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Editorial from the Editor-in-Chief

The Canterbury earthquakes will dominate life in the Christchurch area, including Lincoln, for some time. It will also add a significant new element to planning research, education and practice in New Zealand generally. Lincoln University will be at the forefront of this and has already hosted well-attended forums bringing together local and international expertise on how to address the impacts of the earthquake in the short and long term. Planning students and staff have been actively involved in a variety of projects, some reported in this issue, contributing to the recovery. That we are still producing the *Lincoln Planning Review*, albeit a little late, is an example of the resilience and determination of our students and other contributors to the publication and we continue to look ahead.

In that context, 2011 saw the passage of the Marine and Coastal Area (Takutai Moana) Act and the Exclusive Economic Zone and Continental Shelf (Environmental Effects) Bill is on its way through the system. The implementation of both these pieces of legislation will pose interesting challenges for coastal and marine planners. The Canterbury Water Management Strategy has been advancing steadily with the first Zonal Implementation Plans being approved by their zonal committees, one of which is the Waihora Selwyn Zone in which our University sits. These, and amendments proposed for the Rakaia Water Conservation Order, will enable controversial intensified farming in the region while not leading to further *net* environmental degradation.

But perhaps the most significant feature of 2011 that is continuing into 2012, is the 'occupy movement'. Unlike many critics, I visited the occupied site in Auckland's Aotea Square (twice). For the record, I felt quite comfortable walking throughout the site, which took up a very small fraction of the Square. The site was not dirty and did not smell. Those occupiers I spoke with were predominantly people fully employed or with their own businesses. The message was quite clear: there is something seriously wrong if the disparities and inequities seen throughout the developed world continue to grow.

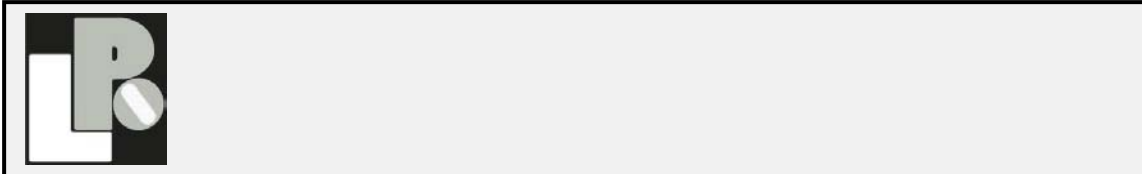
The occupiers come from many persuasions and causes and do not propose a single solution, but are united in their concern that what we are doing now is not sustainable, socially or environmentally. They are reminiscent of a grimmer 'hippie' movement, concerned about the future for themselves, their children and the world, and not distracted by circuses that entertain the masses.

I think they are right, and hope that planners can be similarly bold and subversive. Planning has provided public open spaces that enable peaceful demonstrations of this kind. Occupation is an appropriate use of such space, but the provision of open space has often been opposed by commercial interests and its occupation, by anything except commercial markets, demonised. Conventional planning, however, may be failing to adequately address the bigger picture through an over-emphasis on pseudo 'neutrality' and 'objectivity'. A

viable solution to the issues that gave rise to the 'occupy movement' is not obvious, but these issues are at the heart of planning. If we do not implement solutions fast, the future is much more bleak than the ongoing impacts of earthquakes.

Editor-in-Chief

Hamish G. Renwick



Greening the Rubble in Christchurch: civic ecological reclamation efforts during a crisis event

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Abstract

Within four weeks of the September 4 2010 Canterbury Earthquake a new, loosely-knit community group appeared in Christchurch under the banner of “Greening the Rubble.” The general aim of those who attended the first few meetings was to do something to help plug the holes that had already appeared or were likely to appear over the coming weeks in the city fabric with some temporary landscaping and planting projects. This article charts the first eighteen months of Greening the Rubble and places the initiative in a broader context to argue that although seismic events in Christchurch acted as a “call to palms,” so to speak, the city was already in need of some remedial greening. It concludes with a reflection on lessons learned to date by GTR and commentary on the likely issues ahead for this new mini-social-environmental movement in the context of a quake-affected and still quake-prone major New Zealand city. One of the key lessons for GTR and all of those involved in Christchurch recovery activities to date is that the city is still very much in the middle of the event and is to some extent a laboratory for seismic and agency management studies alike.

Keywords: *ecological reclamation; temporary use; greyfields; earthquakes; rubblescapes; community initiatives*

Introduction

Within four weeks of the September 4 2010 Canterbury Earthquake a new, loosely-knit community group appeared in Christchurch under the banner of “Greening the Rubble.” The general aim of those who attended the first few meetings was to do something to help plug the holes that had already appeared or were likely to appear over the coming weeks in the city fabric with some temporary landscaping and planting projects. A group called “Gap Filler” was already mobilising to fill some new vacant city spaces with cultural life and diversity. Greening the Rubble (GTR) sought to bring more biodiversity into the city. The two groups soon became close allies and at the present time they are widely seen as twinned initiatives (hence the references to Gap Filler in this commentary). This article charts the first eighteen months of Greening the Rubble and places the initiative in a broader context to argue that although seismic events in Christchurch acted as a “call to palms,” so to speak, the city was already in need of some remedial greening. It concludes with a reflection on lessons learned to date by GTR and commentary on the likely issues ahead for this new mini-social-environmental movement in the context of a quake-affected and still quake-prone major New Zealand city. Readers will note the frequent inclusion of details regarding aftershocks, local and central government authorities and land zoning decisions. Those who do not live in Christchurch may query the significance or necessity of such references in terms of urban planting projects. One of the key lessons for GTR and all of those involved in Christchurch recovery activities to date is that the city is still very much in the middle of the event and is to some extent a laboratory for

seismic and agency management studies alike. GTR has found that every major aftershock is likely to retard or inhibit those recovery efforts in some way.

Overseas antecedents for urban ecological reclamation¹

The idea of making better and/or more environmentally friendly use of neglected or poorly designed urban space goes back decades. It can be linked, in conceptual terms at least, to the garden city movement of the late nineteenth and early twentieth centuries which sought to combine the best qualities of town and country living in the face of uncontrolled urbanisation and industrialisation.² A number of pioneering practitioners in previous centuries had concentrated on “ruderal” or rubble plants that colonised the built environment such as stone walls and abandoned ruins. The garden city movement looked back to the past in historical terms while others concentrated on physical processes over time but the common link was the acceptance of nature as part of the city fabric. The fledgling science of urban ecology that emerged throughout the twentieth century was given a significant boost by the devastation wrought during the Second World War. Vast city areas were destroyed and reconstruction was delayed by several years allowing plants and animals to recolonise a number of sites. This was the first “rubble ecology.”

A more ecologically specific and indigenous species-based “retrogreening” philosophy and practice seems to have emerged in the 1960s and 70s when the effects of urban decay and ecological thinking converged. This came partly as a result of grass-roots political activism in the late 1960s and the hippie movement in a number of western countries. Many urban communards were inspired by the revolutionary acts of Gerrard Winstanley and the “True Levellers” in England, who took over commons and vacant land in 1649 to grow food. The latter-day hippie “Diggers” re-appropriated land and parks for food distribution and various festivities.³ This was particularly noticeable in San Francisco and New York where Digger groups handed out free food and opened free stores although they did not actually carry out farming in urban spaces. “People’s parks” also emerged, the most controversial of which was established in Berkeley, California.⁴ However, the most famous popular “takeover” of city land for cultivation and the one most associated with the ensuing “green guerrilla” movement was a plot in Manhattan on the corner of Houston Street and the Bowery in 1973. Now known as the Liz Christy Garden, after its founder, the Bowery Houston Community Farm Garden has remained in operation for nearly four decades and community gardens and pocket parks have now become common-place in urban areas.⁵

¹ I use the term “reclamation” rather than restoration or rehabilitation because such terms already have particular connotations in ecology. Reclamation acknowledges that land is often in a state of being claimed and reclaimed in terms of physical use and human ownership or custodianship.

² See Howard, Ebenezer. *Garden Cities of Tomorrow*. London: S. Sonnenschein & Co., Ltd, 1902.

³ See <http://www.diggers.org/overview.htm>

⁴ The land in question was a partially-cleared former residential parcel owned by the University of California which had been left undeveloped for several years. Plans released in 1967 for student parking and a playing field failed to proceed. The site became even more unsightly and local merchants and community workers made plans in Spring of 1969 to clear it and make it into a park. Confrontation with the university and the National Guard followed shortly afterwards and during the stand-off that resulted the plot was dubbed “People’s Park.” It is now an official park but it is less welcoming and “free” than its initiators would have hoped due to the high numbers of homeless people who occupy it.

⁵ Christchurch, for example, had twelve community gardens in 2005 according to CCC information but the present number is likely to be closer to 20 such has been the rush to set these up over the past five years, partly assisted by the so-called “global financial crisis” and concerns about self-sufficiency in communities and households. See <http://resources.ccc.govt.nz/files/christchurchcommunitygardenscontactlist-volunteerinyourpark.pdf>.

“Guerrilla Gardening,” the new millennium variant on this theme, revolves less around the claiming of particular spaces for parks, gardens or ecological habitat on a permanent basis. Instead, it focuses more on anonymous insurgent activities that involve night-time or covert planting by individuals or groups on public or private land perceived to be neglected or under-utilised. The new movement was made famous in the mid-2000s by London-based Richard Reynolds and his interventions around Perronet House, the ten-storey tower block in Elephant and Castle in which he lived at the time. The paramount rule of guerrilla gardening is that permission to plant should not be sought first. If plantings survive long enough to be noticed then the legitimisation and protection negotiations or battles may ensue. However, the main effort is to demonstrate the virtue of thinking about horticultural amenity in any given urban space, not just formally designated parks or gardens. In the past five years guerrilla gardening has become something of an underground global franchise and despite its ethos of covert operations it now boasts various websites, YouTube clips and several publications.⁶

In a slightly more academic tone, Richard Register’s *Ecocity Berkeley* focussed more upon the importance of restoring or maintaining native or indigenous biodiversity. Published in 1987 it was one of the first concept books for greening underutilised spaces and reclaiming existing urban land.⁷ Although a little primitive and dated in terms of graphic design, Register’s book foreshadowed countless present-day local authority practices such as local street-narrowing and calming through native plantings and exposing buried or piped urban water courses to restore riparian habitats. Such projects, whether fully designed and led by local authorities or conceived and managed in partnership with local communities and restoration groups, are now too numerous to mention. Often they involve formalised and long-term commitments between agencies and volunteers and are often accompanied by the formation of a dedicated trust body or incorporated society.

Australasian initiatives in ecological reclamation

Some of the trends that have emerged during the past several decades overseas are mirrored in Australia and New Zealand. Interestingly, the direct and technically unlawful occupation of land, or “re-occupation” as activists would prefer to see it, has tended to revolve around indigenous peoples’ sovereignty claims. There are many instances in New Zealand, for example, of Maori land protests at strategic sites such as Bastion Point in Auckland and Moutua Gardens in Whanganui. The main course of action for those concerned more with ecology and sustainability than with particular historic sites has often been to lobby for the purchase or gifting of occasionally available urban parcels of land by local governments for such things as community gardens or native plant reserves. At the same time there have been concerted efforts over the past twenty years to influence public and private development through appeals to professional urban design and landscape planning principles. Individual practitioners, particularly those in the Landscape Architecture profession, have sought to embed urban greening in design projects at both small and large scales here and in other cities across Australia and New Zealand.

⁶ See <http://www.guerrillagardening.org/>. Two key publications are: Reynolds, Richard. *On Guerrilla Gardening: a handbook for gardening without boundaries*. London: Bloomsbury, 2008; Tracey, David. *Guerrilla Gardening: A manual*. Vancouver: New Society, 2007.

⁷ Register, Richard. *Ecocity Berkeley*. Berkeley: North Atlantic Books, 1987.

Christie Walk in Adelaide⁸ and Earthsong Eco-Village in Waitakere, Auckland⁹, provide good examples of an inner city housing redevelopment where ecological principles have been successfully married to urban planning requirements. In Christchurch there are more than a dozen community gardens, some dating back to the 1990s. Most are affiliated to the Canterbury Community Gardens Association and their projects are generally recognised and supported by Christchurch City Council as a permanent part of the city's social and environmental fabric. In recent years an Urban Design Panel and a local chapter of the Urban Design Forum have operated in Christchurch to provide advice and expertise for new urban developments. Furthermore, and in keeping with international grass roots initiatives, ecologically-driven citizen groups and incorporated societies such as the Canterbury chapter of Living Streets Aotearoa¹⁰ and Sustainable Otautahi Christchurch¹¹ have become established since the late 1990s.

These developments notwithstanding, the greening of urban spaces in New Zealand has followed a relatively polite and non-controversial path in terms of questioning the civic pride and ecological sustainability responsibilities of private property owners. As has been the case overseas most initiatives tend to be piecemeal and reformist rather than revolutionary. Until its absorption into the Auckland (Super) City Council in 2010 Waitakere City Council stood out as one of the most proactive of local authorities in terms of an "eco-city" agenda.¹² In a more confined sense Christchurch City Council made substantial gains in the 1990s in the rehabilitation of local waterways through the Waterway Enhancement Programme overseen by the Waterways Service Unit.¹³ By and large, then, the New Zealand model for urban ecology has tended to be relatively conservative. Projects tend to focus on the rehabilitation of former bush sites or habitats within cities with an aim of full and permanent ecological restoration of native species. Sometimes they involve the conversion of vacant sites into standardised public amenity parks with large grassed areas which may or may not include locally eco-sourced or locally appropriate native plantings. With very few exceptions the idea of reintroducing wildness into urban areas in New Zealand as relatively low-maintenance and untended experimental regrowth sites with the potential for messy, hybrid and unplanned for outcomes has been too much for local authority greenspace staff and conventional ecological restorationists alike to countenance. The term "Garden City," therefore, when used in relation to Christchurch errs very strongly on the side of visible "order," making even the "messy ecosystems, orderly frames" and "cues to care" strategy of hiding wildness behind picket fences espoused by Nassauer, for example, seem a bridge too far for most citizens.¹⁴

Greening the greyfields of Christchurch

Whatever current perceptions there may be of a devastated and hollowed out Christchurch central business district since the seismic events of late 2010 and throughout 2011 the truth is that vacant or underutilised sites have existed since the late 1980s. The stock market and property development bubble of the mid-1980s and the subsequent bust in 1987, compounded

⁸ See <http://www.urbanecology.org.au/eco-cities/christie-walk/>

⁹ See <http://www.earthsong.org.nz/>

¹⁰ See <http://www.livingstreets.org.nz/>

¹¹ See <http://www.sustainablechristchurch.org.nz/home/>

¹² Although Waitakere City Council no longer exists a legacy website currently remains on-line and the environmental sustainability orientation of the former council can be gauged easily by examining the "quick A-Z" index. See <http://www.waitakere.govt.nz/Qjika-Z/a-z.asp>

¹³ See, for example, <http://www1.ccc.govt.nz/parks/Publications/images/Environmental/NottinghamStream.PDF>

¹⁴ Nassauer, Joan. "Messy ecosystems, orderly frames". *Landscape Ecology*. 14:2, Fall 1995, pp. 161-169.

by later mini-booms, have left their mark on the city. In a broad sense it has meant an oversupply of office and commercial space punctuated by vacant lots that were intended for rapid redevelopment but which have never quite progressed from the status of daytime open parking sites. The old Horticultural Society Hall and the former Jewish Synagogue sites on the corner of Cambridge Terrace and Gloucester Street are notable examples. In other cases old buildings situated on what by past standards would have been regarded as prime central city sites have been left vacant for so long that their later removal has amounted to demolition by neglect and they too have been replaced only by car-parking franchise operations as evidenced by the Tivoli/Westend movie theatre site in Cathedral Square. The three aforementioned sites are currently leased to Wilson Parking.¹⁵

Although something of a minority voice in urban planning policies a few ecologists have recognised these interludes in the property development market as an opportunity to further the cause of native biodiversity conservation by advocating for temporary plantings or regeneration on such sites and other abandoned tracts of land in the greater metropolitan area.¹⁶ However, this notion has generally fallen outside the sphere of interest of local authorities. They would be well-placed to act as brokers and information sources between project proponents and site owners. Yet presumably any official sanction might be seen as an admission that the economics of the downtown area are not as prosperous as everyone would like to think. This is reflected in the way that Christchurch City Council has until now recorded and reported upon the annual stocks of vacant residential, industrial and commercial land in relatively incommensurable terms. Residential and industrial land are measured in hectares while commercial land is measured in square metre floor space with no qualitative assessment to indicate the age of the site or structures and whether there have been any constructive interim uses over time.¹⁷ A single database which charts the flows of public and private land in and out of conventional development usage would be of great value to those interested in optimising vacant land use in creative ways.

The September 4, 2010, 7.1 Magnitude Canterbury Earthquake

The first major earthquake to hit the Canterbury region in decades may not have changed everyone's thinking about urban land use policy and practice. However, it did help to quickly catalyse action and crystallise thought around a key issue amongst a number of town and city inhabitants. Within days of the event, and with the relative comfort of knowing that although some extensive property damage had occurred no lives had been lost, a few people started putting pen to paper in the local media. The first comment was that provided by the Canterbury Regional Biodiversity Co-ordinator Dr Wayne McCallum. In a letter to the Editor of *The Press* in late September he coined the phrase "greening the rubble." McCallum used these words to describe both the symbolic and material redemption of damaged sites by the temporary installation of native plants and/or cultural events. Other narratives saying more or less the same thing appeared very shortly afterwards in the media and a specifically cultural and arts

¹⁵ Wilson Parking is a company in the Australasian parking, security and security technologies conglomerate known as the Wilson Group. Prior to and since the earthquake and aftershocks the company has been the dominant private parking provider in Christchurch and has become inextricably linked with the "car-park city" label used by many commentators when pondering the future of the Central Business District.

¹⁶ See Greenep, Helen. "Urban Ecology in Christchurch: a reconciliation ecology approach to enhancing native biodiversity on urban greyfields". Unpublished PhD thesis. Lincoln University. 2009.

