A  	He Rautaki mō Kāinga Nohoanga – Greater Christchurch	25/1531614	24



He Rautaki mō Kāinga Nohoanga Greater Christchurch

CONTENTS

1. THE HISTORY	3
Preface	3
Rūnanga - Ngāi Tahu - Ngāi Tūāhuriri	3
Rūnanga Historical Context	4
The Legislative History of Rūnanga	4
Points To Note	7
Kemp Deeds – The Canterbury Purchase	7
Iwi – Crown/Local Councils	10
2. THE VISION	12
Purpose and Vision	12
Process for Development and Implementation	12
Key Identified Barriers	13
3. MĀORI HOUSING	16
Introduction	16
Rent and Ownership	16
Homeownership in the Tuahiwi/Kaiapoi locality	17
Comparison of Māori home ownership and total home ownership in the Tuahiwi/Kaiapoi locality	18
4. PĀPAKĀINGA AND KĀINGA NOHOANGA	20
5. NGĀ HERENGA AND LOCAL GOVERNMENT	22
Te Tiriti o Waitangi within the context of local government	22
Recognition of Māori Reserves	22
Carrying Through on Commitments Made in the Greater Christchurch Spatial Plan	23
Planning Mechanisms for Delivery	24
Infrastructure	30

1. THE HISTORY

Preface

Te Ngāi Tūāhuriri Rūnanga, Te Hapū o Ngāti Wheke (Rapaki Rūnanga) and Taumutu Rūnanga are the partnering Rūnanga of the Greater Christchurch Partnership (GCP) and the Whakawhanake Kāinga Komiti (WKK). Through this relationship and associated workstreams a series of topic-based papers were produced, including the need for a Kāinga Nohoanga strategy for Greater Christchurch.

Ngā Rūnanga and Greater Christchurch committed to a mana whenua-led and developed strategy that focuses on the priorities of ngā Rūnanga in relation to Kāinga Nohoanga.

This document, *He Rautaki mō Kāinga Nohoanga – Greater Christchurch*, is the result of the efforts of multiple individuals and organisations and is based on the aspirations and forward vision of mana whenua and we thank the GCP partners for their willingness to allow the space, support and resource to bring the strategy to life within the context of mana whenua-led initiative.

This document is intended to be read in two thematic parts. Using Ngāi Tūāhuriri and Kaiapoi Māori Reserve as the primary case-study - the first set of sections giving a brief history and background to the grievances of Ngāi Tūāhuriri, how they relate to kāinga nohoanga; and the following set of sections cover the aspirations and barriers to kāinga nohoanga.

Rūnanga - Ngāi Tahu - Ngāi Tūāhuriri

Ngāi Tahu are a Treaty partner to the Crown by way of the Te Rūnanga o Ngāi Tahu Act 1996 and the Ngāi Tahu Claims Settlement Act 1998.

Three Rūnanga hold authority within Greater Christchurch: Te Ngāi Tūāhuriri Rūnanga, Taumutu Rūnanga and Te Hapū o Ngāti Wheke (*Rapaki Rūnanga*). Christchurch City resides with Ngāi Tūāhuriri, while the urban area of Lyttleton is located within the Rāpaki takiwā. Likewise, Rolleston sits within the takiwā shared by Ngāi Tūāhuriri and Te Taumutu Rūnanga.

There are 18 Rūnanga, constituting Te Rūnanga o Ngāi Tahu (*TRONT*) by the Te Rūnanga o Ngāi Tahu Act 1996. The authority of each Rūnanga is defined by their respective takiwā as stated in the First Schedule of the Act.

Te Rūnanga o Ngāi Tahu is a legal personality and the collective voice of Ngāi Tahu whānui. Like the Greater Christchurch Partners, Te Rūnanga o Ngāi Tahu is governed by the Treaty of Waitangi. Section 4, of the Te Rūnanga o Ngāi Tahu Act states the Act is to be interpreted in a manner ‘consistent with the principles of the Treaty of Waitangi’. Section 16 of the Act required Te Rūnanga o Ngāi Tahu to set its rules for governing itself in a Charter. That Charter is clear that the ‘tino rangatiratanga’ resides with Papatipu Rūnanga.

For all intents and purposes, the three Rūnanga (*Te Ngāi Tūāhuriri Rūnanga, Taumutu Rūnanga and Rapaki Rūnanga*) hold ‘tino rangatiratanga’ within their respective takiwā.

Rūnanga Historical Context

The Legislative History of Rūnanga

The Crown designed legislation to confirm the customs of hapū and Rūnanga in four Acts of Parliament:

- 1852 New Zealand Constitution Act
- 1858 The Native Districts Regulations Act
- 1858 The Native Circuit Courts Act
- 1862 Crown Grants Act (No. 2)

The New Zealand Constitution Act allowed the Crown to set aside regions wherein hapū would have customary authority within their regions. Section 71 of the Act states:

And whereas it may be expedient that the laws, Her Majesty may cause Laws of Aboriginal Native Inhabitants to be maintained customs, and usages of the aboriginal or native inhabitants of New Zealand, so far as they are not repugnant to the general principles of humanity, should for the present be maintained for the government of themselves, in all their relations to and dealings with each other, and that particular districts should be set apart within which such laws, customs, or usages should be so observed: It shall be lawful for her Majesty, by any Letters Patent to be issued under the Great Seal of the United Kingdom, from time to time to make provision for the purposes aforesaid, any repugnancy of any such native laws, customs, or usages to the law of England, or to any law,

statute, or usage in force in New Zealand, or in any part thereof, in anywise notwithstanding.¹

To facilitate this process, the Crown established ‘new institutions’, or as they were better known, Rūnanga. These Rūnanga were given legislative authority through the 1858 Native District Regulations Act, wherein the Native Circuit Courts Act allowed the rule of law to be implemented within tribal regions.

The 1858 Native Districts Act allowed Rūnanga to regulate all activities on their reserves as a local government. In fact, the Act was to supersede that of the provincial councils. Section V of the 1858 Act stated:

All such Regulations shall control and supersede, or preclude, the operation of all Laws or Ordinances in anywise repugnant thereto, or inconsistent therewith, which, before or after the date thereof, may have been or may be made or ordained by any Legislative Body within the Colony, other than the General Assembly, or by any Superintendent and Provincial Council.

This should come as no surprise because local government is a creature of statute and falls under the sovereignty of the Crown, wherein ‘iwi’ had a direct relationship with the Crown as a Treaty partner, not as a subset of the Crown. The separate jurisdiction was evident in Section 7 of the Act, which also allowed the Rūnanga to have its fiscal authority:

For ascertaining, prescribing, and providing for the observance and enforcement of the rights, duties, and liabilities, amongst themselves, of Tribes, Communities, or Individuals of the Native Race, in relation to the use, occupation, and receipt of the Profits of Lands and Hereditaments.

In short, this clause gave the Rūnanga the capacity to regulate, manage and administer the lands within its District through taxation, duties, and other activities on their lands. The idea of Māori regulating their financial activity through land taxation or rates needs to be understood within the context of the time. Governor Gore-Browne estimated that in 1856, Māori brought in £51,000 in customs revenue as opposed to the settler economy, which contributed £36,000.² On Grey’s return as Governor in 1861, the overall valuation of land for the Canterbury Purchase also raised the value of Māori land. Grey showed that the Canterbury Reserves was

¹ The Honourable Robert Stokes, ‘The New Zealand Constitution Act [1852]: together with correspondence between the Secretary of State for the colonies and the Governor-in-Chief of New Zealand in explanation thereof,’ (Wellington: Govt Printer, 1853), p28.

² Alan Ward, “A Report on the Historical Evidence: The Ngai Tahu Claim Wai 27”, *Commissioned by the Waitangi Tribunal* (1989): T1, 404. Hazel Petrie also refers this calculation, but also outlined the Colonial Treasurer, C. W. Richmond’s view that this ratio was over-estimated. Nonetheless, the Native Secretary, Donald Mclean, supported Gore-Browne’s estimate. (Hazel Petrie “Colonisation and the Involvement of the Maori Economy”, *A paper for Session 24, XIII World Congress of Economic History, Buenos Aires* (2002): 17.

valued at £67,000 while the Kaiapoi Reserve itself was valued at £45,500.³ There were approximately 200 tribal members on the Kaiapoi Reserve. Grey made an interesting observation on the Kaiapoi Ngāi Tahu:

“... under the proposed regulations, law and order are introduced throughout the whole country, Europeans flock into the Native districts, and a considerable value is given to the lands of the Natives, they will soon be a people quite able to bear local taxation, and willing to impose it, to give a still increased value to their property.”⁴

Kaiapoi was to be the first Rūnanga to fall under the 1858 Act as the Crown Commissioner, Walter Buller, visited Kaiapoi in 1858 to transfer the customary on the Kaiapoi Māori Reserve into Crown Title by way of a Rūnanga. Buller stated from the outset that:

“In commencing my work at Kaiapoi, my first aim was to establish the Rūnanga upon a firm and satisfactory footing, and to make this the recognised medium of all my operations with the Natives.”⁵

The actual legislation to allow the transfer of title from customary to Crown Title, along with its unique arrangements, was not finalised until the 1862 Crown Grants Act (No 2) was passed two weeks before the 1862 Native Land Act was passed. The Crown Grants Act confirmed the written and oral agreements reached between the Kaiapoi Ngāi Tahu and the Crown to convert their land from customary title to a Crown Grant. Those agreements included the right of the Rūnanga to have regulatory and fiscal authority over their land as declared in the 1858 Native District Regulations Act.

Even the former Premier, William Fox, had written to his Ministers stating that the:

“... jurisdiction of the Rūnanga should, as nearly as may be in each case, be co-extensive with the lands of the hapū or hapū's (sic) of which it consists. The Rūnanga should be empowered to make bye-laws in all matters which concern those who live within its jurisdiction, subject to the approval of the Governor in Council.”⁶

³ Alexander Mackay, “Supplementary report from W. Buller, Esq., to the Native Secretary Christchurch 17th, October 1861”, in A Compendium of Official Documents Relative to Native Affairs in the South Island, Volume Two (Nelson: Luckie and Collins, 1872), 113.

⁴ Minute by His Excellency, Governor, Sir George Grey”, *AJHR* (1862), E-2, p18.

⁵ Mackay, A Compendium of official documents relative to native affairs in the South Island Vol. 2, p96.

⁶ John Gorst, *The Māori King: Or, the Story of Our Quarrel with the Natives of New Zealand* (Oxford: Oxford University Press, 1959), p160.

Points To Note

Rūnanga were established under special legislation to have:

- Regulatory Authority
- Fiscal Authority
- Authority on their customs and practices

All that was required for the Rūnanga to become operational under the 1858 Native Districts Legislation was that the Rūnanga would be gazetted. However, by 1862, when the Crown Grants Act (No 2) was passed, New Zealand had passed into a Civil War and the ‘Ultra-democrats.’ that had entered government were in no mood to confirm past agreements and the agreements made with Rūnanga were abandoned with the Native Land Court introduced to take over the regulatory authority of Māori Land.

In 1862, James Fitzgerald, the Member of Parliament for Ellesmere, made the following observation when speaking to support the Rūnanga over the proposed Native Land Court:

“I hoped that the Government would have extended their Rūnanga system. The Native Lands might then bear the same relation to the Rūnanga’s (sic) as the waste lands of the Crown did to the Provincial Government – that was, if they wanted to sell or lease the land, it would be for the Rūnanga of the district to make regulations for it. The district Rūnanga had been told that it should have the disposal of the lands; what, then, was the use of bringing down a Bill saying that this Court should have the power?”

Kemp Deeds – The Canterbury Purchase

The Treaty of Waitangi and its principles are often pointed to as the overarching agreement between the government and Māori and, while this is true to some extent, it often overshadows the localised agreements signed by iwi across Aotearoa. For Ngāi Tūāhuriri the relevant and localised agreement is the Canterbury purchase, also known as the Kems Deed.

In 1848, Henry Tacy Kemp, acting on behalf of the Crown, purchased around twenty million acres of land for £2,000 as part of a series of purchases around the South Island. These deeds were found to be untenable, and the key reasons why were that:

- The consideration was almost offensively inadequate; despite Māori at the time actively pushing for a higher number which they had calculated as reasonable based on smaller purchases in the region.
- Maps, charts, and statistics that were relied upon were inaccurate, leading to a lack of certainty as to what was being purchased and misconceptions about Māori population numbers and settlements.
- The crown had already “sold” swathes of land in north Canterbury and Kaikoura to Ngāti Toa under the ‘Wairau Deed’ unbeknownst to Ngāi Tahu iwi at the time and this Canterbury Purchase was touted as a way to re-legitimise (as they saw it this would be in essence an acknowledgement from the Crown of their Rangatira in the area) Ngāi Tahu’s claim over the land.

The 1848 Canterbury deed of purchase provided specifically for kāinga nohoanga, as quoted below:

“Kei te pukapuka Ruri te tino tohu, te tino ahua o te whenua, Ko o matou Kaainga nohoanga, ko a matou mahinga kai, me waiho marie mo mo matou, mo a matou tamariki, mo muri iho i a matou; a ma te Kawana”

- This excerpt states that mahinga kai and kāinga nohoanga will be set aside without impediment for their children and their children after them to benefit from.
- The official translation, however, took a narrow view of this clause, taking places of residence and food gathering to mean those which were at that time occupied or had some kind of structure, i.e. gardens or fishing areas, present.
- This translated definition excludes many of the established wider implications of the terms ‘Mahinga Kai’ and ‘Kāinga Nohoanga’ which make them unique to Ngāi Tahu and Ngāi Tūāhuriri as places of rest and replenishment.

During the negotiations around the compensation for the purchase, it was expected that due to the low purchase price that mahinga kai and nohoanga would be reflected much more expansively in the deed for their descendants to prosper in lieu of higher compensation.

Pursuant to this the Kaiapoi Native Reserve (*now known as MR873*) was gazetted in 1865 under the Crown Grants Act (No. 2) 1862 and later the Crown Grants Act 1873, which gave assurances that the Crown’s contractual obligations to Māori under Kemp’s Deed would be upheld.

As we now have the wisdom afforded in hindsight it's clear that these promises were not fulfilled and, even with the continuation of MR873, it is in not what was envisioned by those signing the Kemps Deed, or even reflective of the deed's words.

The significance of this deed to wider debate is that it highlights an aspect that is often overlooked when Māori -Crown relations are discussed: public discourse focuses on the more general and nationwide treaty principles, and attention is not paid to the localised agreements signed by iwi but not reflected in action. The relevance to this document specifically is clear and the hope is that the promised kāinga nohoanga can be realized over time, in partnership with the Crown and local councils.

Iwi – Crown/Local Councils

Local and regional government was established by the Crown without any Māori involvement or consent. Local government authorities exist because they have been established and granted authority by the Crown. This completely undermined the ideas previously developed about Rūnanga governance and, through those powers granted by the Crown, local government authorities have regulated where and how Māori lived and the resources they have been able to use.

Local government authorities in Aotearoa have strong legal and moral obligations to honour and uphold Te Tiriti and partnership obligations to the iwi and hapū with mana over the land on which they operate (*mana whenua*). The Waitangi Tribunal has emphasised that the Crown cannot contract out of its Treaty obligations via devolution of power to local government. This obligation is only deepened when read alongside of contractual promises made by the Crown under the Kēpō Deed.

Many have argued for greater recognition and provision of Te Tiriti at local government level, via both representation and positive obligations to comply with Te Tiriti in the spirit of partnership. The current Minister for Te Arawhiti Crown-Māori Relations, Tama Potaka, pointed out as early as in 1999 that:

“Local government does not need to be artificially conceptualised as the Crown in order to possess Treaty responsibilities. Local government is exercising powers that have been assumed by the Crown, rightly or wrongly, on a Treaty basis. These include defining Māori environmental management structures and controlling transport systems (such as the roads and rivers). If local government did not exercise these powers, then central government would exercise them, or at least control their performance”

For much of the time since the colonisation of Aotearoa, local government has not honoured and upheld Te Tiriti in day-to-day operations. Relationship dynamics between local government and Māori, iwi, hapū and whānau are often contentious. Initiatives intended to uphold Te Tiriti and recognise Rangatiratanga at a local government level, have been subject to organised and concerted campaigns by anti-Māori and anti-diversity groups. The most recent example of this is the coalition Government’s intention to repeal the Canterbury Regional Council (Ngāi Tahu Representation) Act 2022, which enabled Te Rūnanga o Ngāi Tahu to appoint up to two members of the Regional Council.

Still, many local government authorities do recognise their Tiriti obligations and are beginning to take proactive steps to try to better reflect their Tiriti partnership with iwi and hapū. In particular, many local government authorities now recognise and

provide for Māori representation on local authorities and have made a commitment to 'partnership' as it is enshrined in Te Tiriti.

Ngāi Tūāhuriri have a relational connection to their takiwā in Canterbury and have valuable place-based knowledge of the environment acquired over hundreds of years of occupation. Ngāi Tūāhuriri also intimately understands the needs and challenges of local communities in respect of their social, and economic situations. There exists a significant opportunity for local government authorities in Greater Christchurch to embrace their Tiriti obligations to Ngāi Tūāhuriri at the benefit of everyone in Canterbury through equitable, sustainable and regenerative place-based outcomes.

2. THE VISION

Purpose and Vision

To paraphrase a statement by New Zealand Initiative and economist Eric Crampton:

“I just find it very hard to believe that iwi leaders signing onto the Treaty believed their descendants would wind up needing to beg a bureaucrat’s permission to build houses on their own land”.⁷

This quote highlights the ultimate vision of mana whenua, which has always been in effect to return Māori to a position where they are able to regulate, manage and develop their own lands.

This strategy is prepared by Whitiora. The focus of the strategy is twofold: to advance economic development and enable kāinga-nohoanga. These objectives are to be achieved upon the tribal kaupapa of Rangatiratanga, which means in this context the respective Rūnanga of the land being able to have their aspirations and vision for their land realised.

While this document will often use MR873 as an example it is also intended to apply to urban land as well, where applicable, as reserve land in the South Island is scarce.

The intention behind this strategy is to identify the barriers that exist between Rūnanga and their land, and to make the mana whenua vision for kāinga nohoanga clear, so that local and regional authorities will be able to better align strategy and planning resources to work towards shared goals.

Process for Development and Implementation

Step One: Presentation of Strategy to partners and authorities.

Step Two: Partners and mana whenua to come together to pragmatically decide what changes are within their scope to help development of kāinga nohoanga.

Step Three: Formulation and ratification of possible plan changes or other lever or mechanism that will enable kāinga nohoanga.

Step Four: Discussions with other Rūnanga to determine the level of buy-in of their takiwā or if the process will be specific to Ngāi Tūāhuriri.

⁷ Eric Crampton, *New Localist Approach can be more responsive to local needs*, [New Zealand Initiative](#), 10 February 2024

Step Five: Implementation of the changes in planning documents, hopefully alongside other changes to land management regime.

Key Identified Barriers

While research into the specifics of kāinga nohoanga development is sparse and typically flawed, the general barriers which they face are often universal:

Infrastructure costs and the implementation are a barrier to any kind of development, and that barrier is amplified for Māori land. Years of underspending and, in some cases, lack of existing infrastructure coupled with issues around the plurality of land ownership and rural land blocks only enhances this issue.

This was a key issue when Te Ngāi Tūāhuriri Rūnanga developed their first tranche of kāinga nohoanga within MR873, which resulted in a project overbudget and delayed.

Legislation: Māori land is governed by an extra layer in the Te Ture Whenua Māori Act, which means that access to funding and lending is a more complicated process.

A proposed solution involves accessing funding under the Infrastructure Funding and Financing Act 2020 (Which allows councils and developers to increase funding for infrastructure projects through targeted rates levied against those residing in or benefitting from the project). This solution, while it has been valuable in some cases, still has its own complications: Māori land requires the consent of landowners before the increased rate can be applied, this means that not only is time an issue with many blocks having multiple beneficial owners, but also that they are in effect consenting to an encumbrance on their land and an increase in rates.

Key Goals:

- Consolidate information about the current state of infrastructure in Tuahiwi
- Map deficit and plan for current infrastructure to be brought up to a baseline for those on the reserve.
- Investigate infrastructure needs for target growth or possible expansion of population on reserve, and for other non-residential needs.
- Funding issues discussed, with an understanding that long term planning is needed to ensure securing of funding while investigating other pathways.

Māori Land Court and Te Ture Whenua Act:

It would be amiss to not acknowledge the issues relating to Te Ture Whenua (*Māori Land Act*) in this document, however they are issues that can only be remedied by central government.

The purpose of the Te Ture Whenua Act 1993 is to “to promote the retention of that land in the hands of its owners, their whānau, and their hapū, and to protect wāhi tapu: and to facilitate the occupation, development, and utilisation of that land”. Between 2014⁸ and 2024⁹ the Māori Land Court (MLC) reported that the amount of Māori freehold land decreased by around 50,000 hectares and while customary land titles increased overall, the only customary block in the South-island no longer exists.

Retention was something of a key focus for the MLC and its predecessors after the mass alienation that it was used to legitimise; which at times leaves its second development and utilisation function lacking.

An example is a member of the iwi who was undertaking a land sale. The land was Māori freehold land that only had one owner and the buyer was in the preferred class of alienee, as such this should have been a painless transfer of land and a simple change to the Māori land register. Yet, this sale took four separate trips to the Land Court as a bank and the MLC seemed to be at odds over the process for payment. The individual selling the land was forced to spent thousands of dollars in lawyer fees as the MLC continued to ask for more information despite the correct forms being submitted, and required proof that the funds for the land had been transferred before changing the register for the land, however the bank would not release the funds without some assurances that the transfer would or was able to take place due to the nature of Māori land and the MLC’s role. This led to months of delays, and without the means or determination to proceed could have seen a simple transfer of land interest completely abandoned. This highlights the retention functions of the court themselves becoming the hindrance, this story is also one of many in which the process of the MLC has frustrated the efforts of landowners.

When comparing the Māori Land Court numbers to the District Court (acknowledging the obvious differences in scale, jurisdiction and hierarchy) we can see that their report looks at new cases in, resolutions of cases and active cases as at their date. The District Court for example has numbers of new cases that are 1:1 with resolved cases and 0.4 in active cases as at the reporting date. The MLC have a ratio of 2:1:6 so for every case resolved application there is two created and 6 waiting to be resolved. While this is not a scientific study, it shows the levels of application being resolved is not sustainable. This coupled with the lack of investment in more

⁸ Māori Land Court, *Māori land update July 2014*, ministry of justice, chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.xn--morilandcourt-wqb.govt.nz/assets/Documents/Maori-Land-Data/Maori-Land-Update-2014.pdf

⁹ Māori Land Court, *Māori land update July 2024*, ministry of justice, chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.xn--morilandcourt-wqb.govt.nz/assets/Documents/Maori-Land-Data/Maori-Land-Update-2024.pdf

FTE's in the court and proposed changes instead adding to the courts workload, the wait times will likely only increase until further reforms are proposed.

Key Goals:

- Provide for effective planning rules that don't require Te Ture Whenua distinction or MLC intervention, move towards a local accreditation from Rūnanga working with council for kāinga nohoanga development.
- Align planning documents to this understanding while also creating mechanisms within the Rūnanga and council to address issues and ensure this does not unduly prejudice non-Māori landowners.

3. MĀORI HOUSING

Introduction

In analysing the housing situation for the Greater Christchurch area and some of the socio-economic variables that influence the housing situation, the data can sometimes be restrictive. The approach taken here has been to begin with the housing-related variables of high interest and source data at the lowest spatial scale available for the variable. For instance, when investigating public housing applications while considering ethnicity, data are only available at a national scale, so that is the scale used. This national data provides insights of limited value for greater Christchurch; however, by introducing successive data sets that address related variables, the report overcomes some data limitations by drawing together the mosaic of insights.

Data on a tribal level has been obtained from Statistics New Zealand's Integrated Data Infrastructure (IDI). These microdata tell a rich story of socio-economic variables of high relevance to Ngāi Tūāhuriri. However, the data are from 2018 and have not been updated in a format accessible to this project since that period. Additionally, many of the most important variables for housing insights in these data were only recorded once and, therefore, cannot be used to consider trends. Data from 2018 are too old to provide valuable insights for this project and have thus not been included. This data limitation is mentioned only to highlight the significant dearth of quality data available to researchers investigating Māori -specific needs in Aotearoa and the pressing challenge that needs to be addressed within New Zealand government agencies.

Rent and Ownership

Housing affordability is a significant concern throughout Aotearoa. All three districts of Greater Christchurch show an overall increasing trend in housing affordability from the early 2000s to the early 2010s. Selwyn District generally maintained a higher level of affordability than the other two districts. There was a decrease in housing affordability from 2020 onwards. This decrease might be attributed to factors such as increased housing demand, economic impacts due to the COVID-19 pandemic, and potential changes in interest rates or housing policies. The significant decreases in housing affordability in all three districts from 2020 could result from a complex interplay of factors, including the economic impact of the COVID-19 pandemic, shifts in housing market dynamics, changes in consumer preferences, and broader financial conditions. This period marked a challenging

time for the housing market, with potential impacts on affordability due to changes in supply and demand and the overall economic environment. More data are required to interpret this trend; however, affordability appears to have flattened in recent years.

Negative changes imply declining affordability as rent prices rise faster than incomes. Rental affordability demonstrates less volatility and remains broadly flat over time; however, all districts saw a gentle increase in affordability from the middle of 2010 onward. Compared to the rent index, the large decrease in mortgage affordability from 2020 highlights the growing gap between the affordability of owning versus renting. While both sectors are becoming less affordable, the sharp decline in mortgage affordability may have more immediate and pronounced impacts on homeownership aspirations, potentially leading to increased demand in the rental market and further decreasing rent affordability.

Homeownership in the Tuahiwi/Kaiapoi locality

Individual home ownership indicates whether a person aged 15 years and over owns (or partly owns) the dwelling they usually live in or holds the dwelling in a family trust. There was a consistent decrease in home ownership in Kaiapoi Central, with a notable 20 percent drop from 2006 to 2013, followed by a further 21 percent decrease to 2018. Kaiapoi East experienced a dramatic decline in home ownership, especially between 2006 and 2013, with a 69 percent decrease, followed by another 51 percent decrease to 2018. The trend in Kaiapoi South shows a less drastic but still noticeable decrease in home ownership, with a 7 percent decrease from 2006 to 2013 and a 20 percent decrease by 2018. Kaiapoi West's homeownership also decreased over time, but at a more gradual pace compared to Kaiapoi East, with a 6 percent decrease from 2006 to 2013 and an 8 percent decrease to 2018. Tuahiwi shows the most stability in homeownership from 2006 to 2013, with a negligible decrease of 1 percent, but then a 21 percent decrease by 2018, indicating a late but significant reduction in home ownership. The suburbs exhibit variability in the trends of home ownership. Kaiapoi East stands out with the most significant decreases, indicating potentially unique local factors influencing this trend. Despite the variability, all suburbs show a trend of decreasing home ownership from 2006 to 2018, suggesting broader regional or national factors at play, possibly including rising housing prices, changes in mortgage accessibility, or socio-economic shifts. Tuahiwi's late transition from stability to a significant decrease in homeownership may reflect delayed socio-economic impacts or changes in the housing market specific to this suburb.

From 2006 to 2013, Māori home ownership decreased by 14 percent in Kaiapoi Central but then slightly increased by 6 percent by 2018, showing a partial recovery. Kaiapoi East experienced a stark decline in Māori home ownership, with a 50 percent decrease from 2006 to 2013, and another 50 percent decrease by 2018, indicating a consistent and significant downward trend. Contrary to other areas, Kaiapoi South showed stability in Māori home ownership from 2006 to 2013, with no change, followed by a slight increase of 8 percent by 2018. Kaiapoi West saw a 20 percent increase in Māori home ownership from 2006 to 2013, followed by a decrease of 8 percent by 2018, indicating fluctuating ownership patterns. Tuahiwi experienced a significant decrease of 33 percent from 2006 to 2013 in Māori home ownership, with a slight increase of 6 percent by 2018, suggesting a partial recovery.

Despite some areas showing stability or slight increases, the general pattern indicates challenges in maintaining or increasing Māori home ownership across the suburbs, with particular areas experiencing more pronounced decreases.

Comparison of Māori home ownership and total home ownership in the Tuahiwi/Kaiapoi locality

The overall trend in Kaiapoi Central shows a decline in home ownership, with Māori home ownership experiencing a slight recovery from 2013 to 2018, contrasting with the overall continued decline. Both total and Māori home ownership in Kaiapoi East show significant declines, with the rate of decrease for Māori home ownership being particularly stark, mirroring the overall trend but more pronounced. The trends diverge with Māori home ownership in Kaiapoi South showing resilience and a slight increase, contrasting with the overall decline in total home ownership. Kaiapoi West saw fluctuating patterns for Māori home ownership, with an initial increase unlike the overall trend of decrease, showing a unique dynamic for Māori homeowners. Similar to Kaiapoi Central, Tuahiwi experienced a decrease in total home ownership with a slight recovery in Māori home ownership by 2018, indicating a partial rebound for Māori homeowners in contrast to the broader trend.

The impact on home ownership varies between these suburbs' total population and the Māori population. While the overall trend for both groups is a decrease, Māori home ownership shows instances of stability or slight recovery in certain areas, such as Kaiapoi South and Tuahiwi, which is not always reflected in the total home ownership trends. Kaiapoi East stands out for significant decreases in both total and Māori home ownership,

highlighting substantial challenges in this suburb. Certain suburbs show resilience or recovery in Māori home ownership, contrasting with the general trend of decline in total home ownership. This suggests that while broader housing market pressures exist, factors or interventions may support Māori home ownership in specific contexts.

Additionally, Data retrieved from the 2023 Census shows that rate of Māori homeownership in Greater Christchurch and the MR873 reserve area is lower than that of the Non-Māori population. At the time of the 2023 census 45.6 percent of Māori living in MR873 did not own their own home and 66.5 percent of Māori in Greater Christchurch did not own their own home.

While the homeownership rate of Māori living with the reserve area was higher than in the Greater Christchurch area, it was still noticeably lower than the percentage of Non-Māori who do not own a home within MR873, which was 30.3 percent.

The 2023 census identified 567 non-Māori and 96 Māori living within the reserve area who owned their own home. Of the 96 Māori who owned their own home in Mr873, 60 identified as Ngāi Tahu.

At the time MR873 was established approximately 200 individuals had an interest in the reserve. The total number of Māori who own homes within the reserve today is less than half of the number of original owners identified in 1858. The low number of Māori homeowners within the reserve suggests that many of these original owners and their descendants have faced barriers preventing them for building and/or buying homes on their land.

4. PAKĀINGA AND KĀINGA NOHOANGA

Papakāinga is a term that is widely used across Aotearoa/New Zealand in the context of housing for Māori. Many people use it as a “pan” Māori term, assuming that it has the same meaning for all hapū in all locations.

Papakāinga is not used or defined in the Resource Management Act 1991. It does however appear more recently in the following documents, in the context of housing for Māori as follows:

- S80E (b)(ii) of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 which enables a Council to change a district plan to enable papakāinga housing – note the qualifier that papakāinga is only housing; and
- National Policy Statement on Urban Development (as updated 2022) in clause 3.23 which requires any analysis of the housing market to include demands for housing by Māori, including different forms of housing such as papakāinga. Once again noting that the Policy Statement limits papakāinga to housing.

Also noting that the ordinary dictionary meaning of papakāinga in the Oxford Dictionary is “a housing development for Māori people on their ancestral land”. The website tupu.nz describes a papakāinga as “a group of 3 or more houses, built on whenua Māori”. Similarly, the Te Puni Kokiri website provides “A Guide to Papakāinga Housing”¹⁰.

Within Waitaha/Canterbury, papakāinga is not a universally adopted term and its generally accepted meaning of housing for Māori falls short of the intention and purpose of the Māori Reserves as promised through the Canterbury Deed of Purchase between the Crown and Ngāi Tahu in 1848.

The terms of Kemps Deed were anticipated to provide for:

- the setting aside of kāinga nohoanga (translated as places of residence) as reserves;
- rights to mahinga kai;
- the right to develop land, including subdivision, communal facilities, and other community activities;
- the right to develop a sustainable and growing economic base within the community to sustain future generations;

¹⁰ <https://www.tpk.govt.nz/en/o-matou-mohiotanga/housing/a-guide-to-papakāinga-housing>

Following the signing of Kemps Deed, Walter Mantel was sent from Wellington to survey the land for the reserves, including Māori Reserve 873 (MR873) at Tuahiwi. The Crown had anticipated that MR873 would be similar to a rural English village. At the time of creating (subdividing) the Reserve, land was required to be set aside for a school, church, cemetery and hospital, further evidence that the Reserve was intended to be a township.