¹⁷ See <http://www.ccc.govt.nz/cityleisure/statsfacts/statistics/builtenvironment.aspx>.

focussed group called Gap Filler sprang into life at virtually the same moment.¹⁸ Days later McCallum made a web and email-based call to attract potential willing helpers to make at least one project happen. The first Greening the Rubble “expressions of interest” meeting took place on 6 October 2010. Encouragingly, local Members of Parliament voiced their support for the idea and perhaps most crucially the idea found favour amongst councillors and relevant staff at Christchurch City Council (CCC). A more formal meeting took place on October 12 from which a steering group of approximately ten members was formed and over the next several weeks both the day-to-day project-focussed steering group and a longer-term strategy group met to discuss how to get things moving quickly.

Within weeks a pilot project, brokered principally by members of the Canterbury-Westland branch of the New Zealand Institute of Landscape Architects, had been identified on a prominent site on the corner of Salisbury and Victoria Streets. Commonly referred to as the “Askö site” (after the design store that had been located in the recently demolished building) clearing and foundation work began in earnest in November.¹⁹ With assistance given more or less as required from CCC and generous donations of materials and labour from various private and commercial sources (including a surprise \$3000 contribution from the principal site owner Andy McFarlane) “Victoria Green” was soft-launched on December 19, 2010 and was targeted for a full launch-cum-celebration on March 4, 2011.

As part of this process issues such as the need for incorporated society or legal entity status, whether to enter into license to occupy agreements with site owners and public liability insurance were addressed. It was decided to use Living Streets Aotearoa as a hosting trust body for the time being in part because some key national executive officers of that organisation had been involved in Greening the Rubble from its inception.²⁰ Crucially, CCC resolved to provide part-time project worker funding for a few months in the coming year for both Gap Filler and GTR which allowed Coralie Winn and Rhys Taylor, respectively, to dedicate time and energy to the projects at hand and deal with publicity and promotion requirements and requests. Other projects were mooted or conceived at this time and some of these moved further into planning stages over the next few weeks and months and it was encouraging to see the participation of high school and tertiary students in meetings and site activities, notably pupils from Unlimited Paenga Tawhiti, an inner city high school, and Landscape Architecture students from Lincoln University.

For those already involved in Greening the Rubble the main aim was not simply to cheer up damaged sites as a bit of civic-spirited rallying behaviour, although the approaching Ellerslie Flower Show in March 2011 and the scheduled Rugby World Cup games of October of the same year were clear milestones for having something presentable in place. Most understood that the long-term aim was better utilisation of any neglected vacant urban site and the earthquakes had opened up some uncertain but promising new territory. They were aware that, although slightly

¹⁸ See <http://www.gapfiller.org.nz/>

¹⁹ The first potential site identified was in Manchester Street, known as the Para Rubber site, which CCC had purchased in 2008 in a controversial \$17 million 5-property buy-back package with a local developer who was experiencing financial difficulties. CCC bought these sites because of their size and strategic importance. The reason given for not allowing use of this site was the need to be fiscally responsible in light of such controversy and ensure some return on ratepayer investment. To that end CCC has signed a public car park leasing arrangement with Wilson Parking.

²⁰ *Pro bono* legal advice and “license to occupy” drafting work was generously provided by Cavell Leitch Law at the formative stages of Greening the Rubble.

daunting, the sudden windfall of new urban sites was still going to be a relatively temporary affair lasting within the range of six months to two years. It was assumed that the majority of property owners would be fully insured and their intentions would be to get new buildings up as soon as they could. Also, the total stock of new vacant sites was estimated to be less than 100 across the city and outlying towns which meant that the “greening the rubble” volunteers might be lucky to get a dozen suitable and practicable sites on which to work. The minutes of GTR sub-group meeting on October 19, 2010 record the modest aim of two or three functioning sites in Christchurch and/or Kaiapoi by the end of June 2011 and a dozen or so by the end of the year.²¹ It was felt that a handful of strategically located greened quake sites could usefully act both as signs of recovery and as focal points for the larger challenge of what to do with urban greyfields.

It was realised that GTR site and planning activities would inevitably wind down a little over the Christmas and New Year holiday period but that momentum would pick up quickly from the middle of January. Several meetings took place prior to Christmas and by this point the number of actual or anticipated projects had expanded to around seven. The need for a longer-term forward-planning project was minuted before the holiday break, partly to keep momentum going, but more importantly to give strategic direction to the group. Most members were very conscious of trying to find and maintain symmetry across the city so that GTR did not get bogged down working only on highly designed trophy sites in the CBD. To that end a quake-site mapping and photographing exercise was begun with the assistance of a student from Lincoln University who was funded for several weeks over summer to carry out this work via a special Faculty of Environment, Society and Design “aftershock” research grant. The goal was to create a GIS or similar map and database that could chart the development of both GTR and Gap Filler projects and also set reference points for vacant land in the city in general.

While one might assume that a comprehensive mapping and data gathering exercise would have been triggered in any case via the local authority it quickly became clear that the way in which CCC was collecting and managing information was not particularly helpful to GTR. In the first place CCC was preoccupied with immediate safety issues around buildings in the CBD and a politically-driven need to show that the city was going to “get back to normal” as soon as possible. Secondly, the types of maps they produced, although laden with information about the state of buildings in some cases, were not coded for suitability for alternative uses nor did they give site area measurements or information about ownership – matters of vital interest to GTR and Gap Filler. Furthermore, where the council was doing its own appraisals for possible pocket parks or green spaces this was not for public consumption since it raised potentially sensitive issues. For example, some would balk at the use of ratepayer money for park-making at the expense of spending on basic infrastructure repair or more direct assistance to affected businesses.

The quake mapping exercise began in earnest in early December 2010 with the brief that any useful intelligence gathered would be made available equally to Gap Filler and GTR for project consideration. Conversely, GF and GTR fieldworkers could feed site information to the student researcher. A number of sorties were carried out and records show that most of the photographic work was carried out between 9-13 January and 16-17 February 2011. A site

²¹ Kaiapoi falls within the jurisdiction of another territorial local authority (TLA), Waimakariri District Council. The effects of the earthquakes and aftershocks have ranged across three TLAs. Land, structures and infrastructure within the Selwyn District Council territory was affected principally by the September 2010 earthquake but not by subsequent aftershocks which have occurred closer to Christchurch and the Port Hills.

evaluation checklist for GTR and Gap Filler workers was circulated on February 18, 2011 and it was hoped that the first annotated map would be available in March. Three days earlier Rhys Taylor had produced his first official report of GTR activities in the January-February period in which it was confirmed that seven projects were either underway or in draft stages. Despite the odd aftershock, including a 4.9 magnitude shake on Boxing Day 2010 which caused further damage to unreinforced brick and masonry buildings in the CBD in particular, it seems fair to say in hindsight that most rubble sites believed that the worst was behind them.

The February 22, 2011, 6.3 Magnitude Christchurch Aftershock

On the afternoon of February 22 gravel was due to be delivered to a site very close to Victoria Green for the making of a temporary petanque court and a handful of Gap Filler and GTR volunteers were due to work there later in the day. Things changed radically on a number of fronts for Greening the Rubble when a very severe aftershock struck the centre of Christchurch and its eastern suburbs at 12:51pm. Firstly, the aftershock caused 181 fatalities and severe injuries in the CBD and outlying areas. Secondly, the impacts of liquefaction and subsidence on large swathes of the eastern suburbs, and shattering of houses and rockfalls in the hill suburbs, immediately raised the prospect of large-scale abandonment of sections of the city. Against this some peregrinations over the better use of this or that 500m² plot of land seemed trite if not downright insensitive. Instantly a number of GTR volunteers found themselves temporarily or permanently displaced from their own homes or workplaces. All of the meeting places hitherto used by GTR were now off-limits. A State of National Emergency was declared on February 23 and CCC resources were immediately stretched as every employee was seconded to emergency and crisis management roles. Under emergency regulations the city was sectorised and locked down as international Urban Search and Rescue (USAR) teams and military personnel combed streets and buildings searching for victims. The pilot GTR project in the central city was rendered off-limits as Victoria Green fell within the emergency cordon. Media presence was substantial. Conversely, tens of thousands of people left the city for days, weeks or even months. Perhaps most dauntingly it became clear very quickly that the number of rubble sites might grow by at least an order of magnitude to well over 1000.

The GTR Steering Group reconvened for the first time after the February 22 event on March 13 and began to recommence existing plans or re-plan where possible. By this stage it was clear that the rebuild and recovery process for Christchurch was going to be so major that special legislation and a new central government agency were inevitable. These moves took place shortly afterwards, during late March and early April 2011, with the appointment of a Minister for Earthquake Recovery and the establishment of the Canterbury Earthquake Recovery Authority (CERA). The effect of this on GTR was to make it difficult to know who had real power and authority and whether the management of quake-affected land in Christchurch would be left to local authorities at all. At this time also insurance companies began placing many quake-damaged business property owners into a state of limbo and many existing rebuild plans were effectively frozen while new cases were similarly stalled.

Matters were further complicated by the jurisdictional boundaries set by CERA. For example, CERA legislation required that CCC produce a recovery plan for the CBD by the end of December 2011 and CERA allowed it to pursue a number of suburban recovery programmes centred on shopping and business precincts. Other parts of the city remained under a cloud as it was now apparent that some land was beyond repair in the short-to-medium term and total abandonment of parts of suburban Christchurch, Kaiapoi, Pines Beach and Brooklands was a real

prospect. Another 6.3 magnitude aftershock on June 13, apart from causing much more damage in the CBD and further alarming rockfall in the hill suburbs, tipped the balance in regard to the low-lying liquefaction and lateral spreading-prone eastern lands. The announcement on June 23 by CERA of the classification of land into red, orange, white and green zones in Christchurch and the intention to acquire at 2007 rating value any property located in the red zone sent another type of shockwave throughout the city. This instantly set thousands of residents to worrying almost entirely about their own circumstances and such waves have continued as reclassifications and subclassifications take place.²² For GTR to push vociferously for renewed private and public commitment to any “civic ecology” at this time would have been inappropriate.²³

The current seismic and political situation and the present *modus operandi* of GTR

From June the severity of the seismic aftershocks appeared to have lessened. Further major aftershocks of 5.8 and 6.0 magnitude on the afternoon of December 23, 2011, disabused local inhabitants of that notion. There is little complacency about the worst being over. Nevertheless, there is a reinforced sense that people need to see signs of regrowth in the city. GTR and Gap Filler projects, although not greatly expanded in number, have been consolidated and a relatively busy schedule, often involving the shuttling of materials between existing and nascent sites, has been established. Once again a critical element of support for both organisations has come in the form of CCC funding, this time in the form of an Annual Plan allocation of \$100,000 for the July 2011 to June 2012 financial period (the amount was evenly divided between the two groups). The Victoria Green site has been largely deconstructed and many relocatable elements have been moved to other sites including a “pop-up” container dairy and coffee hut site in the devastated Sydenham CBD to the south of the central city and the former Piko Wholefoods site in the northeast quadrant of the “four avenues.”

Lessons learned to date include the need to make design elements more fully modular (e.g., how to get the signature brick fragment gabion baskets from one place to another without having to empty them each time). Also, the Victoria Green project was relatively “hi-spec” despite its simple appearance and a proxy price estimate would give something in the order of \$20,000 if all materials and services had been paid for upfront. If GTR is to up its output without overexploiting its volunteers or donors it will have to streamline, if not more consciously “lo-spec,” its activities in future. One of the ironies of GTR sticking absolutely to previously agreed exit dates with site owners is that it is difficult to extend the lifespan of a project. Delays are often experienced by owners over their redevelopment plans, especially from consent and insurance cover angles. By then GTR has made an alternate commitment to other sites and has begun to plan for transfer of materials and work elsewhere.

On the positive side the willingness of people to “muck in” has been remarkable. As more projects evolve people seem quite happy to lend their labours without necessarily

²² The latest rounds of zone changing have brought some relief where unfettered green zoning has been declared as was the case with some of the hill suburbs which went from white to green on September 5 2011. Elsewhere more complex and potentially disadvantageous green zoning was created on October 28 and this has placed liquefaction and lateral spreading-prone land in grey, yellow and blue subclasses requiring expensive remedial foundation work for rebuilding and repair of properties in the blue-green zones, for example.

²³ The term “civic ecology” has been advocated by Marianne Krasny and Keith Tidball based in the Department of Natural Resources at Cornell University. See, for example, Tidball, Keith; Krasny, Marianne. “From Risk to Resilience: What Role for Community Greening and Civic Ecology in Cities” in Wals, Arjen (editor) *Social Learning Towards a more Sustainable World*, Wageningen: Academic Publishers, 2007, pp.149-164.

understanding the full vision for a particular site or for GTR in general. GTR has benefitted from word of mouth, the use of web-based communication and social media such as Facebook. News media coverage has been consistently positive so far. A highlight was a special audience with *Grand Designs* television presenter and sustainable architecture and urban design advocate Kevin McCloud on October 25 during his first flying visit to Christchurch. The most recent fillip for GTR's work has been the announcement of a Christchurch Civic Trust Award on November 16. These awards typically recognise significant contributions to civic life by individuals over a long period of time but in 2011 they were specially calibrated to earthquake recovery initiatives, individual and collective. Furthermore, one of the initial aims of GTR was to act as a conduit for independent but like-minded grass roots initiatives and this now appears to be bearing fruit with the emergence of such projects as Greening Spaces and Silty Bricks.²⁴ It is also worth noting that many of the people driving GTR have a long history in environmental advocacy and project work and GTR has provided an opportunity to deal with new constituencies, both public and private.

Conclusion: Where to for urban ecology in Christchurch and where to for GTR?

From an urban ecology perspective it seems fair to say that thanks to GTR there is more ecological activity in Christchurch since the earthquakes than there would have been otherwise. People who might not otherwise have got their hands dirty on projects have participated on sites near their residences or workplaces. Offers of sites, donations of plants and construction materials, volunteer labour, paid labour and sponsorship by corporate bodies continue to accumulate. It is highly unlikely that a purely local authority-driven initiative would have unlocked such goodwill and resources. In the short term at least, and barring further crippling aftershocks within the next 1-2 years, the road ahead for GTR should be relatively manageable if it stays with its original brief of a dozen projects in any given year. Very recently a policy decision was made that GTR should attempt to register for stand-alone charitable trust status and this is currently underway.

Perhaps the t-shirts will follow but, more seriously, the most daunting prospect for GTR in the longer term will be whether or not it becomes an establishment entity, so to speak. The official government estimate given in September 2011 put the expected demolitions in the CBD over the next twelve months at 1227 or roughly 50% of the total buildings there.²⁵ In essence these properties are merely the more high profile and often highly capitalised cases. When one considers the number of badly damaged and already demolished commercial and industrial buildings in outlying parts of the metropolitan areas of Christchurch and Kaiapoi it raises the prospect of an eventual tally of cleared sites that could fall somewhere between an alarming figure of 2500 to 3000.

From a rubble-greening and urban ecology perspective this is all rather mind-boggling. Although GTR has seen literally hundreds of helpers in its activities, to date it relies on a floating constituency with no formal membership as such. A generous estimate of around fifty permanent volunteers suggests that the capacity to produce or reproduce constantly the types of interventions made so far will remain limited. Vast expanses of asphalt, compacted and sprayed gravel or otherwise unmaintained spaces may appear over the next year in Christchurch despite the best efforts of GTR. Even the joke about car-park city seems far-fetched as in some

²⁴ See <http://greeningtherubble.org.nz/wp/?p=224> and <http://greeningtherubble.org.nz/wp/?p=128> respectively.

²⁵ See <http://www.rebuildchristchurch.co.nz/blog/2011/9/cera-update-from-roger-sutton--chief-executive--26-september-2011>.

areas there may simply be nothing to park for. The other major urban ecology issue relates to the 5,500 (and climbing by the month) vacant residential sections identified by CERA in Christchurch, Kaiapoi and Brooklands which fall into a “nether estate” of some 330 hectares if based on a conservative average of 600m² per site for a residential section. In local terms this means two Hagley Parks worth of potential nothingness since to date CERA has not released its plans for the future of this land which it believes to be presently uninhabitable. One could argue that all GTR efforts should be redirected to this other greyspace since more meaningful ecological work could be done on aggregated sites.

GTR now faces some of the issues faced by the green guerrillas of the 1960s and 1970s. Should it work entirely within the establishment and, indeed, become part of the establishment, or should it retain the ability to cut and run, so to speak, and to fold in an instant if so desired? Where should it focus its activities? Should it prioritise business recovery and, if so, should it privilege corporate entities or sole traders? Should it aim to have a visible presence in every suburban Master Plan that is being produced by CCC as part of the recovery process? Should GTR be content with shifting camp from one site to another over the next few years? Should GTR produce its own Master Plan or engage in a co-ordinated public consultation-based design process such as that initiated in late 2010 by the New Zealand Institute of Landscape Architects under the rubric “Before After – Let’s Build a Better Canterbury”?²⁶ Should it demand environmental dividends or financial contributions or both from the businesses it supports? Should it attempt to gain permanent status for some sites rather than assume that every intervention will be part of some nomadic journey? Should a strict methodology for site design and construction be adopted? Should native plants be given precedence or guaranteed inclusion in each and every design? Who should design any given space?

These questions will need to be addressed over the course of the next year. Several broad alternatives will need to be considered. Firstly, and most politely and conventionally, GTR could lobby or campaign for the relevant local authority to take over a substantial part of the process and create a “quakespace” section within its own organisation on a par with its “greenspace” unit. Conversely, CCC could subcontract GTR to carry out greening work. Another tack would be for GTR to seek large-scale donations from public and private sources. More co-operatively, CCC and GTR could jointly scale-up their operations so that GTR had a special section of the existing greenspace section of Council upon which it would have first call. Alternatively, GTR might find itself fading from the picture as more radical and insurgent guerrilla greening initiatives are created, particularly in the Government red-zone lands where the impatience and frustration of inhabitants has begun to peak. GTR could align itself more with those wishing to work in the new Christchurch “netherworld” of the east and leave the CBD to its fate as planned by the CCC Central City Plan, currently before CERA for approval.

At present the interim solution is to continue independently as a voluntary group working on a project-by-project basis. GTR still deals with proposals as they come to hand in a more or less informal sense. GTR does not have a set list of preferred plants and landscape designs and does not have an “agenda” as such. The Strategic Plan has yet to be drafted. At present GTR still sees itself primarily as a conduit for community action. Yet GTR can only maintain this ambiguous position for so long. In the coming year some key structural and policy decisions will need to be made.

²⁶ See <http://www.beforeafter.co.nz/>



Liability and Limits for the *Rena* Pollution Incident

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The sad fate of the *Rena* and its burden of fuel oil, containers and hazardous wastes have turned New Zealanders' minds to the consequences of the environmental disaster that is brewing off the coast of Tauranga. Who bears liability to clean up the damage and can business owners claim compensation for their loss of earnings? In this article we identify some of the key legal issues involved in cleaning up after the *Rena*.

The regulatory framework governing pollution in the marine environment principally comprises the Maritime Transport Act 1994 (MTA) and the Resource Management Act 1991 (RMA). The cost of the environmental cleanup associated with damage caused by the *Rena* can be recovered from the owners of the vessel by the Crown under section 344 of the MTA. The owner of the vessel is defined under section 222(2) of the MTA as meaning any person who is the legal or equitable owner of the ship and also any charterer, manager or operator of the ship and the other person (except the pilot) responsible for the navigation of the ship.

However, the total liability of the owners in respect of all damage and loss resulting from the *Rena* is limited under section 85 of the MTA. Limitation of liability is a standard feature of maritime law and the limits provided for under the MTA implement New Zealand's international commitments under the Convention on Limitation of Liability for Maritime Claims 1976 (LLMC). Limitation of liability is designed to encourage ship owners to operate in the risky world of international shipping, and to ensure that those with claims against ships will have certainty that the ship owner is insured in order to provide a specific level of compensation.

The LLMC imposes overall limits on claims against ship owners for loss of life or injury, damage to property and other losses consequential to the operation of the ship or the salvage of the ship. Limitation of liability is calculated according to the type of loss and the tonnage of the vessel under section 87 of the MTA. At 37,020 gross tonnes, the owners of the *Rena* are able to limit their liability in respect of environmental damage, property damage and pure economic loss – in the form of revenue from local businesses – to NZ\$12.1 million. Only in situations where the loss, damage or injury results from a personal act or omission *intended* to cause that loss, damage or injury, or *recklessly* and with knowledge that such loss, damage or injury would probably result, is a ship owner not entitled to limit

their liability (section 85(2) MTA). It must be the owner personally, and not the master of the vessel, who has acted with intention or recklessly. Requiring proof of owner intent or recklessness is an extremely high threshold. This means that it is very difficult to break the limit on liability.¹

In addition to civil liability, criminal proceedings have been initiated against the Captain and Navigation Officer of the *Rena* under section 65 of the MTA for operating or engaging in any other act in respect of a ship “which causes unnecessary danger or risk to any other person or any property”. The maximum penalty for an individual under section 65 of the MTA is a term of imprisonment not exceeding twelve months or a fine not exceeding \$10,000 (section 65(3)(a) MTA).

Criminal proceedings can also be taken under the RMA. Section 338(1B) of the RMA stipulates that “where any harmful substance or contaminant or water is discharged in the coastal marine area [which extends to the seaward limit of the territorial sea] in breach of section 15B” of the RMA both the master *and* the owner of the ship commit an offence (section 2(1) of RMA provides that “owner” has the same meaning as set out under section 222(2) of the MTA). Liability for breach of section 15B is strict and therefore fault or recklessness need not be proven. Moreover, the penalties provided for under section 339 of the RMA are rather more stringent than under the MTA. A natural person in breach of section 15B is liable to imprisonment for a term not exceeding two years or a fine not exceeding \$300,000. A non-natural person is subject to a fine not exceeding \$600,000. All persons, on conviction, are further liable to a maximum fine of \$10,000 per day for every day the offence continues. Significantly, no person can be imprisoned for a breach of section 15B involving a foreign ship unless the Court is satisfied that the person intended to commit the offence, or the offence occurred as the consequence of a reckless act/omission, likely to have a significant or irreversible effect on the coastal marine environment.

One question which has been raised in the media is whether the liability limits provided for under the MTA can be avoided through the initiation of proceedings under the RMA. Limitation under the LLMC applies to claims “whatever the basis of liability might be”². Section 86(1) of the MTA clarifies that liability (at least in New Zealand) is limited “in respect of claims for loss or injury or damage”. Section 86(3)(d) further stipulates that the limitation of liability applies “whether the liability arises at common law or under any other enactment, and notwithstanding anything in any other enactment.”³ On the face of it, limitation as set out in the MTA is applicable to proceedings brought under the RMA for loss, injury or damage, or indeed under any other statute or under the common law of negligence. However, a *penalty* imposed on the ship owner under the MTA or the RMA as a consequence of criminal proceedings is more appropriately characterised as a sanction as opposed to a claim. As such, the imposition of financial penalties under either section 65 of the MTA or section 339 of the RMA should not be set off against the NZ\$12.1 million fund.

¹ Aleka Mandaraka-Sheppard *Modern Maritime Law* (2ed, Routledge-Cavendish, Abingdon, 2007) 891.

² Article 2(1) LLMC.

³ Section 86(4) provides for a very small number of exceptions to this general rule, including liability for the removal of wrecks that constitute a hazard to navigation under Article 110 of the MTA. However, Article 110 only applies where the owner of the hazard has not made arrangements to secure and remove the hazard and this is unlikely to apply in the case of the *Rena* where the salvors are cooperating with Maritime New Zealand.

One of the strengths of the RMA is that it permits the Environment Court to issue enforcement orders under section 314 of the Act in order to require a person to “remedy or mitigate any adverse effect on the environment caused by or on behalf of that person” (section 314(1)(c)), or to require a person to “pay money to or reimburse any other person for any [actual and] reasonable costs and expenses which that other person has incurred or is likely to incur in avoiding, remedying or mitigating any adverse effect” on the environment (section 314(1)(d)). However, in the case of a breach of section 15B of the RMA, only the Minister, the Director of Maritime New Zealand, a local authority or a consent authority can apply for an enforcement order (section 325B(2)). This remedy is therefore not available to individuals suffering property damage or local businesses. In any case, orders to remedy or mitigate the oil damage are not a practicable option given that the cleanup has been ongoing for several days under the direction of Maritime New Zealand, that the owners and their salvors are cooperating with Maritime New Zealand and that clear provision is made for the recovery of these costs under the MTA (and indeed the RMA). Moreover, it is highly likely that any direction to reimburse Maritime New Zealand or the local authorities for the environmental cleanup costs would be subject to the limitation provisions under the MTA by virtue of section 86(3)(d) of that Act.

What has been highlighted by the *Rena* disaster is a level of tension between the philosophies and approaches of the RMA and the MTA with respect to marine pollution in the coastal marine area. The aim to minimise the need to prove fault and provide for full restoration of environmental damage under the RMA contrasts somewhat uncomfortably with the emphasis on limitation of liability under the MTA. The philosophical tension between these two approaches might (at least in the first instance) benefit from some consideration prior to enactment of the recently proposed (Environmental Effects) Bill 2011.

More prosaically, this disaster has also highlighted that New Zealand’s reluctance to ratify and implement key International Maritime Organisation (IMO) liability conventions has had significant financial implications.⁴ In 2008 the Transport and Industrial Relations Select Committee considered whether New Zealand should become a party to the 1996 Protocol to Amend the LLMC.⁵ This Protocol was negotiated when it became clear that the limits in the LLMC were inadequate and did not permit appropriate compensation of claimants in the event of a maritime disaster. Although the Select Committee agreed that New Zealand should accede to the Protocol, this has not yet occurred owing to delays in drafting legislation designed to amend the MTA and implement the Protocol. This delay is highly significant in light of the *Rena* grounding. Had New Zealand implemented the 1996 Protocol, the limited liability of the owners of the *Rena* would have been increased to around NZ\$29 million.

It is also worth noting that New Zealand has not yet become a party to the International

⁴ The IMO is an intergovernmental organization established by the United Nations and tasked with maritime safety and the control of marine pollution. Most international maritime conventions, including the LLMC and Bunkers Convention, have been adopted under the auspices of the IMO.

⁵ http://www.parliament.nz/NR/rdonlyres/33AFC246-5C6D-410F-B830-C295B441098B/94265/DBSCH_SCR_4181_6373.pdf.

Convention on Civil Liability for Bunker Oil Pollution Damage, 2001 (Bunkers Convention) despite a recommendation that it do so from the Transport and Industrial Relations Select Committee in 2008.⁶ This Convention provides for strict but limited liability for damage from bunker oils (oils used for the operation and propulsion of a ship). Under this Convention New Zealand could hold the owners of the *Rena* strictly liable for the damage caused by the pollution damage (with no need to prove fault) up to the limits as provided for in the LLMC 76/96 (the 1976 LLMC as amended by the 1996 Protocol).

Finally, it is ironic that at the same time that Maritime New Zealand began to respond to the *Rena* disaster a proposal was submitted to the IMO by twenty states to increase the liability limits under the LLMC 76/96.⁷ The co-sponsors of the proposal, which include Australia but not New Zealand, argue that the liability limits under the LLMC 76/96 do not reflect the increasing costs of responding to bunker spills. In short, had the latest proposal been promoted and ratified prior to the *Rena* incident the owners would be liable for a greater amount than NZ\$29 million. It is clear in light of the *Rena* that it is in New Zealand's interest to not only ratify the 1996 Protocol to the LLMC, but to also support the proposal to increase the 1976/96 LLMC limits when it is considered by the Legal Committee of the IMO in April 2012.

⁶ http://www.parliament.nz/NR/rdonlyres/C901FD34-146E-43A8-A8CD-3EE643C293CB/94261/DBSCH_SCR_4183_6372.pdf

⁷ LEG 99/4 (11 October 2011) *Consideration of a Proposal to Amend the Limits of Liability of the Protocol of 1996 to the Convention on Limitation of Liability for Maritime Claims 1976 (LLMC 96), in Accordance with Article 8 of the LLMC 96.*



Canterbury Earthquake Recovery Authority: Questions and answers

The following questions were asked of the Canterbury Earthquake Recovery Authority (CERA) by Lincoln University students for the purpose of publishing answers in the Lincoln Planning Review (LPR). The answers were prepared by Bronwyn Arthur, the Interim Chief Legal Officer of CERA during the time of the caretaker Government following the 26 November 2011 election. As such, the answers are her views alone and should not be read as the views of CERA, the chief executive of CERA, the Minister for Canterbury Earthquake Recovery or the Government.

1. What can CERA do for affected Canterbury communities that the original local authorities could not do, and what do you expect CERA's legacy to be?

CERA has not taken over the role of the "original local authorities". They are still functioning and undertaking the roles that have always been required of local government. What CERA can do is provide better co-ordination between the local authorities and between the local authorities and central government. The affected communities will hopefully find that issues that cross these boundaries of local and central government can be dealt with more efficiently and effectively.

The Minister and the chief executive of CERA have some unique powers under the Canterbury Earthquake Recovery Act 2011 (CER Act) which they are able to exercise to enable a focused, timely and expedited recovery. It enables some of the red tape to be cut through when there is general agreement that speed is important.

CERA's legacy will be the recovery of greater Christchurch¹ – the restoration and enhancement of the social, economic, cultural, and environmental well-being of greater Christchurch communities.

2. Do you think that the community properly understand the role of CERA? If not, what could be done to improve this understanding?

No, but that is mainly because the role of CERA has been changing and expanding during the eight months it has been in existence.

Initially CERA's main role was to continue the work of the National Controller under the Civil Defence Emergency Management Act 2002 in relation to the demolition of dangerous buildings and the control of the CBD red zone. That role has continued but a new role developed with the focus moving to identifying what was known as "the worst affected suburbs" and developing policy to assist people who own houses in areas where rebuilding will be expensive and time consuming. This has meant dealing with insurance companies as well as offering to purchase people's properties if they wished to leave those areas. This

¹ 'greater Christchurch' means the districts of the Christchurch City Council, the Selwyn District Council, and the Waimakariri District Council, and includes the coastal marine area adjacent to these districts (s.4 (1) Canterbury Earthquake Recovery Act 2011)

role will continue to develop as policies for the Port Hills, uninsured residential properties, vacant sections and commercial properties are considered.

Assisting people out of their properties meant that CERA's role also grew to looking at alternative places for displaced households to move to. This has resulted in "greenfield" residential subdivisions being identified and assisted through the planning process and discussions occurring with owners of large urban sites for renewal. This has required close liaison with the relevant local authorities.

Close liaison has also occurred with the Christchurch City Council in relation to Stronger Christchurch Infrastructure Rebuild Team (SCIRT) and the rebuilding of horizontal infrastructure such as pipes and roads.

CERA is in close contact with the community support services to ensure support is in place when fundamental changes (such as orange to red zoning of properties) occur. CERA has also taken on the role of assisting community well-being by opening up the city's CBD through both bus and walking tours as soon as it was practicable to allow re-entry. CERA staff also work with the various groups trying to assist the economic rebuild (including the Cashel Mall Re-Start project) and track labour supply and demand (which in turn results in identifying housing need).

The CER Act requires that the chief executive develop a Recovery Strategy and that Christchurch City Council develop a Recovery Plan for the CBD in the first nine months. Development does not mean finalisation, and work is still needed on both of these documents. This is also a major role. The Recovery Strategy proposes other Recovery Plans and CERA will be involved in their development.

The CER Act also identifies other roles including Orders in Council (which may, unusually, change existing Acts) directing Council actions, providing for temporary building, restricting access to buildings and places, compulsorily acquiring land and monitoring and reporting.

CERA has been using a wide variety of communication tools and has a large communication and media team which is trying to reach as many people as possible to explain what CERA does. This is supported by the community wellbeing team who facilitate and attend many community meetings. We can always do better but I think there will be very few people who will ever understand the extent of CERA's role, as an individual's interest will always be on where their life and CERA intercepts. It is likely that for the people of greater Christchurch that interception will occur a lot more than most people may have expected, but no one is likely to be involved in every aspect of CERA's roles.

3. How can CERA effectively engage with the community as the community begins to show signs of fatigue?

I am sure that individual members of the community are fatigued but I have been surprised at the level of on-going engagement both with CERA and the Minister. New forms of engagement have been tried. Videos explaining liquefaction and rock fall by Dr Jan Kupec have, for example, been very popular and the feedback suggests they have helped explain

the effects of earthquakes for some people better than any other source. The opportunity to visit the central city and the video commentary by Warwick Isaacs has also helped people understand what is happening in their city.

As new issues arise CERA will need to consider other ways of engaging but clearly public meetings where senior CERA staff have fronted (and especially Roger Sutton) have proved to be one of the most important forms of engagement.

4. How would you currently rate CERA's relationship with the community and local authorities, and how could these relationships be strengthened?

After eight months, I consider that CERA's relationship with most of the community is very good. The number of positive communications CERA has received from people thanking CERA for what has been done has amazed me.

There are obviously people who are upset over certain issues – the demolition of heritage buildings being an obvious example. The preservation of heritage does, however, come at a cost and that cost has to be borne by the owner. Where that is an individual then the cost/benefit analysis has to be considered realistically. Opportunities and time have been given to look for alternatives but where a building is dangerous demolition may be the only realistic solution.

The relationship with the community can only be improved through continuous communication and engagement and trying to explain why decisions are made. As with all things, however, much of the media comment is negative, but that does not appear to me to be the real picture.

In relation to the local authorities, there is obviously some tension as a new player enters the area. A memorandum of understanding between the chief executives was developed to provide a way of working together. Staff within CERA work with their colleagues at all of the local authorities within greater Christchurch, including through joint working parties and meetings. The Mayors of the territorial authorities and the Commissioners of ECan have communicated directly with the Minister. The relationships can always be improved through better and earlier communication, but as we all recognise that we are working together for the recovery of greater Christchurch I consider that the working relationship is positive.

5. How does CERA intend to work alongside other local agencies and authorities?

In relation to central government agencies, CERA (as a government department) must consult and be consulted on matters affecting greater Christchurch. Because CERA is based in Christchurch this has required a different way of approaching normal cross-government interaction but linkages now comfortably exist. These have been helped by the number of secondees from different Departments who have connected the appropriate people within CERA and the home agency. The linkages have also been assisted by the chief executive and senior managers visiting Wellington and having personal contact with their fellow managers in other agencies. Those chief executives and managers have also visited CERA and their own Departmental staff in Christchurch and have a good understanding of the issues faced

on the ground.

CERA has developed a positive relationship with Te Rūnanga o Ngāi Tahu. This is required by the CER Act in the development of the Recovery Strategy but that relationship has extended to other aspects of CERA's work.

In relation to other authorities, due partly to the connections that already existed between CERA staff (both on secondment and contract) CERA already has many links into social, cultural and economic networks.

The CER Act also required the Minister to establish a community forum. There are 39 representatives of greater Christchurch who have come from a wide variety of organisations which can provide the Minister and chief executive with information and advice which is to be had regard to.

CERA has sought community connection and input through the various social networks so if there are persons or groups who do not consider that they are being heard they only have to put their hand up.

6. People are becoming increasingly frustrated by the EQC process and questions about responsibility are becoming common. What can CERA do to make the EQC process more efficient and effective?

EQC is not CERA's responsibility as it is a separate agency set up under its own legislation. CERA cannot, therefore, influence EQC's process directly, although CERA has major interest in what EQC is doing. CERA has, however, worked with EQC to ensure that EQC staff are available at Ministerial briefings and press conferences as required, that they have attended public meetings and have had representation at the hubs CERA has helped to establish so that people can ask questions directly.

7. Given that transparency is required for legitimacy to be achieved, what is CERA doing to ensure transparency?

I consider that CERA is providing as much transparency as it can. Information is provided on the CERA website including Cabinet papers. CERA's chief executive has attended numerous public meetings to answer questions. The Minister has provided weekly media briefings. CERA has had a significant media campaign explaining the various decisions made.