Accordingly, the term kāinga nohoanga as used in the contract (Kemps Deed) between the Crown and Ngāi Tahu anticipates development that is more comprehensive than just housing. Instead, it anticipates future development that would provide for the full range of social and economic activities to support hapū.

5. NGĀ HERENGA AND LOCAL GOVERNMENT

Te Tiriti o Waitangi within the context of local government

Many local and regional government staff do not understand the relationship between Te Tiriti o Waitangi and the legislation with which they are responsible for implementing in their day-to-day work. Whilst most Councils provide training to understand the historic context of the Treaty there is a subsequent confusion as to its relationship with administration of legislation.

Recent Examples:

1. Early versions of the Greater Christchurch Spatial Plan (dated 2023) described Te Tiriti o Waitangi as a matter of “national direction” alongside the National Policy Statement on Urban Development and Government policy on greenhouse gas emissions. Senior staff working on the project did not identify this as an error and it was only changed following request from representation from Ngāi Tūāhuriri.
2. The draft Canterbury Regional Policy Statement (2024) identified Te Tiriti o Waitangi as being legislation and applied the New Zealand Coat of Arms used for official versions of Acts and secondary legislation. Representatives of Ngāi Tūāhuriri requested that the Coat of Arms be removed.

These recent examples demonstrate low recognition of the Treaty as a constitutional document that sits above statutes. It is also indicative of planner practice which views the Treaty as being either subservient to, or a consideration of the environmental planning framework.

1. Herenga

That Council’s review their Treaty Training to ensure that, additional to the historic context, the training also provides insight and guidance for staff on the relationship between the Treaty as a constitutional document and key Acts of Parliament that are administered by Councils.

Recognition of Māori Reserves

Within the Greater Christchurch workstreams there has been poor identification of Māori Land and the mapping of Māori Reserves.

Recent examples:

Maps used for development of the Greater Christchurch Spatial Plan identified only a small pocket of land within the Tuahiwi Village as urban – reflecting the Residential 3 zoning in the operative Waimakariri district plan. This ignored the zoning for the whole of MR873 which enables up to 7 dwellings to be built as a permitted activity on Māori land, along with a range of commercial, educational and social activities.

The failure to fully map MR873 means it is not “seen” when investment or strategic decisions on infrastructure are being made e.g. accessibility to state highways. It looks as if the land is undeveloped rural land. In some scenarios e.g. the Business Case for Mass Rapid Transit, this “undeveloped” status, if it had been retained, would have made Māori Land vulnerable to be taken for public works (being cheaper and less developed than the urban land on the other side of the road) to service adjoining urban areas.

Ngāi Tūāhuriri provided feedback under Clause 4A of Schedule 1 of the Resource Management Act to Environment Canterbury noting that the draft RPS had similarly failed to identify MR873 as part of the settlement pattern of Greater Christchurch (along with other commitments made – see below) and was therefore not visible as an area of development requiring infrastructure investment.

2. Herenga

That Councils commit to mapping the full extent of MR873 and other Māori Reserves in all strategy and policy documents.

Carrying Through on Commitments Made in the Greater Christchurch Spatial Plan

The Greater Christchurch Spatial Plan identifies Priority Areas for urban development where Councils expect infrastructure to be directed and subdivisions implemented.

Additional to the areas proposed for “standard” urban subdivision, the Spatial Plan identifies “Priority Areas arising from the Te Tiriti Partnership”. This priority applies to kāinga nohoanga on Māori Reserves and within urban areas.

Ngāi Tūāhuriri provided feedback under Clause 4A of Schedule 1 of the Resource Management Act to Environment Canterbury noting that the draft RPS had selectively adopted only some parts of the Greater Christchurch Spatial Plan and had left out the Priority Development Areas arising from Te Tiriti Partnership on maps, in the definitions and in policies.

For Kāinga Nohoanga to be prosperous it is essential that the undertakings made in higher order or strategic documents are carried through and able to be implemented.

Ngāi Tūāhuriri expects that matters relating to kāinga nohoanga will remain front and centre of Council delivery and not forgotten and left to later, unknown processes.

3. Herenga

That Councils carry through the commitments made in the Greater Christchurch Spatial Plan to deliver infrastructure to MR873 and to enable the greater development of Māori Land. Unless mana whenua are able to either partner in these decisions on investment and intervention, or independently make decisions for Māori Reserves, there is a concern that priorities and interests will be diluted, forgotten or lost.

Planning Mechanisms for Delivery

This section describes the actions that Ngāi Tūāhuriri expects Councils to follow through in order to give effect to the undertakings in the Greater Christchurch Spatial Plan. These actions are focused on the statutory planning and how to better deliver prosperous kāinga nohoanga in Māori Reserves and within urban areas.

Definitions in District Plans

The operative Christchurch District Plan limits Māori Land to areas that are zoned as Papakāinga/Kāinga Nohoanga.

This fails to account for:

- land held by or on behalf of an iwi or a hapū if the land was transferred from the Crown, a Crown body, or a local authority with the intention of returning the land to the holders of mana whenua over the land; or
- Treaty settlement land, where the land is transferred or vested and held as part of redress for the settlement of Treaty of Waitangi claims or the exercise of rights under a Treaty settlement Act or Treaty settlement deed;
- The acquisition of land and land owned by the Rūnanga or a Rūnanga entity for the purpose of a kāinga nohoanga.

4. Herenga

That district plan definitions of Māori Land are reviewed to ensure that they are not restricted to zoning for historic and parts of historic Māori Reserves, but also encompass scenarios for the transferral of land from the Crown or a local authority; for

lands acquired through Settlement legislation; or land acquired by Rūnanga or a Rūnanga entity for the purpose of a kāinga nohoanga.

Policy Direction

It is appropriate that plans have clear policy support, including at the level of Strategic Objectives, for the zoning of Māori land for the purposes of kāinga nohoanga.

Typically, mana whenua objectives and policies are broad and emphasise “aspirations”, “engagement” and protection or integration of cultural values. Many of these objectives and policies lack specificity and fail to clearly articulate mana whenua priorities which are for partnership (not engagement or consultation) and the ability to initiate, deliver and manage land use that will deliver on objectives related to rangatiratanga, self-determination, wellbeing and prosperity.

The policies should encompass the following principles and values:

- Mana whenua priorities are for the wellbeing and prosperity of its people, including through kāinga nohoanga within urban areas and on Māori Reserves (Strategic Level).
- Enable the creation of new Special Purpose Māori Zones where criteria relating to ownership, scale and activity are met.
- Anticipate and provide for mana whenua/Rūnanga entity development of land within urban areas that is tikanga led and meets the cultural needs of mana whenua; with differences in development form and activities from the underlying zoning/planning rules enabled and not discouraged by onerous processes; and
- Anticipates and supports the transfer of powers for Māori Land and Māori Reserves to the Rūnanga.
- In consultation with agents for Ngāi Tūāhuriri, identify a preferred delivery mechanism (plan change and/or resource consents) for Kāinga Nohoanga; and ensure that the objectives and policies of the relevant plans support and enable the delivery of Kāinga Nohoanga in urban areas.

Zoning Options

Where land is acquired by Ngāi Tūāhuriri through:

- Transferral from the Crown or a local authority;
- Treaty settlement processes; or

- Acquisition by the Rūnanga for the purposes of kāinga nohoanga

That the regional and district plans anticipate and provide for the rezoning of that land as Special Purpose (Māori).

This could be achieved through two different mechanisms:

Traditional Rezoning

This option would require the Rūnanga and/or relevant entity to prepare a private plan change request; or for the Rūnanga and Council to work collaboratively on a plan change that is then promoted by the Council.

This option requires a detailed proposal for change to be prepared with objectives, policies, rules and outcomes as well as an Assessment for Environmental Effects.

This option would be time-consuming and of high risk in terms of third-party intervention that diminishes or removes the core cultural elements. It also involves high duplication in costs (potentially for the same activities in different localities) over time.

Adoption of the Deeming Mechanism

In the Christchurch district plan new roads that are vested are “automatically” deemed to become a Transport Zone and subject to all the provisions of that zone.

An alternative to traditional rezoning is to consider a Deeming Mechanism. This mechanism would enable land to be “deemed” to be Māori Land, and therefore developable as kāinga nohoanga, where specific criteria have been met. Criteria would relate to:

- the status of the landowner (as the Rūnanga or a statutorily recognised entity owned by the Rūnanga)
- the area of land prescribed (to avoid small parcels of land being used);
- and the range/combination of activities fulfils a definition of kāinga nohoanga;
- standards are met to ensure the management of effects at the boundary of the land.

For example: Land is acquired by a Rūnanga or entity representing the Rūnanga and meets:

- a minimum land holding i.e. greater than 1ha; and

- the mix of activities being residential and/or mixed use for residential, commercial, social, educational and cultural purposes.

Upon written advice to the Council demonstrating that these criteria have been met, the land is deemed to be a Kāinga Nohoanga.

Applicable rules would then be imposed which are focused on the boundaries of the site. Depending on the location of the site, the applicable rules would either be designed to ensure that the amenity and environmental standards of adjoining properties are maintained; or that the capacity of the operational environment of an adjoining business was not put at risk.

5. *Herenga*

Ngāi Tūāhuriri expects that the Councils will pro-actively and formally address this option; and work with its advisors to assess its viability as a planning mechanism.

Resource Consents

In the scenario that the deeming mechanism is rejected, one-off plan changes or resource consents would be the only options, with plan changes being less preferred.

In the scenario that resource consents are the only option, the objectives, policies, activity status and assessment matters of the relevant plans would be determinative of success (refer comments above on the need for objectives and policies of respective plans to be reviewed).

6. *Herenga*

Ngāi Tūāhuriri expects that the Councils will work with its representatives to review respective district plans in respect of the wording of objectives and policies (as described above) to ensure that, activity status and assessment matters.

Review and Reform of the Resource Management Act

Ngāi Tūāhuriri acknowledges that the Resource Management Act is subject to review and likely to be replaced by the end of 2026.

It is understood that the current bespoke nature of each district plan may (ultimately) be replaced by standardised zones and rules which will apply nationwide. There is however anticipated to be some form of process whereby the standardised zones or rules can be changed; but must be justified. Justification is likely to be a formal process.

Ngāi Tūāhuriri notes that the historic context of Kemps Deed and the creation of Māori Reserves within Canterbury creates a planning context which is

distinguishable from the rest of Aotearoa. In addition, kāinga nohoanga carries a legal and historic meaning different to that of papakāinga, which is more generally adopted in other parts of the country.

Ngāi Tūāhuriri wishes to signal, its desire, to continue following through on the development of planning mechanisms which will enable greater kāinga nohoanga within its takiwā – both on Māori Reserves and in urban areas.

Where new planning standards impose a “Māori” zone – Ngāi Tūāhuriri would wish to work with Councils to justify, if needed, the refinement of those provisions to ensure that they are the most effective and efficient to enable kāinga nohoanga to prosper.

Transfer of Powers

In addition to the constitutional relationship between the Crown and local government, it is important to recognise that Ngāi Tūāhuriri has a relational connection to its takiwā and has acquired valuable place-based knowledge of the environment over hundreds of years of occupation. Ngāi Tūāhuriri also intimately understands the needs and challenges of its community in respect of its social, and economic situations. Accordingly, there exists a significant opportunity for enhanced place-based outcomes through partnership with local government in terms of social equity and the environment. That partnership may include the transfer of powers.

Section 33 of the RMA enables local government to transfer any of its functions, powers or duties under the RMA to another public authority, including an iwi authority. The legislation makes it clear that a transfer of powers can occur where:

- the iwi authority represents the appropriate community of interest
- the iwi authority has sufficient expertise and technical capacity
- the transfer results in efficiencies

Ngāi Tūāhuriri can be identified as an iwi authority through its inclusion in the First Schedule of the Te Rūnanga o Ngāi Tahu Act 1996 Act. Section 16 of that Act requires Te Rūnanga o Ngāi Tahu to set rules for governing itself in a Charter. That Charter is clear that the ‘tino rangatiratanga’ resides with the Papatipu Rūnanga. Further, Ngāi Tūāhuriri is identified in the Te Rūnanga o Ngāi Tahu (Declaration of Membership Order 2001) as the entity with responsibility for resources and protection of tribal interests within its takiwā. Accordingly, Ngāi Tūāhuriri, is recognised as having

authority to enter into agreements and arrangements with local government in its takiwā.¹¹

The Waitangi Tribunal has observed that the collaborative governance provisions under the RMA have disappointingly unrealised potential.¹² Further, the Randerson Report¹³ prepared for the Labour Government review of the Resource Management Act identified that “Despite the large number of provisions in the RMA designed to provide for Māori interests, these have not been implemented to enable mana whenua to engage meaningfully in the resource management system”

There are a number of regulatory barriers to the exercise of transfer of powers, including:¹⁴

- Local government authorities and iwi authorities need to agree and commit in good faith in the spirit of partnership to enter into a transfer of powers arrangement and in the past there has been no political will to transfer powers.
- [There is currently no local government policy about the exercise of section 33 transfer of powers in Canterbury.
- There is currently no formal application process for iwi authorities to follow to request a transfer of powers.¹⁵
- Council internal administrative processes, structures, funding and technical capacities are not transparent for Rūnanga.¹⁶
- The current RMA process requires public notification of the proposal to transfer powers and invite public submissions, which opens mana whenua up to racism and discrimination from the broader public.
- Iwi authorities are not able to raise rates, in the way that councils do, to support their administration of transfers and in the past, some local authorities have been mistakenly under the impression that they do not have the ability to transfer resources to iwi authorities.¹⁷

¹¹ Rennie, Thomson, and Grayston, ‘Section 33 Transfers — Implications for Co-Management and Kaitiakitanga’ - the inclusion of iwi as public authorities under s33 reflects in part the 1990 Labour Government intention to facilitate the empowerment of Māori through the Runanga Iwi Act 1990.

¹² Waitangi Tribunal, *Ko Aotearoa Tēnei (WAI 262, Volume 1)*, above n 9, 116.

¹³ <https://environment.govt.nz/assets/Publications/Files/rm-panel-review-report-web.pdf>

¹⁴ Randerson report chapter 4 <https://environment.govt.nz/assets/Publications/Files/rm-panel-review-report-web.pdf>

¹⁵ ‘Stemming the Colonial Environmental Tide’.

¹⁶ Rennie, Thomson, and Grayston, ‘Section 33 Transfers — Implications for Co-Management and Kaitiakitanga’.

¹⁷ Rennie, Thomson, and Grayston.

- Central government policy has undermined the exercise of transfer of powers by local government authorities.¹⁸

7. Herenga

Ngāi Tūāhuriri expects that the Councils will create and commit to processes for receiving and supporting requests for the transfer of powers in relation to Māori Land; along with resources to support the process of transfer and implementation.

In the event that s33 is not replaced with an equivalent provision in the reform of the Resource Management Act, Ngāi Tūāhuriri expects that Councils will be open to exploring new ways of expressing and delivering on partnership.

Infrastructure

The provision of infrastructure that will unlock the potential of Māori Reserves remains an on-going challenge. Even with the new capital that Ngāi Tahu gained post-settlement in 1998, the government still retains an unlevel playing field wherein despite the infrastructure created by Ngāi Tahu in new subdivisions, the development contributions made to the Council and GST payments to the central government, none of these ‘taxes’ are directed to Ngāi Tahu reserves.

In the case of Kaiapoi Māori Reserve, Ngāi Tūāhuriri are grateful for the improvements of sewerage and water provision made to date and there is a formal statement of gratitude from Ngāi Tūāhuriri to the Waimakariri District Council.

Ngāi Tūāhuriri is of the view that despite the boundaries of territorial authorities possessing different boundaries to its takiwā, there is a case for the cross-territorial sharing of resources. This is demonstrated by the example of Christchurch city. The city lies within the Ngāi Tūāhuriri takiwā and there has been significant Ngāi Tahu investment and infrastructure development within the city boundary, but none of that investment is redirected to MR873.

The Rūnanga was originally created to act as local government; yet the rates paid by Tribal members are not directed to the Rūnanga.

Ngāi Tūāhuriri also notes the desire of local government to deviate GST from the central government to themselves. Ngāi Tahu have a symmetrical view.

The Greater Christchurch Spatial Plan commits to the prosperous development of kāinga nohoanga on Māori Reserve Land and in urban areas; and identifies that “partnership and work between mana whenua and councils is needed” and must be “supported by investments in infrastructure by partners”. The key commitment from the Partners is “to invest and provide infrastructure to support the

¹⁸ ‘Stemming the Colonial Environmental Tide’.

development of MR873” and up-grade infrastructure where needed in urban areas to enable kāinga nohoanga.

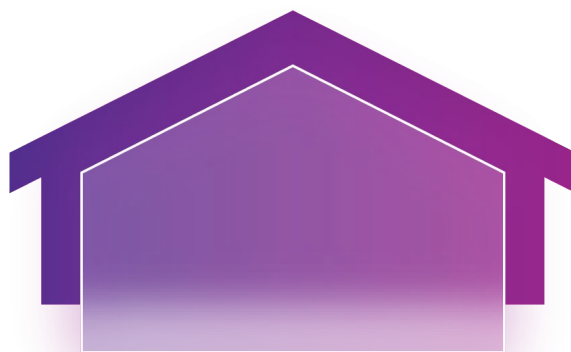
8. *Herenga*

Ngāi Tūāhuriri expects that the commitment made in the Greater Christchurch Spatial Plan will be carried through with active discussion and participation in an approach for the design and delivery of infrastructure for MR873.

As a first step, it expects that this will be treated as an identifiable and active work programme initiated and managed by the Councils; with funding identified through Annual Plans for development and delivery.

As the Councils have already agreed to the commitment in partnership, it is not expected that Ngāi Tūāhuriri needs to engage as a submitter in any Annual Plan processes.

In circumstances where Ngāi Tūāhuriri is developing urban kāinga nohoanga that require assistance with understanding and delivering infrastructure – it expects that it will be treated as a partner by Council officials; and not an “applicant”.



7. Proposed Partnership submission on the Government's Going for Housing Growth Discussion Paper

Reference Te Tohutoro: 25/1447687

Responsible Officer(s) Te Pou Matua: Planning Manager Group

Accountable ELT Member Pouwhakarae: John Bartels, Director Greater Christchurch Partnership

1. Purpose of Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is present the proposed submission for the Greater Christchurch Partnership (Partnership submission) on the Going for Housing Growth Discussion Paper to the Greater Christchurch Partnership Committee (Committee) for endorsement.

2. Relationship to Partnership Objectives Ngā Whāinga Matua ki te hononga

- 2.1 This report and proposed submission relates to pursuing the delivery of the outcomes sought by the Greater Christchurch Spatial Plan and Joint Housing Action Plan through the Government's Going for Housing Growth Programme and design of the new resource management system.

3. Officer Recommendations Ngā Tūtohu

That the Greater Christchurch Partnership Committee:

1. **Receives and endorses** the Greater Christchurch Partnership submission on the Government's Going for Housing Growth Discussion Paper.
2. **Approves and delegates** authority to the Interim Chair of the Greater Christchurch Partnership to oversee final editorial changes to correct any typographical or formatting errors in the document, and to submit the final version to the Ministry for the Environment on behalf of the Partnership by 17 August 2025.

4. Background Te Horopaki

- 4.1 As Partners are already experiencing, there is significant change underway through the Government's ambitious programme of legislative and policy reforms.
- 4.2 The Government's Going for Housing Growth Programme is designed to address New Zealand's ongoing housing crisis by making development easier, faster, and more affordable.
- 4.3 This programme is intended to work in tandem with the broader resource management reforms, which is modernising environmental laws, introducing long-term regional spatial strategies, and streamlining approvals to support urban growth.

Resource Management Act Reforms

- 4.4 The Government has been engaging in a three-phase reform of the resource management system:

Phase One – repeal the Natural and Built Environment Act and Spatial Planning Act.
Completed in December 2023.

Phase Two - targeted changes to the existing resource management system, to address the most pressing issues:

- Fast-track Approvals Act 2024
- Resource Management (Freshwater and Other Matters) Amendment Act 2024
- Resource Management (Consenting and Other System Changes) Amendment Bill
- A programme of changes to national direction instruments.

- 4.5 Phase Three – involves the replacement of the Resource Management Act 1991 (RMA) with two new acts: a Natural Environment Act and a Planning Act. The Government intends to introduce these to Parliament by the end of 2025.
- 4.6 As part of Phase 2 of the broader RMA reform programme, consultation on proposed updates to national direction under the Resource Management Act (RMA) between 29 May and 27 July 2025. This involved three national direction packages covering changes to infrastructure and development, primary sector and freshwater management.
- 4.7 Importantly, package one on infrastructure and development includes proposals that are intended to recognise the need and to support provision for Māori housing solutions, including papakāinga, through more enabling planning frameworks that respect tino rangatiratanga and support intergenerational wellbeing.

The Going for Housing Growth Programme

- 4.8 The Going for Housing Growth programme seeks to progress the key policy and regulatory changes needed to address the problem of excessively high land prices, which are driven by market expectations of an ongoing shortage of developable urban land to meet demand.
- 4.9 Going for Housing Growth is an initiative structured around three pillars which span a range of legislation and work programmes across government. These are:
- Pillar 1 – Freeing up land for urban development, including removing unnecessary planning barriers
 - Pillar 2 – Improving infrastructure funding and financing to support urban growth
 - Pillar 3 – Providing incentives for communities and councils to support growth.
- 4.10 Pillar 1 of Going for Housing Growth was originally intended to be implemented through Phase Two of the resource management reforms through a combination of:
- changes to the NPS-UD, as part of the national direction programme
 - changes to make the MDRS optional and compliance and enforcement provisions of the Resource Management Act 1991 via the Resource Management (Consenting and Other System Changes) Amendment Bill.
- 4.11 In March 2025, the Government announced its intention that Pillar 1 of Going for Housing Growth will instead be predominantly given effect to as part of Phase Three of the resource management reforms. This is to minimise the need for costly and time-consuming changes to council plans under the current system, which could delay implementation of Phase Three. It will also introduce new opportunities for how the policies are delivered and ensure the system changes are efficient and enduring.

5. Context

Going for Housing Growth Discussion Paper

- 5.1 The Going for Housing Growth Discussion Paper (Discussion Paper) was released on the 18 June for consultation with the close for submission on the 17 August 2025.
- 5.2 The Discussion Paper seeks feedback on how to give effect to Going for Housing Growth in the new resource management system.
- 5.3 It covers the following topics for consultation and poses 37 questions across these:
 - spatial planning requirements
 - new housing growth targets (at least 30 years of housing capacity)
 - responsiveness to unanticipated or out of sequence developments
 - prohibiting councils from imposing hard rural-urban limits
 - strengthening the existing NPS-UD intensification requirements
 - enabling a greater mix of uses across urban environments
 - removing district plan controls that don't relate to effects on others
 - the appropriateness of using 'tiers' of urban environments
 - the impacts of proposals on Māori
 - implementation of existing NPS-UD requirements
- 5.4 The Discussion Paper questions are attached for reference (**Attachment A**).
- 5.5 It is understood that the feedback received will be used to shape the development of the new resource management system, through informing officials' thinking on policy development for Phase 3 of resource management reform.
- 5.6 The Discussion Paper makes it clear that there will be other opportunities to engage on the new system, such as through the select committee process on the Planning Bill and Natural Environment Bill and consultation on the detailed design of national direction of the new resource management system.

Rationale for making a GCP Submission

- 5.7 Given the Greater Christchurch Partnership's role in housing and urban development, guided by the Greater Christchurch Spatial Plan, making a submission helps position the Partnership as a constructive contributor to the design and implementation of the new resource management system. It also provides an opportunity to highlight key sub-regional priorities through a high-level, focused submission.

Overview of the Partnership Submission

- 5.8 A high-level submission has been prepared rather than a comprehensive and detailed response to all 37 questions contained in the Discussion Paper.
- 5.9 It demonstrates active participation in the engagement process and seeks to ensure the GCP is well positioned to contribute meaningfully and constructively influence the Going for Housing Growth programme pillars and the new resource management system as these are developed.
- 5.10 The development of the submission has been led by the Planning Managers Group with input from partner staff who have been preparing partner submissions to ensure

alignment and common messaging. The submission has had approval from the Senior Officials Group and the Chief Executive Advisory Group.

- 5.11 The proposed Partnership submission (**Attachment B**) focusses on seven key topics which encompass 13 of the Discussion Paper's 37 questions.
- Urban development in the new resource management System – Question 1.
 - Impacts of proposals on Māori - Question 35
 - Future development strategies and spatial planning – Question 2.
 - Responsive planning – Questions 16 and 17.
 - Intensification – Key public transport corridors Questions 21-23; Minimum building heights to be enabled: Questions 25.
 - Rural-urban boundaries – Question 18-20
 - Transitioning to Phase Three of the RM Reforms – Question 37.
- 5.12 The proposed Partnership submission reflects its endorsed plans and incorporates housing advocacy positions from Phases 1 and 2 of the Joint Housing Action Plan, including specific actions endorsed at the 23 May 2025 Committee meeting. As the Discussion Paper informs the design of the new resource management system, these positions have been included as an initial advocacy activity for the Committee's consideration.
- 5.13 The Partnership submission does not cover topics and questions in the Discussion Paper that are of a more detailed nature or on topics that are best considered at the local level through submissions from individual Partner organisations.







Coordinating with the Canterbury Mayoral Forum (CMF) on submissions

- 5.14 The Canterbury Mayoral Forum secretariat have confirmed it is preparing a submission. Both secretariats have worked to coordinate as much as possible in the preparing the respective submissions. In particular the topic area of regional spatial planning is a priority for pursuing consistent and aligned responses.

6. Next steps

- 6.1 Subject to the committee's approval of the GCP submission on the Going for Housing Growth Discussion Paper:
- 6.1.1 Any minor editorial updates will be made by the secretariat prior to submission to the Ministry for Environment under delegation to the Interim Chair of the Greater Christchurch Partnership.
 - 6.1.2 The secretariat will support the Interim Chair in making the submission to Ministry for Environment on behalf of the Partnership, prior to the 17 August 2025 deadline.
 - 6.1.3 The secretariat will update the Greater Christchurch Partnership Committee of any responses received from the submission, including any offers of further involvement or engagement on key topics.

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A  	Going for Housing Growth – Going for Housing Growth Discussion document questions	25/1477547	60
B  	GCP submission on the Going for Housing Growth Discussion Paper.	25/1527610	64
C  	Greater Christchurch Spatial Plan GCSP Summary Overview	25/1477918	76

Item 7



Te Tūāpapa Kura Kāinga
Ministry of Housing and Urban Development

Going for Housing Growth

Providing for urban development in the new resource
management system

Discussion document questions

18/06/2025

Te Kāwanatanga o Aotearoa
New Zealand Government

Item 7

Attachment A

Urban development in the new resource management system

1. What does the new resource management system need to do to enable good housing and urban development outcomes?

Design details of Going for Housing Growth

Future development strategies and spatial planning

2. How should spatial planning requirements be designed to promote good housing and urban outcomes in the new resource management system?

Housing growth targets

3. Do you support the proposed high-level design of the housing growth targets? Why or why not?

Providing an agile land release mechanism

4. How can the new resource management system better enable a streamlined release of land previously identified as suitable for urban development or a greater intensity of development?

Determining housing growth targets

5. Do you agree with the proposed methodology for how housing growth targets are calculated and applied across councils? Are there other methods that might be more appropriate for determining Housing Growth Targets?
6. How should feasibility be defined in the new system? If based on profitability, should feasibility modelling be able to allow for changing costs and/or prices?

Calculating development capacity

7. How should feasibility be defined in the new system?
8. If the design of feasibility is based on profitability, should feasibility modelling be able to allow for changing costs or prices or both?
9. Do you agree with the proposal to replace the current 'reasonably expected to be realised' test with a higher-level requirement for capacity to be 'realistic'?
10. What aspects of capacity assessments would benefit from greater prescription and consistency?

Infrastructure requirements

11. Should councils be able to use the growth projection they consider to be most likely for assessing whether there is sufficient infrastructure-ready capacity?
12. How can we balance the need to set minimum levels of quality for demonstrating infrastructure capacity with the flexibility required to ensure they are implementable by all applicable councils?
13. What level of detail should be required when assessing whether capacity is infrastructure-ready? For instance, should this be limited to plant equipment (e.g.

[UNCLASSIFIED]

treatment plants, pumping stations) and trunk mains/key roads, or should it also include local pipes and roads?

Responding to price efficiency indicators

14. Do you agree with the proposed requirement for council planning decisions to be responsive to price efficiency indicators?

Business land requirements

15. Do you agree that councils should be required to provide enough development capacity for business land to meet 30 years of demand?

Responsive planning

16. Are mechanisms needed in the new resource management system to ensure councils are responsive to unanticipated or out-of-sequence developments? If so, how should these be designed?
17. How should any responsiveness requirements in the new system incorporate the direction for 'growth to pay for growth'?

Rural-urban boundaries

18. Do you agree with the proposal that the new resource management system is clear that councils are not able to include a policy, objective or rule that sets an urban limit or a rural-urban boundary line in their planning documents for the purposes of urban containment? If not, how should the system best give effect to Cabinet direction to not have rural-urban boundary lines in plans?
19. Do you agree that the future resource management system should prohibit any provisions in spatial or regulatory plans that would prevent leapfrogging? If not, why not?
20. What role could spatial planning play in better enabling urban expansion?

Intensification

Key public transport corridors

21. Do you agree with the proposed definitions for the two categories of 'key public transport corridors'? If not, why not?
22. Do you agree with the intensification provisions applying to each category? If not, what should the requirements be?
23. Do you agree with councils being responsible for determining which corridors meet the definition of each of these categories?

Intensification catchments sizes

24. Do you support Option 1, Option 2 or something else? Why?

Minimum building heights to be enabled

25. What are the key barriers to the delivery of four-to-six storey developments at present?

[UNCLASSIFIED]

26. For areas where councils are currently required to enable at least six storeys, should this be increased to more than six storeys? If so, what should it be increased to? Would this have a material impact on what is built?
27. For areas where councils are currently required to enable at least six storeys, what would be the costs and risks (if any) of requiring councils to enable more than six storeys?

Offsetting the loss of development capacity

28. Is offsetting for the loss of capacity in directed intensification areas required in the new resource management system?
29. If offsetting is required, how should an equivalent area be determined?

Intensification in other areas

30. Is an equivalent to the NPS-UD's policy 3(d) (as originally scoped) needed in the new resource management system? If so, are any changes needed to the policy to make it easier to implement?

Enabling a mix of uses across urban environments

31. What controls need to be put in place to allow residential, commercial and community activities to take place in proximity to each other without significant negative externalities?
32. What areas should be required to use zones that enable a wide mix of uses?

Minimum floor area and balcony requirements

33. Which rules under the current system do you consider would either not meet the definition of an externality or have a disproportionate impact on development feasibility?

Targeting of proposals

34. Do you consider changes should be made to the current approach on how requirements are targeted? If so, what changes do you consider should be made?

Impacts of proposals on Māori

35. Do you have any feedback on how the Going for Housing Growth proposals could impact on Māori?

Other matters

36. Do you have any other feedback on Going for Housing Growth proposals and how they should be reflected in the new resource management system?

Transitioning to Phase Three

37. Should Tier 1 and 2 councils be required to prepare or review their HBA and FDS in accordance with current NPS-UD requirements ahead of 2027 long-term plans? Why or why not?

[UNCLASSIFIED]



Greater Christchurch Partnership

Going for Housing Growth Submission



Greater Christchurch Partnership - PO Box 73014, Christchurch 8154
Secretariat@greaterchristchurch.org.nz

Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban
Development

Ministry of Environment — Manatū Mō Te Taiao

gfhg@hud.govt.nz



Greater Christchurch
Partnership

Te Tira Tū Tahī
One Group, Standing Together

August 2025

Submission on the Going for Housing Growth – Discussion paper

Thank you for the opportunity to provide feedback on the Going for Housing Growth – Discussion paper.

This submission represents the views of our local government partners: Christchurch City Council, Canterbury Regional Council (Environment Canterbury), Selwyn District Council and Waimakariri District Council, allowing our other Partners to maintain their neutrality.

1. Greater Christchurch Partnership (GCP) Introduction

The [Greater Christchurch Partnership \(GCP\)](#) is a voluntary coalition of local government, mana whenua and government agencies working collaboratively to address strategic challenges and opportunities for Greater Christchurch sub-region.

Our purpose is to take a collaborative approach to address strategic challenges and opportunities for Greater Christchurch.

The Partnership is built on a strong foundation of mutual respect and trust, transparency and a strong commitment to achieving the best for the community, now and into the future.

In early 2022, the Greater Christchurch Partnership Committee and the Crown agreed to form an Urban Growth Partnership for Greater Christchurch.

A partnership approach is seen as essential in managing the complex challenges of urban growth, ensuring aligned strategies, pooling expertise, and delivering integrated outcomes across multiple jurisdictions and agencies.

Our area of focus spans the Greater Christchurch sub-region, covering Christchurch City, Waimakariri District and Selwyn District —representing over 10% of New Zealand’s population and over 80% of the Waitaha Canterbury region – and the second largest population centre in Aotearoa after Auckland. The sub-region encompasses the traditional territories of three Papatipu Rūnanga: Te Ngāi Tūāhuriri, Taumutu and Te Hapū o Ngāti Wheke (Rapaki).

2. Partnership Context

The Greater Christchurch sub-region benefits from a robust planning framework designed to guide and facilitate sustainable urban growth. Central to this is the [Greater Christchurch Spatial Plan](#) (GCSP).

Following extensive engagement with residents of Greater Christchurch and endorsement by the Greater Christchurch Partnership Committee, the Greater Christchurch Spatial Plan has now been formally adopted by our Local Government Partner Councils. The plan has significant public support.

The Plan provides a blueprint of how population and business growth will be accommodated in Greater Christchurch over the next thirty years. The two overarching directions of the Plan are:

- Focus growth through targeted intensification in urban and town centres and along public transport corridors.
- Enable the prosperous development of kāinga nohoanga on Māori Land and within urban areas

The Partnership's current priorities, aligned to the Greater Christchurch Spatial Plan, include:

- **Sub-regional Growth Planning:** Coordinated growth management to support housing supply and infrastructure development.
- **Kāinga Nohoanga:** Enable the prosperous development of kāinga nohoanga on Māori Reserve Land, supported by infrastructure and improved accessibility to transport networks and services; along with the development of kāinga nohoanga within urban areas
- **Housing:** Enable diverse, quality, and affordable housing in locations that support thriving neighbourhoods that provide for people's day-to-day needs and addressing the gaps in the private housing market.
- **Transport:** Prioritise sustainable and accessible transport choices to move people and goods in a way that significantly reduces greenhouse gas emissions and enables economic growth and access to social, cultural and economic opportunities.
- **Priority Areas:** A collective focus on unlocking the potential of Priority Areas. Coordinated and focused action across multiple agencies to inform, prioritise and unlock public and private sector investment in catalysing development and intensification in these areas.

These priorities form the foundation for collaborative action and are integral to delivering sustainable urban growth.

3. The High Level Asks of the Partnership

The Partnership broadly supports the Government's commitment to housing growth and the integrated approach outlined in the Going for Housing Growth Discussion Paper July 2025. It is acknowledged that the Going for Housing Growth Programme's value lies in its holistic approach across its three pillars and that the details and proposals in Pillars 2 and Pillar 3 are still to be released. This will lead to the Partnerships positions evolving over time as the detail on the Programme and the new resource management system emerges.

The key points which are further expanded upon in section 4 of this submission, involve:

A. Regional spatial planning is critical to the success of the new Resource Management system

- **Make spatial planning central** to the new RM system to manage growth in a coordinated, integrated, and strategic way that aligns land use, infrastructure, and environmental outcomes.
- **Support realising kāinga nohoanga:** Pursue meaningful involvement of mana whenua in the design of the new resource management system and the pillars of the Going for Housing Growth programme to support realising kāinga nohoanga on Māori reserves and urban land.
- **Ensure Government sets high-level strategic direction** early, before regional spatial strategies are developed, to prevent misalignment and costly plan changes mid-process.
- **Support quality, not just quantity**, by embedding expectations for well-functioning, liveable urban environments—rather than focusing solely on housing supply.
- **Recognise social and affordable housing as essential infrastructure**, requiring explicit inclusion in planning frameworks and delivery tools.

- **Embed environmental values** (e.g. blue-green networks) and whole-of-life infrastructure costs into planning to promote resilient, sustainable growth.

B. Use the Greater Christchurch Spatial Plan (GCSP) as the sub-regional basis for expanded regional spatial planning

- **Retain GCSP as a foundation** for sub-regional planning within Canterbury’s regional spatial strategy, given its recent adoption, robust evidence base, and strong public engagement.
- **Allow sub-regional focus** in regional spatial plans, especially for urban growth partnerships like Greater Christchurch.
- **Avoid duplication and protect investment** in existing collaborative planning by recognising and integrating spatial plans like the GCSP into the new system.
- **Strengthen the role of spatial planning** in guiding infrastructure, land use, and investment decisions across government, mana whenua, and local partners.

C. Progressing the details of implementing the Going for Housing Growth direction

- **Government to fund its role** in delivering social and affordable housing in Greater Christchurch, including through direct delivery or subsidies for providers.
- **Consider introducing a value capture mechanism** to augment public sector funding for new social and affordable housing products in the sub-region.
- **Align development levies and GST-sharing mechanisms** under Pillar 2 to generate sustainable infrastructure and housing funding streams for councils and partners.

D. Considering the urban interface with the surrounding rural areas of Greater Christchurch and the broader Waitaha Canterbury region

- **Do not prohibit councils from managing rural-urban interfaces** where it is necessary to prevent costly, uncoordinated leapfrog development.
- **Ensure flexibility doesn't undermine spatial planning**, investment certainty, or environmental and infrastructure outcomes.
- **Require unanticipated development to prove alignment** with spatial strategies, environmental limits, and available infrastructure funding.
- **Support growth paying for growth**, in ensuring councils aren’t left to fund infrastructure in unplanned areas and without a sustainable rating base or developer contributions to cover ‘whole of life’ costs.
- **Clarify key definitions** (e.g. ‘urban environment’, ‘well-functioning urban environment’) to support consistent application, provide efficiencies and boost public and private sector investment confidence.

4. Partnership responses to the Discussion Paper

This submission focuses on the proposals within the Going for Housing Growth Discussion Paper of greatest relevance to the sub-regional context of Greater Christchurch and the role of the Greater Christchurch Partnership. It does not provide responses to all questions in the discussion document.

Discussion Paper Topic & Questions	Partnership feedback and high level asks
<p>Urban development in the new resource management system – Question 1</p> <p><i>What does the new resource management system need to do to enable good housing and urban development outcomes?</i></p>	<p>At a high level the Partnership seeks the following outcomes through the new resource management system:</p> <ol style="list-style-type: none"> 1. Clear outcomes for housing, urban development and infrastructure and the environment, with the Partners provided with the tools and sufficient funding sources to deliver their responsibilities as part of the overall system. 2. Gives confidence to Partners in fulfilling their roles in the new system and provides certainty to the community and development sector. 3. High level strategic directions by Government prior to the preparation of regional spatial strategies to provide certainty of what needs to be implemented by partners before work commences. All partner Councils have had recent experience in cost and time delays that eventuate when trying to amend documents already in statutory processes to align with evolving national direction that proposes opposing outcomes. For example, while Waimakariri was preparing its District Plan, the National Policy Statement for Indigenous Biodiversity (NPS-IB) changed several times: it started as a draft, then became a requirement to be implemented in the District Plan and was later amended so that the District Plan no longer needed to give effect to it. 4. Recognition that within the context of urban development and growth in the new resource management system that social and affordable housing form part of essential social infrastructure aligned to the Greater Christchurch Partnership's Joint Housing Action Plan. 5. Spatial planning is a critical mechanism to provide for the integrated management of our land, water and coastal environments that should play a central role in the new resource management system. 6. The system should promote coordinated, sequenced growth aligned with infrastructure planning and regional spatial plans. The new system should place emphasis on achieving well-functioning and liveable urban environments, alongside providing sufficient development capacity. Current settings have tended to prioritise development capacity with greater weight on delivering more housing supply, and less on achieving 'good' housing outcomes and that these still need to be achieved in the new system – Sometimes, quantity of housing is prioritised without enough focus on the quality of housing and urban outcomes. In reality we are looking for a combination of both. 7. Explicit recognition in the new system of the value of the natural environment in achieving well-functioning, resilient urban areas. For instance, an enhanced and expanded blue-green network is a 'key move' in the Greater Christchurch Spatial Plan, recognising the important role of natural assets - such as waterways, wetlands, and green spaces - in supporting climate resilience, liveability, and biodiversity. 8. The Partnership encourages a stronger emphasis on ensuring planning decisions support not just growth, but well-managed, high-quality growth in the right locations, that contributes to the development of

	<p>quality urban environments – both within existing urban areas and future greenfield developments.</p> <p>9. It is important that the system encourages consideration of how new development contributes to a well-functioning urban environment beyond the boundaries of the development.</p> <p>10. The new system and the Going for Housing Growth programme factor in consideration of the ‘whole of life’ costs of growth paying for growth and a development proposals impact on network infrastructure outside of the development and the performance of these networks; including in preventing situations in which Councils have to fund ‘leapfrogged’ development areas that do not have a new rating basis to support ongoing maintenance.</p>
<p>Impacts of proposals on Māori - Question 35</p> <p><i>Do you have any feedback on how the Going for Housing Growth proposals could impact on Māori?</i></p>	<p>11. The new system must strengthen recognition of Treaty Settlements and uphold the rights and interests of Māori guaranteed under Te Tiriti o Waitangi.</p> <p>12. The Partnership recommends the Government pursue meaningful involvement of mana whenua in the design of the new resource management system and the pillars of the Going for Housing Growth programme to support realising kāinga nohoanga on Māori reserves and urban land.</p>
<p>Future development strategies and spatial planning – Question 2</p> <p><i>How should spatial planning requirements be designed to promote good housing and urban outcomes in the new resource management system?</i></p>	<p>13. Regional spatial planning presents a number of opportunities. Partners recognise that to capitalise on these properly will require ongoing collaboration across local government, mana whenua and central government agencies, which Greater Christchurch Partnership as an Urban Growth Partnership is well placed to support.</p> <p>14. The Greater Christchurch Spatial Plan (GCSP) should remain the foundation for growth planning in the Greater Christchurch sub-region, as part of the broader regional spatial planning for Canterbury. This reflects its recent adoption in 2024, its robust development and evidence base, and the extensive community engagement that informed it.</p> <p>15. Existing spatial plans should be recognised as a foundation for regional spatial planning under the new resource management system. This will support continuity in spatial planning, avoid duplication, and ensure efficient use of public resources already invested in collaborative planning processes. The Partnership considers that retaining the framework of the GCSP will also provide certainty of public and private investment within areas that are appropriate to develop in the transitional period and prior to the GCSP 5 year review cycle.</p> <p>16. The Partnership supports the requirement for each region to prepare a spatial plan, while emphasising the importance of allowing flexibility for local authorities to focus on sub-regional areas. The Partnership agrees that spatial plans should carry greater weight in land use and regulatory decisions and play a key role in informing transport and infrastructure planning and investment.</p> <p>17. The Partnership acknowledges the need for flexibility to consider out-of-sequence or unanticipated development. However, such proposals – including those made under the Fast-track Approvals Act 2024 – should</p>

	<p>be required to demonstrate that they do not undermine the intent of the spatial plan or impose unplanned infrastructure costs on existing communities and fiscal risks to Council from ‘out of sequence’ development and infrastructure provision. The Partnership also emphasises the importance of ensuring that any such proposals actively support a well-functioning urban environment, are consistent with the spatial plan’s objectives, and reinforce rather than compromise planned growth areas.</p> <p>18. Some types of applications risk undermining the significant investment by local authorities, mana whenua, communities, and other partners in developing a long-term, agreed spatial vision for the region.¹ In practice, ‘out of sequence’ or ‘unplanned’ development draws demand away from existing areas where infrastructure has been planned, and where decisions have been made to invest in infrastructure that can generate a return on investment for Councils.</p> <p>19. The Partnership notes that Ministers will consider how different groups should be involved in the process of spatial planning and so recommends meaningful involvement with iwi and hapū who hold mana whenua within the relevant takiwā.</p> <p>20. Any proposal to expand the list of matters that inform spatial planning should include cultural considerations such as the protection of wāhi tapu, wāhi taonga, cultural landscapes and customary rights, to ensure Māori interests are embedded from the outset.</p>
<p>Responsive planning – Questions 16 and 17 <i>Are mechanisms needed in the new resource management system to ensure councils are responsive to unanticipated or out-of-sequence developments? If so, how should these be designed? How should any responsiveness requirements in the new system incorporate the direction for ‘growth to pay for growth’?</i></p>	<p>21. The integration of the Going for Housing Growth Programme with the design of the new resource management system presents an opportunity to consider how best to enact the ‘growth pays for growth’ direction.</p> <p>22. The Partnership supports having a mechanism to consider new development proposals. However, where Partnerships, iwi, and communities have invested in spatial planning and the coordinated delivery of infrastructure to support projected growth, any new proposals should be required to clearly demonstrate their merit. The addition of development capacity alone should not justify unanticipated or out-of-sequence developments.</p> <p>23. Development in areas not planned for growth can impose significant additional costs both through the need to deliver unplanned infrastructure and by undermining planned infrastructure investment in growth areas, which rely on anticipated populations to affordably fund upgrades. Unplanned development can otherwise take up infrastructure capacity that would otherwise provide for development in more optimal locations, adding complexity and risk to Councils. A</p>

¹ Twenty-two projects in the Canterbury region were included in Schedule 2 of the FTA Act. Twelve of the listed projects are located within the area covered by the Greater Christchurch Spatial Plan. Of the nearly 8,400 additional homes indicatively provided for across the listed projects located in Greater Christchurch, over 7,000 would be developed in greenfield locations outside the areas identified for future growth in the Greater Christchurch Spatial Plan and Canterbury Regional Policy Statement. Should all such proposals be approved, the scale of housing and commercial development proposed has the potential to undermine the urban form and transport outcomes in the Spatial Plan and result in additional infrastructure and servicing costs to local authorities.

	<p>focus on development in planned locations, through spatial planning, helps ensure cost-effective and efficient use of resources.</p> <p>24. The Partnership strongly recommends that responsive planning provisions be clearly aligned with the requirements to support well-functioning urban environments and must not override or undermine the strategic urban growth frameworks established in spatial plans and regulatory instruments.</p> <p>25. Safeguards are needed to ensure that unanticipated development does not compromise the implementation of spatial plans or the delivery of planned and funded infrastructure. Any responsiveness criteria should also be linked to environmental limits or constraints identified in regional spatial plans, integrated with infrastructure planning and funding processes, and reflect a long-term, strategic approach.</p> <p>26. The Partnership recommends that a key assessment criterion for unanticipated or out of sequence development should be the availability of both infrastructure capacity and funding within the development area and for any additional demand it places on infrastructure beyond the site – such as adjustments to public transport routes, upgrades to wastewater treatment plants, or securing additional water allocation for drinking supply. Where development contributes to downstream catchment impacts, including through increased impermeable surfaces, appropriate cost-recovery mechanisms must be in place to avoid shifting the burden onto existing communities or Partnerships.</p> <p>27. Partners would be concerned s if development is enabled where the cost of servicing would place an unreasonable burden on existing communities. Responsiveness should be linked to infrastructure availability, funding mechanisms, and alignment with long-term planning. The system should require clear accountability for funding infrastructure associated with growth, including contributions from developers, and support tools that enable cost recovery and equitable funding arrangements.</p> <p>28. The Partnership highlights the opportunity, through the design of Pillar 2 improvements, to use infrastructure funding and financing tools—such as development levies and value capture mechanisms—to support initiatives like affordable housing and provide Partners with an ongoing revenue stream that is used to support growth. This could include sharing GST from new developments with the Partner Council and mana whenua.</p> <p>29. The design of Pillar 2 tools needs to ensure that the new development levy system can be designed in a way that allows councils to receive revenue in a timely and responsive way, especially if there continues to be the possibility of unplanned growth under the new resource management system.</p> <p>30. In the context of growth paying for growth, the Partnership requests the Government consider including an affordable housing value capture mechanism as part of the new resource management system by ensuring:</p>
--	--

	<ul style="list-style-type: none"> a. Affordable Housing value capture mechanism be enabled in the new resource management system and legislation. b. The Government makes it easy and cheap for the Partners to activate this mechanism. c. Parameter settings of the mechanism are determined jointly between Minister and GCP (e.g. percentage contribution, development triggers) d. All money and land generated through this mechanism are to remain exclusively for providing new social or affordable housing owned by Mana Whenua and/or CHPs in the Greater Christchurch sub-region. <p>These are part of the endorsed approach to Phase 2 actions of the Greater Christchurch Partnership' Joint Housing Action Plan (JHAP).</p> <p>31. The JHAP identified four significant gaps in the private housing market that need to be addressed:</p> <ul style="list-style-type: none"> a. Emergency/transitional housing (in May 2024 there are 336 adults and 357 children in Greater Christchurch in emergency housing). b. Social housing (in Sept 2024 there were 2144 households on the MSD waiting list in Christchurch City, 93 in Waimakariri and 63 in Selwyn). c. Affordable housing – rentals and progressive home ownership (in Sept 2024 there were 33,390 people across CCC, Selwyn and Waimakariri receiving the Accommodation Supplement – an increase of nearly 350 people since July 2024) d. Typologies that match the changing demographic demand: the supply-side predominance of 3-4 bedroom homes contribute to the under-utilisation of housing; while in Christchurch, smaller houses are being built but at a price well above the affordability threshold for low income households. <p>32. In addition, there are challenges in the funding and delivery of Māori housing on Māori reserves and urban land.</p> <p>33. Ongoing funding support, affordability and well-located supply (ideally focussed in Greater Christchurch's Priority Areas) are key requirements to addressing this private housing market failure in Greater Christchurch.</p> <p>34. To support this, there's a need for the Government to fund its role in providing social and affordable housing. This helps prevent people from falling through the cracks—slipping from private home ownership towards homelessness. The Government's role includes directly providing housing or supporting the Community Housing Provider sector through subsidies and supplements to deliver a mix of social and affordable housing products on its behalf.</p>
<p>Rural-urban boundaries – Questions 18-20</p> <p><i>Do you agree with the proposal that the new resource management</i></p>	<p>35. The new resource management system presents a unique opportunity for it to be designed to support the achievement of desired outcomes, rather than focusing on perceived problems.</p> <p>36. There will always be a delineation between rural and urban land.</p>

<p><i>system is clear that councils are not able to include a policy, objective or rule that sets an urban limit or a rural-urban boundary line in their planning documents for the purposes of urban containment? If not, how should the system best give effect to Cabinet direction to not have rural-urban boundary lines in plans?</i></p> <p><i>Do you agree that the future resource management system should prohibit any provisions in spatial or regulatory plans that would prevent leapfrogging? If not, why not?</i></p> <p><i>What role could spatial planning play in better enabling urban expansion?</i></p>	<p>37. The Partnership considers that spatial planning should play a central role in managing urban expansion by identifying where and when growth should occur, based on infrastructure capacity, environmental constraints (including productive soils), natural hazard risks, and community aspirations.</p> <p>38. While flexibility for expansion is important, encouraging uncoordinated greenfield development can result in additional costs associated with infrastructure, and the loss land for productive activities that support the urban environment e.g. quarrying, horticulture and/or reverse sensitivity effects. It may also undermine the effectiveness of spatial planning, and its ability to align housing, transport, and infrastructure investment.</p> <p>39. Taking the opportunity presented by the Going for Housing Growth Programme in the new system, the Partnership seeks clarification in the Going for Housing Growth Programme of the definitions of 'urban area', 'urban environment' and 'well functioning urban environment', especially the spatial scale it is referencing. These could benefit from greater clarity and provide greater confidence to Partners and certainty to community and developers. The Partnership welcomes the opportunity to work with Government in how this work could be approached in Greater Christchurch and in the broader regional context.</p> <p>40. The Partnership considers that there may be valid reasons for Partners to include provisions in their planning documents to prevent leapfrogging. From a sub-regional perspective, leapfrogging can create several significant issues:</p> <ul style="list-style-type: none"> e. Infrastructure and servicing challenges f. Undermining spatial and strategic planning g. Environmental and land use impacts h. Inability to be serviced effectively by public transport
<p>Intensification Key public transport corridors - Questions 21-23</p> <p><i>Do you agree with the proposed definitions for the two categories of 'key public transport corridors? If not, why not?</i></p> <p><i>Do you agree with the intensification provisions applying to each category? If not, what should the requirements be?</i></p> <p><i>Do you agree with councils being responsible for determining which corridors meet the definition of each of these categories?</i></p>	<p>41. The Partnership supports the emphasis on targeted intensification around rapid transit routes and key corridors, recognising this approach must be underpinned by integrated transport and land use planning, and supported by investment in public and active transport networks, which have been identified in regional spatial plans (rather than relying on the One Network Framework)</p> <p>42. The Greater Christchurch Spatial Plan prioritises increased intensification along public transport corridors (and key centres), supported by the identification of strategically located priority development areas. This recognises that compact, well-planned urban form is essential for supporting public transport, reducing emissions, and creating liveable, connected communities.</p> <p>43. The targeted intensification along public transport corridors and in key centres is intended to further support the case for investment in public transport service uplifts in the medium-term as a building block towards the nationally significant Mass Rapid Transit System for Greater Christchurch.</p> <p>44. Based on investigations completed as part of Phase 1 of the Greater Christchurch Partnership's Joint Housing Action Plan, the key barriers</p>

<p>Minimum building heights to be enabled - Question 25</p> <p><i>What are the key barriers to the delivery of four-to-six storey developments at present?</i></p>	<p>identified to developments above 4-6 storeys in Greater Christchurch are:</p> <ul style="list-style-type: none"> a. feasibility - less profitable for various reasons b. risk - need for more due diligence and greater risks (links to market preference) c. financial - harder to get finance and high levels of pre-sales require d. capability - developer and construction capabilities in apartments e. Land – availability and costs f. Market understanding and maturity (demand side) <p>45. These same barriers apply to developing apartments for affordable housing either as standalone apartment buildings or as part of a mixed tenure development within Greater Christchurch.</p> <p>46. The Partnership notes that incentives may be necessary to support uptake of intensification, especially in areas where expansion pressures could compromise its feasibility.</p> <p>47. With medium and high-density developments already highly enabled across the sub-region's key centres, the Partnership requests that incentives are provided by the Government as part of Pillars 2 and 3 to overcome the identified market barriers identified above to generate greater density in well located and serviced Priority Areas, identified in the Greater Christchurch Spatial Plan.</p>
<p>Transitioning to Phase Three of the RM Reforms – Question 37</p> <p><i>Should Tier 1 and 2 councils be required to prepare or review their HBA and FDS in accordance with current NPS-UD requirements ahead of 2027 long-term plans? Why or why not?</i></p>	<p>48. Understanding infrastructure and urban development capacity is seen as critical in supporting spatial planning.</p> <p>49. The Partnership requests that further consideration and guidance be given to how the housing and business capacity assessments are best done most effectively and the level of detail required to ensure these are aligned with the requirements of the new resource management system, provides certainty to Partners in preparing Long Term Plans, reviewing the Future Development Strategy for Urban Growth Partnerships, like Greater Christchurch and the Going for Housing Growth programme's settings of high growth enablement.</p>
<p>Other Feedback on the Programme's proposals and new resource management system – Question 36</p> <p><i>Do you have any other feedback on Going for Housing Growth proposals and how they should be reflected in the new resource management system?</i></p>	<p>50. The Partnership acknowledges the objective of the Going for Housing Growth programme to improve housing affordability by significantly increasing the supply of developable land within and at the edges of urban areas. In addition, the Partnership highlights the importance of enabling a broader range of housing options through the new resource management system to support more diverse and affordable outcomes. Planning frameworks should remain flexible to accommodate a variety of housing typologies that reflect local needs and cultural values.</p> <p>51. Partnerships positions will flex as details on the Programmes pillars and the new system evolve - The positions of the Partnership will evolve as subsequent Pillars 2 and 3 and further details on the new system are released by Government. The Partnership reserves the right to evolve and update its position. Particularly as the specifics of Pillar 1 linked to the new resource management system and further details on Pillars 2 and 3 are released by the Government.</p>

52. **Ongoing involvement by the Partnership in the design of the new resource management is desired** - This reflects Greater Christchurch being the second largest urban centre in the Aotearoa and recognising the staged approach to the release of Going for Housing Growth Programme and new resource management system, with benefits from the Government having continuity of Urban Growth Partnership involvement and feedback.

5. Summary of the Submission

The Greater Christchurch Partnership welcomes the Government's Going for Housing Growth Programme's focus on enabling more homes and supporting well-functioning communities. This submission seeks to highlight the opportunity for the new resource management system to deliver more integrated and strategic urban development, supported by clear national direction, strong environmental and housing outcomes, and long-term spatial planning that aligns homes, infrastructure, and transport.

The Partnership sees the importance for growth being well-planned, not just fast, and that uncoordinated or leapfrogging developments risk undermining investment and liveability. Within the submission the Partnership seeks ongoing and meaningful engagement with mana whenua, better support for Māori and affordable housing, and new funding tools so the costs of growth don't fall unfairly on our communities. The submission identifies opportunities to clarify national policy definitions to support the rural-urban interface and highlights the importance of enabling intensification in the right places with targeted government support.

6. Beyond the consultation process – Next Steps for Going for Housing Growth Programme

The Greater Christchurch Partnership welcomes ongoing involvement in designing the new resource management system and the remaining Pillars of the Going for Housing Growth Programme, including:

- **GCP seeks to remain actively involved** in the development of the new system and subsequent programme pillars, building on its established role as an Urban Growth Partnership.
- **Leverage existing partnerships and regional leadership** to support implementation success and ensure sub-regional priorities are reflected in national reforms.
- Reinforce Greater Christchurch's role as **New Zealand's second-largest urban area**, unique housing and urban development context that requires tailored, place-based planning and development incentives.

The Partnership acknowledges its positions may evolve as further detail on Pillars 2 and 3 of the Going for Housing Growth programme and the new RM system becomes available and the understanding of its impacts on Partners is appreciated

7. Attachment

- *Greater Christchurch Spatial Plan Summary (one-pager)*

GREATER CHRISTCHURCH SPATIAL PLAN

Greater Christchurch has grown and changed throughout its history, and will continue to do so into the future. It is essential that the city region develops in a way that provides the best economic, social, cultural and environmental outcomes for its people and places, both for present generations and those still to come.

Six opportunities have been identified for how the Spatial Plan can help close the gap between the current and desired future states for Greater Christchurch, together with a number of directions that will guide the work of the partnership and individual partners to address these opportunities. Two overarching directions particularly shape the desired pattern of growth.

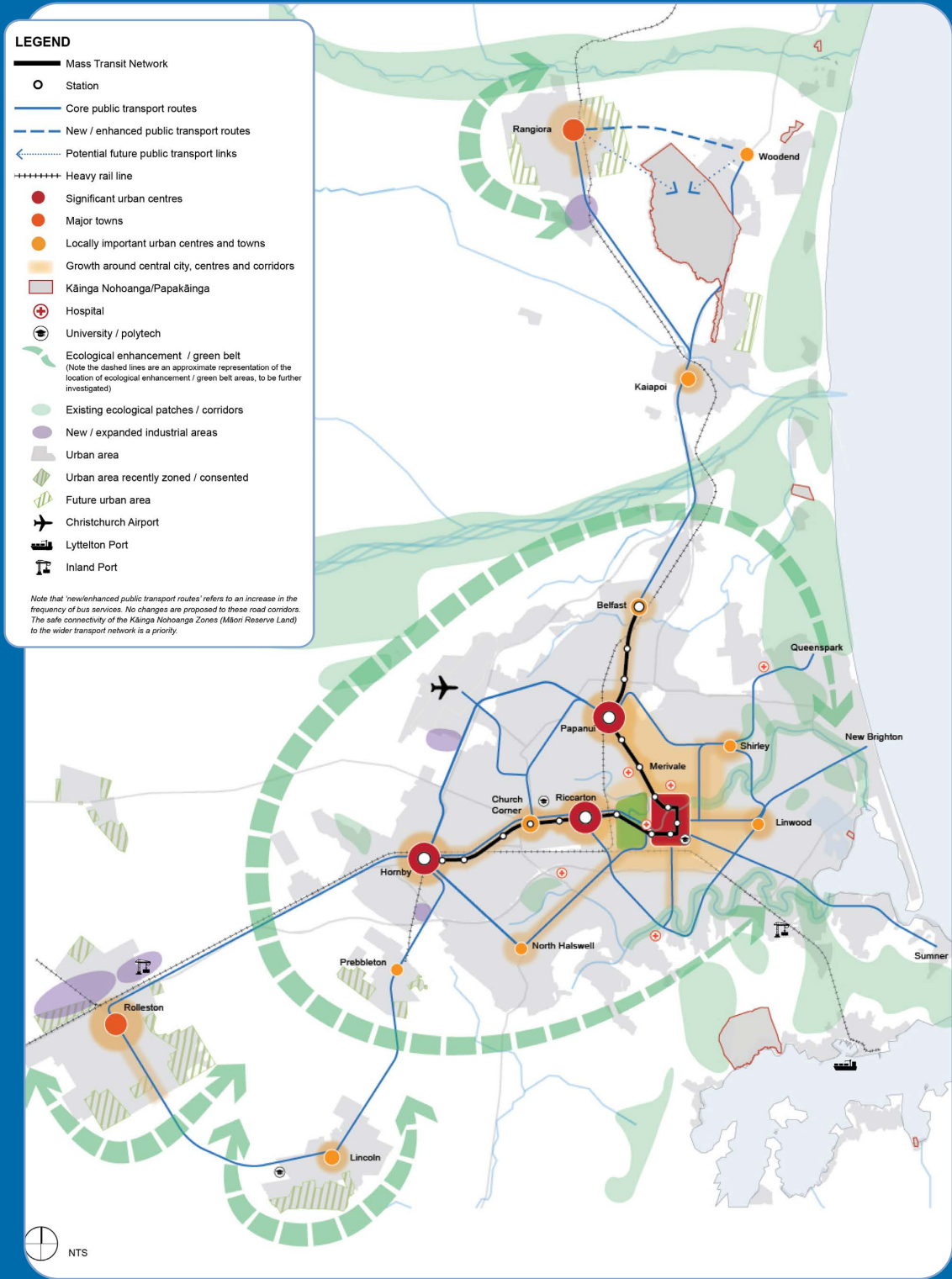
Five key moves have also been identified that will be fundamental to realising the transformational shifts required to achieve the desired future and support inter-generational wellbeing.

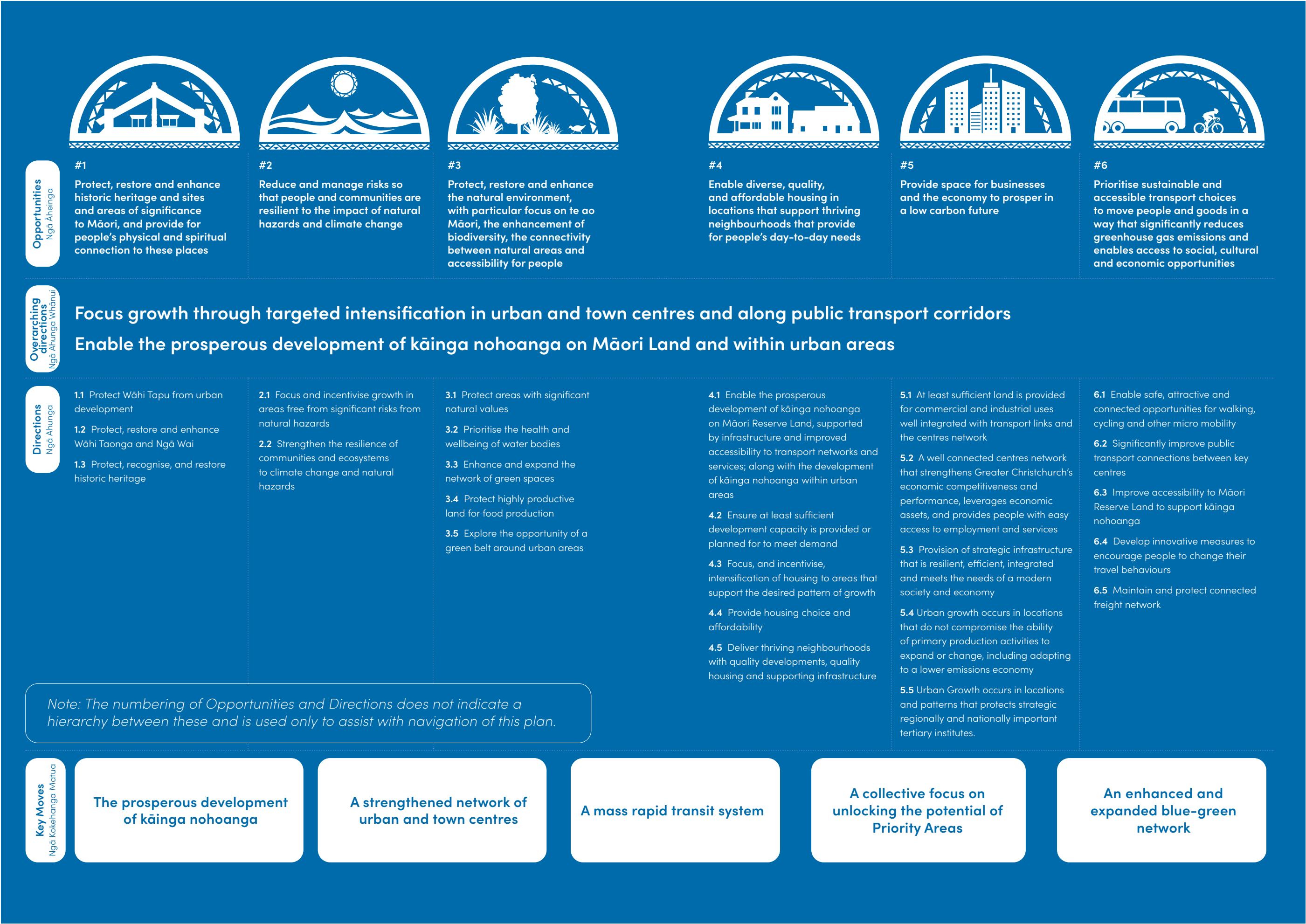
Together, these opportunities, directions and key moves make up the spatial strategy for Greater Christchurch. There is no hierarchy between the opportunities, directions and key moves, as all will be collectively required to deliver the desired future state. A visual representation of the strategy is provided in Map 2.