On an individual level, we could have done better answering Ministerials and Official Information Act requests but a process is now in place and they are being responded to in a timely manner. There will, however, be information that is not available because of its commercial sensitivity or privacy issues.

8. The success or failure of the current government's policy towards CERA will be judged by the general public, not by the developers or insurance companies. How is the public perception to be managed in the future if people are disgruntled now? What PR strategy will CERA employ to alleviate these concerns?

As a government department, there will always be some matters that won't appear to be

transparent at the time decisions are made as the information has to be provided to Ministers for a decision. Those Cabinet decisions are, however, being made available on the CERA website.

There are always going to be some people that are disgruntled but at this stage I do not consider there needs to be a “PR strategy” to alleviate concerns. So far CERA’s standing with the public is high and CERA’s aim is to continue to meet the public’s expectations.

9. The NZ Transport Agency's funding and procurement manual only refers to damage from storms and floods - not from earthquakes - but does permit funding up to 90%; whereas the recently released Government Policy Statement on Land Transport indicates that only half the damage identified by CCC has been accepted as earthquake damage by NZTA, and because of the way that the funding assistance rate is calculated this results in the FAR being less than 70%, which means CCC has to find three times more money than it ideally should have to. Does CERA have any legal authority to direct the NZTA in regard to funding assistance for road works resulting from the earthquakes?

The short answer is that CERA cannot direct NZTA in relation to its funding, but through SCIRT, NZTA is well aware of the situation in Christchurch and has been providing funding. Work is progressing on resolving cost funding issues.

10. Does CERA have any power to decide what can be done with the red zone land being purchased by the government, i.e. can CERA re-zone the land from residential to open space to prevent it from being built on, even if remediated back above the 1 in 50 year flood level?

No decision has been made on the future of the red zoned residential land being purchased by the Crown. The rationale for the purchase was that the land could not be readily remediated. Significant time and cost would be involved. The 1 in 50 year flood level would not be the basis of remediation as the issues relate to lateral spread and thin crust (and thus issues of liquefaction) more than flooding concerns – although that is also an issue in some areas.

As with deciding which areas would be identified as “red”, I would anticipate that significant geo-technical advice would be required on whether land can be remediated and if so whether it could be undertaken in a way that is efficient and effective. There may well be some innovative remediation proposals in the future that mean the land can be used for residential purposes at some stage.

It is also likely that much of the land will never be able to be remediated in a cost effective way and that open space may be its best use. CERA will be involved in those discussions, but at present any final decisions about use of land from a planning perspective will be the responsibility of the territorial authority. CERA could assist if it is considered necessary for the recovery of greater Christchurch.

11. What processes are CERA using or proposing to use to implement its statutory obligations to consult with Ngai Tahu?

CERA has developed the Recovery Strategy in consultation with Te Rūnanga o Ngāi Tahu as

required under section 11(4) of the CER Act. This has included input from Te Rūnanga o Ngāi Tahu during the drafting of the Strategy and joint deliberation sessions to consider the response to comments received on the draft Strategy.

CERA also recognises that Te Rūnanga o Ngāi Tahu is the Crown's Treaty partner in the greater Christchurch area. The relationship has been developed through hui and direct contact. Te Rūnanga o Ngāi Tahu is party to a partnership agreement between the chief executives.

The relationship is such that if Te Rūnanga o Ngāi Tahu has a difficulty with the statutory consultation requirements or the more informal processes identified as the Principles of the Treaty of Waitangi, I am sure that the chief executive of CERA will be advised and will be expected to resolve any misunderstandings.

12. What conflict of interest issues are likely to arise when dealing variously with Ngai Tahu Holdings (as property owner/developer) and Ngai Tahu development (as social/welfare provider for the rununga)?

I do not consider there will be any conflict of interest between these entities within Ngāi Tahu and with CERA. Te Rūnanga o Ngāi Tahu has clearly distinguished these roles well before CERA existed by establishing a separate company to deal with land development issues. That separation has continued and it is very clear whether CERA staff are dealing with the rūnunga (as is required by the CER Act) or with the development company (which has no greater legal status than any other developer).

13. What advice are GNS scientists giving CERA with respect to the risks involved with the potential rupturing of the gap between the Greendale and Port Hills faults?

CERA is obtaining advice from a number of sources about geo-technical issues including from Dr Kelvin Berryman of GNS. CERA does not have any information about "the gap" that is not readily available to the public.

14. How much faith does CERA have in the GNS EQ predictions modelling system, is CERA seeking second expert opinions - for example from overseas agencies - and what risk contingencies are being applied to the decision-making processes in this respect?

CERA has no reason to doubt the information provided, all of which is already peer reviewed including internationally. CERA is not seeking its own information separate from that provided by GNS.

15. What is the capacity-building strategy to meet the proposed restructuring timelines, particularly with respect to the availability of skilled labour?

There are simply not enough people with the skills required in the Canterbury Region to repair and rebuild the housing stock, complete infrastructure repairs and repair and rebuild commercial property within an acceptable timeframe. The response to this issue is multifaceted and involves up-skilling large numbers of local workers, attracting workers from around New Zealand and using migration to remove the peaks from the projected demand. The Canterbury Employment and Skills Board (CESB) has been put together to provide a coordinated response to the needs of construction sector in the rebuilding of the city and

longer term economic growth. The CESB have developed a range of initiatives to overcome the shortfalls in the availability of skilled labour and are preparing a plan for the Labour Market that will dovetail into the Recovery Strategy.

16. Is there a danger of 'plan overload' and overlap with the suburban plans, central city plan, economic recovery plan, CERA recovery plan, demolition plan, etc.?

There is a risk of plan over-lap if people do not stop to think about the legal powers underpinning the various documents. Some documents have no legal status at all. They express the authors' (and the contributors') wishes but apart from moral suasion have no effect. Plans and other RMA documents under the Resource Management Act 1991 clearly do have legal effect but only in terms of that Act. Documents under other Acts such as the Local Government Act 2002, the Conservation Act 1987, the Reserves Act 1977, the Land Transport Management Act 2003 and the Public Transport Management Act 2008 have effect as per those Acts. Just because something is a plan does not make it a "Recovery Plan".

Even documents labelled "recovery plans" are not necessarily "Recovery Plans" in terms of the CER Act. At present the CBD Recovery Plan known as the Central City Plan is the only document which has a legal basis under the CER Act, being section 17. All other "recovery plans" must be directed by the Minister under section 16 through a *Gazette* notice. To date none have been made.

Any concern about "plan overload" and overlap can be resolved through following the CER Act process and keeping in mind what the purpose and effect of each document is.



Planning Pains? Don't Panic!

Hamish G. Rennie

A question commonly asked by students and some readers arose in public at the Living Lake Symposium held at Lincoln University in 2011. ECan Commissioner Peter Skelton commented, during his presentation on the Canterbury Water Management Strategy, that members of the Zonal Committees would be able to make submissions on the Zonal Implementation Plans (ZIPs) they had recommended for the ECan Commissioners approval. He was then asked if staff of ECan would also be allowed to make submissions on the ZIPs. The Committees are serviced by ECan staff. Commissioner Skelton replied that staff submissions were not necessary as appropriate avenues were available internally for staff to express their views. When pressed, because presumably the Committee members had even greater opportunity than staff, he said that the Commissioners had not yet made a policy decision whether staff could make submissions on the plans.

Behind the question lies a common concern for planning and policy staff in local or central government. How do they represent their personal views on a council/government proposed plan or policy if those views are different from their employer? This becomes even more important if they are professional planners as their professional opinion may in fact be different from the views of their organisation.

The issue deserves serious reflection and possibly research. It has been a long-standing unwritten convention of public service that it is inappropriate for a staff member to comment in public on such policies or plans. The closest to a logical argument in support of such positions is along the lines that a public servant is a different category of employee, and that they should not be seen to be criticising the Crown, or Government, who of course are either appointed by God or elected by the public. You are the servant of these masters. As watchers of *Downton Abbey* will know, the servant's job is to save the face of their masters, not to express contrary views in public.

An alternative argument, deriving more from the private sector angle, is that you bring your employer into disrepute by challenging its well thought out position. A salesman for a particular product made by his company does not say the product is no good, at least not if they want to keep their job. This is less valid when applied to a plan or even a resource consent application. Whereas a salesman for a particular product does not have to buy it or use it themselves, a plan or a resource consent may very well impact on ones home or activities in an unavoidable way.

Moreover, the very basis of the New Zealand planning approach is that those affected by a change to a plan or an activity that requires a resource consent should have a say. As a staff member who lives in an area affected by a policy or plan, such as a ZIP, you may have knowledge and values that should be put before decision-makers. This both informs the decision-makers of relevant issues, but also helps them to gain a sense of the values that will be affected by the change. Denying staff of the organisation that has prepared a plan the

opportunity of making their personal views known to decision-makers, or challenging a decision, seems very Victorian, but it appears to remain the norm.

There may be reasons why you might not have had a say internally. The proposal might have been dealt with by another part of the organisation that failed to recognise your expertise or knowledge were relevant and so you were not made aware of the proposal or the opportunity to respond. You might be out of the country at the time. Or you may have expressed your views, but those with 'better judgement' disagreed and their view prevailed. In any of these situations, your only recourse may be when the proposal goes through public consultation. Then, if you make a submission your council, as your employer, may not only be unhappy that you have, but may make it quite clear that you are not to pursue any legal action on your own behalf against the council's proposal (eg an appeal to the Environment Court). Indeed, making submissions against a plan or position that your employing council has taken is usually described as 'career threatening' and demonstrating 'poor judgement'.

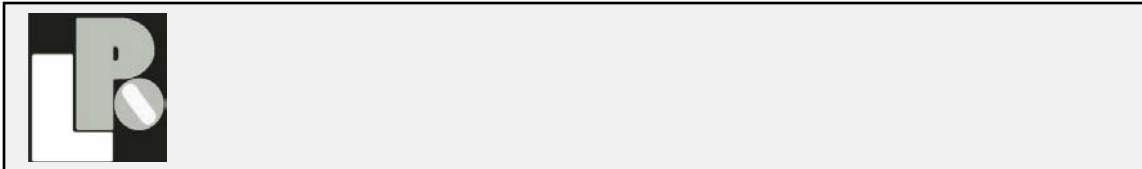
Decisions in planning are usually subjective, and two professionals given the same information are quite entitled to weigh it differently in terms of the outcome – this is part of the 'overall broad judgement' that Commissioner Skelton has strongly supported. The information that you have that is relevant to a decision should be able to be picked up internally. But even if it is, the decision-makers may weigh the information and the values differently from the way you would, but they would not have had the benefit of hearing your views and the reasons why you put weight on particular matters. If they had, then they may have reached a different conclusion. What, then, are the avenues open to you?

You could resign, and pursue the matter from outside the organisation. However, you may not be financially in a position to do so and why should you? Provided you handle the issue professionally, this should not be a matter of calling your organisation into disrepute, but rather weighing the information differently and ensuring the hearing panel has full values and views in front of it when reaching a decision.

The alternative usually adopted by staff is to find someone to front their arguments and concerns. This is indeed what mentors will often advise and, where possible that is perhaps pragmatically the best course. However, when questioned or cross-examined on the stand will the person fronting for you have as much credibility or be able to present your arguments as well as you? More importantly, it smacks of the underhand. How will your employer react if they think you have been working with others against them? If you can be transparent about it, then you should be. If not, then be prepared to suffer the consequences.

Ultimately, you could stick to your guns, represent yourself and run the almost certain consequence of having your career not advance as smoothly as it might otherwise have done. Then it will be up to you to use employment agreements, union and possibly employment lawyers to get your just rewards. It will be a hard life and you will almost certainly eventually leave, but perhaps at a time that suits you better rather than an immediate forced resignation.

Ideally, managers of councils will create systems that enable their staff to make their information available through internal processes and accept, without recrimination, that their staff might oppose them in a hearing. If you are aware of any councils or government departments that have shown such a mature approach, please email lpr@lincoln.ac.nz.



Tena Koe, no Ngati Skateboarder Ahau: Understanding this unique urban culture in any CBD

David Patterson

David is an urban planning student at Auckland University with interests in urban design, sustainability, social inclusion, and Maori planning issues. He has Maori heritage and has skateboarded for many years. This has given him insights into the subjects of this article with much time to ponder and consider his personal situation and that of other Maori skateboarders.

Keywords: *Maori; skateboarding; urban design*

Introduction: Skateboarding and Exclusion

Skateboarding is the sixth most popular sport amongst adolescent boys aged 12-17, with about 20% participating in it (based on a study of 1704 participants by Richards, Reeder and Darling (2004)). From personal experience, the author knows that the act of skateboarding gives meaning and three dimensional membership of a city to the skateboarder. It creates a sense of being here and a sense of being part of the environment the person finds themselves in. Skateboarders, however, have gradually been excluded from the city and relegated to suburban parks. As a consequence, the urban skateboarder is feeling excluded from their city. For Maori skateboarders this is a double dose of exclusion, as many Maori feel they have largely lost their membership of place through the process of colonisation. Planners and urban designers would benefit from a better understanding of this unique urban cultural grouping to facilitate the reconnection of youth with the city.

Cultural Similarities

Maori culture and Skateboarding culture, share essential characteristics. The cultures are non-mainstream, both championing bravery and achievement. Skateboards connect the entire urban environment through the rolling of wheels, grinding of trucks and sliding of noses, tails and centres of boards over every attainable surface. If the skateboard or the truck has a colour to it, the skater paints the city. The beauty of skateboard graphics are indelibly linked to times and places and tricks that went down where and when. This means the day, the trick and the board used place the skateboarder in context with their urban environment. The author remembers using his own skateboard, a Drake Jones Pro Model, at his local skatepark, Birkenhead Skateboard Park (BSP) on the North Shore in Auckland. Completing skilled noseslides and having immense fun back in the day. The people who were there then, were BSP locals Damian and John and they added to the whanau context and good feeling surrounding the meaning of the memory. The placement of the memory with the skateboard graphic, the art on the underside of the board, and with members of the local skateboarding community is a beautiful, enlivening, youthful, and health promoting summer-time memory.

Whakawhanaungatanga

The whakawhanaungatanga or family affinity extends throughout the skateboard brotherhood. The “totara” achievement, the majesty of a person likened to a long straight trunk carvable into a waka, only tempered by an extended root system or humility at earth level of the personality. To be called a totara is a massive and rare compliment. In skateboarding culture if a skater is a “dick” it does not matter how good he is. Whereas if a skater is “cool” then that person carries mana within the skateboarding community. To be humble, willing to offer tips to younger skaters, willing to offer advice if asked and to be a solid person is highly prized in the skateboard world. To offer help if needed, to be an urban skateboard warrior is similar to a spiritual path; something the Maori warrior has as his aspiration.

The Skateboarder as Martial Artist

The skateboarder as martial artist links mastery of skateboard to the mastery of taiaha. Despite a diminutive frame, the sixteen year old skateboarder at Ngataringa skateboard park in Devonport can show you how underestimating the heart within him is not wise. The boy in question destroyed a big quarter-pipe wall with trick after trick of difficult and dangerous manoeuvres. To have this type of opportunity in the centre of a city, is, to quote hip hop pioneer KRS ONE from the song 'Hip Hop Lives', to allow the reality that “an ancient civilisation has been born again” (Parker, L.K., 2007). The mastery of the skateboard is akin to the mastery of oneself. To choose to move past drugs and/or alcohol, to be disciplined and fulfil ones potential is an ideal to strive for. This is exemplified in skateboarding influenced Muslim African American rapper Lupe Fiasco and his first album Food & Liquor. Named after the corner stores in his native Chicago, the food part represents the good things, the growth, the development, as you need it to live, and the liquor, which is unnecessary to live, represents all bad things, and as a Muslim, Fiasco doesn't drink it (Fiasco, L., 2006). To achieve a standing within a real living culture full of people who strive beyond fear and past personal boundaries is something to be applauded. Like one of the most prominent and respected skateboarders (not to mention successful entrepreneurs) Chey Ataria, a Buddhist, you are what you can perceive yourself to be. To be open to changes and to make good choices is paramount.

Achieving Mau te Rongo (A State of Peace)

In Maori culture to achieve balance is ultimate and necessary. To have mau te rongo or a state of peace supplanted within your eyes. In skateboarding the act is balancing on a skateboard and thereby integrating that skateboard with the concrete and glass city you find yourself in. It is adaptation, change proficiency and personal fulfillment through skill development. The skateboarder is in essence seeking to perfect the art of skateboarding. The Maori is in essence seeking to live from a buddha heart, a Maori heart, a down to earth understanding of the interplay of universal energies and dynamic relationships creating our world.

Te ao marama the world of light, the positive path, the path of self discovery and growth tempered by daily tasks and the necessities of life. Before enlightenment, chop wood, carry water, after enlightenment, chop wood and carry water. The principles of sustainability and

kaitiakitanga require we look after papatuanuku and all her children and; the principles of the Resource Management Act 1991 seeks to achieve this. The presence of skaters in town centres, and places such as Aotea Square, in Auckland, is forward looking and provides for the spiritual challenges that create strong internal controlled and calibrated young people. To say hello to skateboarding, is to say hello to day to day growth.

Tena koe, no Ngati Skateboarder

To say tena koe, no ngati skateboarder in central city spaces is to allow a dynamic culture to be present and breathe, and live in a space that never thought, realised or accepted that this culture existed. As his fourth year research project (from which this is drawn) supervisor Dory Reeves, indicated to the author "The issue here seems to be that everyone lives in their own city; experiences places in their own way." To say the city that capitalism built, is just a place, on the earth who is our mother, to see the sky who is our father, to be happy, and have fun where many people walk with graven faces as we open our hearts through the board and allow ourselves to be human beings not just human doings. We are all free to live our lives the way we see fit. To have positivity and positive influences in a way that centres on self-control and not the ways of the consumerist robot, to skate is to be free, and practical. Many Maori fit trades like a glove and speak practical sense, a skater always has tools, though they may study at university. It is obvious to me that mutual respect fosters community and skateboarders and Maori culture both have these things in spades.

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The New Zealand Environmental Protection Authority: a Wolf in Sheep’s Clothing?