Greater Christchurch
Partnership
Te Tira Tū Tahī
One Group, Standing Together

Map 2: The Greater Christchurch spatial strategy (1 million people)





8. Greater Christchurch Partnership Review - Independent Findings

Reference Te Tohutoro: 25/1248396

Responsible Officer(s) Te Pou Matua: Chief Executive Advisory Group

Accountable ELT Member Pouwhakarae: John Bartels, Director Greater Christchurch Partnership

1. Purpose of Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is to present the findings of the independent review of the Greater Christchurch Partnership. The review was conducted in accordance with the Terms of Reference approved at the March Committee meeting and examines the partnerships form, function and focus. Its aim is to ensure the Partnership remains fit for purpose and well-positioned to meet future needs.

2. Relationship to Partnership Objectives Ngā Whāinga Matua ki te hononga

- 2.1 The Partnership is a joint committee formed to take a collaborative approach to address strategic challenges and opportunities for Greater Christchurch. The review provides an opportunity for partners to reflect on the efficiency and effectiveness of the committee in meeting their collective objectives now and in the future.

3. Officer Recommendations Ngā Tūtohu

That the Greater Christchurch Partnership Committee:

1. **Receives** the Independent Review Insights Report (Attachment B) and the Independent Review of the Greater Christchurch Partnership Report (Attachment C).
2. **Notes** that the independent review by Martin Jenkins was conducted in accordance with the approved Terms of Reference (Attachment A).
3. **Notes** the extension of the interim chair arrangement until the incoming Greater Christchurch Partnership Committee has made decisions on the recommendations of the Independent Review of the Greater Christchurch Partnership Report.
4. **Notes** the Chief Executive Advisory Group will initiate scoping of the review's Phase 1 recommendations for consideration by the incoming Greater Christchurch Partnership Committee.
5. **Recommends** that the incoming Greater Christchurch Partnership Committee receives and considers the Independent Review of the Greater Christchurch Partnership Report.

4. Context/Background Te Horopaki

Terms of Reference for the Greater Christchurch Partnership Review

- 4.1 The Partnership has effectively been in place for 20 years. There have been significant changes over that period that will continue into the future, so it is timely and healthy to review the Partnership to see if it is set up to succeed to meet the outcomes that Partners are seeking.

- 4.2 At its meeting on 13 December 2024, the committee agreed to undertake a review of the form, function and focus of the Greater Christchurch Partnership to ensure it remains fit for purpose going forward.
- 4.3 The committee delegated responsibility to the Chief Executives Advisory Group (CEAG) to prepare a draft Terms of Reference for the review, subject to the committee's approval. The Terms of Reference for the review were approved by the committee at its March 2025 meeting (**Attachment A**).
- 4.4 Mana whenua supported the review and emphasised the importance of being engaged with in a meaningful way throughout the process. They contributed key questions to the Terms of Reference that they wished to see addressed as part of the review.
- 4.5 The approved Terms of Reference is based on the current Memorandum of Agreements stated purpose, role and functions. However, it provides wide enough scope to consider alternate organisational models if it is considered by the reviewer that they would more efficiently and effectively deliver partner outcomes.
- 4.6 Following the approval of the Terms of Reference, CEAG was delegated authority to appoint a suitable, independent reviewer to conduct the review with the expectation that the report will be presented to the committee at its 8 August 2025 meeting. This meeting date was also specified in the approved Terms of Reference.
- 4.7 After the March committee meeting, and following a competitive process, Martin Jenkins was appointed to complete the independent review of the Partnership aligned to the approved Terms of Reference.

Independent review approach

- 4.8 The independent review commenced on 16 April, led by Sarah Baddeley and Cat Moody from Martin Jenkins. The approach to the review considered assessment across four dimensions:
 - The work
 - Ways of working
 - People
 - Organising and resource arrangements
- 4.9 The methodology was qualitative based on 16 interviews and group workshop session using consistent key questions with Partner representatives and covering elected members, officers and mana whenua representatives. These engagement sessions were completed across three weeks at the end of May.
- 4.10 A diverse range of views was received through the interview process. More so than in any other similar reviews completed by Martin Jenkins.
- 4.11 Following completion of interviews, Martin Jenkins drew out key insights using qualitative methods to support the development of its review findings and recommendations. These are documented within **Attachment B**.
- 4.12 Martin Jenkins developed a set of design principles to guide the structure and future operation of the Partnership based on the findings of the insights report:
 - Strategic focus
 - Stewardship
 - Partnership

- Value for Money
 - Responsive
- 4.13 The independent review report by Martin Jenkin includes four functional model options for the Committee to consider alongside 18 recommendations across three phased timeframes. **(Attachment C)**
- 4.14 Martin Jenkins will present to the Greater Christchurch Committee on the findings and recommendations of its Independent Review. A slide pack that summarises Martin Jenkins work to support discussions at the Committee meeting are included as **Attachment D**.









Consideration of the Independent Review's recommendations

- 4.15 As acknowledged at the committee meeting in March, the timing of receiving the report is near the end of the joint committee's triennium meeting cycle.
- 4.16 The timing of the phases for the Committee to consider, workshop and make strategic decisions on based on the recommendations of the independent review is critical given the upcoming local body elections in October 2025.
- 4.17 The recommendations of the review are split across three phases and timeframes:
- Phase 1: Report receipt and immediate actions (August onwards)
 - Phase 2: Electoral transition and preparation (November 2025 – February 2026)
 - Phase 3: Decision making and implementation (March 2026 - December 2026)
- 4.18 Officers have sought feedback and support from the Chief Executive Advisory Group on the recommendations and timing.

Proposed Next Steps

- 4.19 The proposed next steps once the review has been received by the committee are outlined below:
- 4.19.1 Partner officers scope the details of Phase 1 implementation with guidance and oversight provided by the Chief Executive Advisory Group, in readiness for a workshop with the incoming Greater Christchurch Partnership Committee, with the potential to engage consultants to complete this work on behalf of the Partnership (August - November)
- 4.19.2 A workshop is scheduled for the next GCP Committee meeting following local body elections in late 2025, with support from consultants (Late 2025)
- 4.19.3 The outputs of the workshop to guide Partner officers in Phase 2 recommendations will be reported back to the Committee for consideration and decision on the functional model to be implemented for the Partnership (Early 2026)
- 4.19.4 Phases 3 recommendations from the Independent Review of the Greater Christchurch Partnership Report are considered and implemented based on the functional model decided upon by the Greater Christchurch Partnership Committee (2026)

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A  	Approved Terms of Reference - GCP Independent Review	25/321458	83
B  	Martin Jenkins - Insights Report	25/1526272	88
C  	Martin Jenkins - Independent Review Findings Report	25/1526276	106
D  	Martin Jenkins - Summary Slidepack GCP Independent Review	25/1528922	140

Terms of Reference – Greater Christchurch Partnership Review

Option 1 – Review based on current Memorandum of Agreements stated purpose, role and functions.	Option 2 – Include a First Principles Review to consider the foundational value proposition of the GCP		
<p>1. Background – Greater Christchurch Partnership</p> <p>Vision: One Group, Standing Together for Greater Christchurch</p> <p>Purpose: To take a collaborative approach to address strategic challenges and opportunities for Greater Christchurch. The Partnership is built on a strong foundation of mutual respect and trust, transparency, and a strong commitment to achieving best for community, now and into the future.</p> <p>Since 2004 the Greater Christchurch Partnership has been a voluntary coalition of local government, mana whenua and government agencies that has successfully worked collaboratively to address strategic challenges and opportunities for Greater Christchurch. Members are:</p> <ul style="list-style-type: none"> • Environment Canterbury • Mana whenua • Christchurch City Council • Selwyn District Council • Waimakariri District Council • Te Whatu Ora - Waitaha • Waka Kotahi NZ Transport Agency (<i>Non-voting member</i>) • <p>The Partnership has effectively been in place for 20 years. There have been significant changes over that period and with the endorsement and adoption of the Greater Christchurch Spatial Plan the Committee has agreed that it is timely and healthy to review the Partnership to see if it is set up to succeed into the future.</p>			
<p>2. Purpose of the Review</p> <table border="1"> <tr> <td data-bbox="277 1413 826 1747"> <p>a. Assess the effectiveness of the Greater Christchurch Partnership in achieving its purpose, role and functions.</p> <p>b. Evaluate the efficiency of the partnership's operations and decision-making processes.</p> <p>c. Identify areas for improvement and provide recommendations for enhancing the partnership's performance including alternate organisational models, if appropriate.</p> </td><td data-bbox="826 1413 1308 1747"> <p>Option 2 - additional purpose:</p> <ul style="list-style-type: none"> • Explore the organisational models that could deliver the greatest value for the future of Greater Christchurch. </td></tr> </table>		<p>a. Assess the effectiveness of the Greater Christchurch Partnership in achieving its purpose, role and functions.</p> <p>b. Evaluate the efficiency of the partnership's operations and decision-making processes.</p> <p>c. Identify areas for improvement and provide recommendations for enhancing the partnership's performance including alternate organisational models, if appropriate.</p>	<p>Option 2 - additional purpose:</p> <ul style="list-style-type: none"> • Explore the organisational models that could deliver the greatest value for the future of Greater Christchurch.
<p>a. Assess the effectiveness of the Greater Christchurch Partnership in achieving its purpose, role and functions.</p> <p>b. Evaluate the efficiency of the partnership's operations and decision-making processes.</p> <p>c. Identify areas for improvement and provide recommendations for enhancing the partnership's performance including alternate organisational models, if appropriate.</p>	<p>Option 2 - additional purpose:</p> <ul style="list-style-type: none"> • Explore the organisational models that could deliver the greatest value for the future of Greater Christchurch. 		

3. Scope of the Review	
<p>a. Analyse the alignment, outcomes and impacts of key focus areas and work programme initiatives undertaken over the past three years.</p> <p>b. Identify the best model(s) to advance Greater Christchurch's strategic priorities with government, iwi, Canterbury local authorities and the community.</p> <p>c. Consider whether the GCP's governance, operational arrangements and funding are fit for purpose, and if not recommend suitable alternatives.</p> <p>d. Consider if the role of Independent Chair is still required, and if not recommend a suitable alternative.</p> <p>e. Assess the effectiveness of collaboration and communication among partner organisations.</p>	<p>Option 2 - additional scope inclusions:</p> <ul style="list-style-type: none"> Analyse the similarities and differences between the purpose, role and functions of the Greater Christchurch Partnership and the Canterbury Mayoral Forum. Consider whether there are opportunities to work differently (both at governance and operational levels) that would likely enhance the outcomes for Greater Christchurch and wider Canterbury including mana whenua, across the four wellbeing's of social, economic, environmental and cultural.
4. Methodology	
<p>a. Conduct interviews¹ with each of the member organisations (governance committee members, chief executive and senior officer levels, mana whenua advisor) the former Independent Chair, Secretariat Director and staff and observer organisations (ie government agencies).</p> <p>b. Review strategic plans, agendas/minutes and the joint work programme in the context of the Memorandum of Agreement.</p> <p>c. Analyze quantitative and qualitative data to assess the partnership's effectiveness against its stated purpose, role and functions.</p> <p>d. Consider comparison with other similar joint committees, mayoral forums and best practice examples from within New Zealand and if appropriate internationally.</p>	<p>Option 2 - Additional methods:</p> <ul style="list-style-type: none"> Invite the Chair of the Canterbury Mayoral Forum (CMF), Chair of Chief Executive group and the Principal Advisor, Regional Forums Secretariat for the CMF to share their views. Review relevant CMF documents including the Plan for Canterbury, agendas/minutes. Review the Memorandum of Agreement and make recommendations on any variations, inclusive of rationale and alternatives considered.

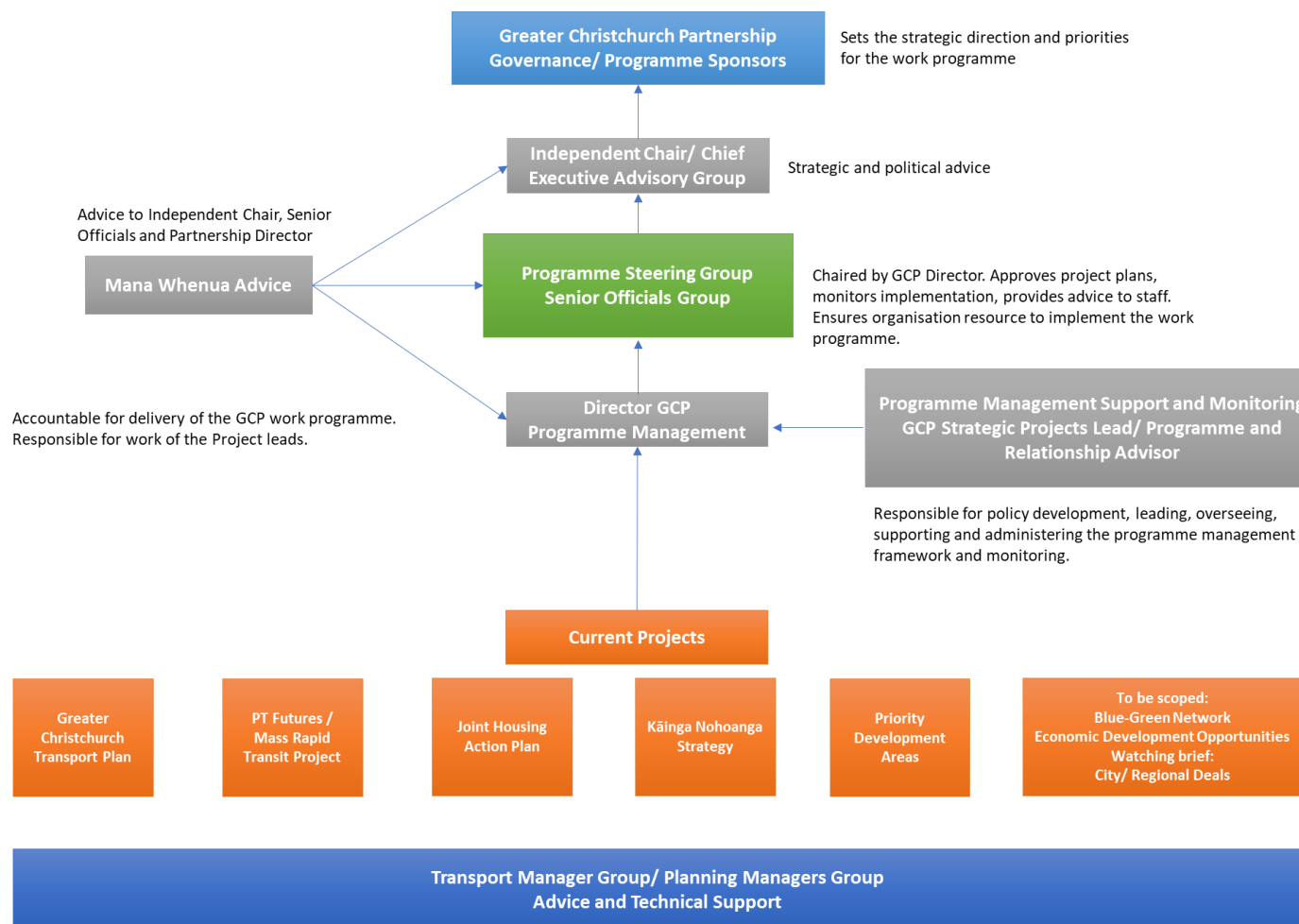
¹ The Secretariat can assist with scheduling interviews and booking meeting rooms.

5. Key Questions	
<ul style="list-style-type: none"> a. What have been the key outcomes achieved for mana whenua by the partnership? b. What improvements can be made to the partnerships governance and operational structures that would enable greater outcomes for mana whenua? c. What can the partnership do to reflect the appropriate resourcing and mandate that is required for genuine Te Tiriti Partnership, in the most effective, efficient way? d. How effectively has the partnership achieved its strategic goals? e. What should the partnerships focus areas be going forward? f. What are the strengths and weaknesses of the partnership's governance and operational structures? g. How well does the partnership engage with key stakeholders? h. What opportunities are there and what improvements can be made to enhance the partnership's efficiency and effectiveness? 	<p>Option 2 - Additional questions:</p> <ul style="list-style-type: none"> • What opportunities are there to enhance the combined work of the GCP and CMF to advance Canterbury's diverse interests?
6. Deliverables	
<ul style="list-style-type: none"> a. A comprehensive report detailing the findings of the review. b. Specific recommendations for improving the partnership's efficiency and effectiveness. c. An action plan outlining steps to implement the recommendations. d. Supporting presentation to the Chief Executives Advisory Group and the Greater Christchurch Partnership Committee. 	

7. Timeline	
<p>a. Terms of Reference to be approved by the GCP Committee on 7 March 2025</p> <p>b. Independent reviewer confirmed by 14 March 2025.</p> <p>c. Draft report to be provided to Chief Executives Advisory Group meeting on 29 July 2025 (<i>agenda circulated 24 July 2025</i>)².</p> <p>d. Final report and presentation to the GCP Committee on 8 August 2025. (<i>agenda circulated on 31 July 2025</i>)</p>	<p>Option 2 – Amended time frame:</p> <ul style="list-style-type: none"> A longer time frame would likely be required.
8. Reviewer	
Independent reviewer to be confirmed.	

² This time frame is comparable to a similar review of the Greater Wellington Urban Growth Partnership which took 12 weeks to complete all interviews, consider findings, identify options and prepare a draft report for Chief Executives to review. Cost was approximately \$40K.

Appendix 1





Item 8

Attachment B

Insights from the Independent Review of the Greater Christchurch Partnership

Insight Report

16 June 2025
Commercial in Confidence



Disclaimer

This report has been prepared solely for the purposes stated in it. It should not be relied on for any other purpose.

No part of this report should be reproduced, distributed, or communicated to any third party, unless we explicitly consent to this in advance. We do not accept any liability if this report is used for some other purpose for which it was not intended, nor any liability to any third party in respect of this report.

Information provided by the client or others for this assignment has not been independently verified or audited.

Any financial projections included in this document (including budgets or forecasts) are prospective financial information. Those projections are based on information provided by the client and on assumptions about future events and management action that are outside our control and that may or may not occur.

We have made reasonable efforts to ensure that the information contained in this report was up to date as at the time the report was published. That information may become out of date quickly, including as a result of events that are outside our control.

MartinJenkins, and its directors, officers, employees, agents, consultants, and advisers, will not have any liability arising from or otherwise in connection with this report (or any omissions from it), whether in contract, tort (including for negligence, breach of statutory duty, or otherwise), or any other form of legal liability (except for any liability that by law may not be excluded). The client irrevocably waives all claims against them in connection with any such liability.

This Disclaimer supplements and does not replace the Terms and Conditions of our engagement contained in the Engagement Letter for this assignment.

Contents

Introduction	1
1. Strategic context and focus	2
The GCP has had solid achievements in its work over the years	2
Looking forward presents new strategic challenges	3
Current growth pressures require coordinated responses across boundaries	4
Implementation of the spatial plan remains a key challenge	5
Economic development lacks clear regional coordination	6
2. Partnership approach and operations	7
Multi-party engagement brings valuable perspectives but faces practical constraints	7
Decision-making processes have become slow and risk-averse	8
Length of involvement and perspective shape views on the Partnership	8
3. Leadership and relationships	9
Political confidence in the Partnership has declined	9
Strategic focus has been lost amid operational concerns	9
4. Resources and organisational structure	10
The primary financial concern is one of value rather than cost	11
5. Design principles	12
6. Conclusion	12



Preface

This report has been prepared for the Greater Christchurch Partnership by Sarah Baddeley and Cat Moody from MartinJenkins (Martin, Jenkins & Associates Ltd).

For over 30 years MartinJenkins has been a trusted adviser to clients in the government, private, and non-profit sectors in Aotearoa New Zealand and internationally. Our services include organisational performance, employment relations, financial and economic analysis, economic development, research and evaluation, data analytics, engagement, and public policy and regulatory systems.

We are recognised as experts in the business of government. We have worked for a wide range of public-sector organisations from both central and local government, and we also advise business and non-profit clients on engaging with government.

Kei te āwhina mātau ki te whakapai ake i a Aotearoa. We are a values-based organisation, driven by a clear purpose of helping make Aotearoa New Zealand a better place. Our firm is made up of people who are highly motivated to serve the New Zealand public, and to work on projects that make a difference.

Established in 1993, we are a privately owned New Zealand limited liability company, with offices in Wellington and Auckland. Our firm is governed by a Board made up of Executive Partners and Independent Directors. Our Independent Directors are Sophia Gunn and Chair David Prentice. Our Executive Partners are Sarah Baddeley, Nick Carlaw, Allana Coulon, Nick Davis, and Richard Tait. Michael Mills is also a non-shareholding Partner of our firm.



Introduction

The Greater Christchurch Partnership (GCP or the Partnership), established in 2007, provides strategic coordination across the Greater Christchurch area. It brings together Christchurch City Council, Selwyn District Council, Waimakariri District Council, Environment Canterbury (ECAN), central government agencies, and mana whenua. The current GCP Committee evolved from the Greater Christchurch Urban Development Strategy Implementation Committee (UDSIC), which was formed alongside the adoption of the Urban Development Strategy to oversee its implementation.

The Greater Christchurch area covers approximately 4,500 square kilometres and is home to over 650,000 people – about 13% of New Zealand's population. The region has experienced significant growth, with the population projected to reach 700,000 by 2050 according to the Greater Christchurch Spatial Plan. This growth is concentrated in urban areas, with Selwyn District experiencing some of the fastest growth rates nationally. In combination this makes the Greater Christchurch area the country's second largest urban agglomeration.

The Partnership operates through a governance committee with three elected representatives from each territorial authority plus the Environment Canterbury Chair, supported by central government agencies (Waka Kotahi, Te Whatu Ora, Ministry of Housing and Urban Development, and Kāinga Ora) and mana whenua as partners. An independent chair has historically provided neutral leadership, with the Partnership supported by a dedicated secretariat. This independent chair role has recently ended and the Chair of ECAN is currently chairing the Partnership.

The **Greater Christchurch Partnership Committee** leads and coordinates the work of the Partnership. The members of the Greater Christchurch Partnership Committee are:

- Environment Canterbury (3 voting members)
- Mana whenua (3 voting members)
- Christchurch City Council (3 voting members)
- Selwyn District Council (3 voting members)
- Waimakariri District Council (3 voting members)
- Te Whatu Ora representative (1 voting member)
- Waka Kotahi NZ Transport Agency (1 non-voting member)

An early focus of the GCP was on overseeing implementation of the Greater Christchurch Urban Development Strategy (USD) although the GCP evolved to address transport, housing, and environmental challenges across the Greater Christchurch metropolitan area. The GCP and the Crown formed an urban growth partnership for Greater Christchurch (the Whakawhanake Kāinga Committee)



in 2022. Over time the scope of the GCP has expanded. What began as a relatively focused planning initiative has evolved into a more comprehensive regional governance and development partnership with expansion of scope coupled with expansion of membership.

The GCP also sits within a broader context and approach to partnership and shared commitment to spatial planning and delivery. As noted above, the GCP is part of a network of Urban Growth Partnerships that extend to include local government, central government (including social and delivery agencies) and iwi to deliver on urban growth and spatial aspirations. They are also in line with strategic approaches to partnership seen in other jurisdictions. For example, in the United Kingdom, the Greater Manchester City Deal triggered the development of a new tool for determining investment priorities (the Greater Manchester Investment Framework), with investment coming from both central and local government and a new funding tool to incentivise sound investment decision making. (This framework was part of a broader strategy to devolve powers and responsibilities to the region and stimulate local economic growth).

This insights summary presents emerging findings from the independent review of the GCP, based on approximately 16 interviews and workshop sessions with elected members, chief executives, officials, and partner representatives. It synthesises feedback to surface key qualitative insights into how effectively the GCP is fulfilling its purpose, role, and functions, and explores perspectives on the efficiency of its operations and decision-making processes. The analysis also reflects on the alignment, outcomes, and impacts of key focus areas and initiatives undertaken since the Partnership's establishment. Methodologically, the key insights are summarised where a number of interviewees identified the issue and where the insight was considered to be directly relevant to the terms of reference. These insights do not constitute recommendations but instead form the foundation for the final report, which will draw conclusions on the focal questions, consider alternative organisational models, and suggest options for change.

1. Strategic context and focus

The GCP has had solid achievements in its work over the years

The Partnership has delivered substantial achievements, particularly in its foundational years and following the Canterbury earthquakes. As one elected member observed, the Partnership "stopped squabbling in the courts and being against each other", fundamentally changing how the Councils approached regional coordination.

Post-earthquake leadership: The Partnership's most transformative period came during earthquake recovery, when existing collaborative relationships enabled and supported a coordinated rapid response. As a key stakeholder identified, "we automatically had areas ready to be activated quickly for development, that saw a huge supply of land come in and saw house prices stable for 10 years."



This coordination "played a huge part in how Greater Christchurch has formed and accelerated since the earthquake."

Cross-boundary coordination: The Partnership established effective mechanisms for addressing issues that span Council boundaries. As one elected member observed, it created a forum where Councils could "hash out the cross-boundary issues and work towards that" in a collegial environment where "everyone is quite collegial, don't always agree."

Strategic planning success: The Partnership has successfully delivered major strategic documents including the Urban Development Strategy 2007, which became "the foundation document that led to the post-quake recovery." More recently, the Greater Christchurch Spatial Plan received widespread praise, with a senior outgoing stakeholder noting "universal support around the Council table, with only minor questions" and describing it as having "high level of community engagement." We also understand that the Greater Christchurch Spatial Plan is regarded by central government officials as a good example of its kind.

The **Greater Christchurch Spatial Plan** is a strategic blueprint for managing growth in the Greater Christchurch region, unanimously endorsed by the Greater Christchurch Partnership Committee on Friday 16 February 2024 and adopted by all Partner Councils in March 2024. The plan addresses projected population growth from 500,000 to 800,000 people by 2050, potentially doubling to 1 million in the future. It was praised for its robust evidence base, rigorous analysis and innovative consultation, involving more than 7,000 people during development. The plan focuses on targeted urban intensification, climate resilience, affordable housing, and coordinated transport planning across council boundaries, building on successful collaboration since the Canterbury earthquakes.

Transport infrastructure delivery: The Partnership also helped secure significant transport investment, including three motorways that "we wouldn't have had without agreement and a land use strategy." The Mass Rapid Transit business case, completed at a cost of \$1.5 million and funded by Waka Kotahi, represents the Partnership's most recent major achievement, though implementation remains dependent on central government support.

Looking forward presents new strategic challenges

Several elected members emphasised that the Partnership's major foundational work has been largely completed, creating uncertainty about future strategic direction. One elected member highlighted, "I start to wonder what is next. Are we the right people to deliver the rest of the programme?" This sentiment was echoed by another "It feels like the whole thing is winding down, and we will go to our corners." Other stakeholders were concerned at what would happen without the structure and discipline of the partnership approach. This different perspective of elected members as compared to other stakeholders (central government, local government and mana whenua) is a sub-theme throughout our insights.

Purpose and direction questions: Multiple interviewees questioned the Partnership's current strategic purpose. An elected member observed that "it used to be used for advocacy to central govt. shared



goals. We would invite Ministers to meetings, not doing that this turn." The absence of clear external drivers has left some partners asking what the next phase should focus on.

Political environment changes: The changing government policy environment has created uncertainty among partners that is impacting collaboration and partnership-based approaches generally. As a senior stakeholder noted, "the uncertainty of the environment...creating angst in our Partners and hence the Review where we have seen water services, RMA reform and we are not sure how it will land." We heard from different stakeholders that the current policy context is impacting the ability for Councils to work together collaboratively including in partnership with mana whenua.

Strategy vs implementation: The Partnership successfully transitioned from emergency response of the earthquake period into strategic planning but now faces the challenge of moving from strategic planning to implementation. As a central government representative observed, "the focus hasn't been the implementation of the plan. The work is in front of them not behind them". This insight is consistent with what is known from other Urban Growth Partnerships where significant focus has shifted to implementation including a focus on joint actions as well as holding the partners accountable for individual actions.

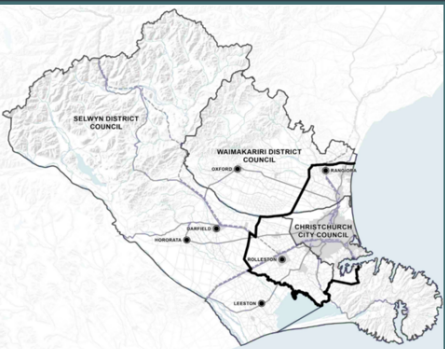
Current growth pressures require coordinated responses across boundaries

Boundaries of Greater Christchurch

Greater Christchurch sits at a remarkable confluence where the Canterbury Plains meet the Pacific Ocean, bordered by the ancient volcanic landscapes of Whakaraupō / Lyttelton and Te Pātaka a Rākahautū / Banks Peninsula.

The region stretches northward to Rangiora and southward to Lincoln, while extending from Rolleston in the west through to Sumner on the eastern coast. This encompasses both the expansive flat lands and the distinctive Port Hill areas that characterize Ōtautahi Christchurch.

This area forms part of a rich cultural landscape that carries deep historic and contemporary significance for Ngāi Tahu whānui.



The region spans across the traditional territories of three Papatipu Rūnanga: Te Ngāi Tūāhuriri, Taumutu and Te Hapū o Ngāti Wheke (Rāpaki). Within Greater Christchurch itself, the marae of both Te Ngāi Tūāhuriri and Te Hapū o Ngāti Wheke maintain their important presence in the cultural fabric of the area.

Canterbury continues to experience significant growth pressures that create cross-boundary challenges requiring coordinated responses. The Greater Christchurch Spatial Plan projects population growth from approximately 650,000 to 800,000 by 2050, representing a 23% increase concentrated in



urban areas and firmly cement Greater Christchurch as New Zealand's second largest urban agglomeration.

Uneven growth distribution: Growth is not evenly distributed across the partnership area, with major development pressure in the southwest corridor spanning Christchurch and Selwyn boundaries. A key central government agency stakeholder noted that the challenges facing Greater Christchurch growth, just over the border in Selwyn, are similar to the challenges that were faced north of Auckland.

Infrastructure coordination needs: The ongoing challenges of land use, land availability and managing hazard risk were also identified as justification for continued coordination of infrastructure planning across boundaries to support sustainable development patterns and to prevent developer behaviour driving the outcomes as opposed to communities.

Service delivery implications: This growth pressure also creates demands for coordinated service delivery. As a senior stakeholder noted, the Partnership approach needs to consider the flow on effect from the Greater Christchurch area impacts areas like Oxford and Amberley and the connection to service delivery across the broader Canterbury region.

Implementation of the spatial plan remains a key challenge

While the Greater Christchurch Spatial Plan is widely regarded as high quality – described by a central government representative as "one of the best in New Zealand" – stakeholders identified that implementation remains challenging. Multiple interviewees expressed frustration with the gap between planning and delivery and the need for implementation to occur with clear accountability, including collective accountability.

Local translation gap: The spatial plan "hasn't led to a Regional Policy Statement change or to a district plan change," as a central government representative noted. This regulatory translation gap means the plan lacks formal implementation mechanisms through existing planning frameworks.

Authority and mandate limitations: Some stakeholders noted the limitations the GCP has to drive direct implementation with clear delegated authority. This lack of clear authority and accountability was cited as driving a disconnect between strategic planning and delivery.

Resource and investment requirements: Implementation of the Spatial Plan requires significant investment from multiple parties. As an elected member noted "GCP is not a delivery body and does not hold a budget, yet many of its strategies and plans require substantial investment. Even when GCP endorses a plan, implementation depends on individual Councils to fund and prioritise those actions." This issue is not uncommon across complex systems, but as compared to other Growth Partnerships there does appear to be an opportunity to improve collective accountability across the Partnership including to each other. This latter approach is one that has been a key feature of the work of the Future Proof Implementation Committee approach taken in the Waikato.

Central government dependencies: This issue of accountability, action and investment does not just relate to local government partners. Key elements of the spatial plan, particularly transport



infrastructure, are dependent on central government investment. The Mass Rapid Transit business case completion demonstrates planning capability, but implementation awaits government funding decisions. There is some indication that a commitment by GCP may not be having as much weight as compared to other urban growth partnerships. Some stakeholders highlighted that the inability for the Canterbury region and the GCP specifically to put forward a regional deal was evidence of this.

Economic development lacks clear regional coordination

Economic development emerged as an area requiring greater strategic attention, with several interviewees noting the absence of a clear economic development strategy for Greater Christchurch. As a central government official noted, "we don't have an economic plan for Greater Christchurch/Canterbury." We reviewed materials related to this issue and there seemed to be a more limited appetite by elected members for progressing this discussion in GCP, with a preference for the discussion to occur in the Mayoral Forum. This did not seem to be widely understood by the broader member group.

Regional economic potential: The Greater Christchurch area represents significant economic potential, with one elected official declaring that "Canterbury should be the powerhouse of the country if we were better and smarter with how we operated." However, this potential requires coordinated approaches to infrastructure, skills development, and investment attraction which several stakeholders agreed was lacking. The relationship to the university, science, innovation and the broader primary sector were identified as key strengths for the region. The significant population inflow is another source of advantage but also growth pressure.

Mana whenua as an economic partner: Mana whenua partners provided feedback that the common economic aspiration was not well understood nor the potential for this to be a source of significant advantage for the region. An elected member noted that this shared economic aspiration was not as aligned as it had been during the earthquake recovery period.

Business sector engagement: Several interviewees suggested stronger collaboration with Business Canterbury and economic development agencies. An elected member noted that the GCP had done some limited work with Business Canterbury, and that the "relationship is better than it was before" and suggested the Partnership could "consider bringing Business Canterbury around the table."

Coordination challenges: Current economic development efforts appear fragmented across multiple organisations. As officials noted, economic discussions are happening through "Christchurch NZ; Business Canterbury; Canterbury Mayoral Forum is doing that economic development" but without clear coordination or regional strategy. This lack of coordination may also help explain the challenges in directly attracting government interest given the priority the current government is placing on economic growth and productivity and sits in contrast to the approach being taken to other parts of the country.



2. Partnership approach and operations

Multi-party engagement brings valuable perspectives but faces practical constraints

The Partnership's inclusion of central government agencies and mana whenua alongside local government represents both a strength and a source of complexity. While the multi-party approach enables broader strategic alignment and can assist in informing coordinated decision making, it also creates practical challenges that may limit effectiveness if not well catered for.

Working in partnership with mana whenua: Critical to the current approach to the Partnership, and other urban growth-related partnerships around the country, is the case for working in partnership with mana whenua. Feedback from stakeholders was that there were mixed views and understanding of the value of working in partnership through mechanisms that share accountability and governance such as the GCP.

For mana whenua representatives, the case for partnership and collaboration is clear. It reflects the Treaty of Waitangi relationship, enables specific aspects of Treaty settlement legislation to be demonstrated in action, and is a practical way of aligning the shared aspirations for broader community prosperity (including where mana whenua is undertaking investment activity).

Stakeholders who valued mana whenua involvement in the Partnership highlighted the value of shared aspirations, the importance of a strengths-based and future-focused partnership, and a positive step away from the historical litigious low trust nature of the relationship. For these stakeholders it was a "no brainer" to have mana whenua involvement.

There were some interviewees, predominantly elected members, who were more challenged to see the value or case for direct involvement of mana whenua in the GCP. For those members, their preference tended to be for engagement with mana whenua directly by individual Councils or through consultative mechanisms operated under the auspices of the Mayoral Forum. Such mechanisms are unlikely to meet the expectations of mana whenua.

Mana whenua representatives interviewed also expressed disappointment at the decision to not have an independent chair.

This lack of alignment on the value of a partnership approach is experienced by mana whenua representatives. Concerns were raised about deteriorating relationships, agendas being pre-determined and a lack of cultural understanding. In a context of competing priorities and the absence of a strategic agenda, it is unsurprising that mana whenua may be choosing to spend their time on other more important and valued issues. Government representatives also observed this and pointed to the different approach being experienced in other urban growth partnerships.

Central government agency challenges: Central government agencies face their own constraints in meaningful participation impacted by their own delegations and decision-making processes, changes in political priorities and recent changes in structure and accountability. At a political level, some



elected members had an increased confidence in their ability to have direct relationship with central government decision makers. However, others expressed some concern that strategic issues impacting the Partnership should be systemic and not reliant on individual relationships including those at a political level. Some stakeholders identified the importance of this being a combined strategy to be fully effective in maintaining quality relationships that endure through time.

Decision-making processes have become slow and risk-averse

The Partnership's decision-making processes have evolved in ways that prioritise consensus and conflict avoidance over strategic effectiveness, creating frustration among participants and limiting strategic impact.

Consensus-seeking creates delays and may avoid difficult decisions: Multiple interviewees described lengthy decision-making processes hampered by a culture of conflict avoidance. For those that held that view, they cited that the Partnership lacks delegated authority, requiring group consensus for all decisions. As one elected member explained, meetings involve lengthy discussions where "everyone wants to be nice to one another," but afterward the decisions sometimes don't stick. Some stakeholders attributed this, in part, to the public nature of the meetings making it more challenging for honest conversation. This factor may also be a driver behind some members' feedback that there was a degree of pre-meeting coordination that was occurring that prevented all participants being able to be treated as partners.

Quarterly meeting limitations: There were mixed views about the shift to quarterly meetings. Some were happy to have the time back, while others thought the shift to quarterly meetings has reduced operational effectiveness.

Length of involvement and perspective shape views on the Partnership

A clear pattern emerged between length of involvement and partnership assessment. Long-term participants, consistently emphasised relationship value and worried about losing collaborative momentum, with one elected member noting "if we didn't have GCP, we would lose momentum on work we have been doing together." Another also recognised the Partnership's value in creating forum where Councils could "hash out the cross-boundary issues." In contrast, other elected members with a shorter tenure focused primarily on tangible outputs. On balance those who experienced the Partnership during earthquake recovery or major planning initiatives retained stronger appreciation for collaborative infrastructure, while newer participants evaluated the Partnership primarily on immediate deliverables rather than relationship capital and preparedness.



3. Leadership and relationships

Political confidence in the Partnership has declined

Elected members across the Partnership have expressed diminished confidence in the Partnership's value and effectiveness. This represents a fundamental challenge to the Partnership's political sustainability.

Themes from engagement include elected member scepticism about value for money, confidence in the value of other collaborative mechanisms including the Mayoral Forum and Local Government New Zealand zone meetings, and process inefficiencies.

The case for an independent chair: Views were mixed on the case for an independent chair. Some stakeholders (they tended to be elected members) considered that the group should be able to have a chair from amongst the membership. Others considered an independent chair was essential to ensure that all views around the table were heard and that the Partnership were not unduly influenced by a dominant Council. Some stakeholders were able to differentiate the importance of the function, while other stakeholders were more attuned to the characteristics and behaviours of an individual. Mana whenua representatives saw an independent chair as essential to the credibility of the process. Central government stakeholders also tended to think it was an important element of successful collaboration if aligned to achieving a more strategic focus.

Strategic focus has been lost amid operational concerns

The Partnership has shifted from strategic leadership to operational coordination, losing the strategic edge that characterised its most effective periods.

Need for collective impact to maximise strategic influence: Part of the Partnership's core value lies in its potential as a coordinated platform that strengthens collective influence on central government regarding issues affecting Greater Christchurch. However, this unified approach has weakened. Without strategic coordination, the region's voice has become fragmented and less effective in advancing shared priorities. While some stakeholders point to the stalled regional deal as evidence of declining collective impact, the broader challenge is the shift toward bilateral engagement between individual Councils and central government. Some members were concerned that a fragmented approach reduces the Partnership's ability to maximise influence, as individual voices carry less weight than a coordinated regional position. We can see this in other regions with urban growth partnerships who have been influential in securing both deals and investment. Through interviews we heard that when Councils engage separately, they can dilute their impact and provide central government with opportunities to manage regional concerns through individual relationships rather than addressing the collective needs of Greater Christchurch. This increase in strategic influence can also be true for when Councils work in partnership with mana whenua, particularly one with significant strategic influence such as Ngāi Tahu.



Operational vs strategic orientation: Multiple interviewees noted the Partnership has become focused on process rather than outcomes and this reflected a decline in the strategic capability across the Partnership and in the secretariat. A key aspect of the value of urban growth partnerships in other parts of the country was an ability to successfully drive an agenda of the key strategic issues facing regions. This requires strong strategic foresight and high-quality advice and analytics including an ability to draw relevance from broader regional, national and even international trends that might be applicable to Greater Christchurch. These features of a high-quality strategy function were not readily identified by interviewees. This absence of clear strategic purpose has impacted perceptions of value and identity.

4. Resources and organisational structure

All Councils and government agencies are facing competing pressures for resources and a need to demonstrate good quality value for money for ratepayers and taxpayers. Mana whenua also face resource constraints and competing priorities. Total levels of resourcing were not raised as a barrier to successful partnership through interviews.

The budget and resourcing model is consistent with what we would expect to see

A clear process is in place: The Partnership is supported financially through a central fund that includes meetings costs, staff costs including the cost of an independent chair. There are also mechanisms to meet the cost of mana whenua contributions. An agreed funding formula for this financial contribution is Regional Council (37.5%); Christchurch City Council (37.5%); Selwyn District Council (12.5%), and Waimakariri District Council (12.5%).

There is inconsistent understanding of costs: Some elected members expressed concern that the Partnership was costly as compared to other mechanisms for achieving the same objective. Through these interviewees there was some confusion about the total quantum of funding received by the Partnership with a bias toward elected members thinking the cost structure of the GCP was higher than it is.



Secretariat Operating Budget			
	LTP Budget FY 25/26	Proposed amendments	Approved Budget FY 25/26
Staff and independent chair	610,000	(110,000)	500,000
Mana whenua advisory	100,000	(30,000)	70,000
Administration	10,000	0	10,000
Advice and communications	70,000	(10,000)	60,000
CCC Overhead	50,000	64,900	114,900
Total	840,000	(85,100)	754,900
Source: Greater Christchurch Partnership			

This budget includes provision for three FTE and has recently reduced removing the cost of the independent chair.

This budget is consistent with our understanding of other urban growth partnerships: There is no evidence to suggest job sizing is inappropriate to the roles identified. We have not reviewed the overhead allocation model against other output areas (noting this expense doubled on the Budget revision). Most urban growth partnerships recognise the cost of mana whenua participation by way of a meeting fee approach as compared to the model of advisory support that is in place for GCP. Other multi-Council collaborations sometimes have an ability to commission external support or seek additional funding to commission such support. At times, different partners can also play a greater or lesser role including the funding of direct commissioned advice such as the case in Transport related priorities.

The primary financial concern is one of value rather than cost

Resource allocation questions often arise in challenging financial periods: Partner Councils face competing priorities in challenging fiscal environments, making the Partnership's resource requirements harder to justify without clear strategic outcomes.

Cost is about more than direct financial costs: A number of stakeholders including elected members and officers highlighted concern about the amount of time committed to the GCP including staff time and the multiple layers of meetings that duplicate similar meetings occurring in other contexts. This observation is only true for Council partners and was not a concern raised by government or mana whenua representatives.

Integration opportunities: Potential exists for more efficient resource sharing, though this raises questions about maintaining strategic focus. Canterbury Mayoral Forum secretariat integration was suggested by some interviewees as a potential efficiency measure though this was viewed with scepticism by some mana whenua representatives.

In summary, the Partnership faces a critical juncture where resource investment must be better aligned with strategic outcomes, or alternative models should be considered that can deliver necessary



coordination more efficiently while maintaining the strategic capability needed for regional transformation.

5. Design principles

Given these insights, we have developed a set of design principles to guide the structure and future operation of the Partnership. These principles are intended to ensure that any recommendations contained in the next phase of our work support changes to the governance model that best meet the needs and pressures faced by Greater Christchurch. The design principles reflect a pragmatic approach to regional collaboration – emphasising subsidiarity, aligning authority with responsibility, and ensuring political sustainability. The principles also prioritise tangible delivery, active participation, and simplicity in design, while embedding mechanisms for regular review and evolution. Together, they provide a foundation for a partnership that is fit for purpose, responsive to change, and capable of delivering lasting value.

- **Strategic focus:** Supports effective governance of the key strategic challenges facing Greater Christchurch – this will shape what is on the agenda
- **Stewardship:** Ensures the parties work collaboratively to ensure Greater Christchurch interests are effectively managed now and into the future – this will shape the system-based approach that is taken to key challenges facing greater Christchurch including relevance to the provision, funding and regulatory levers that impact the wider community
- **Partnership:** Recognises that the value of partnership is tangible, increasing the scale, reach, influence, and political and community engagement for the betterment of the wider Greater Christchurch community – this will determine who is at the table and the principles on which partnership is based including open communication and trust with clear and well understood roles and responsibilities.
- **Value for money:** Delivers best value for money for ratepayers – this will support confidence that public money is being used appropriately
- **Effective:** Ensure that the Partnership has mechanisms in place to remain relevant and responsive to changing demands being faced by the Greater Christchurch community.

6. Conclusion

To date, the review of the GCP has provided valuable insights into its current state, strengths, and challenges. The GCP has achieved significant milestones, particularly in its foundational years and during the post-earthquake recovery phase. The Partnership's ability to coordinate cross-boundary issues and deliver strategic planning documents like the Urban Development Strategy and the Greater Christchurch Spatial Plan has been commendable.



However, the insight phase of this review highlights several strategic challenges that the GCP faces moving forward. The completion of major foundational work has created uncertainty about the Partnership's future direction. The changing political environment and the need for coordinated responses to growth pressures require a clear strategic focus. Implementation of the spatial plan remains a key challenge, with gaps in regulatory translation and limitations in authority and mandate.

This insights phase of the review also identifies the need for a more focused approach to economic development, with stronger regional coordination and collaboration with business sector agencies. The Partnership's multi-party engagement brings valuable perspectives but faces practical constraints, including decision-making processes that have become slow and risk-averse.

Leadership and relationships within the Partnership have seen a decline in political confidence, impacting its strategic focus and effectiveness. The Partnership's shift from strategic leadership to operational coordination has led to a loss of strategic edge. Resource allocation questions arise in tight fiscal times but are more orientated to concerns around value and the need for more focused investment in strategic capability.

In conclusion, the insights from this phase of the review will inform the final report, where there will be options provided for future direction and structure of the GCP. Ensuring that the right structures are in place is not just a matter of governance – it is essential to shaping a thriving, resilient, and well-connected future for Greater Christchurch. A revitalised and effective GCP can play a pivotal role in delivering outcomes that matter to the people of the region, now and for generations to come.



MARTIN
JENKINS



Wellington T +64 4 499 6130
Level 1, City Chambers, Cnr Johnston and Featherston Streets, Wellington 6011, PO Box 5256, Wellington 6140, New Zealand
Auckland T +64 9 915 1360
Level 16, 41 Shortland Street, Auckland 1010, New Zealand
info@martinjenkins.co.nz martinjenkins.co.nz

Review of the Greater Christchurch Partnership

Final Report

MARTIN
JENKINS

30 July 2025
Commercial in Confidence

Attachment C Item 8

Disclaimer

This report has been prepared solely for the purposes stated in it. It should not be relied on for any other purpose.

No part of this report should be reproduced, distributed, or communicated to any third party, unless we explicitly consent to this in advance. We do not accept any liability if this report is used for some other purpose for which it was not intended, nor any liability to any third party in respect of this report.

Information provided by the client or others for this assignment has not been independently verified or audited.

Any financial projections included in this document (including budgets or forecasts) are prospective financial information. Those projections are based on information provided by the client and on assumptions about future events and management action that are outside our control and that may or may not occur.

We have made reasonable efforts to ensure that the information contained in this report was up to date as at the time the report was published. That information may become out of date quickly, including as a result of events that are outside our control.

MartinJenkins, and its directors, officers, employees, agents, consultants, and advisers, will not have any liability arising from or otherwise in connection with this report (or any omissions from it), whether in contract, tort (including for negligence, breach of statutory duty, or otherwise), or any other form of legal liability (except for any liability that by law may not be excluded). The client irrevocably waives all claims against them in connection with any such liability.

This Disclaimer supplements and does not replace the Terms and Conditions of our engagement contained in the Engagement Letter for this assignment.



Contents

Executive summary	1
Key findings	1
Response to the terms of reference	3
Partnership purpose and strategic effectiveness	3
Current strategic purpose challenges	4
Partnership approach and multi-party engagement	5
Leadership, governance, and political sustainability	9
Implementation challenges and delivery mechanisms	10
Economic development and regional coordination	12
Organisational structure and resource analysis	13
Design principles	15
Functional choices	16
Structural choices for partnership enhancement	18
Option 1: Enhanced current model (incremental change)	18
Option 2: Incorporate into the Canterbury Mayoral Forum (moderate change)	19
Option 3: Joint Committee with enhanced authority (moderate change)	21
Option 4: Greater Christchurch Unitary Authority (transformational change)	22
Recommendations	24
Implementation	26
Concluding comment	26

Appendices

Appendix 1	27
-------------------	-----------



Preface

This report has been prepared for Greater Christchurch Partnership by Sarah Baddeley and Cat Moody from MartinJenkins (Martin, Jenkins & Associates Ltd).

For over 30 years MartinJenkins has been a trusted adviser to clients in the government, private, and non-profit sectors in Aotearoa New Zealand and internationally. Our services include organisational performance, employment relations, financial and economic analysis, economic development, research and evaluation, data analytics, engagement, and public policy and regulatory systems.

We are recognised as experts in the business of government. We have worked for a wide range of public-sector organisations from both central and local government, and we also advise business and non-profit clients on engaging with government.

Kei te āwhina mātau ki te whakapai ake i a Aotearoa.

We are a values-based organisation, driven by a clear purpose of helping make Aotearoa New Zealand a better place. Our firm is made up of people who are highly motivated to serve the New Zealand public, and to work on projects that make a difference.

Established in 1993, we are a privately owned New Zealand limited liability company, with offices in Wellington and Auckland. Our firm is governed by a Board made up of Executive Partners and Independent Directors. Our Independent Directors are Jenn Bestwick and Chair David Prentice. Our Executive Partners are Sarah Baddeley, Nick Carlaw, Allana Coulon, Nick Davis, and Richard Tait. Michael Mills is also a non-shareholding Partner of our firm.



Executive summary

The Greater Christchurch Partnership (GCP or Partnership) stands at a critical juncture after two decades of collaborative regional governance. This independent review, based on stakeholder engagement including sixteen interviews and group workshop sessions, reveals a partnership that has achieved significant milestones but now faces more fundamental challenges that may warrant considering structural and operational changes.

At the same time the Government is proposing major reforms in key areas that will impact both territorial authority and regional council functions. It is therefore timely to commission this review and to examine lessons learned and future options to better support the greater Christchurch growth potential.

This report responds to the Terms of Reference set out as Appendix One.

Key findings

Strategic achievements

The GCP has demonstrated impressive effectiveness during crisis response and strategic planning phases, particularly earthquake recovery coordination and delivery of the Greater Christchurch Spatial Plan. The Partnership successfully supported Greater Christchurch as New Zealand's second largest urban agglomeration and secured significant transport infrastructure investment that stakeholders agree "wouldn't have existed without the partnership approach".

Current challenges

Political confidence in the Partnership has declined, with decision-making processes becoming slow and consensus-driven rather than strategically focused. Implementation of the spatial plan remains challenging due to regulatory translation gaps, resource constraints, and limited authority for driving delivery. Economic development lacks clear regional coordination, and moving forward on the basis of a positive Treaty of Waitangi partnership requires attention.

Critical issues

The completion of major foundational work has created uncertainty about future strategic direction. Multiple stakeholders questioned the Partnership's current purpose, with changing Government policy environments creating additional uncertainty about collaborative approaches. The Partnership has shifted from strategic leadership to operational coordination, losing the strategic edge that was more characteristic of its most effective periods.

Recommendations

The GCP requires structural and operational changes to maintain relevance and effectiveness in addressing greater Christchurch's evolving strategic challenges. Without clear action, the Partnership risks being a less effective "talking forum" rather than a driver of regional transformation. However, with appropriate changes, the GCP can reclaim its position as a vital mechanism for regional prosperity and resilience.

The review provides the analysis and options necessary for informed decision-making. However, success depends on a collective political leadership commitment to collaborative and partnership models, including with mana whenua and government agencies.



These issues are best examined in the context of the next triennium of Councils and will require a high degree of buy in as to the strategic (and connected) challenges faced in greater Christchurch, and the purpose of value proposition effective governance of those challenges.

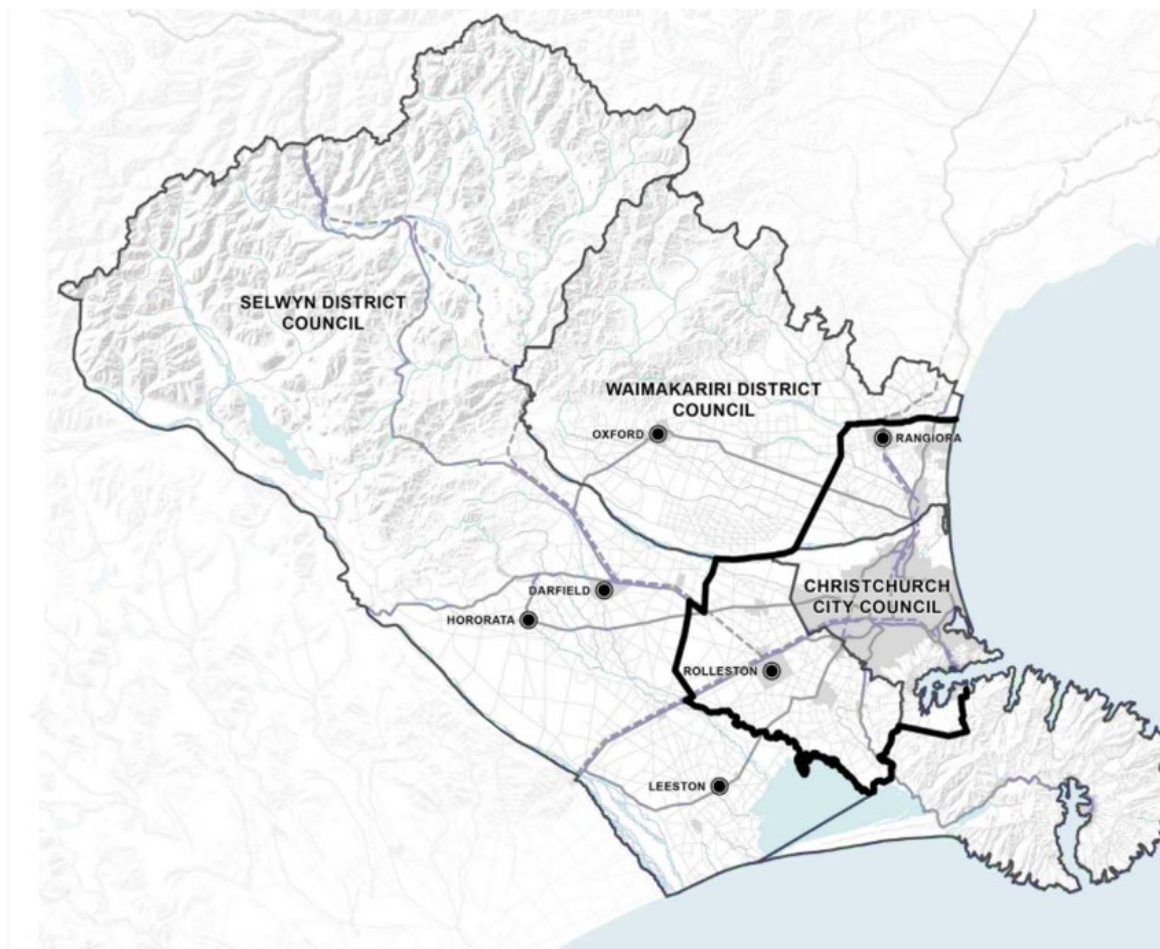
Success requires recognising that effective regional governance is essential for addressing growth related challenges that transcend traditional local government boundaries both functionally and geographically. This approach is in line with international examples of where this has been achieved. The Partnership has the potential to be a leading example of collaborative governance delivering outcomes for communities while respecting the Treaty and democratic accountability.

Boundaries of Greater Christchurch

Greater Christchurch sits at a remarkable confluence where the Canterbury Plains meet the Pacific Ocean, bordered by the ancient volcanic landscapes of Whakaraupō / Lyttelton and Te Pātaka a Rākaihautū / Banks Peninsula.

The region stretches northward to Rangiora and southward to Lincoln, while extending from Rolleston in the west through to Sumner on the eastern coast. This encompasses both the expansive flat lands and the distinctive Port Hill areas that characterize Ōtautahi Christchurch.

The region spans across the traditional territories of three Papatipu Rūnanga: Te Ngāi Tūāhuriri, Taumutu and Te Hapū o Ngāti Wheke (Rāpaki). Within Greater Christchurch itself, the marae of both Te Ngāi Tūāhuriri and Te Hapū o Ngāti Wheke maintain their important presence in the cultural fabric of the area.



Response to the terms of reference

Partnership purpose and strategic effectiveness

Historical context and evolution

The Greater Christchurch Partnership, established in 2007 following earlier collaborative arrangements dating to 2004, emerged from recognition that the region's strategic challenges transcended individual council boundaries. The Partnership evolved from the Greater Christchurch Urban Development Strategy Implementation Committee, formed alongside adoption of the Urban Development Strategy to oversee implementation coordination.

Over its 20-year history, the Partnership has undergone evolution in scope and membership. What began as a relatively focused planning initiative evolved into a comprehensive regional governance and development partnership encompassing transport, housing, environmental challenges, and economic development across the Greater Christchurch metropolitan area.



Strategic achievement assessment

Post-earthquake leadership

The Partnership's most transformative period occurred during earthquake recovery, when existing collaborative relationships enabled coordinated rapid response across multiple jurisdictions. As one elected member observed, the Partnership "stopped squabbling in the courts and enabled unified action", fundamentally changing how councils approached regional coordination. This coordination played a crucial role in Greater Christchurch's recovery and subsequent growth trajectory.

Strategic planning success

The Partnership successfully delivered major strategic documents that have shaped regional development. The Urban Development Strategy 2007 became "the foundation document that led to post-earthquake recovery coordination", while the more recent Greater Christchurch Spatial Plan received widespread praise from central government representatives as "one of the best in New Zealand" for its evidence base, rigorous analysis, and innovative consultation approach involving over 7,000 people during development.

Transport infrastructure coordination

One of the Partnership's most tangible achievements has been securing significant transport investment through coordinated advocacy and planning. The delivery of three major motorways represents infrastructure that stakeholders agree "we wouldn't have had without agreement and a land use strategy".

The Mass Rapid Transit business case completed at \$1.5 million and funded by Waka Kotahi, demonstrates the Partnership's capability for complex project coordination, though implementation remains dependent on central government funding decisions.

Cross-boundary problem solving

The Partnership established effective mechanisms for addressing issues that span council boundaries, creating what stakeholders described as a "collegial environment where everyone is quite collegial and collaborative". This approach enabled coordinated responses to regional challenges that individual councils couldn't address effectively independently.

Greater Christchurch Spatial Plan

The Greater Christchurch Spatial Plan is a strategic blueprint for managing growth in the Greater Christchurch region, unanimously endorsed by the Greater Christchurch Partnership Committee on Friday 16 February 2024 and adopted by all Partner Councils in March 2024. The plan addresses projected population growth as its population growth reaches more than 700,000 over the next 30 years and becomes home to possibly more than a million people in the decades that follow. It was praised for its robust evidence base, rigorous analysis, and innovative consultation, involving more than 7,000 people during development. The plan focuses on targeted urban intensification, climate resilience, affordable housing, and coordinated transport planning across council boundaries, building on successful collaboration since the Canterbury earthquakes.

Current strategic purpose challenges

Unclear future direction

Several elected members emphasised uncertainty about the Partnership's future strategic direction following completion of major foundational work. One elected member highlighted concerns: "I start to wonder what is next. Are we the right people to deliver the rest of the programme?" This sentiment reflects broader uncertainty about the Partnership's role in moving from strategic planning to implementation phases.

Advocacy and implementation gaps

Multiple stakeholders noted the Partnership's historical role to advocate to central government has been weakened and has become less clear. As one elected member observed, "it used to be used for advocacy to central government, but shared goals have become unclear". The absence of clear external drivers has left some partners questioning the Partnership's continued strategic value.

Political uncertainty

The changing central government policy environment has also created uncertainty among partners about collaboration and partnership-based approaches generally. Stakeholders noted concerns about Resource Management Act 1991 reform impacts and uncertainty about the current government's commitment to collaborative

planning approaches, affecting the Partnership's ability to maintain strategic focus. While these concerns were raised in the context of this review, we note that the recent city and regional deal announcements cited that the successful recipients all had existing Urban Growth Partnerships demonstrating the strength of existing collaboration.¹

Strategic planning and implementation challenge

The Partnership successfully transitioned from emergency response during the earthquake period to strategic planning but now faces the challenge of moving from strategic planning to implementation. This transition requires different capabilities, approaches, and accountability mechanisms than those that characterised the Partnership's most successful periods.

Central government representatives observed that "the focus hasn't been on implementation of the plan. The work is in front of them, not behind them". This insight highlights the fundamental challenge facing the Partnership: how to maintain strategic relevance while developing implementation capability and accountability.

Current growth pressures

Canterbury continues to experience significant growth pressures that create cross-boundary challenges requiring coordinated responses. The Greater Christchurch Spatial Plan projects population growth from approximately 650,000 to 800,000 by 2050, representing a 23% increase concentrated in urban areas and firmly cement Greater Christchurch as New Zealand's second largest urban agglomeration.

Uneven growth distribution: Growth is not evenly distributed across the partnership area, with major development pressure in the southwest corridor spanning Christchurch and Selwyn boundaries. A key central government agency stakeholder noted that the challenges facing Greater Christchurch growth, just over the border in Selwyn, are similar to the challenges that were faced north of Auckland.

Infrastructure coordination needs: The ongoing challenges of land use, land availability, and managing hazard risk were also identified as justification for continued coordination of infrastructure planning across boundaries to support sustainable development patterns and to prevent developer behaviour driving the outcomes as opposed to communities.

Service delivery implications: This growth pressure also creates demands for coordinated service delivery. As a senior stakeholder noted, the Partnership approach needs to consider the flow on effect from the Greater Christchurch area impacts areas like Oxford and Amberley and the connection to service delivery across the broader Canterbury region.

¹ [City and Regional Deals to unlock growth | Beehive.govt.nz](https://www.beehive.govt.nz/city-and-regional-deals-to-unlock-growth)



Partnership approach and multi-party engagement

Strengths of collaborative model

Diverse perspective integration

The Partnership's inclusion of central government agencies and mana whenua alongside local government creates opportunities for broader strategic alignment and more informed decision-making. This multi-party approach enables consideration of issues from multiple perspectives and can assist in developing more comprehensive and sustainable solutions to regional challenges.

Regional versus local balance: The Partnership provides a forum for addressing the tension between regional interests and local priorities. As stakeholders noted, it creates space for councils to "hash out cross-boundary issues" in a collegial environment where "everyone wants to be nice to one another", which can facilitate collaborative problem-solving that might be more difficult in bilateral arrangements.

Strategic alignment opportunities: The inclusion of central government agencies enables better alignment between local planning initiatives and national policy directions. This alignment can be particularly valuable for securing central government investment and ensuring regional strategies align with national priorities and funding frameworks.