Felicity Boyd

The following article is an abridged version of a report prepared for the ERST 635 Group Case Study as part of the Master of Environmental Policy programme at Lincoln University in 2011. The purpose of this study was to analyse the development of the newly formed Environmental Protection Authority in New Zealand. The authors of the full report are Joan Abes, Felicity Boyd, Abbie Bull, Paul Christie, Shaun Coffey, Erienika Lompoliu and Liping Shang. For a PDF version of the full report, please email [Felicity.Boyd@mfe.govt.nz].

The National Party’s Bluegreen Vision

Since 1984, New Zealand’s institutional framework for environmental management has undergone significant changes. Over time, the ideologies of governing political parties have had a distinct influence on the types of policies developed in different Parliaments – for example, Robert Muldoon’s “Think Big” projects and the New Right focus of the Labour Party during the 1980s. This has been seen once again in recent years with the National Party’s increased focus on environmental management and regulation. The National Party began to recognise the importance of the ‘green’ vote prior to the 2008 elections and developed *A Bluegreen Vision for New Zealand* in order to discuss the ways in which the National Party could attract such a ‘green’ vote. Seen as a complex and often contradictory connection by opposing parties, the union of environmental management and economic growth outlined in the *Bluegreen Vision* has become the focus of the National Party’s environmental policy since they came into office after the 2008 elections. This union has since resulted in the development of New Zealand’s first Environmental Protection Authority (EPA).

The Environmental Protection Authority

At its first reading, the EPA Bill was supported by all parties. Such unanimous support showed that there was agreement between parties that an EPA was considered necessary in New Zealand. The EPA, as proposed in the first reading of the EPA Bill, provided an integrated way to consolidate existing resources and expertise from various organisations (outlined below in Table 1), and appeared to show New Zealand’s commitment to high quality environmental management.

Table 1: Functions to be undertaken by the EPA

Function	Former Party Responsible
National consenting under the RMA	EPA office within MfE
Regulation of pesticides, fireworks, explosives and other hazardous substances	ERMA
Regulation of new and genetically modified organisms	ERMA
Administration functions of the Emissions Trading Scheme	MED
International obligations on hazardous waste	MED
Advice to the Ministry of Foreign Affairs and Trade regarding environmental assessments for Antarctica New Zealand	MfE
Advice and information on the development and implementation of National Environmental Standards	MfE
Process and issue permits for otherwise prohibited ozone depleting substances	Minister of Commerce

After the second reading, however, the EPA lost the support of the Labour and Green parties. Although both parties provided a number of criticisms of the model, this withdrawal of support was primarily due to one overarching issue: the Labour and Green parties argued that an Environmental Protection Authority must include an objective directly relating to the protection of the environment. The National Party countered this argument by explaining that such an objective is unnecessary, as the current objective includes the furthering of objectives in associated environmental Acts, such as the Resource Management Act 1991 and the Hazardous Substances and New Organisms Act 1996. In short, the National Party claimed that including such a specific mandate for environmental protection would be duplication and therefore unnecessary. However, there is duplication occurring between the EPA Act and the Climate Change Response Act 2002 with regards to international obligations. If this duplication is acceptable, why not duplication regarding environmental protection?

Should an EPA Protect the Environment?

If the EPA does not contain an objective to protect the environment, it appears that the name may be misleading. During discussions in Parliament, critics from the Labour and Green parties claimed that the addition of an environmental protection objective would stifle the progression of development and, therefore, economic growth. This directly opposes the ideology of the National Party's current environmental policy (based on the union between environmental protection and economic development) and may provide a possible explanation for the absence of environmental protection from the objectives of the EPA Act. By comparing and contrasting the New Zealand EPA with international examples, it is clear that an objective requiring environmental protection is not unusual in similar organisations – in fact, out of an examination of six EPAs (in New Zealand, Denmark, Ireland, Sweden, USA and Victoria, Australia) New Zealand is the only EPA without a clear objective to protect the environment. While the argument from the National Party, and particularly Dr Smith, initially appears convincing and logical, upon closer inspection there are a number of gaps and weaknesses. Without direct communication with Dr Smith, it is impossible to know exactly why this objective has been left out, however it is clear that there are a number of possibilities.

Will the EPA Contribute to Good Environmental Management?

Despite the debate over the objectives of the EPA, on the whole it appears that the development of the EPA has been logical and in the interests of good environmental management. By consolidating resources and shortening timeframes, Dr Smith hopes to free up experts within various environmental organisations such as the Environmental Management Risk Authority so they may pay greater attention to the development of national environmental policy. Central-led environmental directives such as national environmental standards and national policy statements are sorely lacking in New Zealand currently. It is hoped that the establishment of the EPA will allow environmental experts within the Government to 'work smarter, not harder.'

With recent voting intention polls showing the National Party as a clear favourite to win the 2011 general election (Roy Morgan Research, 2011), the EPA in practice is unlikely to become any stronger in terms of environmental protection. Based on clear trends in the National Party's environmental policies, it is reasonable to expect that any reforms to the EPA, or environmental policy generally, until 2014 will be based primarily on the desire to

increase efficiency. With the environment, climate change, and energy and resources portfolios housed in the Cabinet Economic Growth and Infrastructure Committee, the contentious union of environmental management and economic growth appears to be well-established in the governing of New Zealand for at least the next three years.

Conclusion

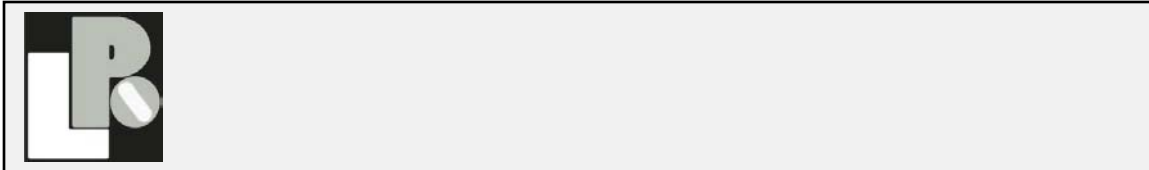
Overall, the new EPA can be considered a useful institution for environmental management, and makes a number of improvements on current processes. However; it appears to be slanted more in favour of development and economic growth than environmental outcomes, despite the 'balanced approach' rhetoric surrounding its establishment. Based on the development and assessment of three options in section 7.3 of the full ERST 635 report, we have developed six key recommendations for improvements to the current EPA framework:

1. Amend the objectives of the EPA to promote environmental protection.
2. Extend the functions of the EPA to incorporate added enforcement responsibilities on relevant matters.
3. Change the EPA from a Crown agent to an autonomous Crown entity.
4. Modify the process for selecting the EPA Board and the Boards of Inquiry.
5. Make EPA decision making more 'community friendly'.
6. Widen the scope of the EPA to make the organisation a more comprehensive and overarching body.

These recommendations support our view that, as an Environmental Protection Authority, it is imperative that the EPA operates with a clear goal to protect New Zealand's unique and precious environment and that it is not 'hijacked' by development interests. Is the current EPA a 'wolf in sheep's clothing'? Yes, in the sense that it is parading as something which it is not (an organisation concerned with the protection of the environment first and foremost). Is this misrepresentation the result of deliberate, malicious intent (eg. in order to 'ram through' large developments)? Currently, we believe that this is not the case; however it is certainly an area to keep an eye on in the future.

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The Long and Winding Road: The Christchurch Southern Motorway as an illustration of the disconnect between financial, transport and land-use planning in New Zealand.

Kevyn Miller

Kevyn Miller is a third-year mature student in the Bachelor of Environmental Management and Planning degree at Lincoln University.

In the second semester of 2010 the third year Bachelor of Environmental Management and Planning students taking the Professional Practice course (SOCl 314) were set an assignment to write a short, topical article of local interest. This related directly to the content of the course SOCl 314, which provides a critical study of issues in the provision of professional services in environmental planning, design, social sciences, tourism, sport and recreation. As part of the assessment the articles were subject to the LPR review processes.

In the beginning was “the immediate and urgent question”

In their 1929 report *The Economics of Motor Transport in Relation to Highways* the Canterbury Progress League stated:

...the 1926 report of the Highways Board shows that although Canterbury possesses roughly 20 per cent of the motor vehicles and, presumably contributes 20 per cent of the motor revenue, only 8 per cent of the Highways Board expenditure was incurred in Canterbury... It is claimed, and justly claimed, that it is cheaper for the motorist to pay the tax than to run his car on bad roads, but the outstanding fact at the present time is that the Canterbury motorist is paying the taxes but is failing to secure the road improvements he is taxed to provide. This is the immediate and urgent question in Canterbury.

This author’s own analysis of financial data from the New Zealand Yearbook and annual accounts of the Main Highways Board (and its successors) from 1924 through to 2008 reveals that this “immediate and urgent question” has never been addressed, as is amply illustrated by figures 1 to 3. Figure 1 illustrates the fact that the percentage of Canterbury’s motor taxation spent on Canterbury roads has consistently been below that of other regions and, within the last 17 years, significantly below that of Auckland and Wellington.

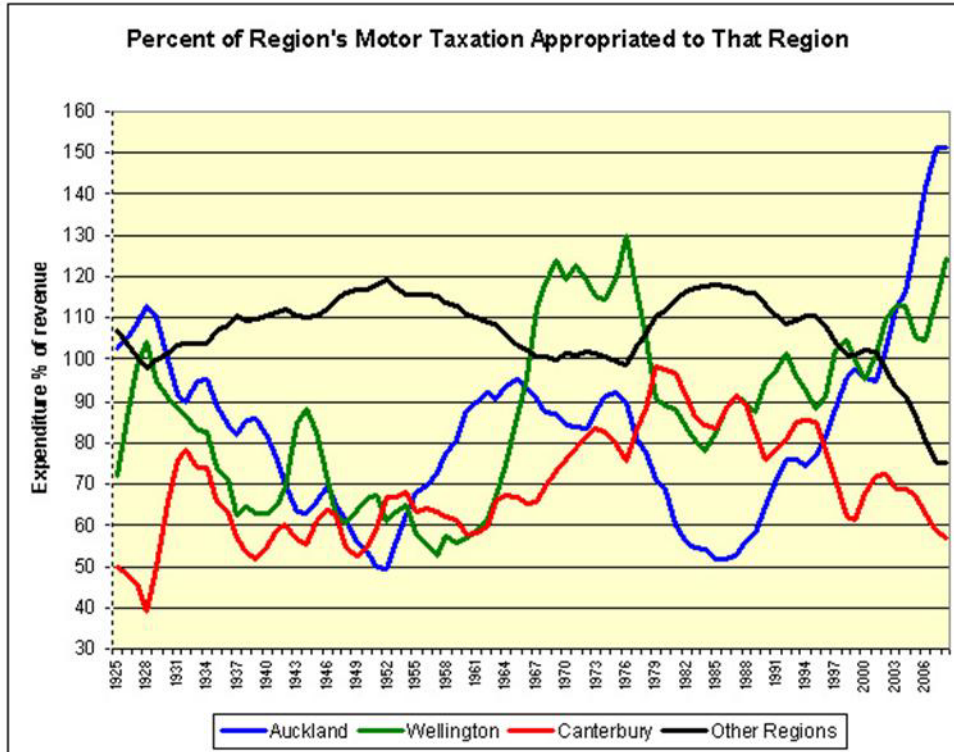


Figure 1: Percentage of each region's petrol taxes and road user charges appropriated to that region.

Figure 2 illustrates cumulative financial loss to the three most populous regions as a result of these highway funding policies. Figure 3 illustrates the disproportionate funding provided to the three main centres to upgrade roads to cope with traffic growth.

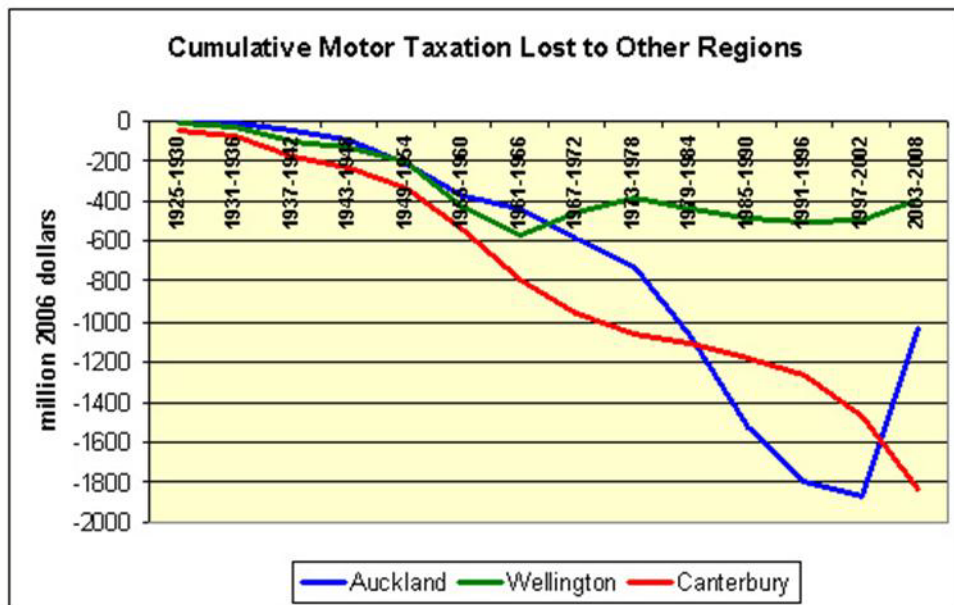


Figure 2: Cumulative millions of dollars of petrol taxes and road user charges the major urban regions have lost to other regions.

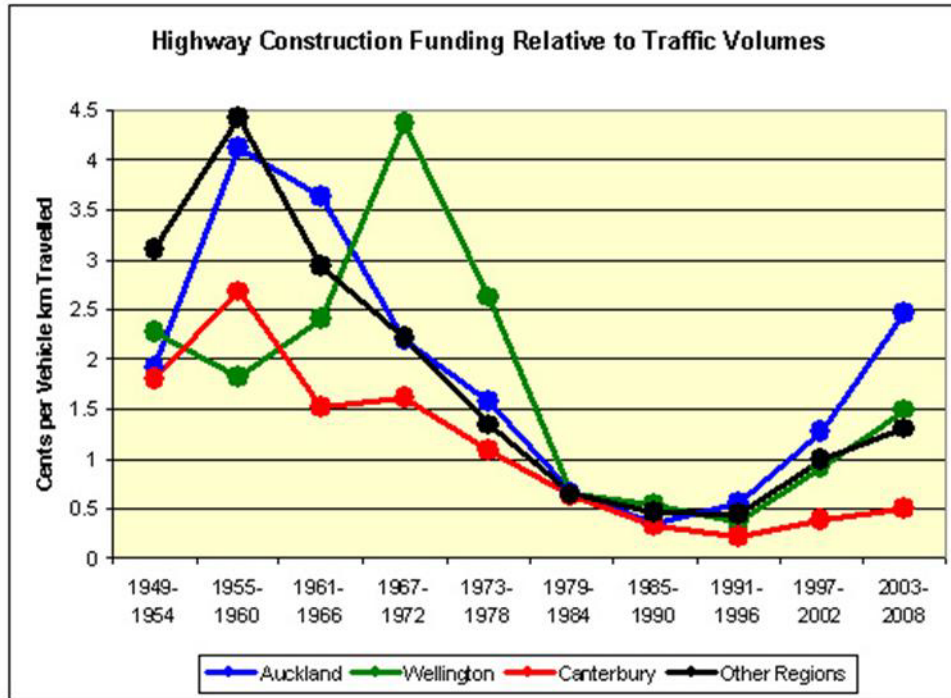


Figure 3: Highway construction appropriations in constant 2006 cents per vehicle km travelled since the inception of the Main Highways Fund, in six year increments.

It is clear from table 1 that Canterbury’s largest city, Christchurch, has been seriously disadvantaged in the number of lane kilometres of motorway per capita, compared not only to Auckland and Wellington, where the topography has resulted in widely dispersed settlement patterns, but also compared to much smaller cities such as Tauranga and Napier-Hastings which generally share Christchurch’s compact urban layout.

City	lane-km per capita
Tauranga	6.3
Auckland	5.6
Wellington	4.4
Dunedin	3.8
Napier-Hastings	3.5
Nelson	2.9
Christchurch	1.6

Table 1 Lane kilometres of motorway/expressway per capita [Source: GoogleEarth/Statistics NZ]

Financial speed-bumps almost disintegrate an integrated plan

In 1964, fifteen years after motorway construction commenced in Wellington and Auckland, the Christchurch Regional Planning Authority’s *Christchurch Master Transportation Plan* identified the need to provide modern “limited access” highways to the north and south of the Christchurch CBD.

The original motorway plans for Auckland and Wellington had been included in Statutory Regional Plans developed by the Ministry of Works immediately after World War Two. These central Government statutory plans integrated land-use planning and transport planning and removed land-zoning powers from the affected borough and county councils. The plans were scrapped in 1953 when a new Town and Country Planning Act established Regional Planning Authorities.

The new Regional Planning Authorities had the power to co-ordinate urban planning for both land-use and transport [through the development of regional plans]. However, unlike the Ministry of Works, they could not compel the region's borough and county councils to implement the new regional plans. Furthermore, because the State Highways passing through the region's planning areas were the financial and planning responsibility of the National Roads Board¹¹, the Regional Planning Authorities were inclined to make urban motorways the major focus of their transport plans as this absolved the borough and county councils from most of the financial responsibilities for implementing the regional plans.

Placing responsibility for major roading improvements with the National Roads Board also minimised the ongoing internecine conflict between neighbouring boroughs. This inclination towards motorway focused transport planning was also partly derived from the belief that rapid construction of high-speed arterial routes would promote appropriate zoning of land around the motorway interchanges, consistent with the earlier statutory plans, out of self-interested avoidance of rate-payer spending on upgrading existing main roads.

This approach was at the heart of the 1964 Christchurch Master Transport Plan which, in the absence of a Master Land-Use Plan, was intended to encourage industrial development in a corridor between Addington and Hornby, constrained on the north and south by the existing Main South Railway and the proposed Southern Motorway.

The motorway system proposed in the 1964 Master Transport Plan was intended to remove the growing volumes of trucks and arterial traffic from the ordinary city roads that were designated as the State Highway One outlets to the north and south of Christchurch.. This was to accommodate future traffic movements between the CBD, the Port of Lyttelton, new industrial areas at Sockburn and Hornby , and the anticipated development of dormitory towns outside the Christchurch Green Belt. The Christchurch motorways and expressways in the current Roads of National Significance are justified for exactly the same reasons and follow very closely the routes in the 1964 plan (see Figures 4 and 5 below).

¹ Since 1936, the designation of a local road as a State Highway has automatically transferred ownership, control and financial liability to the Crown.

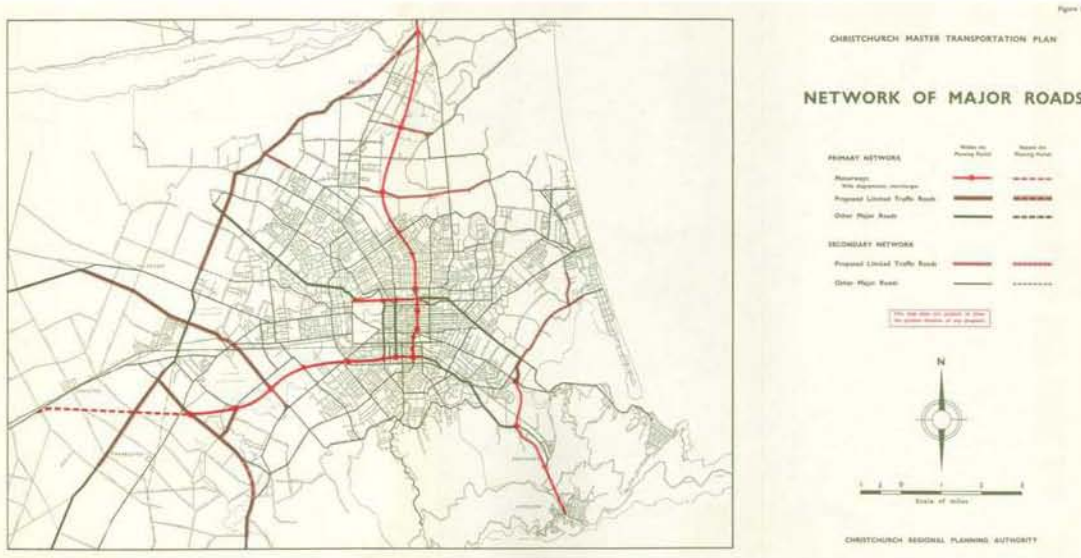


Figure 4: Proposed Motorways, Christchurch Master Transport Plan, Christchurch Regional Planning Authority, 1964.

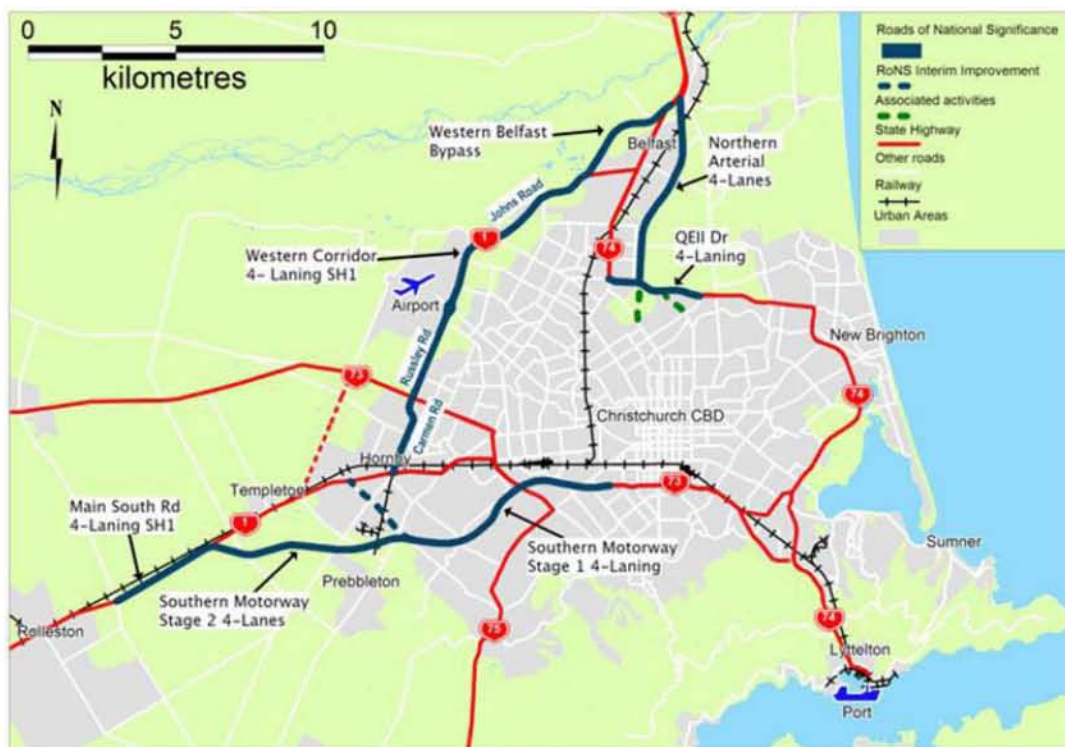


Figure 5: Proposed Christchurch Motorways, Roads of National Significance, NZ Transport Agency, 2011.

The first step in implementing the Christchurch Master Transport Plan was to obtain the National Roads Board's assent to transfer the State Highway 1 designation to the proposed motorways, thereby shifting the cost from the region's ratepayers to the region's road users. This was done in 1966, and by the time the first stage of the Northern Motorway was completed

in late 1969 the Ministry of Works had completed geotechnical studies to determine the optimum [Southern?] motorway alignments and needed only to determine the construction priorities.

However, since 1961, Christchurch petrol taxes have been diverted to assist “shovel-ready” motorway projects in Auckland and Wellington, amounting to almost \$300 million dollars (in 2006 constant dollars). Despite formal protests to the National Roads Board from the Christchurch Regional Planning Authority in 1969, this diversion of funds northwards continued for a further nine years. By 1978 this diversion of funds amounted to \$500 million dollars. At 1970s land and construction prices, this would have been sufficient to complete the proposed motorway network, excluding the central city components which were cancelled in 1973.

The economic recession that began in the wake of the 1973 OPEC oil embargo hit Christchurch hard. The city’s population and traffic volumes began slowly shrinking and these facts became core arguments used by motorway opponents in Addington and St Albans at Planning Tribunal hearings during the 1980s.. While this local opposition was only targeting those parts of the Master Transportation Plan that were most destructive to the inner city, it was seen by central government as a convenient excuse to not curtail Auckland’s motorway expansion in order to repay petrol taxes borrowed from the Christchurch motorway program over the previous 15 years.

The Southern Motorway’s termination halfway along Blenheim Road instead of at Hornby or Rolleston meant that, with the resurgence of growth in Christchurch in the 1990s, the city’s industrial expansion was accommodated by using former railway workshop and marshalling yard land between Addington and Wigram, instead of land at Hornby. This has required considerable upgrading of the existing roading network in this area to accommodate a volume of heavy vehicles not envisaged in the Christchurch Master Transportation Plan. This also resulted in the Hornby industrial area languishing due to its relative remoteness from the most convenient access to the Port of Lyttelton.

In the mid-1990s, the Christchurch City Council identified the Halswell-Wigram area as a key residential growth area, and moved to rezone hundreds of hectares of land for housing. It promoted the area largely on the basis of undertakings given by Transit New Zealand, the Government agency responsible for State Highways from 1989 until 2008, that it was committed to building the southern arterial motorway(The Press, 31/3/2003).

On 26 March 2001 The Press reported that planning for the completion of the Southern Motorway was “being fast-tracked [by Transit] because of an explosion of housing in the area.” Completion of the original expressway to motorway standards and construction of the next stage to Hornby were to begin in 2003 with construction of the final stage to Rolleston to commence in 2008. On 31 March 2003 The Press reported that “this year [Transit] announced it

was pushing the [Southern Motorway] project off its State Highways programme for the next decade, so that more money could be spent on Auckland road projects.”

Due to these funding priority changes Transit had been unable to lodge a motorway designation over the land favoured for the final stage of the Southern Motorway. During the 2000s, land use changes encroached into the preferred motorway corridor south of Hornby closest to the industrial zone, and at the same time residential development was permitted to the north of Prebbleton, constraining Transit further. For example, by 2005 the rural land located between Marshes Rd and Hornby Junction Rd, to the east of Shands Rd, had been purchased by industrial land developers who lodged Proposed City Plan Change #47 and #54, to rezone the land from rural to industrial. The change of ownership of this rural land has prevented the New Zealand Transport Agency² from locating the motorway in the originally preferred motorway corridor.

As a result, purely for cost reasons, the two Southern Motorway alignment options that went out for public consultation in 2010 were located several hundred metres further south than had been indicated in preliminary design sketches released in 2001. During the same ten year delay the Aberdeen residential subdivision had been approved on the north-east side of Blakes Rd, north of Prebbleton. Perhaps not surprisingly, when NZTA was finally able to commence public consultations for the new range of Southern Motorway corridor options there was strong objection from residents of the newest Prebbleton subdivisions due to the motorway being hundreds of metres closer to their homes than had been intimated by subdivision sales staff.

Conclusion

The failure to construct the 1964 Master Transport Plan in a timely manner has resulted in unplanned land use changes, leading to unplanned expenditure to increase capacity on local roads, combined with a billion dollar loss of transport funds from Christchurch to other cities that has led to one of Christchurch’s vital arteries being squeezed between the self-interests of industrial property developers and sprawling “country-town” dormitory suburb home-buyers.

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Facilitating Community Involvement in Council–community Master Planning

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Shane and Bailey contribute to The Habitat Project. The Habitat Project supports collaborative processes and community-based initiatives through facilitating collective action and research on contemporary planning, design and education topics. In producing this paper, the authors would like to acknowledge the input of Michelle Marquet, a research analyst for the Agri-business and Economics Research Unit at Lincoln University.

Keywords: *master planning; planning practice; community involvement; facilitation; Sumner*

Introduction

Master plans are a common strategic planning tool in New Zealand and can help bridge the gap between non-statutory and statutory planning approaches (Reeves, 2004). Master plans are essentially a vision outlining a suitable programme to address a set of needs in a given area, incorporating grass-roots and high level institutional aspirations (CABE, 2011). Master plans have been used in a range of spatial planning and urban design contexts in New Zealand (MfE, 2005), and have also played a central role in recovery processes following natural disasters (e.g. New Orleans, post Hurricane Katrina¹) or similarly catastrophic events such as the Manchester city bombings (Williams, 2000, 2006).

There is evidence to suggest that benefits can be gained from community involvement in planning projects in many contexts (Arnstein, 1969; Healy, 2006). This is also true for disaster recovery planning where meaningful community involvement can be integral to the success of recovery processes (Mitchell et al., 2010; Murphy, 2007; Pearce, 2003). These benefits are outlined by Vallance (2011a):

The benefits of effective community engagement are variously represented as identifying workable solutions to the range of problems recovery presents, sharing and delegation of duties, securing community ‘buy-in’ to the process, and building trust (Vallance, 2011a).

Vallance (2011b) highlighted the temptations in recovery to *rebuild* rather than *recover*, and to focus on hard infrastructure rather than civic expertise and community involvement. However, recovery is a process where the most meaningful outcomes are associated with the health and wellbeing of communities and not infrastructure, despite the important role infrastructure may play.

The focus of this paper is to identify potential benefits of community involvement in master planning in the post-earthquake recovery context in Christchurch; and to identify considerations for planners involved in the design of master planning processes that involve the community. Findings are based on the results of an information sharing event on these topics convened by *The Habitat Project* in December 2011, and a review of the relevant literature.

¹ <http://www.nolamasterplan.org/>

Community involvement in planning in the Christchurch earthquake recovery setting

Following the February 2011 earthquake, the New Zealand Planning Institute (NZPI) organised a planning think tank session that was attended by over 50 planners, predominantly from the greater Christchurch area. Issues covered included integrated management of the recovery process, community engagement, and best practice approaches to urban design. Questions were consistently raised around the importance of involving communities in an effective way. This was reflected in the NZPI think-tank report:

Community planning needs to occur from the bottom up – communities need to drive the future planning of Christchurch. It is vital that communities have a sense of ownership of the process and the outcomes (NZPI, 2011).

Recognition of the need for a new or revised vision for an area can help to put long term social and environmental issues into perspective and result in local communities taking the lead in confronting those challenges (Irazábal & Neville, 2007). However, there is evidence of dissatisfaction with the level of community involvement provided for in Christchurch's recovery process. For example, a recent recommendation to the CERA Minister from the CERA Community Forum² was:

That the Minister requests the Council empowers the community. The government should have a role in getting the various local organisations to collaborate. The dysfunction and tension between these groups is preventing good effective leadership.

This is discussed further in the CERA Community Workshops Report with statements that criticise “faceless bureaucracy” for “low quality thinking”, a lack of support for cooperative efforts and the need for “bottom-up communication” (CERA, 2011). In the master planning context, similar issues were highlighted in a discussion document presented to CCC in October 2011 by a group representing key community organisations in Lyttelton (Macpherson et al., 2011). They expressed “a significant degree of concern about the consultation process, and how the community has not been given a proper participatory role in the process”.

There are also signs that governance authorities are responding to these perspectives. For example the recently released Community Board Chairpersons' Plan 2012 noted that “earthquake recovery could be better facilitated by focusing on accessing and using local level institutional knowledge” (Christchurch Community Board Chairpersons, 2012).

Community involvement in master planning: the Sumner case

Following the earthquakes the Sumner community initiated its own process of developing future aspirations for the suburb and the CCC Suburban Centres programme responded to this by committing to development of a ‘community-led’ master plan for Sumner³. This marks a departure from the Council-led master planning processes being used in other suburbs, and is currently Christchurch's only community-led master planning exercise. The commitment by Council acknowledges the high level of expertise within the Sumner community as well as the large amount of progress that has been made by Sumner residents, property and business owners.

² Minutes from CERA Community Forum (Nov 2011):

<http://cera.govt.nz/sites/cera.govt.nz/files/common/community-forum-meeting-notes-20111103.pdf>

³
<http://www.ccc.govt.nz/thecouncil/policiesreportsstrategies/SuburbsRejuvenationProgramme/sumnervillagemasterplan.aspx>

However, there is little definitive information on how community involvement is best achieved in master planning. Due to the highly contextual nature of planning settings it is likely that an effective approach would need to be customised and flexible (Forester, 1982; Petersen, 1997). Vallance (2011a) noted that participatory processes in recovery situations are difficult to design. The interface between community and government interests (local and central) can suffer from a lack of attention to the opportunities for potential benefits and how these might be achieved. If the opportunity to capitalise on community-based innovation is not recognised, the subject of how to do the planning may easily default to a 'business as usual' approach (MacCallum et al., 2009).

Recently, CCC and community leaders have been discussing ways in which they can work together to develop the Sumner Village master plan. Community involvement issues have been well considered in the Sumner planning context due to the high level of interest by both people within the community, and by practitioners working with the community. This provided an opportunity to investigate current thinking and perspectives on how master planning processes could be designed to involve the community.

Methods

An information sharing event, the "Sumner community master planning workshop", was conducted on 14th December 2011 to address a specific set of research questions. These questions were circulated to all participants in advance to enable those involved to consider and prepare their responses. The event was attended by 20 individuals representing a wide range of perspectives on the topic. Participants included academics, practitioners and community members with direct experience in master planning processes and community engagement.

The questions addressed included a set of more general questions on planning processes and the involvement of communities. These included questions on

- Practical differences between the terms 'community-based' and 'community-led' planning;
- Advantages and disadvantages of attracting community involvement in planning;
- Key elements of master planning exercises compared with other planning projects; and,
- Key outcomes signifying a successful master planning exercise.

Participants also addressed further questions specific to the design of master planning processes. These included questions on:

- The degree that communities need to be involved;
- The processes/methods that can be used to involve communities; and,
- Examples from experience of master planning processes that were effective, including the key elements of master planning process that are successful in terms of having a high level of buy in from the community.

In addition to information collected at the event, all participants were provided an opportunity to contribute further notes on any of the above topics prompted by circulation of an initial set of notes from the workshop.

A preliminary qualitative assessment of all information collected was conducted to identify key themes. These themes were then compared to findings reported in the relevant literature.

Results

Practical differences between ‘community-based’ versus ‘community-led’ planning

Little difference was identified between these two terms, both of which are common in the literature. Although the term ‘community-led’ may be used to refer to the initiation of a planning process within a community, in the context of council-community planning initiatives it was recognised that council ‘buy in’ would be needed at some stage. Both terms were regarded as adequate in conveying the essence of the community involvement aspect. Council is also a part of the community, and therefore the more substantive questions involve the detail of how community based planning is done, and by who.

Advantages and disadvantages of attracting community involvement in planning

Responses to the question on advantages and disadvantages of attracting community involvement in planning confirmed widespread support for community involvement as well as some cautions (Table 2).

Table 2. Perspectives on advantages and disadvantages of attracting community involvement in planning

Advantages	Disadvantages	Issues / Tensions
<p>Community offers inside knowledge and creativity</p> <p>Planning process benefits from better information</p>	<p>Results can be biased towards retaining the status quo (e.g. ‘squeaky-wheel syndrome’)</p> <p>Good ideas can get lost or dismissed as a radical, minority perspective</p>	<p>A robust collaborative framework is essential to resolve tensions around representation of interest groups and the subsequent treatment of the information gained</p>
<p>Community participation can lead to better buy-in</p> <p>Planning process benefits from sense of ownership</p> <p>Greater support for the results of the planning exercise</p>	<p>Time and cost intensive process</p>	<p>The relative strength of private versus public sector resources</p> <p>Consultation fatigue</p> <p>Poor implementation</p>

Crucial points identified included the role played by the framework within which community participation takes place and attention to process design and logistics. Amongst the potential issues identified were tensions around representation of interest groups and the treatment of the information gained from participative processes. Potential difficulties for integrating the vision generated by a master planning exercise with other long term council planning processes were also identified.