Lessons from international examples

A future focused and local approach

International examples highlight that strong collaborative arrangements and co-investment deals are not one-size-fits-all. They are often tailored to the specific growth challenges and the functions of the partners. They identify and prioritise specific needs and opportunities such as infrastructure, housing, transport, and climate change. But ultimately, the arrangements are focussed on supporting and enabling growth over long time-horizons (often around 30-years). This means that they also need to be adaptable to the circumstances and incentivise outcomes over outputs.

Strong, accountable, and enduring governance

Clear governance arrangements and accountabilities are critical to the establishment and implementation of such arrangements. This ensures that the "rules" are known and decision-making processes and all parties understand their roles and responsibilities. Taxpayers and ratepayers also need to know who is responsible and can be held accountable for the programme and as such ongoing monitoring is a crucial accountability and transparency tool.

Stakeholder engagement and community participation

Stakeholder engagement and active and authentic community participation are critical throughout such arrangements. Inclusive decision-making processes enable residents, businesses, and interest groups to contribute their perspectives, ensuring that the initiatives truly reflect the needs and aspirations of the region's diverse population while generating buy-in and trust in the institutions responsible for delivery.

Coordinated investment

Investments enabled through such arrangements tend to have a specific investment focus such as transport, housing, or economic growth across the entire functional area. This approach facilitates investment into transformative projects that might otherwise be beyond the capacity of individual councils. This may require a published investment decision framework, promoting transparency around decision making.²

Effective oversight

Internationally such arrangements often include a collection of funding tools. Generally, all partners will commit funding to the partnership for the suite of investments it looks to make, including funding the administrative arrangements. Some partnerships utilise more innovative models or include devolved funding powers that enable the area to realise financial benefits from investment(s) in ways they could not otherwise.

Committed funding pathways

Successful collaborative arrangements are not typically 'set-and-forget.' The partners of a deal must commit to clear targets and performance indicators to promote accountability and transparency. Monitoring and evaluation processes need to be agreed from the outset and integrated into delivery programmes, with clear and measurable outcomes.

Source: Adapted from Collaborative Growth Partnerships, An opportunity for the Future Proof Partnership, RCP, October 2023.

² The [Greater Manchester Investment framework](#) is often cited as an example of this kind of methodology. However, the [Auckland](#)

[Transport Alignment Project](#) is a more local example of this kind of coordinated investment approach.



Partnership with mana whenua

Current state analysis

The Partnership's relationship with mana whenua represents both a significant opportunity and a critical challenge. For mana whenua representatives, partnership participation reflects Treaty of Waitangi relationship-based principles, enables specific aspects of Treaty settlement legislation to be given effect, and provides practical alignment opportunities for shared aspirations of broader community prosperity.

Value recognition by some stakeholders

Stakeholders who valued mana whenua involvement highlighted shared aspirations, the importance of strengths-based partnerships, and positive movement away from historically litigious relationships. For these stakeholders, mana whenua participation represented a "no brainer" for effective regional governance.

Mismatched Treaty partnership expectations

However, some elected members, predominantly from territorial authorities, expressed challenges in seeing value in direct mana whenua involvement in the Partnership. For these elected members, their preference was for individual council engagement with mana whenua through consultative mechanisms operated under each Council potentially tied to the Mayoral Forum. This approach represents a fundamental misalignment with Treaty partnership expectations and contemporary practice within other urban growth partnerships.

Cultural understanding gaps

Mana whenua representatives expressed concerns about deteriorating relationships, agenda pre-determination, and lack of cultural understanding. The decision to not continue with an independent chair was specifically cited as disappointing, indicating that when structural decisions are made without consultation, they may inadvertently undermine partnership effectiveness.

Resource and mandate limitations

Current arrangements lack appropriate resourcing and mandate for genuine Treaty partnership. As the review insights indicate, achieving effective Treaty partnership requires "appropriate resourcing and mandate that is required for genuine Te Tiriti Partnership, in the most effective, efficient way".

Central Government challenges

Participation constraints

Central government agencies face significant constraints in meaningful Partnership participation due to their own delegations, decision-making processes, and accountability frameworks. Elected members noted increased confidence in direct relationships with central government decision-makers at a personal level, but others emphasised the importance of an enduring systemic relationship, rather than individual relationship-based approaches.

Strategic versus political engagement

Some stakeholders identified the importance of combining strategic coordination capability with political relationship management. The Partnership's most effective approach involves systemic strategic coordination rather than relying solely on individual political relationships, which may not endure through political changes.

Decision-making authority limitations

Central government representatives operate within specific mandates that may limit their ability to make commitments or decisions within Partnership forums. This creates challenges for achieving binding agreements or coordinated implementation commitments across all Partnership participants.



Central Government policy changes

The Government is currently considering a range of proposals related to the delivery of local government services. This includes the reform of the resource management system that will impact the functions that local government delivers, including for greater Christchurch. Of relevance is the *Going for Housing Growth* discussion document (June 2025) that contains a range of proposals including:

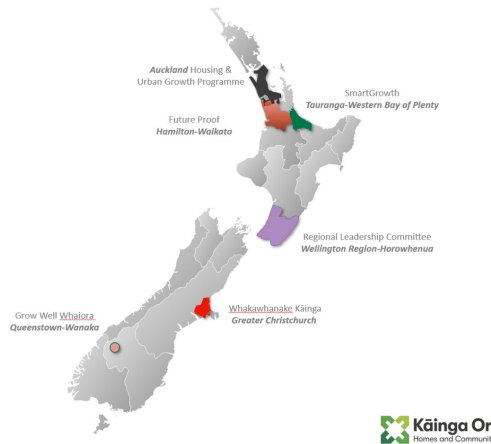
- New Housing Growth Targets
 - Councils in our key urban (Tier 1) and provincial (Tier 2) centres will need to allow 30 years of housing growth in their district plans.
- Medium Density Residential Standards (MDRS) optional for councils.
 - The MDRS allows three houses of up to three storeys per site without resource consent. They will become optional for councils, once they show how they will meet their Housing Growth Target.
- Making it easier to build both inside and at the edges of New Zealand's cities.
- Strengthening existing requirements for housing intensification.
 - Urban councils will have to intensify housing along 'strategic transport corridors'. They will also have to offset any reductions in development capacity due to reasons such as 'special character' by providing more capacity in another area.

Rural-urban boundary lines in council plans will be banned to make it easier for new housing to be built on 'greenfields' land (land that's never been built on or developed before). Councils can still have rural zoning, but they will not be able to set hard regulatory lines that constrain growth.



Urban growth partnerships

Care needs to be taken on the future of the GCP and its relationship to urban growth partnerships. Central Government has positioned urban growth partnerships as a key mechanism for achieving coordinated urban development outcomes across New Zealand.



These partnerships align with Government priorities for collaborative governance, efficient infrastructure delivery, and coordinated spatial planning. The partnership approach enables Central Government to engage with a unified regional voice rather than managing multiple individual council relationships, whilst supporting integrated responses to housing, transport, and economic challenges.

Recent Government decisions related to City and Regional Deals have favoured UGPs, with partnership-based delivery models embedded in

key initiatives including Local Water Done Well. Stepping away from this collaborative framework should require careful consideration of implications for ongoing Government relationships, funding eligibility, and alignment with national urban development objectives.

Any structural changes must demonstrate how they maintain or enhance collaborative principles that underpin Central Government's urban growth agenda, ensuring continued access to partnership-based funding whilst delivering improved regional outcomes.

Table 1: Current Urban Growth Partnerships

UCP	Membership
Auckland Joint Housing and & Urban Growth Programme	Crown, Auckland Council with Auckland Transport, Watercare, Tātaki Auckland Unlimited
Hamilton – Waikato Future Proof	Crown, Waikato-Tainui, Tainui Waka Alliance, Waikato Regional Council, Waikato District Council, Hamilton City Council, Waipā District Council, Matamata Piako District Council, and with Auckland Council, Franklin Local Board, and the Tāmaki Makaurau Mana Whenua Forum
Tauranga – Western Bay of Plenty SmartGrowth	Crown, Iwi Representatives (4), Bay of Plenty Regional Council, Western Bay of Plenty District Council, Tauranga City Council and Priority One (EDA)
Wellington – Horowhenua	Crown, Iwi Representatives (6), Wellington Regional Council, Horowhenua District Council, Kapiti District Council, Porirua City Council,

7

Commercial in Confidence

Wellington Regional Leadership Committee	Wellington City Council, Hutt City Council, Upper Hutt City Council, South Wairarapa District Council, Carterton District Council, Masterton District Council, WellingtonNZ (EDA)
Queenstown Lakes Whaiora Grow Well	Crown, Te Runanga o Kāi Tahu, Otago Regional Council, Queenstown Lakes District Council

Source: Kainga Ora (June 2025)

Multi-party decision-making challenges

Consensus-seeking inefficiencies

The Partnership's decision-making processes have evolved to prioritise consensus and conflict avoidance over strategic effectiveness. Multiple stakeholders described lengthy decision-making processes hampered by "a culture of conflict avoidance" that may avoid difficult decisions required for strategic progress.

Risk-averse culture development

The Partnership lacks delegated authority from individual Councils, requiring group consensus for decisions and the socialisation of decisions back with Councils. As one elected member explained, meetings involve lengthy discussions where "everyone wants to be nice to one another", but decisions sometimes don't translate into effective implementation. This consensus-oriented approach may be preventing the Partnership from addressing challenging strategic issues impacting the broader region.

Public meeting constraints

Some stakeholders attributed decision-making challenges partly to public meeting requirements, suggesting these make honest conversation more challenging. However, this factor may also reflect the need for better pre-meeting coordination and clearer decision-making processes rather than fundamental structural limitations.



Leadership, governance, and political sustainability

Declining political confidence

Fundamental sustainability challenge

A large proportion of the elected members across the Partnership have expressed diminished confidence in the Partnership's value and effectiveness. This represents a critical threat to the Partnership's political sustainability and requires immediate attention through structural and operational changes.

Value proposition uncertainty

Themes emerging from stakeholder engagement include elected member scepticism about value for money, confidence in alternative collaborative mechanisms including the Mayoral Forum and Local Government New Zealand zone meetings, and concerns about process inefficiencies that may not justify resource investment.

Relationship quality concerns

The quality of relationships within the Partnership has been affected by various factors including length of involvement, different expectations about outcomes, and varying perspectives on partnership value. Long-term participants emphasised relationship value and collaborative momentum, while newer participants focused primarily on tangible outputs and immediate deliverables.

Role of an independent Chair

Mixed perspectives

Views were significantly divided on the value and necessity of an independent chair role. Some stakeholders, particularly those elected members with longer Partnership tenure, considered an independent chair essential for ensuring all views around the table were heard and preventing undue influence by dominant councils.

Neutral leadership valued

Supporters of an independent chair highlighted the importance of neutral leadership for maintaining Partnership credibility and ensuring balanced perspective consideration. Mana whenua, in particular, held that view.

Alternative leadership models

Others were more focused on leadership characteristics and outcomes rather than independence per se. Central government stakeholders emphasised the importance of strategic coordination for maximising collective influence, particularly when compared to individual council approaches.

Strategic versus facilitative leadership

The independent chair role evaluation revealed tension between facilitative leadership focused on process management and strategic leadership focused on outcomes and regional transformation. The Partnership's most effective periods have been characterised by strategic rather than purely facilitative leadership approaches.

Restoring political confidence

Clear strategic purpose

Restoring political confidence requires articulating clear strategic purpose that demonstrates value beyond what individual councils or alternative collaborative mechanisms can achieve. This purpose must be compelling enough to justify the resource investment and political attention required for effective Partnership operation.

Demonstrable outcomes

Political confidence depends on demonstrating tangible outcomes that matter to elected members' constituents. This requires moving beyond process-focused activities to delivery-focused initiatives that create visible regional improvements and economic opportunities.

Strategic rather than operational focus

The Partnership must reclaim strategic leadership rather than operational coordination focus. As the insights summary indicates, "the Partnership has shifted from strategic leadership to operational coordination, losing the strategic edge that characterised its most effective periods".



Implementation challenges and delivery mechanisms

Spatial plan implementation

Implementation gap

While the Greater Christchurch Spatial Plan is widely regarded as high quality and strategically sound, implementation remains challenging due to several structural factors including the split accountabilities. While the detail is still emerging, this may be overcome, in part, through the proposed changes to the resource management system under way. Central Government representatives described the spatial plan as "one of the best in New Zealand", but stakeholders consistently identified implementation as the critical next challenge including under new reform settings.

Regulatory translation barriers

The spatial plan "hasn't led to a Regional Policy Statement change or to a district plan change", as noted by central government representatives. This regulatory translation gap means the plan lacks formal implementation mechanisms through existing planning frameworks, creating a disconnect between strategic direction and practical planning decisions.

Authority and mandate limitations

The Partnership lacks clear delegated authority for driving implementation beyond advocacy and coordination roles. This is particularly the case recently as some members of the Partnership have asked for a reduced emphasis on the advocacy functions that were previously a strong feature of the GCP. Some stakeholders noted limitations in the Partnership's ability to drive direct implementation without clear authority and accountability, citing this as contributing to the disconnect between strategic planning and delivery.

Resource and investment coordination

Implementation requires significant investment from multiple parties, but as one elected member noted, "GCP is not a delivery body and does not hold a budget, yet many of its strategies and plans require substantial investment". Individual councils must fund and prioritise implementation actions independently, reducing collective accountability and coordinated approach benefits.

Future Proof Implementation Committee

Future Proof is governed by the Future Proof Implementation Committee. The Committee is made up of two elected members from each partner council and three representatives nominated by tangata whenua - one from the Tainui Waka Alliance, one from Waikato-Tainui, and one from Ngā Karu Atua o te Waka.

Clause 3.18 of the National Policy Statement on Urban Development introduces a requirement to have an implementation plan for the future development strategy (FDS) that is updated every year.

The first component is the identification of the critical strategy enablers – those actions or pieces of infrastructure that are essential to the delivery of the strategy.

The second component is essentially the Future Proof work programme. It has been grouped by Transformational Moves and covers a range of work programme areas. It includes the work that Future Proof will need to do for the next iteration of the FDS.

The work programme clearly sets out roles, responsibilities, and actions to ensure and uphold individual and collective accountability.

Source: Future Proof Strategy Implementation Plan



Central Government dependencies

Infrastructure investment coordination

Key spatial plan elements, particularly transport infrastructure, depend on central government investment and funding decisions beyond Partnership control. The Mass Rapid Transit business case demonstrates planning capability, but implementation awaits government funding decisions that may not align with Partnership priorities or timelines.

Policy uncertainty

Changing government policy environments create uncertainty affecting the Partnership's strategic planning and implementation coordination. Resource Management Act reform uncertainty and changing approaches to collaborative planning impact the Partnership's ability to develop and maintain long-term strategic focus.

Regional deal opportunity

Some stakeholders highlighted the Partnership's potential role in advancing regional deal opportunities with Central Government. However, this requires demonstrating collective regional capability and commitment that may not be achievable through current Partnership structures and processes.³ It is noteworthy that all three of the recent regional deals were in Urban Growth Partnerships and that the Government's criteria for such arrangements include "How strong and

effective are the local and central government partnerships, is there collaboration between councils in the region, is there a history of positive collaboration with central government, and is there a commitment to broader government reforms and work programmes".

Accountability and performance framework gaps

Collective and individual accountability

Current arrangements lack mechanisms for collective accountability across Partnership members for implementation outcomes. Chief Executives can play an important role in supporting Councils to meet performance accountability to the collective. While individual councils are accountable for their own implementation actions, there is currently limited accountability for collective regional outcomes or coordinated approach effectiveness.

Performance measurement limitations

The Partnership lacks comprehensive performance measurement frameworks that could demonstrate effectiveness and guide strategic adjustments. Without clear metrics for success, it becomes difficult to evaluate partnership effectiveness or justify continued investment.

Implementation monitoring capability

Current secretariat arrangements lack dedicated capability for implementation monitoring and evaluation. This limits the Partnership's ability to track progress, identify emerging issues, and adapt strategies based on implementation experience.

What will be required of local authorities under the Resource Management System changes?

In addition to setting out core process requirements, the Planning Act will require all local authorities in the region to enter into an agreement to guide the spatial planning process. This will need to cover the roles of each local authority in the spatial planning process, including the allocation of responsibilities between regional councils and territorial authorities, the mechanics of how the local authorities will work together, including meeting procedures and voting rights and what the secretariat arrangements will be.

Cabinet has since set out that spatial plans will need to be jointly prepared by the region's local authorities, working with the Crown, Māori, infrastructure providers, stakeholders, and communities. Work is being done to consider how different groups should be involved in the process, including whether the Crown should have a formal role in the development and confirmation of spatial plans.

³ We note that some members of the GCP indicated a preference for issues related to regional deals to be progressed through the Mayoral Forum as distinct from the GCP as a constraining factor.



Economic development and regional coordination

Current economic development landscape

Fragmented coordination challenge

Economic development emerged as an area requiring greater strategic attention, with several stakeholders noting the absence of clear economic development strategy for Greater Christchurch.

As a central government official noted, "we don't have an economic plan for Greater Christchurch/ Canterbury", highlighting the coordination gap in this critical area.

Multiple organisation involvement

Current economic development efforts involve multiple organisations including Christchurch NZ, Business Canterbury, Canterbury Mayoral Forum economic development initiatives, and various sectoral agencies. This creates potential for duplication, coordination challenges, and missed opportunities for regional economic advancement.

Limited partnership integration

The Partnership has done limited work with Business Canterbury, and stakeholder feedback suggested the "relationship is better than it was before" but could be significantly enhanced. This represents a missed opportunity for coordinating regional economic development with spatial planning and infrastructure investment priorities.

Regional economic potential

Significant economic opportunity

The Greater Christchurch area represents significant economic potential that requires coordinated approaches to infrastructure, skills development, and investment attraction. One elected official declared that "Canterbury should be the powerhouse of the country", reflecting the economic aspiration that exists but requires coordinated strategic development.

Innovation and university connections

The relationship to university, science, innovation, and broader primary sector opportunities were identified as key regional economic strengths. However, coordinated approaches to leveraging these advantages require strategic coordination that is currently lacking across the Partnership area.

Population growth implications

The significant population inflow represents both economic opportunity and coordination challenge. Managing growth to maximise economic benefit while maintaining liveability and sustainability requires coordinated approaches across councils and economic development agencies.

Business sector engagement gaps

Engagement approach

Current business sector engagement appears to focus on consultation rather than strategic partnership for economic development. Enhanced collaboration with Business Canterbury and economic development agencies represents a significant opportunity for regional economic advancement that requires structural consideration.

Economic development agency coordination

Several stakeholders suggested stronger collaboration possibilities with economic development agencies. This could include formal partnership arrangements, shared strategic planning, and coordinated investment attraction and business support initiatives.

Mana whenua economic partnership

Common economic aspiration exists between Partnership members and mana whenua representatives, but this is "not well understood" and not developed as a source of regional competitive advantage. This represents both an economic opportunity and a Treaty partnership opportunity.



Organisational structure and resource analysis

Current budget and resource assessment

Appropriate resource scale

The Partnership's current budget structure (approximately \$755,000 annually supporting three FTE positions and partnership operations) appears consistent with comparable urban growth partnership arrangements. This budget includes provision for meeting costs, staff costs, and mana whenua advisory contributions through agreed funding formulae.

Cost-effectiveness concerns

Some elected members expressed concern that the Partnership was costly compared to alternative mechanisms for achieving similar objectives. However, these concerns appear to reflect questions about strategic value rather than absolute cost levels, suggesting the issue is effectiveness rather than efficiency.

Value for money

As stakeholder feedback indicated, "cost is about more than direct financial costs". The primary concern relates to time committed to Partnership activities by elected members and staff, plus opportunity costs of duplicating similar meetings occurring in other contexts, rather than direct financial expenditure.

Secretariat capability analysis

Current capability limitations

The existing secretariat arrangement focuses primarily on coordination and administration rather than strategic analysis and policy development. This limits the Partnership's ability to provide high-quality strategic insights, regional analysis, and policy advice that could enhance its strategic value and political credibility.

Strategic advisory function gap

Multiple stakeholders identified the lack of strategic advisory capability as limiting the Partnership's effectiveness. We recognise this as a dynamic rather than a specific commentary about the current secretariat. The secretariat lacks capacity for regional analysis, policy development, and strategic advice that could enable the Partnership to provide regional perspective and coordinate responses to future complex challenges and strategic opportunities.

Implementation monitoring limitations

Current arrangements lack dedicated capability for implementation monitoring and evaluation. This prevents the Partnership from tracking spatial plan implementation progress, identifying emerging coordination requirements, and adapting strategies based on implementation experience.

Supporting collective accountability

The review highlights that there are limits on the behaviours and incentives to support collective accountability in the current structure. While there is good discussion that occurs at the GCP table, the processes supporting it are focused on preparing elected members more than driving collective accountability and performance. Under current settings, Chief Executives are focused more specifically on meeting the needs of their individual elected members and Councils than on partnership success.

A shift in more collaborative behaviour would require a focus on dual accountability systems including weighted performance indicators reflecting both local delivery and partnership effectiveness for Councils. This incentive alignment can be further supported with improved transparency and reporting including regular dashboarding of progress against agreed action to support collective ownership and performance visibility.

The key is ensuring collaborative success enhances rather than diminishes individual accountability, creating aligned incentives that make partnership working professionally rewarding for Chief Executives and their staff.



Resource integration opportunities

Canterbury Mayoral Forum integration

Several stakeholders suggested potential efficiency through Canterbury Mayoral Forum secretariat integration. However, this raises questions about maintaining strategic focus specific to Greater Christchurch coordination requirements while achieving administrative efficiency benefits.

Critically mana whenua and central government had a low degree of confidence in this model achieving the progress and focus required for advancing the interests of greater Christchurch.

Greater shared service potential

Opportunities may exist for more efficient resource sharing across regional coordination functions, though this requires careful consideration of maintaining strategic capability and focus specific to Greater Christchurch partnership requirements.

Enhanced strategic capability investment

Rather than reducing costs, the Partnership may benefit from enhanced strategic capability investment that could improve effectiveness and political confidence through higher-quality strategic analysis, regional perspective, and coordination capability. A strategic independent chair with a mandate to undertake this role may perform this function.

Funding model sustainability

Partner contribution

The current funding formula (Regional Council 37.5%, Christchurch City Council 37.5%, Selwyn District Council 12.5%, Waimakariri District Council 12.5%) reflects population and growth distribution across the Partnership area and appears equitable based on benefit distribution.

Multi-year budget planning

Enhanced strategic capability and implementation focus may require multi-year budget planning and funding commitments that enable strategic programme development and continuity beyond annual budget cycles. Future funding arrangements could also incorporate performance indicators and outcome measurements that demonstrate Partnership effectiveness and justify continued investment through tangible regional improvement outcomes.

Future alternative funding tools

The case for alternative growth-related funding tools was not included in our terms of reference. However, alternative tools include gain share mechanisms, value capture arrangements, congestion charging, public private partnership, and different approaches to taxation.

For some growth-related investment there is also significant potential for greater use of bespoke funding and financing mechanism for infrastructure, allowing the use of a long-term levy imposed on benefited properties to create a financeable revenue stream consistent with the Infrastructure Funding and Financing Act 2020.

Pooling and devolution mechanisms are also used overseas particularly the United Kingdom. Such mechanisms could be linked to gain-share arrangements.



Design principles

Given these findings, we have developed a set of design principles to guide the structure and future operation of the Partnership. These principles are intended to ensure that any recommendations contained in the next phase of work support changes to the governance model that best meet the needs and pressures faced by Greater Christchurch.

The design principles reflect a pragmatic approach to regional collaboration – emphasising subsidiarity, aligning authority with responsibility, and ensuring political sustainability. The principles also prioritise tangible delivery, active participation, and simplicity in design, while embedding mechanisms for regular review and evolution. Together, they provide a foundation for a partnership that is fit for purpose, responsive to change, and capable of delivering lasting value.

- **STRATEGIC FOCUS:** Supports effective governance of the key strategic challenges facing Greater Christchurch – this will shape what is on the agenda
- **STEWARDSHIP:** Ensures the parties work collaboratively to ensure Greater Christchurch interests are effectively managed now and into the future – this will shape the system-based approach that is taken to key challenges facing greater Christchurch including relevance to the provision, funding and regulatory levers that impact the wider community
- **PARTNERSHIP:** Recognises that the value of partnership is tangible, increasing the scale, reach, influence, and political and community engagement for the betterment of the wider Greater Christchurch community – this will determine who is at the table and the principles on which partnership is based including open communication and trust with clear and well understood roles and responsibilities.
- **VALUE FOR MONEY:** Delivers best value for money for ratepayers – this will support confidence that public money is being used appropriately
- **RESPONSIVE:** Ensure that the Partnership has effective mechanisms in place to remain relevant and responsive to changing demands being faced by the Greater Christchurch community.

Option assessment

A range of options have been identified for consideration by the GCP. These options have been assessed against the design principles against a five-point ratings scale.

A 5-point qualitative judgment scale:

Poorly fits - Does not align with expectations or requirements	*
Somewhat fits - Limited alignment with notable deficiencies	**
Moderately fits - Acceptable alignment with some concerns	***
Well fits - Strong alignment with minor reservations	****
Strongly fits - Excellent alignment, fully meets or exceeds expectations.	*****



Functional choices

The GCP faces critical decisions about its core functions and governance model as it transitions from spatial planning development to implementation of the Greater Christchurch Spatial Plan 2024. The key choice is whether to evolve into a primarily implementation-focused partnership or expand into broader regional coordination and governance functions.

Considering the case of cumulative reform

For individual Councils, and for the GCP members as a whole, this choice needs to be informed by the wider changes impacting local government and those changes that might be expected in the next 12/18 months.

These changes include changes in:

- Delivery of water services and the impact on the financial sustainability and viability of local authorities across the country under new regulatory arrangements.
- Resource management system including new approaches to spatial planning, management of natural resources, and delivery of improved housing outcomes for communities.

- Building regulatory system including the ability for private provision of some regulatory services and self-certification models.
- Local government performance measurement and benchmarking and the potential for central government restrictions on revenue tools like rate capping and fee and levy setting.

In addition, it is expected that economic recovery will continue to be challenging placing continued pressure on Council accountability to communities in demonstrating value for money.

Current functions

The GCP's current functions include:

- Strategic planning: Development and oversight of regional strategies
- Collaborative leadership: Coordinating between partners on strategic issues
- Implementation oversight: Monitoring delivery of adopted strategies and plans
- Advocacy: representing greater Christchurch interests to Central Government.⁴

International experience

Looking further afield, the international literature on successful urban governance partnerships reveals a spectrum of functions that such arrangements can deliver. For example, in the United Kingdom, arrangements have focused on

infrastructure funding, economic development interventions, and governance reform to 'unlock' urban growth.

In Australia, approaches have aimed to align planning, investment, and governance to accelerate growth, stimulate urban renewal and drive economic reforms. Broader European experience shows four main models of metropolitan governance varying by degree of institutionalisation, from informal cooperation to formal metropolitan governments.

OECD analysis identifies three broad approaches: structured fixed-boundary metropolitan government, flexible cooperation in spatial structures, and strategic planning as the key coordination mechanism.

What about back to basics?

The Government wants to refocus local councils on delivering essential services and core infrastructure, spending responsibly, and operating under greater scrutiny. New legislation will require local government to meet community needs for good-quality local infrastructure, public services, and regulatory functions in the most cost-effective way for households.

Of the functions identified through international best practice review, the role of local authorities in direct economic development support seems most at odds with current policy indications. This should be explored further.

⁴ Advocacy as a function has previously been undertaken by the GCP but is not currently a priority for some members.



Scope of functions

Broad functional models

Broad models can be distilled:

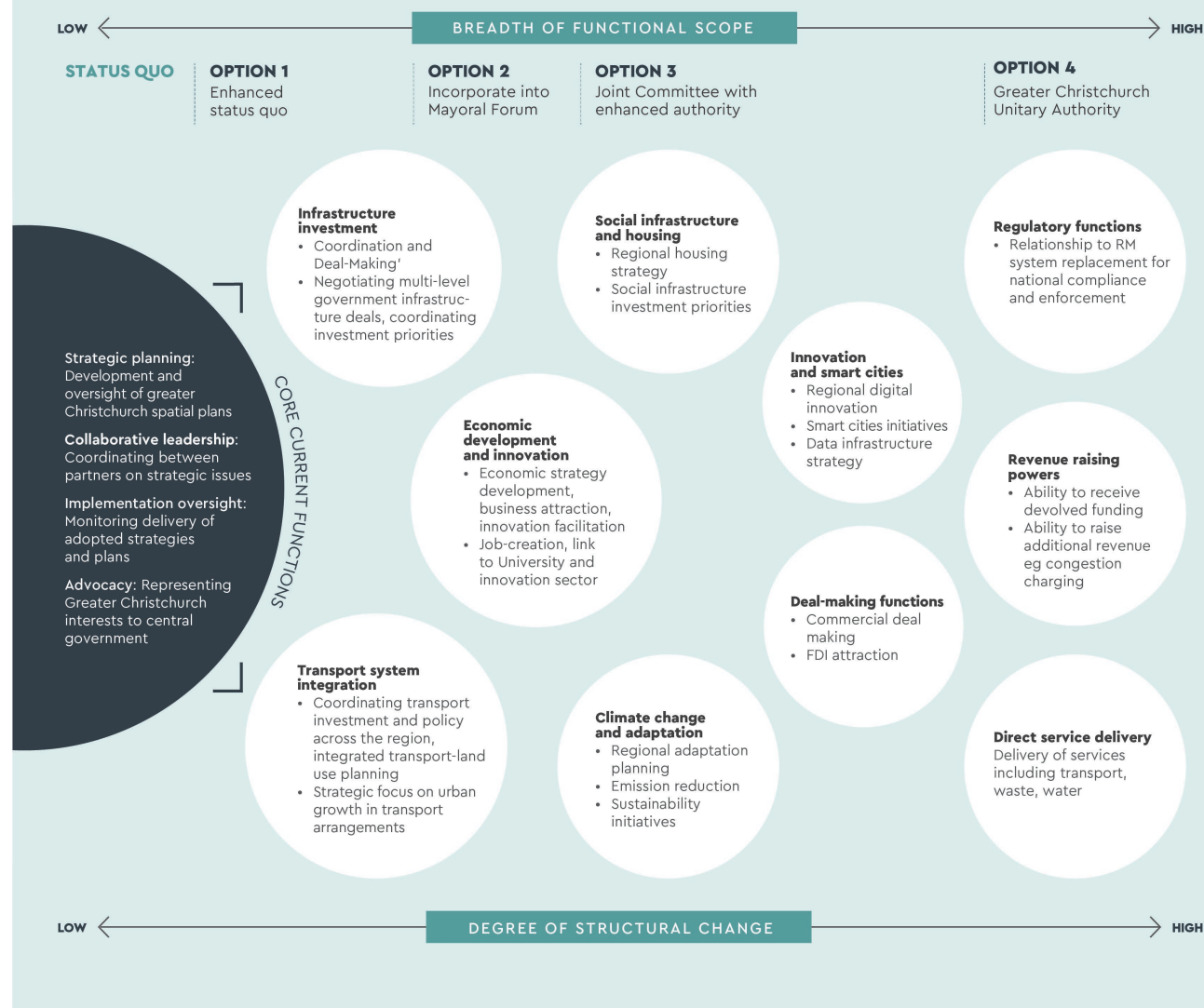
Table 1: Broad functional models

MODEL	FUNCTIONS
Strategic planning coordination	<ul style="list-style-type: none"> Spatial plan implementation and monitoring Strategic planning as key coordination mechanism Multi-level government alignment Flexible cooperation in spatial structures
Urban partnership deal-making model	<ul style="list-style-type: none"> Infrastructure funding and financing coordination Economic development interventions Multi-level government deal negotiation Governance reform and institutional innovation
Integrated urban model	<ul style="list-style-type: none"> All current functions plus climate coordination, social infrastructure Regional service coordination (not always direct delivery) Enhanced economic development and innovation functions Multi-sectoral partnership management

Source: Adapted from OECD Materials

Diagram: Model choices available to GCP members

These strategic choices have been incorporated within our options analysis and are set out in a conceptual diagram below. These options are explored further in the next section and should be examined in more detail at the beginning of the next triennium.



Structural choices for partnership enhancement

Option 1: Enhanced current model (incremental change)

Structural framework

This option retains the existing committee structure while implementing significant process improvements and enhanced strategic capability. The approach builds on established relationships and legal frameworks while addressing identified performance and capability gaps.