Community involvement in master planning

Compared to other planning processes, workshop participants considered master plans to be holistic and strategic in nature and all agreed that master planning is meant to include collaboration with community interest groups and entities.

Knowledge that is generated independent of the Council was recognised as a potential resource for master planning exercises. Community knowledge was thought to be useful to development of the plan itself, as well as the design of performance criteria and monitoring and review methods to address implementation aspects.

However there was also the perception that Council processes may be limiting opportunities for community-led innovation within planning processes. Examples included not recognising information collected by people in the community, and lack of consultation with the community on how information relevant for planning may be collected.

Design of master planning processes that involve the community

A range of considerations for the design of master planning processes that involve the community were identified (Table 3).

Table 3: Aspects of community involvement important to the design of master planning processes

Who	<ul style="list-style-type: none"> • The process is a collective responsibility requiring the cooperation of all interested agencies and sectors of the community • Partnership approach – requires role clarity, consistency and mutual trust • Awareness of those with engagement difficulties – everyone is learning • Anticipate engaged, unengaged and ‘unengageable’ audiences
What	<ul style="list-style-type: none"> • Master Plan needs to work within the requirements of Council’s Long Term Plan processes • Living plan (not a ‘blueprint’), buy-in will evolve • Structures are needed to enable and support information flow
How	<ul style="list-style-type: none"> • Connect theory and practice within the plan development process • Provide technical support for integration with formal (council) processes • Provide a process to enable existing community capital • Encourage ideas from the grass roots • Create a process to make decisions on options • Develop criteria to screen for feasibility and priority • Convert conflict into learning opportunities

In addition, perspectives on the Sumner master planning context were recorded. Some of the perceptions identified were:

- The Sumner context is unique due the high level of existing community involvement and interest in planning;
- To best address the needs of the Sumner community may require the development of a unique master planning process relative to that used elsewhere; and,
- The current Sumner village master plan process (at the time) was perceived as not fulfilling the intention of being a community-led process.

Discussion

Enabling collaboration and community engagement

Civic engagement facilitates the use and understanding of the full complexity of places, and it helps to broaden the scope of answers, and the likelihood of implementation (Albrechts, 2011).

Planning challenges such as those important to the recovery of Christchurch can provide focal points at which academics, practitioners and communities can come together to exchange ideas (Delgado & Staples, 2008). Often it is extra-ordinary circumstances such as these which invite a reconsideration of bureaucratic approaches to the skills, knowledge and resources that are external to the traditional administrative setup (Oosterlynck, Albrechts, & Van den Broeck, 2011). In the post-earthquake context, master planning and other strategic exercises are an important subset of planning needs and provide a potential tool for enabling inclusiveness and participation in the recovery process.

The use of effective methods to attract the interest and input of the community is a theme of fundamental importance to a successful council-community planning process. Examples from these results include the perception of benefits from attracting and enabling the existing community capital to contribute to the process, and encouraging ideas from the grass-roots in general. Other useful insights gained include the need to provide for those with engagement difficulties. This may require proactive outreach in order to support groups without the capacity to engage.

Empowerment of the local population is recognised as a fundamental aspect of democratic governance and the building of capacity within local systems (MacCallum et al., 2009). This may be assisted by jointly designed community engagement and planning strategies, shared decision making for meeting needs, and a focus on the assets that could be utilised (Inspiring Communities, 2010; MacCallum et al., 2009; Shaw, 1997). This is consistent with the idea that the process of planning itself can be a major source of beneficial outcomes for communities in addition to other results of planning (Forester, 1982; Irazábal & Neville, 2007).

In this study the perception that a master plan could be a living plan to which buy-in can evolve was notable. Since some of the results of a master planning exercise will become visible only in the course of time, the longevity of community buy-in may be another important aspect of a successful process. The design of iterative planning processes and the use of appropriate communications media to involve the community were identified as potentially useful techniques to address this.

Potential learning opportunities

It is crucial in these dynamic times of significant transition to remember we are all learning how to do community engagement⁴

The potential learning opportunities that may be generated through community engagement with a strategic planning exercise is one of the aspects to consider. The importance of embracing learning opportunities and creating space for necessary dialogue in difficult times was discussed by Owens et al. (2004). This extends to the decision makers and designers of the planning process itself and is aptly illustrated by Albrechts (2011):

Transformative practices take decision-makers, planners, institutions and citizens out of their comfort zones and compel them to confront their key beliefs, to challenge conventional wisdom, and to look at the prospects of new ideas (Albrechts, 2011)

Design issues for facilitating a community-based master planning process

If planners ignore those in power, they assure their own powerlessness. Alternatively, if planners understand how relations of power work to structure the planning process, they can improve the quality of their analyses and empower citizen and community action as well (Forester, 1982).

⁴ Quote from the Sumner Community Master Planning Workshop, December 2011

The requirement for expert facilitation was one of the strongest themes in these results. The facilitation function must oversee the objective of integrating the necessary levels of communication, including within and amongst all formal and informal organisations and the wider community that are involved in the master planning exercise. Importantly, these facilitation requirements must be enabled in the design of the planning process.

One of the key suggestions for addressing this was the role of a partnership structure created to support the planning process. A partnership approach was considered a 'must have' for council-community planning exercises to develop collaboration and cooperation on a community scale in addition to the property-to-property level. Needs generated internally by formal agencies can constrain the design of a planning process such that it fails to address needs defined by the community.

The use of a Council-community partnership structure to not only inform the planning exercise, but to also consider aspects of its design, provides a potential method of addressing these issues and could further exemplify a community-based philosophy at work. There needs to be trust in the community to know what is good for them, but ensure the necessary procedural support is available (i.e. from 'higher up') so the formulation of options is a robust, transparent and accountable process. Options to address this include *collectively designing* the planning process, which can generate buy-in for the process itself, and offer opportunities for improved process design.

In this study, collaboration at the process design stage was identified as an often overlooked aspect of the potential partnership. Although the collective design approach may require some technical expertise on the subject of community-based planning being available within the community, the key point is to extend the design of the planning process into the community realm. In the context of a master planning exercise this function could be delivered by the make-up of the project team itself, a technical advisory group working alongside that team, or by other means to specifically attract community input on the suitability of the proposed planning process.

There is a need to manage the expectations of interest groups while finding a process that is also inclusive of the wider community. To achieve this it may be more important that the project team can design a process which facilitates the representation and cooperation of all interested parties, rather than the interested parties seeking representation within the project team itself.

Conclusions and implications for planning practice

This paper highlights some of the specific steps that planners can take if they want to address or provide for the potential benefits of community involvement in master planning practice. These considerations may assist planners to walk the talk in terms of adding value to the communities they serve (Miller, 2007; Sager, 2011).

It is important to recognise that the delivery of value ultimately relates to the achievement of good outcomes from the investment made by communities in professional planning services on their behalf. Such investment can benefit from opportunities to work both for and with the community to produce the best results possible from the resources available. In this respect there is much to be learned from cooperative and community based approaches to planning.

The design of the planning process is crucial to its ability to facilitate community involvement in a meaningful way. Key elements identified here are commitment to a

partnership approach and attention to how the potential of that partnership can best be realised. These matters extend beyond just selection of the community engagement methods to be used. Other aspects include how the ideas are taken forward and how improved buy-in for the plan may be generated, both of which have a bearing on the success of the planning exercise.

Our results indicate that important topics for the partnership structure to consider include:

- Design of a process that supports the cooperation of all interested agencies and sectors of the community;
- A process to make robust, transparent and accountable decisions on options which may involve criteria to screen for feasibility and priority; and
- Technical support and transparency concerning integration with formal (council) processes.

A major aspect of community-based planning is the need for facilitation expertise either within the project team or accessible to it. Attention to the make-up of the project team to lead the planning process is an important aspect and opportunities for collective design of the planning process are another area of potential benefit. To realise the potential of community-based planning may require some adjustment to status quo planning structures. Achieving this involves better use of existing energy and resources and a focus on enabling communities to participate in their own self-determination.

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Environmental Defence Society, 2011 Conference Report – *Coastlines: Spatial Planning for Land and Sea*

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Bailey wrote this report as a 4th Year Bachelor of Environmental Management (with Honours) student at Lincoln University in 2011.

In its 40th year of operation, the Environmental Defence Society held its annual conference in Auckland, June 1-2, 2011. The event attracted a broad range of people from high level politicians and legal professionals, through to scientists, planners and policy-makers, plus a mix of students and academics all engaging with what is a subject of critical importance to our small island nation – coastlines.

Some strong themes emerged from presentations that focused in on the latest version of *spatial planning* to hit resource management policy and governance in New Zealand. Remembering the “activities-based” and “best use” approaches of the Town and Country Planning Act days, it appears the new Auckland Council is the 2.0 test dummy. It’s remarkable to think that 70% of the areas within their jurisdiction are marine environments, and sobering to hear from Dr Roger Blakely, Chief Planning Officer for the Auckland Council, that resources for managing the coastal environment are stretched.

A second prominent theme was accessing, developing and integrating the *information* required to give effect to coastal and oceans policy. Spatial mapping necessitates the identification of natural systems, along with social and cultural values associated with a diverse range of environments. This is difficult due to their dynamic and complex nature. In the context of politically-allocated funding, there are sure to be winners and losers. A number of presenters expressed confidence in the effects-based approach of the Resource Management Act 1991 for coping with coastal and oceans management.

Dr. Daniel Breen from the Marine Conservation Team at the Department of Conservation gave an overview of the Australian experience of marine spatial planning approaches to Marine Protected Areas which extend beyond zoning to include land-use provisions, as well as education, awareness and research programmes. Amidst a number of strong calls for greater sharing of information and expertise across traditional cross-sector boundaries, there is a notable absence for a methodology to enable this integration. A number of interesting tools were presented, such as GIS-based systems for connecting data sets, but little that demonstrated comprehensive and meaningful outcomes at the community level.

The third of the more prominent themes, *collaborative governance*, was trumpeted as an efficient and effective approach to coastal and oceans management by many, including the

Honourable Nick Smith (Minister for the Environment) who emphasised the need for such an approach to originate from grass-roots initiatives led by stakeholders. Whether he believes that or not is arguable and academic literature points clearly to outcomes that favour development interests over conservation values in land and aquatic environments¹.

This point was shared by Ian Tuck, the Principal Scientist of Aquatic Biodiversity from NIWA (National Institute of Water and Atmosphere), in his presentation on marine habitats. He questioned the focus on activities that have an *impact* on marine ecosystems and how those inflicting the damage are the ones with easiest access to the governance of a resource. This positions those who want to alter or have a significant effect on such environment as the 'stakeholders' who shape the decisions made, as opposed to those with intrinsic or low impact interests.

There was a noticeable absence of debate around the topics of recreation and Maori or indigenous perspectives on coastal environments. Dr. Mike McGinnis, speaking on lessons from California's experiment in coastal marine ecosystem-based planning, urged us to consider our deep maritime culture and how it is represented in any given process – calling for the development of an 'Oceans Constituency'. Dr. Hamish Rennie (Lincoln University) and Robert Makgill (North South Environmental Law) were two of the few presenters to address recreational interests, specifically provisions in the New Zealand Coastal Policy Statement 2010 (NZCPS) for surf break preservation. They emphasised that what we want marine spatial planning to do is ultimately determined by the principles guiding the NZCPS framework.

The strongest take-home message for this student was the lack of clarity or discussion on how local communities and their knowledge of resource and natural environments are involved in coastal and oceans governance. The prevailing view was that local knowledge is a vast resource to be *extracted*. In the search for robust information to guide coastal and oceans governance, little focus is given to embracing the sea of knowledge that is embodied in the culture of our coastal communities.

Conference presentations and some papers are available from the following link:
http://www.edskonference.com/2011_conference.cfm

¹ See Nichols, K. (1999). Coming to Terms with "Integrated Coastal Management": Problems of meaning and method in a new arena of resource regulation. *Professional Geographer*, 51: 3: 388-399.



Te Waihora/ Lake Ellesmere Integrated Catchment Symposium – *Living Lake, Changing Catchment: 2011*

Kelly Fisher

On the 15th and 16th of November the Waihora Ellesmere Trust (WET) hosted the third biannual Living Lake Symposium at Lincoln University. It was noted that this year was to be the largest symposium yet with people from a broad range of backgrounds attending. Interest in Te Waihora/Lake Ellesmere is thought to be at an all time high and it was great to see students, academics, researchers, scientists, policy makers, consultants, iwi, council staff, community groups, and industry representatives coming together with a common interest. The Living Lake symposium was an excellent opportunity to learn about what is, can, and will be done to better understand and hopefully improve the overall condition of Te Waihora/Lake Ellesmere.

Each day of the symposium had a slightly different focus. The first day was chaired by Waterways Director Jenny Webster-Brown and was filled with a series of presentations that considered the biophysical, cultural, social, and economic aspects of the Lake. The morning session presentations included topics such as land use changes, fish recruitment and habitat, catchment hydrology, water quality trends, flow variability, monitoring, and lake restoration initiatives. Jenny Webster-Brown then gave a brief overview of related research carried out by students from both Canterbury and Lincoln Universities. From a student's perspective it was very interesting to see what research has been undertaken in relation to the Lake.

In the afternoon session NIWA had three representatives give an update of their work in the catchment. This was followed by Fonterra's Todd Muller who had the tough end of day slot, as well as a potentially even tougher crowd. It was never going to be easy for a dairy industry representative to speak at this conference and he did well to convince attendees that while Fonterra accept some criticism for water quality degradation, the company is focused on improving effluent management and have implemented programmes to help improve on farm practices across the country.

In terms of area covered Te Waihora is New Zealand's fourth largest lake and it is common knowledge that it is highly enriched and polluted. With a 12 million dollar cash injection promised earlier this year to help clean up the lake, speakers at the conference were of the opinion that money is not sufficient in itself to solve the lake's complex issues. In addition to funding the complexity of the problems requires solutions based on sound science and modelling, policy making and planning which is based on scientific findings and models, and monitoring that reviews changes in the system as a result of action. There is also the need to recognise a variety of different values and perspectives as well as to integrate social,

cultural, economic, and environmental concerns. The current condition of the lake signifies that there is still a long way to go until we can claim to have this balance right.

Adopting a catchment approach to lake restoration, science and research, and planning and policy making came through as a common theme of the symposium. The interconnectedness of water quality to the rest of the environment means that land use in the catchment is recognised as being extremely important to the overall state of the lake. Industry intensification, increased urbanisation, and land use changes in the Te Waihora/Lake Ellesmere catchment have all been significant in recent decades and planning and restoration initiatives should not be limited to focusing on the lake's margins. Research and scientific investigation that leads to a better understanding of the activities and processes occurring within the catchment are required if restoration projects are to be successful. Monitoring should be used to indicate whether action on the ground is actually working and communication between stakeholders will help to ensure this information is shared and is as beneficial to as many people as possible.

The second day of the symposium was chaired by Environment Canterbury Commissioner David Caygill. The focus shifted from the lake's condition and the social, cultural, economic, and environmental aspects of the lake, to the issue of governance. David Hamilton, Bay of Plenty Regional Council Chair in lake restoration, was the keynote speaker and he opened the session with an interesting presentation on his experience with lake restoration in the North Island. The future management of Te Waihora/Lake Ellesmere will be greatly affected by the Canterbury Water Management Strategy (CWMS). This is a non-statutory document of great significance to water management in Canterbury and Peter Skelton, Environment Canterbury Commissioner, explained that while the CWMS is a non-statutory instrument it is to be given weight by decision makers under existing legislation. The amendments to the Water Conservation Order were also discussed and Craig Pauling of Ngai Tahu shared that there is a belief within Ngai Tahu that the recent amendments to the opening regime are a step in the right direction.

The afternoon session was open to the public and presented an opportunity for those interested to hear about and share ideas on the recently released Selwyn-Waihora Zone Committee's draft Zone Implementation Plan (ZIP). The third Living Lake symposium concluded on Saturday the 19th of November with a fieldtrip to the lake and to part of its catchment. Overall the symposium was very enjoyable and informative. Information boards, a tank with live eels, and a wide selection of food and drinks added to the experience. Not only was the symposium a great chance to learn about efforts to restore the lake's water quality and habitat, it was also a fantastic opportunity to network and meet new people who are also interested in the condition of the lake and its catchment.

Power point presentations from the symposium are available from the Waihora Ellesmere Trust website at: <http://www.wet.org.nz/events/living-lake-symposium-2011/>



Book Review: *Contemporary Issues in Regional Planning (illustrated edition 2002)*

Edited by Tim Marshall, John Glasson and Peter Headicar.

Published by Ashgate Publishers Ltd, Hampshire, England.

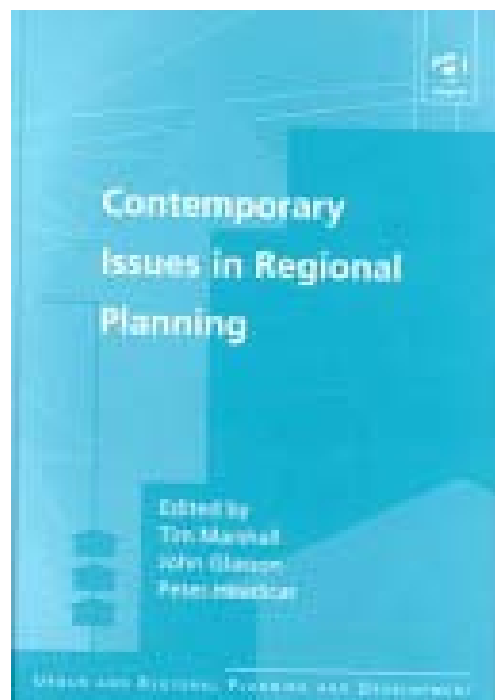
Alice Hosted

Alice completed this book review during her third year of the Bachelor of Environmental Management and Planning at Lincoln University, New Zealand.