Governance enhancements

- Reconfirm political mandate and purpose of the GCP
- Reinstate independent chair with strengthened mandate for strategic leadership rather than purely facilitative coordination
- Implement enhanced secretariat capability including dedicated strategic advisory function with policy analysis and regional perspective development capability
- Establish formal mana whenua protocols within existing structure, including dedicated advisory support and more work focused on joint aspirations and strategic alignment
- Transition to quarterly more future focussed and strategic forums focused on major regional challenges with monthly operational coordination for implementation tracking driving accountability. The latter could be the focus of Chief Executives with by exceptions reporting.

Implementation mechanisms

- Develop formal accountability frameworks linking strategic decisions to implementation outcomes across Partner councils
- Enhanced decision-making processes that balance consensus-seeking with strategic effectiveness through structured debate and clear decision criteria
- Strengthen central government engagement through formal liaison arrangements and strategic alignment mechanisms.

Precedent reference

This approach more closely mirrors successful evolution in Urban Growth Partnerships in Hamilton (Future Proof) and Tauranga (SmartGrowth), and Wellington Regional Growth Framework which enhanced existing structures rather than implementing major governance changes.

Advantages

- Lower implementation risk due to building on established relationships
- Maintains existing legal frameworks and institutional arrangements
- Can be implemented through existing council processes
- Provides foundation for future enhancement if additional reform proves necessary.

Limitations

- May not address fundamental political confidence issues if problems are structural rather than operational
- Limited change may not resolve decision-making inefficiencies
- May not provide sufficient strategic capability enhancement for complex regional challenges.

Assessment of design principles

STRATEGIC FOCUS	**
STEWARDSHIP	**
PARTNERSHIP	***
VALUE FOR MONEY	***
RESPONSIVE	***



Option 2: Incorporate into the Canterbury Mayoral Forum (moderate change)

Structural framework

Establish the Greater Christchurch Partnership as a formal subcommittee of the Canterbury Mayoral Forum, creating a two-tier regional governance structure that maintains Greater Christchurch strategic focus while integrating with broader Canterbury regional coordination with a shared Secretariat.

Governance enhancements

- Delegated authority for Greater Christchurch-specific strategic coordination
- Membership: Christchurch Mayor, Selwyn Mayor, Waimakariri Mayor, ECAN Chair, plus three mana whenua representatives and central government liaison representatives.
- Elect a chair from within the membership.
- Bi-monthly strategic meetings with quarterly reporting to Canterbury Mayoral Forum
- Specific mandate for spatial plan implementation, transport coordination, and potentially Greater Christchurch economic development.

Delegated Greater Christchurch authority

- Spatial plan implementation coordination and monitoring
- Transport infrastructure advocacy specific to Greater Christchurch corridor
- Growth management coordination across Christchurch, Selwyn, and Waimakariri boundaries
- Economic development strategy for Greater Christchurch metropolitan area.

Canterbury Mayoral Forum integration

- Regional policy alignment ensuring Greater Christchurch initiatives align with Canterbury-wide strategies
- Resource coordination opportunities leveraging Canterbury-wide capability and funding
- Central government engagement coordination presenting unified Canterbury voice while maintaining Greater Christchurch focus
- Cross-regional learning and best practice sharing between Canterbury subregions.

Integrated secretariat services

- Unified secretariat serving both Canterbury Mayoral Forum and Greater Christchurch Partnership
- Enhanced strategic capability through larger resource pool and specialised expertise
- Dedicated Greater Christchurch strategic advisor within integrated secretariat structure
- Shared administrative functions reducing duplication while maintaining specialised expertise
- Coordinated policy development ensuring alignment between Greater Christchurch and Canterbury-wide initiatives.

Enhanced mana whenua partnership arrangements

- Three mana whenua representatives on Greater Christchurch Partnership subcommittee ensuring strong Treaty partnership. This may require an independent chair to maintain confidence of mana whenua
- Formal advisory protocols with Canterbury Mayoral Forum ensuring broader regional Treaty partnership coordination
- Dedicated mana whenua advisory support funded through integrated secretariat arrangements.



Implementation pathway

- Canterbury Mayoral Forum already exists with established governance framework
- Greater Christchurch Partnership transition to subcommittee status through formal delegation
- Secretariat integration achievable within 6-month timeframe.

Precedent reference

Similar to successful regional coordination models in Victoria, Australia. The Local Government Advisory Panel for Victoria changes every year and is set up to offer the Minister advice on legislative, regulatory, strategic, and policy issues that affect councils across Victoria. Victoria also has where metropolitan subregional committees operate within broader regional governance frameworks.

Advantages

- Eliminates duplication between Canterbury Mayoral Forum and Greater Christchurch Partnership coordination
- Builds on existing Canterbury Mayoral Forum relationships and trust
- Maintains Greater Christchurch strategic focus within broader regional context
- Simplified governance structure reducing complexity and confusion.

Limitations

- Could undermine mana whenua confidence in approach and participation
- Would remove non-Mayoral elected members from the Partnership potentially weakening mandate of individual Councils
- Risk that Greater Christchurch priorities could be diluted within broader Canterbury context
- Potential for conflicting directions between Canterbury Mayoral Forum and Greater Christchurch Partnership
- Unclear accountability lines between subcommittee and parent body decisions including the role of mana whenua and Central Government members.

Assessment of design principles	STRATEGIC FOCUS	**
	STEWARDSHIP	**
	PARTNERSHIP	**
	VALUE FOR MONEY	****
	RESPONSIVE	**



Option 3: Joint Committee with enhanced authority (moderate change)

Structural framework

Establish formal Joint Committee under Schedule 7 Local Government Act 2002 with specific delegated decision-making authority for spatial planning, transport advocacy, and economic development coordination. This option provides legal mandate while enabling enhanced partnership arrangements. Mana whenua could form part of this joint committee.

Governance structure:

- Legal status as formal joint committee with delegated powers for spatial plan implementation, transport infrastructure advocacy, economic development coordination, and resource allocation for regional strategic initiatives
- Elect a chair from within the membership
- Enhanced secretariat with strategic policy unit, implementation monitoring capability, and economic development coordination function
- Formal advisory panels including business sector engagement, community representation, and technical expertise for major strategic initiatives

Financial and resource framework:

- Dedicated implementation fund with multi-year budget allocation enabling strategic programme development and coordinated regional initiative investment
- Enhanced funding model seeking central government contribution for strategic coordination and implementation support
- Performance-based arrangements with clear outcome indicators and regular evaluation requirements.

Decision-making authority:

- Specific delegated authorities for spatial planning implementation coordination, transport infrastructure advocacy and investment prioritisation, economic development strategy coordination, and resource allocation for regional strategic initiatives within defined parameters
- Clear accountability mechanisms linking decisions to implementation outcomes with regular reporting to constituent councils and central government partners

Precedent reference: Former Wellington Regional Strategy Committee enhanced governance model.

Advantages

- Clear legal mandate providing enhanced credibility and authority
- Improved decision-making efficiency through delegated powers
- Stronger accountability mechanisms enabling performance measurement
- Genuine opportunity to address Treaty partnership requirements
- Enhanced strategic capability through dedicated resources.

Limitations

- Requires formal council resolution processes potentially creating political implementation challenges
- Need for consensus on delegated authority scope
- Potential resistance to power delegation from individual councils
- Requires sustained political commitment across electoral cycles.

Assessment of design principles

STRATEGIC FOCUS	***
STEWARDSHIP	***
PARTNERSHIP	***
VALUE FOR MONEY	**
RESPONSIVE	**



Option 4: Greater Christchurch Unitary Authority (transformational change)

Structural framework

Establish a single unitary authority for Greater Christchurch through local government re-organisation under the Local Government Act 2002, consolidating Christchurch City Council, Selwyn District Council, Waimakariri District Council, and relevant Environment Canterbury functions into one comprehensive Unitary council with enhanced democratic representation and strategic capability.

This option should only be contemplated if central government policy settings change and there is strong local appetite for change.

Governance structure

- Single elected council with ward-based representation ensuring geographic and community representation across the Greater Christchurch area, with approximately 15-20 councillors representing distinct ward areas that maintain community connection while enabling regional coordination
- Directly elected mayor with enhanced executive authority for regional strategic leadership, infrastructure coordination, and economic development initiatives similar to Auckland's mayoral model but scaled for Greater Christchurch regional requirements
- Mana Whenua relationship with advisory rights on strategic planning, resource management, and economic development decisions
- Central Government Liaison Committee comprising regional representatives from key central government agencies including Waka Kotahi, Ministry of Housing and Urban Development, and other relevant agencies with formal advisory status and regular coordination protocols to support structured engagement with Government and delegated decision-making including potential for devolution of funding.

Functional integration

- Comprehensive spatial planning authority aligned with new RM requirements eliminating coordination requirements between district and regional planning functions, enabling integrated land use and infrastructure planning across the entire Greater Christchurch area without boundary constraints
- Unified infrastructure planning and delivery encompassing water services, transport planning, waste management, and growth infrastructure coordination currently requiring complex cross-council arrangements and central government coordination
- Economic development authority consolidating various local economic development functions with enhanced capability for regional investment attraction, business development coordination, and strategic economic planning aligned with spatial and infrastructure planning
- Environmental management integration combining district council environmental functions with regional council environmental oversight, enabling comprehensive environmental management from local to regional scale and consistent with the expected national enforcement and compliance model under proposed resource management reforms.

Democratic representation enhancement

- Community board structure maintaining local democratic representation and service delivery accountability for distinct communities within the Greater Christchurch area, ensuring local voices remain strong within regional governance framework
- Enhanced public participation requirements including structured community engagement processes for major strategic decisions, regular public reporting on regional strategy implementation, and formal community input mechanisms for budget and strategic planning processes

Resource and capability consolidation

- Comprehensive strategic planning capability combining current council planning resources with enhanced regional analysis, economic



development, and implementation coordination expertise that individual councils cannot maintain independently

- Unified service delivery eliminating duplication and coordination complexities while maintaining service quality and community responsiveness through community board structures and local service delivery arrangements
- Enhanced borrowing and investment capability through larger rating base and improved central government partnership opportunities, enabling major infrastructure investment and strategic development initiatives currently challenging for individual councils.

Implementation pathway

- Local Government Commission reorganisation process under Local Government Act 2002 Part 3, requiring detailed reorganisation proposal development, comprehensive public consultation, and statutory decision-making processes that typically require 3-5 years for completion⁵. May be assisted by future Government policy and legislative settings
- Transition planning encompassing staff integration, system consolidation, democratic representation arrangements, and service delivery continuity ensuring minimal disruption to community services and regional coordination during transition period
- Constitutional development including governance arrangements, advisory board establishment, community board structures, and central government partnership agreements that ensure effective governance from commencement of unitary authority operations.

Precedent reference

Auckland Council reorganisation experience providing lessons for large-scale local government consolidation, international unitary authority models in Canada, United Kingdom, and Australia demonstrating successful regional governance consolidation, and contemporary collaborative governance theory

⁵ Local Government Act 2002, Part 3 (Structure and Reorganisation of Local Government), Subpart 2 (Reorganisation of local authorities) and Schedule 3



emphasising democratic accountability within regional coordination frameworks.

Advantages

- Eliminates coordination complexities through unified governance structure; enhanced democratic accountability through direct election and clear regional mandate
- Comprehensive strategic capability through resource consolidation and professional expertise
- Long-term governance sustainability through embedded regional coordination rather than voluntary partnership arrangements
- Potential for efficiency gains through elimination of duplication and enhanced strategic capability.

Limitations

- Major disruption to existing governance arrangements requiring extensive transition management
- Potential loss of local democratic representation and community connection; complex implementation process requiring sustained political commitment across multiple electoral cycles
- Potential resistance from existing councils concerned about autonomy and local representation; uncertain community support requiring extensive consultation and engagement
- Implementation costs and risks associated with major organisational change and system integration
- Potential for reduced innovation and responsiveness through larger organisational scale despite structural mitigation measures.

Assessment of design principles

STRATEGIC FOCUS	****
STEWARDSHIP	****
PARTNERSHIP	**
VALUE FOR MONEY	**
RESPONSIVE	***

Recommendations

Given the proximity of the local body elections and ongoing policy changes affecting council functions, it is challenging to identify a single recommended option at this time. The optimal timing for this decision is at the commencement of the new triennium in early 2026.

There are two primary pathways:

Path 1: Enhanced status quo - If partners wish to minimise structural change, improvements to the current system can be achieved by focusing on collaborative behaviours and shared accountability.

Path 2: Structural reform - If partners consider that policy changes require more substantial reforms, then options that look at wider functions and structures may be warranted including options 3 and 4 or an alternate model informed by wider Government policy settings could be explored.

Overall recommendation: The GCP requires immediate action to improve effectiveness. We recommend implementing immediate improvements, followed by formal consideration of structural options by incoming councils in at the beginning of the next triennium.

Table 2: Summary of implementation considerations

Phases & tasks	Aug	Sept	Oct	Nov	Dec	Jan	Feb
Phase 1: Report receipt and immediate actions							
Immediate steps							
Secretariat: Coordinate distribution of report and advice to GCP							
Council Officers: Brief elected members and prepare council consideration papers							
GCP Members: Receive independent review and endorse interim chair continuation							
Committee formation and confidence building							
Secretariat: Transition from bi-monthly operational meetings to quarterly strategic forums							
Council Officers: Develop clear partnership value proposition addressing member concerns and realign focus from individual council interests to collective accountability							
GCP Members: Establish new GCP following formation processes							



Phases & tasks	Aug	Sept	Oct	Nov	Dec	Jan	Feb
Phase 2: Electoral transition and preparation (November 2025 - February 2026)							
Maintain operational effectiveness							
Secretariat: Enhance capability to maintain operations during electoral transition							
Council Officers: Prepare comprehensive briefing materials on review findings and options							
GCP Members: Ensure continuity of decision-making authority during transition period							
Strengthen mana whenua partnerships							
Secretariat: Provide advisory support and coordinate mana whenua engagement working with Whitiroa							
Council Officers: Meet with mana whenua representatives to discuss review findings and develop enhanced decision-making processes demonstrating genuine partnership commitment							
GCP Members: Approve formal protocols within current structure							
Phase 3: Decision making and implementation (March 2026 - December 2026)							
Decision-making process							
Secretariat: Coordinate structured decision-making processes across partner councils							
Council Officers: Provide comprehensive briefings to elected members and prepare decision papers							
GCP Members: Participate in formal council workshops and make binding decisions on structural options							
Formal option selection							
Secretariat: Coordinate workshops, public consultation processes, and inter-council communications and engagement plan with wider stakeholders							
Council officers: Conduct any Council specific analysis including interactions with other Council functions prepare relevant advice							
GCP Members: Approve options informed by engagement with Government and pass formal council resolutions with binding commitments							



Implementation

Implementation approach

Based on selected structural option, implement accelerated implementation programme:

- *For Options 1-3 (Enhanced Current/Mayoral Forum/Joint Committee):* 6-month implementation including governance framework development, secretariat enhancement, co-governance establishment, and strategic programme launch with first strategic outcomes achieved by mid-2027.
- *For Option 4 (Unitary Authority):* Engage with Central Government and/or initiate Local Government Commission process with 4-5 year implementation timeline including reorganisation proposal development, consultation, and transition planning for implementation by 2030-2031.

Once a new option is in place, focus on continued performance

Focus on demonstrating tangible sub-regional outcomes through selected structural approach including spatial plan implementation progress, economic development initiatives, infrastructure coordination success, and stakeholder satisfaction improvement. Use outcome achievement to consolidate political support and validate structural choices.



Continuous improvement implementation

Establish regular evaluation and improvement processes including annual effectiveness reviews, stakeholder feedback systems, and strategic adjustment mechanisms that enable ongoing partnership development based on performance and emerging regional requirements.

The case for an independent chair

The case for an independent chair depends on the option chosen. Generally collaborative mechanisms benefit from a independent skilled third party whereas more formal structures can rely on clearer lines of accountability. If the option warrants an independent chair, then that person should be appointed at the beginning of each triennium and the individual should possess the following attributes:

- experience in local government or public sector governance
- strong facilitation and consensus-building skills
- political neutrality and credibility with all councils
- understanding of collaborative governance models
- ability to manage conflict and drive decision-making
- strategic thinking and change management experience
- respected reputation across the Partnership

Concluding comment

The Greater Christchurch Partnership stands at a juncture that will determine its future relevance and effectiveness for regional strategic coordination. After two decades of evolution, the Partnership has

demonstrated significant capability during crisis response and strategic planning phases but now faces fundamental challenges inviting structural and operational changes.

The review findings clearly political confidence has declined, implementation coordination remains challenging, and genuine Treaty of Waitangi partnership requires improvement to retain the confidence of mana whenua. However, these challenges also represent opportunities for partnership revitalisation that could restore the strategic edge that characterised the Partnership's most effective periods.

Considering risks

The recommendations of this report give rise to several risks that need to be evaluated against the risk of doing nothing. Electoral transitions present significant considerations as new elected members need comprehensive briefings to maintain collaborative support, whilst evolving political priorities may affect established positions. Partnership momentum could be impacted if progress is slower than anticipated, making early consideration of the issue in the new triennium essential. Central Government policy shifts pose material risks including in the value placed on collaboration and these forms of urban growth partnership. Maintaining credibility with mana whenua requires focus at all levels. Implementation complexity and coordination effectiveness remain core challenges requiring clear accountability mechanisms.

Appendix 1

Terms of Reference – Greater Christchurch Partnership Review

1. Background – Greater Christchurch Partnership
<p>Vision: One Group, Standing Together for Greater Christchurch</p> <p>Purpose: To take a collaborative approach to address strategic challenges and opportunities for Greater Christchurch. The Partnership is built on a strong foundation of mutual respect and trust, transparency, and a strong commitment to achieving best for community, now and into the future.</p> <p>Since 2004 the Greater Christchurch Partnership has been a voluntary coalition of local government, mana whenua and government agencies that has successfully worked collaboratively to address strategic challenges and opportunities for Greater Christchurch. Members are:</p> <ul style="list-style-type: none"> • Environment Canterbury • Mana whenua • Christchurch City Council • Selwyn District Council • Waimakariri District Council • Te Whatu Ora - Waitaha • Waka Kotahi NZ Transport Agency (<i>Non-voting member</i>) <p>The Partnership has effectively been in place for 20 years. There have been significant changes over that period and with the endorsement and adoption of the Greater Christchurch Spatial Plan the Committee has agreed that it is timely and healthy to review the Partnership to see if it is set up to succeed into the future.</p>
2. Purpose of the Review
<ul style="list-style-type: none"> a. Assess the effectiveness of the Greater Christchurch Partnership in achieving its purpose, role and functions. b. Evaluate the efficiency of the partnership's operations and decision-making processes.



c. Identify areas for improvement and provide recommendations for enhancing the partnership's performance including alternate organisational models, if appropriate.
3. Scope of the Review
<p>a. Analyse the alignment, outcomes and impacts of key focus areas and work programme initiatives undertaken over the past three years.</p> <p>b. Identify the best model(s) to advance Greater Christchurch's strategic priorities with government, iwi, Canterbury local authorities and the community.</p> <p>c. Consider whether the GCP's governance, operational arrangements and funding are fit for purpose, and if not recommend suitable alternatives.</p> <p>d. Consider if the role of Independent Chair is still required, and if not recommend a suitable alternative.</p> <p>e. Assess the effectiveness of collaboration and communication among partner organisations.</p>
4. Methodology
<p>a. Conduct interviews¹ with each of the member organisations (governance committee members, chief executive and senior officer levels, mana whenua advisor) the former Independent Chair, Secretariat Director and staff and observer organisations (ie government agencies).</p> <p>b. Review strategic plans, agendas/minutes and the joint work programme in the context of the Memorandum of Agreement.</p> <p>c. Analyze quantitative and qualitative data to assess the partnership's effectiveness against its stated purpose, role and functions.</p> <p>d. Consider comparison with other similar joint committees, mayoral forums and best practice examples from within New Zealand and if appropriate internationally.</p>
5. Key Questions
<p>a. What have been the key outcomes achieved for mana whenua by the partnership?</p> <p>b. What improvements can be made to the partnerships governance and operational structures that would enable greater outcomes for mana whenua?</p> <p>c. What can the partnership do to reflect the appropriate resourcing and mandate that is required for genuine Te Tiriti Partnership, in the most effective, efficient way?</p> <p>d. How effectively has the partnership achieved its strategic goals?</p>



e. What should the partnerships focus areas be going forward?
f. What are the strengths and weaknesses of the partnership's governance and operational structures?
g. How well does the partnership engage with key stakeholders?
h. What opportunities are there and what improvements can be made to enhance the partnership's efficiency and effectiveness?
i. What opportunities are there to enhance the combined work of the GCP and CMF to advance Canterbury's diverse interests?
6. Deliverables
a. A comprehensive report detailing the findings of the review.
b. Specific recommendations for improving the partnership's efficiency and effectiveness.
c. An action plan outlining steps to implement the recommendations.
d. Supporting presentation to the Chief Executives Advisory Group and the Greater Christchurch Partnership Committee.
7. Timeline
a. Terms of Reference to be approved by the GCP Committee on 7 March 2025
b. Independent reviewer confirmed as soon as possible.
c. Draft report to be provided to Chief Executives Advisory Group meeting on 29 July 2025 (<i>agenda circulated 24 July 2025</i>).
d. Final report and presentation to the GCP Committee on 8 August 2025. (<i>agenda circulated on 31 July 2025</i>)
8. Reviewer
Independent reviewer to be confirmed.



MARTIN
JENKINS



Wellington T +64 4 499 6130
Level 1, City Chambers, Cnr Johnston and Featherston Streets, Wellington 6011, PO Box 5256, Wellington 6140, New Zealand

Auckland T +64 9 915 1360
Level 16, 41 Shortland Street, Auckland 1010, New Zealand

info@martinjenkins.co.nz martinjenkins.co.nz

MARTIN
JENKINS

Independent Review

Greater Christchurch Partnership

Presentation to Chief Executives 29 July 2025

Item 8
Attachment D

Key findings

- The GCP has demonstrated **impressive effectiveness during crisis response and strategic planning phases**, particularly earthquake recovery coordination and delivery of the Greater Christchurch Spatial Plan.
- **Political confidence in the Partnership has declined**, with decision-making processes becoming slow and consensus-driven rather than strategically focused.
- **Implementation of the spatial plan remains challenging** due to regulatory translation gaps, resource constraints, and limited authority for driving delivery.
- **Multiple stakeholders questioned the Partnership's current purpose**, with changing Government policy environments creating additional uncertainty about collaborative approaches.
- **The Partnership has shifted from strategic leadership to operational coordination, losing the strategic edge that was more characteristic of its most effective periods.**
- **The GCP requires structural and operational changes to maintain relevance and effectiveness in addressing greater Christchurch's evolving strategic challenges.**
- The review provides the analysis and options necessary for informed decision-making. However, **success depends on a collective political leadership commitment to collaborative and partnership models, including with mana whenua and government agencies.**
- **Care needs to be taken on the future of the GCP and its relationship to urban growth partnerships.** Central Government has positioned urban growth partnerships as a key mechanism for achieving coordinated urban development outcomes across New Zealand.
- **These issues and preferred Partnership model are best determined by Partners in the context of the next triennium** of Councils and will require a high degree of buy in as to the strategic (and connected) challenges faced in greater Christchurch, and the purpose of value proposition effective governance of those challenges.

MARTINJENKINS



Design principles

MARTINJENKINS



- **STRATEGIC FOCUS:** Supports effective governance of the key strategic challenges facing Greater Christchurch – this will shape what is on the agenda
- **STEWARDSHIP:** Ensures the parties work collaboratively to ensure Greater Christchurch interests are effectively managed now and into the future – this will shape the system-based approach that is taken to key challenges facing greater Christchurch including relevance to the provision, funding and regulatory levers that impact the wider community
- **PARTNERSHIP:** Recognises that the value of partnership is tangible, increasing the scale, reach, influence, and political and community engagement for the betterment of the wider Greater Christchurch community – this will determine who is at the table and the principles on which partnership is based including open communication and trust with clear and well understood roles and responsibilities.
- **VALUE FOR MONEY:** Delivers best value for money for ratepayers – this will support confidence that public money is being used appropriately
- **RESPONSIVE:** Ensure that the Partnership has effective mechanisms in place to remain relevant and responsive to changing demands being faced by the Greater Christchurch community.

Options - Partnership model

MARTINJENKINS



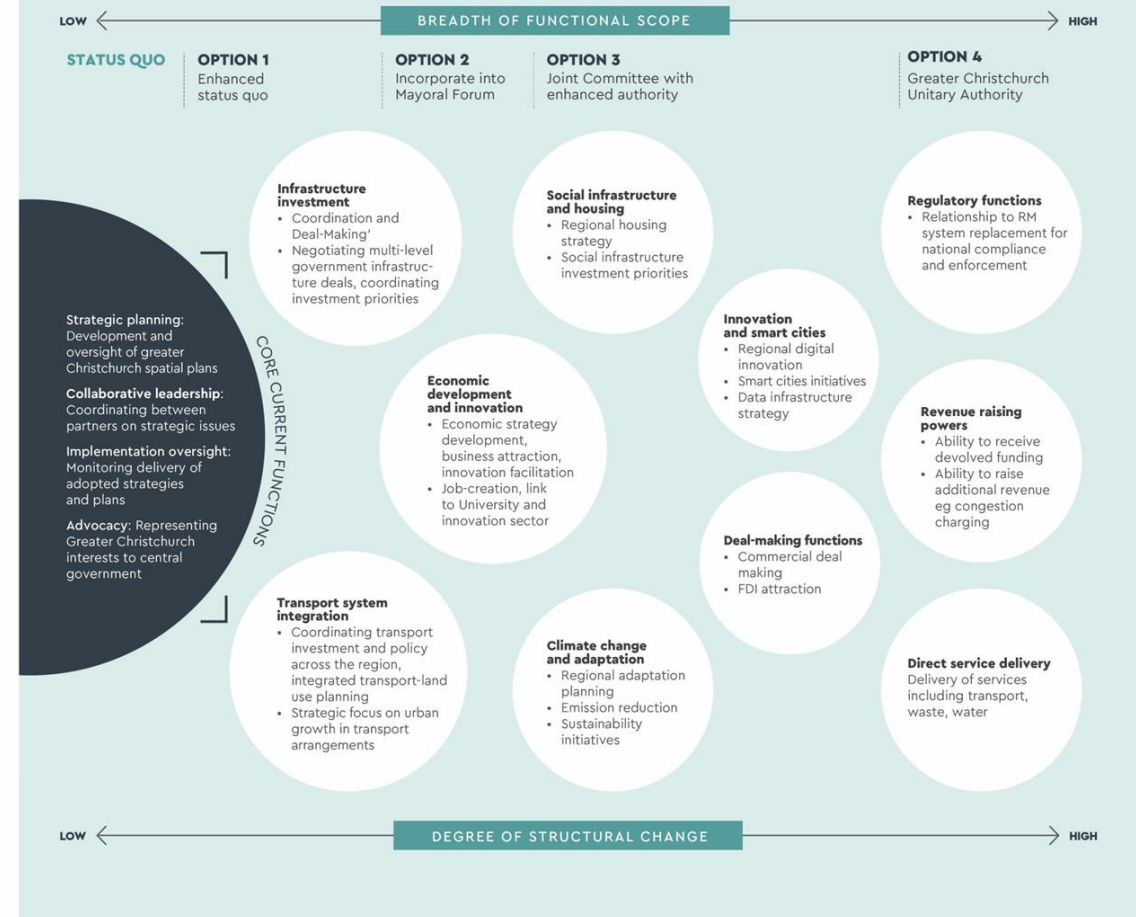
Table 1: Broad functional models

MODEL	FUNCTIONS
Strategic planning coordination	<ul style="list-style-type: none"> Spatial plan implementation and monitoring Strategic planning as key coordination mechanism Multi-level government alignment Flexible cooperation in spatial structures
Urban partnership deal-making model	<ul style="list-style-type: none"> Infrastructure funding and financing coordination Economic development interventions Multi-level government deal negotiation Governance reform and institutional innovation
Integrated urban model	<ul style="list-style-type: none"> All current functions plus climate coordination, social infrastructure Regional service coordination (not always direct delivery) Enhanced economic development and innovation functions Multi-sectoral partnership management

Source: Adapted from OECD Materials

Diagram: Model choices available to GCP members

These strategic choices have been incorporated within our options analysis and are set out in a conceptual diagram below. These options are explored further in the next section and should be examined in more detail at the beginning of the next triennium.



Recommendations and timing

MARTINJENKINS



Phases & tasks	Aug	Sept	Oct	Nov	Dec	Jan	Feb
Phase 1: Report receipt and immediate actions							
Immediate steps							
Secretariat: Coordinate distribution of report and advice to GCP							
Council Officers: Brief elected members and prepare council consideration papers							
GCP Members: Receive independent review and endorse interim chair continuation							
Committee formation and confidence building							
Secretariat: Transition from bi-monthly operational meetings to quarterly strategic forums							
Council Officers: Develop clear partnership value proposition addressing member concerns and realign focus from individual council interests to collective accountability							
GCP Members: Establish new GCP following formation processes							
Phase 2: Electoral transition and preparation (November 2025 - February 2026)							
Maintain operational effectiveness							
Secretariat: Enhance capability to maintain operations during electoral transition							
Council Officers: Prepare comprehensive briefing materials on review findings and options							
GCP Members: Ensure continuity of decision-making authority during transition period							
Strengthen mana whenua partnerships							
Secretariat: Provide advisory support and coordinate mana whenua engagement working with Whitiōia							
Council Officers: Meet with mana whenua representatives to discuss review findings and develop enhanced decision-making processes demonstrating genuine partnership commitment							
GCP Members: Approve formal protocols within current structure							
Phase 3: Decision making and implementation (March 2026 - December 2026)							
Decision-making process							
Secretariat: Coordinate structured decision-making processes across partner councils							
Council Officers: Provide comprehensive briefings to elected members and prepare decision papers							
GCP Members: Participate in formal council workshops and make binding decisions on structural options							
Formal option selection							
Secretariat: Coordinate workshops, public consultation processes, and inter-council communications and engagement plan with wider stakeholders							
Council officers: Conduct any Council specific analysis including interactions with other Council functions prepare relevant advice							
GCP Members: Approve options informed by engagement with Government and pass formal council resolutions with binding commitments							

Item 8

Attachment D

Ngā mihi

MARTINJENKINS



9. Briefing to the Incoming Committee

Reference Te Tohutoro: 25/1129886

Responsible Officer(s) Te Pou Matua: Jenny Wilkinson, Programme and Relationships Advisor

Accountable ELT Member Pouwhakarae: John Bartels, Director Greater Christchurch Partnership

1. Purpose of Report Te Pūtake Pūrongo

- 1.1 The purpose of this report is to seek the outgoing Greater Christchurch Partnership (GCP) Committees support for the briefing material to advise the incoming GCP Committee members. The briefing will provide an outline of the purpose, function and priorities of the GCP Committee.
- 1.2 This report also provided guidance on any decisions that the incoming Committee will need to consider at its first meeting on Friday 5 December 2025.

2. Officer Recommendations Ngā Tūtohu

That the Greater Christchurch Partnership Committee:

1. **Receive and support** the briefing to the incoming Committee (**Attachment A**), being provided to the incoming Greater Christchurch Partnership Committee, supplemented with relevant Greater Christchurch Partnership documents.
2. **Recommend** to the incoming Greater Christchurch Partnership Committee that, at their first meeting on Friday 5 December 2025, they:
 - a. **Receive** the briefing to the incoming Committee.
 - b. **Appoint** an Interim Chair until the GCP Independent Review is concluded and decisions have been made by the Committee. Noting this is a temporary variation of the Memorandum of Agreement.
 - c. **Note** proposed meeting dates and arrangements for 2026.

3. Context/Background Te Horopaki

Background

- 3.1 The Urban Growth Partnership for Greater Christchurch plays a key role in achieving shared outcomes. Ensuring that the role, value, and opportunities of both the Greater Christchurch Partnership (GCP) and the Urban Growth Partnership are clearly understood and embraced by all Partners is essential to building a strong, effective collaboration.
- 3.2 The Partnership also has a substantive work programme to transition to the new triennium and ensuring momentum and continued implementation of key projects is also an important objective.
- 3.3 The next triennium is expected to be a period of significant change through the national reform agenda, with high expectations for delivery of the work programme through the Greater Christchurch Partnership Committee. The ability to work constructively in partnership, prioritise effort and achieve consensus with a clear focus on the long-term outcomes for our communities will be critical to the success of the Committee over this triennium.

- 3.4 The work of the Partnership – both as a forum for consensus and leadership through the Committee, and as a joint work programme of central government, local government and mana whenua partners is a powerful mechanism for individual Partners to deliver on their own priorities and outcomes for their communities and deliver their mandated functions.
- 3.5 The Partnership provides the mechanism for joint investment, particular in critical infrastructure, and aligned policy that delivers greater benefit for our communities more effectively than Partners pursuing these objectives alone.

4. Briefing the incoming Committee

- 4.1 A briefing has been prepared for incoming GCP Committee members (**Attachment A**). It outlines the Committee's purpose, functions, and the broader operating environment.
- 4.2 Other important supplementary documents that are to be shared in support of the briefing include:
 - 4.2.1 The Greater Christchurch Spatial Plan Implementation Plan - This presents a long-term work programme. It includes detailed actions, timelines, and indicative costs to support future investment decisions by Partners through annual and long-term planning processes.
 - 4.2.2 The 2025 Annual Report - It provides a baseline for future monitoring and reporting. It reviews changes over the past 12 months and assesses their implications for the Spatial Plan's direction and opportunities.
 - 4.2.3 The He Rautaki mō Kāinga Nohoanga - Greater Christchurch – Received by the Committee, it gives rich context on the history and background to the grievances of Ngāi Tūāhuriri and how it relates to kāinga nohoanga. It further outlines mana whenua priorities and expectations and provide a comprehensive starting point for working with Partners in a more effective way.
 - 4.2.4 The findings of the GCP Independent Review will also be presented to the incoming GCP Committee members at the December meeting.

Key Dates

- 4.1 Voting opens for the 2025 local body elections between 9 September and 11 October 2025.
- 4.2 It is anticipated that Councils will complete their swearing in and induction for new members in the two months following the election.
- 4.3 The next meeting of the Committee is scheduled for Friday 5 December 2025. It is anticipated that this meeting will focus on a briefing to the incoming committee, making some process decisions and provide an opportunity to meet with the rest of their committee members.
- 4.4 It is unlikely that any decisions on Partnership projects and workstreams will be sought from the Committee until the meetings commence in 2026.

Decisions for the first Incoming Committee Meeting

- 4.5 At its first meeting on Friday 5 December 2025, the committee will be invited to:
 - Note and receive the Incoming Briefing to the Committee.
 - Appoint an Interim Chair until the GCP Independent Review is concluded. Noting this is a temporary variation of the Memorandum of Agreement.


- Consider and discuss the recommendations from the GCP Independent Review.
- Consider and discuss the Greater Christchurch Partnership Memorandum of Agreement.

Noting that if changes are required to the Greater Christchurch Partnership Memorandum of Agreement these need to be ratified at the governance meetings of all the individual voting member partners.

- Note proposed meeting dates and arrangements for 2026.

Item 9

Attachments Ngā Tāpirihanga

No.	Title	Reference	Page
A 	Briefing for the Incoming Committee 2025	25/1248222	150



Greater Christchurch Partnership Committee

Briefing to the Incoming Committee 2025



Contents

Background	1
Greater Christchurch Partnership Committee	2
Urban Growth Partnership	3
Focus of the last triennium	5
Strategic Context for the next triennium	6
The opportunity of the new triennium	8
Independent Review of the Partnership	9
The Committee’s tools for success	10
How we work	11
Further resources and information	13





*Strategic planning for Canterbury's largest urban area happens
through the Greater Christchurch Partnership*

Background

The Greater Christchurch Partnership Committee is an evolution of the Greater Christchurch Urban Development Strategy Implementation Committee (UDSIC) which was formally established in 2007 with the adoption of the Greater Christchurch Urban Development Strategy (UDS) to oversee implementation the Strategy.

Subsequently the UDSIC also provided a forum to advance earthquake recovery matters and resilience planning and developed and adopted a number of strategies, including the UDS Update (2016) and the Resilient Greater Christchurch Plan (2016), Our Space 2018-2048 (2019) as the future development strategy for Greater Christchurch, and Greater Christchurch Mode Shift Plan (2020).

In early 2022, the Greater Christchurch Partnership Committee and the Crown agreed to form an Urban Growth Partnership for Greater Christchurch, to work together to advance shared urban growth objectives relating to housing, infrastructure and land use within the context of the Urban Growth Agenda.

As an Urban Growth Partnership, the Greater Christchurch Partnership Committee aims to advance its wider strategic objectives in the context of intergenerational wellbeing where a collaborative approach amongst local partners is beneficial for current and future communities.

The importance of collaboration

The Partnership provides visible and collaborative leadership planning for an urban area which provides for the needs of current and future generations.

Greater Christchurch is a strategic regional centre and principal economic hub for the South Island with almost 80% of Canterbury's population. The challenges and opportunities facing our communities in Greater Christchurch transcend the political boundaries of territorial authorities.

The statutory roles, functions and investment that can improve the wellbeing of our communities are held by a number of local and central public agencies. Furthermore, central government wants to engage and invest in partnership with Greater Christchurch collectively rather than with individual local partners.

A strong partnership also provides a strong platform for responding to unforeseen events and adapting to change.

Strengthening partnership with mana whenua

Strengthening the partnership between mana whenua and other members of the Partnership is a key priority the Greater Christchurch Partnership.

The Partnership recognises the foundation framework of Te Tiriti o Waitangi and mana whenua's rangatiratanga over its takiwa. The Partnership is committed to supporting mana whenua to achieve their priorities and expectations through the work of the Partnership.

Greater Christchurch Partnership Committee

Purpose

The Greater Christchurch Partnership is to take a collaborative approach to address strategic challenges and opportunities for Greater Christchurch. The Partnership is built on a strong foundation of mutual respect and trust, transparency and a strong commitment to achieving best for community, now and into the future.

Members

The Greater Christchurch Partnership Committee leads and coordinates the work of the Partnership. The members of the Greater Christchurch Partnership Committee are:

- Environment Canterbury (3 voting members)
- Mana whenua (3 voting members)
- Christchurch City Council (3 voting members)
- Selwyn District Council (3 voting members)
- Waimakariri District Council (3 voting members)
- Te Whatu Ora – Health New Zealand (1 voting member)
- Waka Kotahi NZ Transport Agency (1 non-voting member)

Diagram 1: Greater Christchurch Partnership – Current Leadership Structure



Functions

The functions of the Partnership include:

- Developing strategies and plans which support a collective approach to improving intergenerational wellbeing in Greater Christchurch.
- Delivering joint work programmes arising from these strategies and plans.
- Collaborating on specific issues or opportunities.
- Advocacy to central government.
- Strategic transport functions considering key strategic transport issues, national policies and public transport associated collaborative business cases; and monitoring the delivery of the strategic public transport work programme in Greater Christchurch.

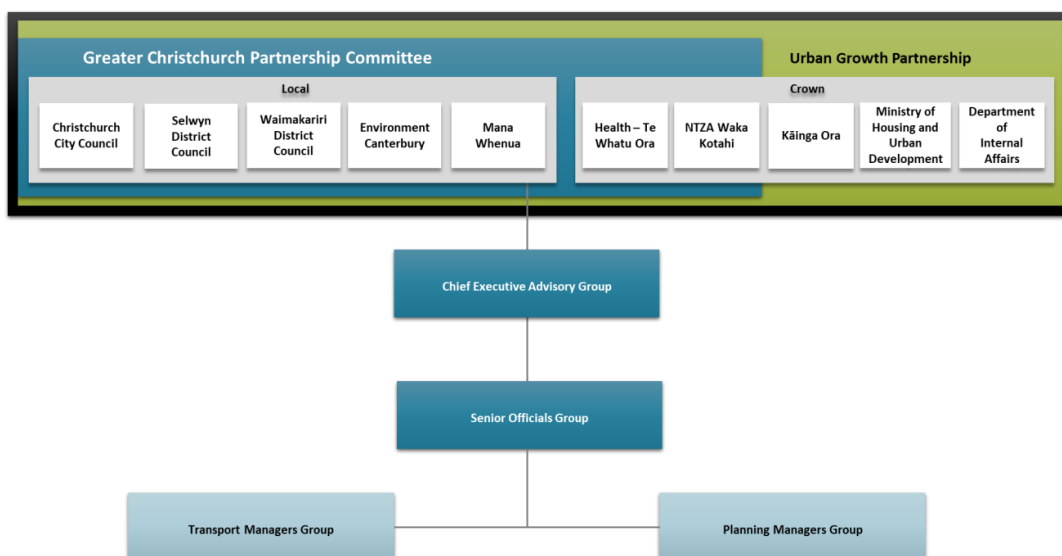
Urban Growth Partnership

An Urban Growth Partnership for Greater Christchurch was established between the Greater Christchurch Partnership and the Crown in early 2022.

This partnership provides a mechanism for central government, local government and mana whenua to address strategic urban challenges and opportunities for Greater Christchurch which are cross boundary or of sub-regional importance, and to enable partners to better understand the national and Greater Christchurch context.

This Urban Growth Partnership is made up of the Greater Christchurch Partnership Committee members and the Crown. The Crown is represented on the Committee by two Ministers of the Crown. Other Ministers may attend Committee meetings for relevant topics (i.e. the Minister of Transport).

Diagram 2: Greater Christchurch Partnership Urban Growth Structure



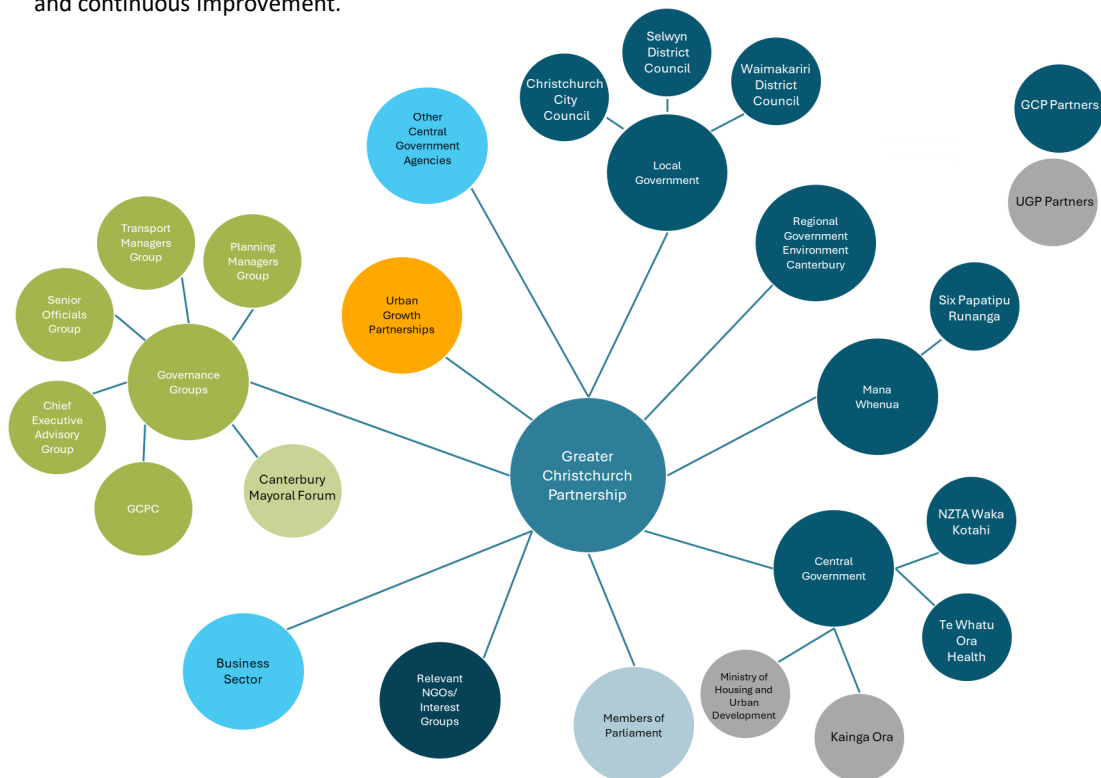
Priorities

The priorities of the Committee as set out in the joint Memorandum of Agreement are to:

- Create a well-functioning and sustainable urban environment
- In achieving this, priority will be given to:
 - Decarbonising the transport system
 - Increasing resilience to natural hazards and the effects of climate change
 - Accelerating the provision of quality, affordable housing
 - Improving access to employment, education and services.

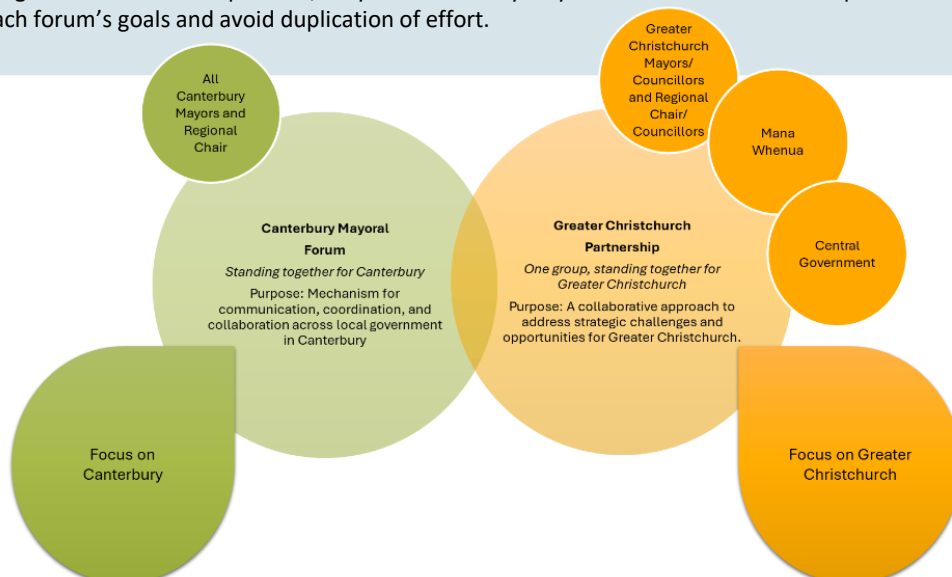
Stakeholder engagement

Stakeholder relationship and management is fundamental to the continued success of the partnership. The partnership is built on a strong foundation of mutual respect and trust, transparency and a strong commitment to achieving the best for the community, now and into the future. To ensure the foundation remains strong requires constant attention, intentional approaches and continuous improvement.



Working with the Canterbury Mayoral Forum

The secretariats of both the Canterbury Mayoral Forum and the Greater Christchurch Partnership (GCP) regularly connect to share updates and explore opportunities for collaboration across their work programmes. Wherever possible, they aim to identify ways to share resources and expertise to support each forum's goals and avoid duplication of effort.



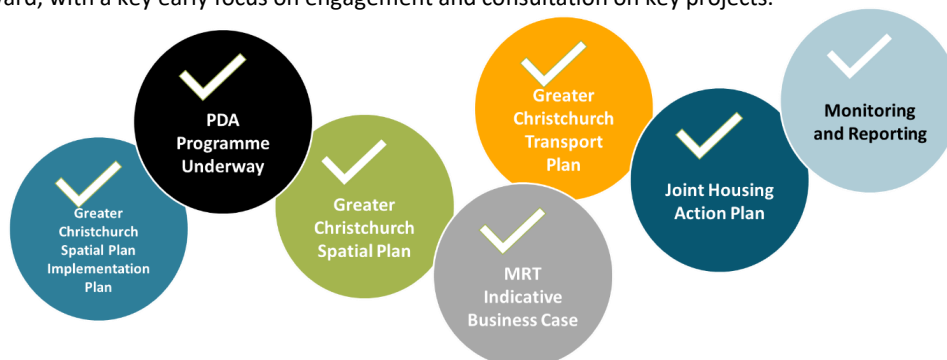
Focus of the last triennium

Over the last triennium, the work of the Greater Christchurch Partnership has been impacted by the highly dynamic environment – including a change in government, significant national policy and reform agenda, and greater awareness and urgency within our communities and government about climate change.

Despite the challenging environment, the Committee has made significant progress over the last three years establishing a strong work programme for the sub-region. This includes:

1. A shift in the partnership with mana whenua which has enabled a strong platform for a fundamentally different relationship and level of partnership to develop the Kainga Nohoanga Strategy.
2. The Greater Christchurch Spatial Plan was unanimously endorsed by the Greater Christchurch Partnership Committee (GCPC) and adopted and all partner Councils.
3. The Mass Rapid Transit Indicative Business Case was formally completed and transitioned to Christchurch City Council to lead the next phase of the project.
4. The development of a collective approach to accelerate the provision of affordable housing. The Joint Housing Action Plan was endorsed by the GCPC and adopted and all partner Councils, Phase one investigations completed and presented to the committee. Phase two actions were endorsed by the committee.
5. Public Transport Future continuous programme funding through Waka Kotahi's National Land Transport Programme e.g. route 7 (1 out of only four in NZ)
6. A Greater Christchurch Transport Plan was endorsed which identifies the transport system changes needed to implement the 30-year vision of the Greater Christchurch Spatial Plan. The transport plan focuses on strategy – the key things partnership members need to do together, and the commitments needed for success.
7. The Greater Christchurch Spatial Plan Implementation Plan, marking a step forward in turning strategic vision into tangible outcomes was endorsed. This Implementation Plan outlines in greater detail how the Greater Christchurch Partnership will deliver on the goals of the Greater Christchurch Spatial Plan (GCSP).
8. A monitoring and reporting framework has been developed. Monitoring key indicators over time will show whether trends are heading in the right direction and help the partnership to assess the effectiveness of its implementation actions. The framework will enable future decision-makers to track progress against the intent of the plan, enabling them to identify where progress is consistent with the partnership's aspirations, or where it is off track, and a different approach may be required.

This provides an impactful and comprehensive work programme for the incoming Committee to take forward, with a key early focus on engagement and consultation on key projects.



Strategic Context for the next triennium

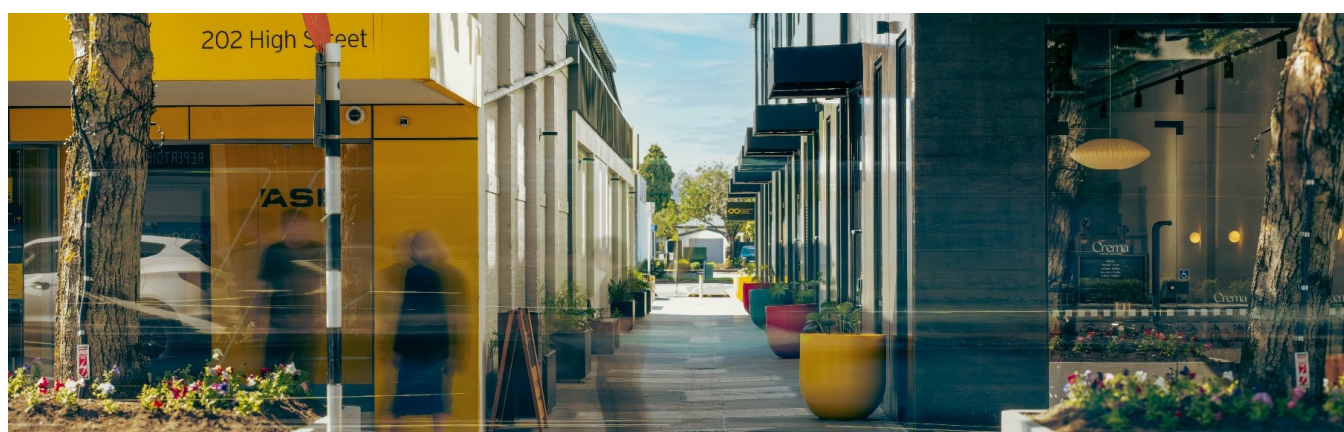
With a population of over 500,000, Greater Christchurch is New Zealand's second largest urban area and home to 13 % of Aotearoa's population. Our urban area continues to experience strong population and business growth since the 2010/11 earthquakes and has benefited from significant private and public sector investment over the last decade, particularly through the rebuild of the central city. Greater Christchurch has a strong foundation to develop a sustainable and modern city which provides high levels of wellbeing for residents and makes a greater contribution to national wellbeing and prosperity.

Greater Christchurch is the primary economic, service and logistics hub for the South Island home to New Zealand's second largest airport and third largest seaport, four tertiary, six Crown Research Institutes, and a strong and diverse economic base that is strongly inter-connected with the wider regional economy.

The urban area currently has the most affordable housing of New Zealand's major urban centres, with a lifestyle that is highly valued by our residents. The significant investment in modern and resilient infrastructure, civic assets and urban redevelopment post-earthquakes means that Greater Christchurch has capacity to cater for greater economic and population growth.

This foundation provides a strong base to address the following challenges through partnership of local government, mana whenua and central government:

- Greater Christchurch continues to experience strong population growth. Statistics New Zealand projections suggest Greater Christchurch will need to accommodate 30% more people, 77,000 more households, over the next 30 years. If Greater Christchurch continues to grow at the rate of the previous 15 years, then the urban area could have a population of 700,000 within the next 25 years and achieve a population of one million people within the next 60 years.
- Greater Christchurch employment and housing is relatively dispersed, with this becoming more acute following the 2010/11 earthquakes.
- The urban form has amongst the highest dependency on private motor vehicles for transport of the main urban areas in New Zealand.
- Housing affordability, while still relatively good in comparison to other major urban areas in New Zealand, has declined significantly over the past two years with low-income households particularly impacted.
- The performance of Greater Christchurch's economy in terms of productivity is relatively poor given its economic strengths and assets, and economic role in the South Island.
- Greater Christchurch is the most exposed urban area in New Zealand to coastal inundation and flooding due to climate change, and this will affect some of the most vulnerable communities more significantly. Many of the natural habitats have been lost and are vulnerable, with urban rivers impacted by pollution and low levels of indigenous biodiversity.



A challenging and dynamic operating environment

The next triennium is expected to be a period of significant change, not just for the individual partners, but also for our communities.

The next three years are expected to be the most disruptive for all partners in a number of decades.

The national reform agenda will have a significant impact on how functions, currently within the mandate of local government, are delivered. This change will take a long time to implement, but the Partnership is well placed due to its history and experience of doing things together, and its partnership with mana whenua and central government, to anticipate and respond to this change.

There is high expectation on local government as the local delivery partner of central government policy and investment we can expect more direction, more expectations for delivery, and more opportunities for investment if we have a strong, clear and cohesive plan.

Maintaining strong relationships between local government, central government and mana whenua is fundamental to being able to both influence and respond successfully to this reform agenda and meet the expectations for delivery and implementation in ways which benefit our communities. Strong partnership between the four Councils is also particularly important in this period of significant disruption.

Alongside the impact of change on partner organisations, communities are expected to continue to experience upheaval and change into the next triennium and beyond due to both changes in the global environment (e.g. climatic change, pandemic, geo-political/economic challenges), and the impact of national policy directions.

Partners across the Greater Christchurch Partnership Committee have a responsibility to prepare and support Greater Christchurch communities through this change.

National Policy Context National policy direction and reform which is and will directly impact the work of the Partnership includes:

1. National Policy Statement on Urban Development central government is creating a more enabling development environment, which impacts on the tools local partners can use to target growth
2. Emissions Reduction Plan sets ambitious targets for reducing emissions in urban environments. In December 2024 the Government released the second emissions reduction plan. The actions and initiatives in this plan will meet our second emissions budget (2026–30) and put us on track to meet our 2050 net zero target.
3. Resource Management Reform - The Government has announced that the Resource Management Act 1991 will be replaced with two new acts that clearly distinguish between land-use planning and natural resource management, while putting priority on the enjoyment of private property rights.



The opportunity of the new triennium

Change and disruption provide opportunity

Greater Christchurch has a long and successful history of partnership that provides a strong foundation to respond to the national reform agenda, which is seeking greater sub-regional and regional decision-making and coordination. The high and growing expectations for local delivery of central government direction, combined with the deep connections of local partners with their communities means that the Greater Christchurch Partnership Committee and Whakawhanake Kāinga Komiti are important forums for grappling with the challenges and opportunities that face the communities of our sub-region in ways which best serve our communities interests now and into the future.

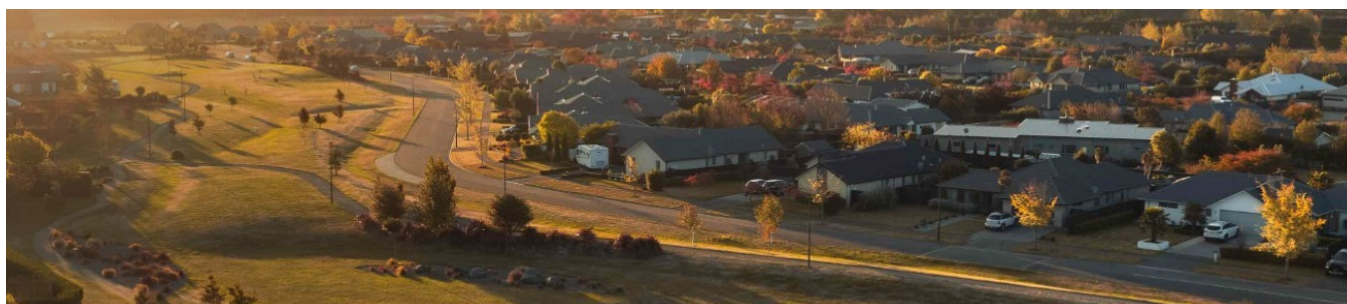
The work of the Partnership both as a forum for consensus and leadership through the Committees, and as a joint work programme of central government, local government and mana whenua partners is a powerful mechanism for individual Partners to deliver on their own priorities and outcomes for their communities and deliver their mandated functions.

The Partnership provides the mechanism for joint investment, particularly in critical infrastructure, and aligned policy that delivers greater benefit for our communities more effectively than Partners pursuing these objectives alone. The Urban Growth Partnership for Greater Christchurch provides a new opportunity to build a deeper, more credible relationship with central government.

Translating this opportunity into impact on the ground, whether this is through additional investment or influencing the policy framework to ensure it works for Greater Christchurch communities, will require a strong commitment to achieving consensus at a governance level, strong active and committed partnership work at all levels of the partner organisations from staff to governance; clarity about our priorities, challenges and objectives; and a more agile approach to delivery.

Strengthening partnership with mana whenua in the new triennium

The Partnership is building an understanding about what giving effect to Te Tiriti o Waitangi means for government partners. At a local level, non-mana whenua partners are developing a deeper appreciation of the history and experiences of mana whenua since colonisation and the expectations set out in the Crown's apology to Ngai Tahu. The expectation, requirement and desire to do better has become clear over recent years and will become even greater over the next three years, with an increasing emphasis on change on the ground.



Independent Review of the Partnership

The Partnership has effectively been in place for 20 years. As outlined in the above sections, there have been significant changes over that period that will continue into the future, along with achievements such as the adoption of the Greater Christchurch Spatial Plan. With a growing emphasis on implementation, it is timely and healthy to review the Partnership to see if it is set up to succeed to meet the outcomes that Partners are seeking.

The Terms of Reference for the Independent Review of the Partnership Review were approved by the Committee at its 7 March 2025 meeting.

The Independent Review was completed by Martin Jenkins for the Partnership and received by the Committee at its 8 August 2025 meeting. Its purpose is three-fold:

- a. Assess the effectiveness of the Greater Christchurch Partnership in achieving its purpose, role and functions.
- b. Evaluate the efficiency of the partnership's operations and decision-making processes.
- c. Identify areas for improvement and provide recommendations for enhancing the partnership's performance including alternate organisational models, if appropriate.

A key priority for the incoming Committee is consideration of the Review findings and determining the options/ recommendations to be implemented.

The Committee's tools for success

The Greater Christchurch Partnership Committee have established governance and management structures, supported by a strong secretariat, programme management and strategic advice function to deliver on the challenges and priorities of Greater Christchurch.

The Committees enter this new triennium with a clear work programme focused on:

- Addressing the key urban challenges and opportunities facing our sub-region.
- Providing the platform for multi-year investment into key infrastructure and initiatives which will future proof our urban area and support our communities to adapt successfully in the context of change.
- Ensuring the sub-region is prepared and able to respond successfully to the government's reform agenda.

The ability to work constructively in partnership, prioritise effort and achieve consensus with a clear focus on the long-term outcomes for our communities, will be critical to the successful delivery of this work programme.

Strong understanding, commitment, and buy-in from all partner governance is also critical. Also critical will be effective prioritisation and pooling of resources by Partners to deliver this ambitious work programme, support mana whenua to contribute to this work programme and progress the strengthening partnership with mana whenua.

With the work programme of the Urban Growth Partnership for Greater Christchurch now established, engagement with stakeholders and the wider community as these projects reach key milestones over the coming months is fundamental to their success.

Engagement and communication with the public will therefore become a more significant feature of how the Committees work, recognising that the work of the Committees is critically important to Greater Christchurch. Particularly youth as the Partnership undertakes planning for future generations.



How we work

The Greater Christchurch Partnership is a joint committee established by Memorandum of Agreements under the Local Government Act 2002, to govern and lead the Partnership, with the support of their Chief Executives, who sit on a Chief Executives Advisory Group.

Partnership activity is coordinated at governance, executive and managerial levels, supported by a secretariat which includes programme management and strategic advisory functions.

Staff from partner organisations deliver the Partnerships work programme through cross-agency project teams which report into a Steering Group of senior managers from the partner organisations.

Secretariat

A permanent secretariat hosted by Christchurch City Council on behalf of the partnership. The funding arrangements are outlined below. In addition, Christchurch City Council provides:

- Communications, media and legal advice as required
- Document management and other business support services
- The website: <https://www.greaterchristchurch.org.nz>

Secretariat staff:

- John Bartels – Director
John.Bartels@GreaterChristchurch.org.nz 027 332 4911
- Jenny Wilkinson - Programme and Relationship Advisor
Jenny.Wilkinson@GreaterChristchurch.org.nz 027 359 4156

The main email address for contact is secretariat@greaterchristchurch.org.nz

Meetings

The Senior Officials Group (SOG) and Planning Managers Group (PMG) and Transport Managers Group (TMG) run on a monthly cycle.

Greater Christchurch Partnership Committee (GCPC) and Chief Executives Advisory Group (CEAG) meetings are on a quarterly cycle.

The calendar is based around the Committee meeting generally occurring on a Friday in the months of March, May, August and November each calendar year. Dates are identified to avoid clashes with public holidays, Council, LGNZ or Canterbury Mayoral Forum meetings.

Greater Christchurch Partnership Committee meetings are open to the public and are typically held every quarter. The agendas are available one week before the meeting is scheduled to be held.

Meetings are livestreamed and recordings available to view on our [Meetings : Greater Christchurch](#). As Environment Canterbury host the Greater Christchurch Partnership Committee meetings, meetings can be viewed at the time of the meeting by accessing the [Environment Canterbury Youtube channel](#)

All appointments are coordinated through the secretariat@greaterchristchurch.org.nz shared calendar.

Decision making

Decision making by the Committees is achieved more by consensus than voting. On significant matters, the Committees recommend ratification by each of the partners own governance.

The ability to work constructively in partnership, prioritise effort and achieve consensus with a clear focus on the long-term outcomes for our communities, will be critical to the success of the Committees over this triennium.

Funding

The Committees and the collaborative work of the Partnership is supported financially through the provision of a central fund which includes meeting the costs associated with the roles of Independent Chair and the secretariat.

The agreed funding formula for this financial contribution is Regional Council (37.5%); Christchurch City Council (37.5%); Selwyn District Council (12.5%) and Waimakariri District Council (12.5%).

The successful achievement of strategic goals and implementation of agreed actions within existing strategies and plans relies on investment of both staff resources and additional financial contributions by the individual Partners in the delivery of the work programme. This investment is aligned through annual plans, long term plans and other funding processes.



Further resources and information

Memorandum of Agreements

- [Greater Christchurch Partnership Memorandum of Agreement](#)
- [Urban Growth Partnership Memorandum of Agreement](#)

Key Greater Christchurch Partnership Plans & business cases

- [Greater Christchurch Spatial Plan](#)
- [Greater Christchurch Transport Plan](#)
- [Joint Housing Action Plan](#)
- [Greater Christchurch 2050 engagement report](#)
- [Greater Christchurch Spatial Plan Foundation Report](#)
- [Greater Christchurch Spatial Plan Ngā Kaupapa Report](#)
- [Mass Rapid Transit Interim Report June 2021](#)
- [Our Space 2018-2048 \(Greater Christchurch Settlement Pattern Update - Whakahāngai O Te Hōrapa Nohoanga\)](#)
- [Greater Christchurch Mode Shift Plan](#)
- [Urban Development Strategy 2007](#)
- [Combined business case for the Greater Christchurch Public Transport Foundation and Rest of Network.](#)

Further information about the partnership and its work can be accessed on the [GCP website](#)

To contact the Greater Christchurch Partnership secretariat, please email secretariat@greaterchristchurch.org.nz

Karakia – Whakakapi Closing Incantation

Ka whakairia te tapu	Restrictions are moved aside
Kia watea ai te ara	So the pathway is clear
Kia tūruki whakataha ai	To return to everyday activities
Kia tūruki whakataha ai	
Hui e, tāiki e	Enriched, unified and blessed