Contemporary Issues in Regional Planning is a collection of papers, many of which originate from the Regional Planning and Governance in England research seminar series. The papers, grouped under five headings, are introduced by Tim Marshall (pg 3-19) and concluded in part five by John Glasson (pg 247-264) with a variety of authors from mixed disciplines (all relating to Planning) contributing. This collaboration focuses specifically on changes introduced by the 1997 Labour Government in England to the systems of regional planning, and the issues surrounding these changes to the structure.

If reading this book without a sound knowledge of regional planning in Britain, although illogical, starting with the conclusion is perhaps the easiest way to familiarise with the topic which forms this book. Glasson has a style of writing that not only attracts the readers gaze (as he includes tables and diagrams), but breaks down the complexity of regional planning in Britain into manageable chunks. He identifies the era that this book exists in as possibly the most intensive period of activity for regional planning.

Part II is largely concerned with the frameworks in which regional planning takes place. The frameworks implemented throughout European countries (within and out of the EU), Scotland and Wales are explored throughout part II. As unfamiliar with, (and not particularly interested in at this stage) Britain's planning framework, this section was difficult to read. As with all of the section, the use of acronyms and lack of pictorial explanation of the different regions made it hard to follow and dry. However, Greg Lloyd's paper (pg 54-69) "The Regional Agenda, Planning and development in Scotland" was quiet interesting as it drew some relevance to New Zealand in discussing the importance of public involvement. Lloyd



explains the merits of the Scottish planning system, as community planning is an enforced part of the planning agenda. Could this perhaps become part of England's frame work?

In part III the first paper, by Peter Headicar (pg97-109), brings up one of the most important issues in contemporary planning, the interaction of transport and land use. Reducing car dependency has long been identified (especially by new urbanism) as necessary, however as Headicar points out, a historic lack of policy development involving both land use and transport has made this difficult. The contents of this paper suggest however that there is an unwillingness to address this issue. The remaining essays in this section have an environmental and sustainability focus. Hugh R Howes (pg 125-144) discusses the role the environmental agency plays in sustainable management, and that it has a huge dependency on regional and local planning to achieve some of its aims. Peter Roberts (pg 145-162) explains the past and future of the environmental dimension in Britain's planning systems. He suggests that the future of environmental considerations and the key to more sustainable development is perhaps dependant on the introduction of more effective regional planning, development and management. All of which is already starting to be included at a regional level as an emphasis is being placed on sustainable development.

Part IV's four essays are all case studies on areas of England, and how regional planning has fared. Again, only having a grasp on planning systems in my own country, and very little idea of how it works in a foreign country made this difficult reading. These essays are perhaps not of huge interest unless you are wanting to specifically see how the Regional Planning Body (RPB), Regional Planning Guidance (RPG), Regional Sustainable Development Framework (RSDF) and Regional Transport Strategy (RTS) are working together (and sometimes against) along with all the other acronized departments to carry out the planning process.

Contemporary Issues in Regional Planning is not a book to put on your must read list if entering the planning world, unless, perhaps, you live in Britain. Although not apparent in the title, the book only discusses issues with Britain's regional planning system, some of which could be compared with New Zealand's regional and local government structure. Being written by a variety of authors makes this text easier to read as different styles are apparent and help to retain interest. However, the lack of pictures, graphs and tables does not attract the reader's gaze. The use of acronyms is annoying, but probably not avoidable. The fact that there are over 100 acronyms is an indicator of how many departments, committees, associations, strategies and plans create the rigmarole that appears to be regional planning in Britain. So, maybe if you are wanting to join the brain drain, read up, if not I don't think this text will be on any reading lists for a planning student outside of Britain in the near future.



Book Review: *Making Better Places: The planning project in the twenty-first century*

Patsy Healey

Published 2010 by Palgrave Macmillan, Hampshire, United Kingdom.

Charlotte Scotchbrook

Charlotte completed this book review during her third year of the Bachelor of Environmental Management and Planning at Lincoln University, New Zealand.

The ideas and practices that constitute effective planning for the physical environment are and will most definitely continue to be in the future very contentious. It is acknowledged at the present time by many in the planning field that our urban environments need to become more sustainable, with the need for change in the way in which we plan many of our urban communities. The author of the book, Patsy Healey, reflects on the evolution of the ideas, activities and challenges of planning throughout the twentieth and twenty-first centuries in relation to how they have and should shape the fabric and place qualities of urban environments, referring to this as the 'planning project'. Healey refers to the planning project in the twentieth century as primarily being focused on 'achieving wider access to economic opportunities and as a way of developing places in which work opportunities, housing provisions and social welfare facilities for all could be situated' (p 10). The significant shift in the twenty-first century according to Healey focuses on the concepts of sustainability and the need to balance and integrate the diverse conflicting values of political communities through greater community participation focusing on 'place qualities and a way of doing governance work' (p 18).



The various chapters bring together a succession of arguments by Healey on the success of her perception of the planning project in achieving place governance. Each chapter is accompanied by numerous case studies of communities that successfully achieve place governance, reflecting on the efforts that are required in achieving this. The introduction of the 'planning project' (Chapter 1) is further enhanced in the understanding of places (Chapter 2) and governance (Chapter 3). Chapter 2 provides a significant understanding of what Healey refers to as a 'collision of worlds' emphasising the 'multiple flows' within planning and place qualities (pp 31-32). This is where Healey builds the foundations to shift and reflect on the opportunities that the emergence of multi-level governance has created

for more collective planning in civil society (Chapter 3). These ideas address and reinforce the changing dynamics of government to governance, which can easily be associated with various new models of planning that have emerged throughout other literature. These later models of planning move away from top down planning, exemplified by rational planning models, toward greater bottom up models such as deliberative and communicative approaches, which acknowledge the values of communities more effectively. Healey reinforces this shift by emphasising that various communities have begun 'developing much greater confidence to assert its role in promoting liveability and sustainability' (p 96). Whilst all the chapters within the book build upon one another, chapter 5 reinforces these ideas of working in conjunction with communities in various diverse contexts most successfully with reference to possibly the most enlightening case studies referred to throughout the book. The case studies look at the more formal settlements of Vancouver (Canada), Kobe (Japan) and South Tyneside (England) to the more informal settlement of Besters Camp (South Africa) with significant social and political struggles. For those who are in, or are seeking to get into the planning field, the concluding chapters of the book would be invaluable as they emphasise the importance of how technical skills in addition to good ethical duties play a major role in ensuring positive outcomes of the 'planning project' are achieved. This reinforces the importance of taking into consideration community values with Healey reinforcing that planners 'gain respect through the quality of their practical judgments, through the exercise of their craft' (p 220).

The book overall is effectively structured launching straight into Healey's vision of what the planning project involves. There is however a lack of clarity of what the planning project encapsulates from the onset of the book, which is likely created by the broad array of ideas that are loosely being conveyed by Healey. Perhaps this lack of clarity was a strategic move by Healey reinforcing that the concepts in relation to the planning project are broad and continue to be 'vigorously debated and contested amongst those in the planning field' (p 180). Thankfully for the reader this potential hurdle in clarity is redeemed in the closing paragraphs where Healey outlines her five distinctive 'attributes of a twenty-first century planning project' (p 19). Healey's 'positive attitude and normative stance' (p xii) throughout the book I feel has taken away some of its potential success, with the case studies lacking detail on some of the planning obstacles encountered within these communities. Healey rarely touched on any of the negative aspects of the case studies possibly because they would contradict her arguments. If the negatives were elaborated on I feel the quality and credibility of the book would have increased. Lastly the numerous tables and diagrams associated with each chapter are in most cases very useful at complementing the chapter content. Unfortunately in some of Healey's main chapters of argument (Chapter 6 and 7) the tables and diagrams lack clarity, with it difficult to comprehend how they complement the discussion as visually they are very weak, with figure 7.1, 7.2 and 7.3 most successfully illustrating this.

Overall Healey conveys the book has been written to revitalise approaches to planning for students and planners (p xi). Reflecting on the book I agree it would give students a good insight into planning, but a good foundation in planning would be beneficial for students prior to reading the book for them to fully appreciate and understand the planning project. Whilst this book is not the first to elaborate on the need for a greater bottom up approach

to planning, it does educate on the ethics of professional practice. This reference to ethics makes a substantial contribution to the books overall effectiveness and will be invaluable in educating graduate planning students or professionals on their ethical duties as a planner. It is essential however to read the book and see how Healey established her position on ethics, so despite the limitations discussed the book overall is a valuable read.



Young Planners Congress 2011 Report

Jess Bould

Jess is Lincoln University's student representative to the New Zealand Planning Institute

In 2011, I attended the annual Young Planners (YP) Congress, held in Wellington. This is an annual one-day event, held specifically for young planners (less than 5 years experience) and planning students.

This year's event kicked off with a Welcome function the evening before, which enabled the young planners to get to know each other in a very relaxed setting before the following day. This event was well attended and all of the Young Planners reps from around the country did a great job at running some icebreaker games to get us all talking. Big thanks to Simpson Grierson for sponsoring this event.

This year's Young Planners' Congress was held at the Mac's Brew bar on the Wellington waterfront on Tuesday 29th of March, the day before the main New Zealand Planners Institute (NZPI) conference, Winds of Change.

The day kicked off with Porirua Mayor, Nick Leggett addressing the group about planning issues in Porirua as well as his success in becoming one of the youngest Mayors in New Zealand. He also highlighted the importance of community representation.

Following Nick and morning tea, we heard from Steven Dale, who spoke about insurgent ideas and disruptive technologies. An inspiring example that Steven used was the development of "Growing Power". This organisation was started by a retired basketball player by the name of Will Allen, who purchased land on the outskirts of Milwaukee, with the intention of changing the landscape and creating a new source of food for his family. Growing Power has expanded into a teaching facility as well as helping to provide food security for the local community. Will Allen was named one of the 2010 Time Magazines' 100 heroes for his work and particularly his development of urban farming with its positive impact on communities. Steven concluded by reminding us that there are risks with new ideas but sometimes they are worth the risk to develop them.

Sir Robert Jones was the next speaker to address the Young Planners' Congress. Sir Robert provided an incredibly refreshing talk, starting with how he managed to make his way in the world. In relation to planning matters, Sir Robert shared his thoughts on the development of cities over time and how they should be changed to allow compactness and access. He also reminded us that cities should be fun, social hubs where people want to live rather than places where people run away from because they are so unbearable.

Urban Designer James Lunday was next to give his presentation in the tough spot directly before lunch. I have to admit, for me, James was one of the most enjoyable speakers of the

day. James spoke about his background and experience as an urban designer, voiced his concern and confusion about some urban environments that have won awards and encouraged us to be planning for the future. This means planning for (a) urban areas that have a minimal focus on private automotive transport, (b) high density areas particularly in cities and (c) urban environments that are walk able and encourage interaction between people and the environment, which in turn can help to create wealth and character.

Lunch was the next important event in the schedule and an all-important break. We were lucky enough to be able to sit outside on a nice sunny, windless Wellington afternoon.

Following lunch, we heard from an incredibly energetic Dr. Viv Heslop, who encouraged us to be positive deviants by executing small actions that don't need permission. She also encouraged us not to dismiss a method just because it didn't work the first time but rather we should ask why the idea didn't work and then how it can be changed so that it can work next time. She also provided the audience with some good tips, such as picking your battles, gaining an understanding of your colleagues and most importantly, having an underlying belief from which you don't waiver even when things aren't going so well. Viv was another favourite speaker for me.

The next topic we heard about was sustainable neighbourhoods, urban design and green buildings, presented by Paul Turner. Paul spoke about what makes a good neighbourhood and how much easier it is to determine 'good neighbourhood' when you have something to measure it against. Paul also spoke about the components to consider when creating a good neighbourhood. These components included things such as land use, transport, buildings and environmental conservation.

After a quick break and a walk around, we heard from Steve Preston who addressed the young planners on effective communication. Dr. Caroline Miller then concluded the day by speaking about the importance of professionalism, ethics and membership options with the New Zealand Planning Institute. The young planner congress attendees then joined in with the main conference welcome function at the Wharewaka.

Overall, the 2011 Young Planners' Congress was an incredibly successful event. The calibre of speakers was outstanding and I know this event was highly enjoyed by all that attended. There were also many comments from planners at the main NZPI annual conference about the quality of the speakers at the Young Planners' Congress and how much they had wanted to be able to attend. There has been some great feedback provided to the young planner reps and this feedback will go towards helping to make future events even better.

I would like to extend huge congratulations to Steph Blick and her amazing team for the organisation of such a fabulous event. I know you all worked incredibly hard to provide the young planners with an exceptional event. Also, huge thanks are owed to Clare Piper, national Young Planners' Group rep, for being a constant source of energy and inspiration.

And to end, I would again like to thank my local NZPI Branch-Canterbury Westland. Without their exceptionally generous support, I would not have been able to attend this event.



Ali Memon, Great Planning Lecturer, Researcher and Winner of the New Zealand Planning Institute's Premier Award in April 2011

Alyce Melrose

In 2011 Ali Memon was awarded with the NZPI Gold Medal Award for his contribution to the planning profession. This award has only been granted three times in the last 20 years, indicating the Ali's outstanding service over the years. Alyce Melrose took the time to interview Ali about his career thus far.



Figure 1: Ali Memon with his NZPI Award 2011

Ali Memon is Professor of Environmental Management and Planning at Lincoln University and is a well recognised planning academic throughout New Zealand. Ali is a native of Kenya and from early on had an interest in geography and how people interact with the environment. Once Ali had left high school he decided to study Geography at the University of Nairobi. From there Ali transferred to the University of Waterloo in Ontario, Canada, where he undertook postgraduate studies in Planning. A highlight from his time there was during his first year when he went on a field trip to the Tennessee Valley Authority in the United States of America. This was one of the first major river basin authorities in the world. Once Ali finished his Masters he decided to do his PhD in historical economic geography on the topic of urbanisation development in colonial and post-colonial societies at the University of Western Ontario, city of London, Canada.

Once Ali had finished his PhD he secured a position as a lecturer in Urban and Regional Planning at University of Nairobi where he also had the opportunity to work on a major consulting project concerning housing for low income people in Nairobi. In 1977 Ali successfully applied for a position at Otago University in the geography department. The aim of the position was to develop a new postgraduate degree in planning. The creation of the course was successful and Ali became the Director of Master of Regional and Resource Planning until 1999. At this time he was a pioneer in New Zealand in terms of developing a broad social science approach to the teaching and researching of planning practices. Graduates of this program are now employed in senior positions within New Zealand and

overseas. In 1999 Ali was offered a Personal Chair at Lincoln University and since moving here he has taken a major role in strengthening teaching and researching in planning.

Ali has enjoyed a number of accomplishments throughout his career at both the teaching and research levels. At the teaching level he has worked as a lecturer and an examiner of undergraduate and postgraduate studies at all three of the universities that he has been employed by. At the research level Ali has enjoyed engaging with a range of other academics from throughout New Zealand and overseas, with a number of proposals in the fields of environmental planning and natural resource management. Most of these were funded by FRST (Foundation for Research, Science and Technology funding). Currently Ali's main interest is designing institutional arrangements for natural resource governance. Ali has a particular fascination with the governance of common pool resources such as water and fisheries. Another area of interest is urban planning issues in terms of urban growth management. At present Ali is working on issues of poverty and affordable housing in Kenya and in New Zealand with his research focusing on institutional arrangements for urban growth management in Auckland and Christchurch.

Ali views New Zealand as being an excellent place to study planning and gain an understanding of how to address planning issues. He believes this because although the country is relatively small it still has a diverse range of environments, issues, and problems. New Zealand has also adopted a number of innovative approaches addressing environmental and resource management issues, one of these being the Quota Management System for fisheries management. However Ali feels that there are major challenges facing New Zealand Planners, for example how to promote greater sustainability in urban and rural communities. This includes the issues of biculturalism, changing ingrained attitudes and lifestyles, and reprioritising the outcomes that we want to achieve through development.

Ali sees planning as an important academic discipline at universities both nationally and internationally. The significant growth of planning journals reflects the growth of interest in planning research, emphasising the importance of the discipline. Ali feels that planning is a key discipline in translating knowledge into action and as a pathway to sustainability. A key challenge for planning academics is to undertake research and to design courses that can achieve the objective of sustainability outcomes. On one hand these need to maintain a sense of idealism but at the same time they need to be aware of what can be achieved realistically. Ali sees Lincoln as having a key role to play in promoting planning through its teaching and research programs. Compared to other universities Lincoln has a strong multi-disciplinary approach to planning. This is due to having a wide expertise across a range of social and biophysical science disciplines and a longstanding focus on environmental issues. Ali feels that research funding for young academics is a major hurdle, but is pleased to see that the Faculty of Environment, Society and Design have worked hard to respond to these concerns in recent years.

Over the last few years permanent planning positions, as well as part-time and summer work have become hard to find. Ali feels this is due to the planning profession being closely

related to the economic cycle. Ali values the support of the Canterbury branch of NZPI (New Zealand Planning Institute) in helping students to locate work opportunities. Ali always encourages Lincoln students to become members of NZPI, which has free student membership at the branch level, and is a tremendous way to network with other professionals.

When students graduate from Lincoln University, Ali encourages them to aim for jobs in planning as well as planning related areas such as health and transport. This is because the knowledge and skills that Lincoln graduates acquire are relevant to a diverse range of employment situations and opportunities. Ali also encourages students to consider postgraduate study of any kind, so that they have a chance of attaining a better position in the workforce. While at university Ali also recommends that students work overseas. Some Lincoln graduates go over to Australia or the United Kingdom for practical experience which helps them enormously when they get back to New Zealand. Ali has been on the Lincoln Planning Review permanent editorial board since the publications inception. He shares his belief that students who participate in voluntary activities such as the Lincoln University Planning Association (LUPA) or the Lincoln Planning Review or attending environment court hearings, will only add to their knowledge of planning and the skills that they will acquire will be valuable when they enter into the planning industry.

Ali is very chuffed to see how the Lincoln Planning Review has developed and become a flagship for Lincoln.



Student Profile: Sarah Edwards



Sarah initially completed a Bachelor of Science with honours in Psychology at the University of Nottingham in the United Kingdom. After graduating, she started out teaching English as a foreign language in Japanese High Schools, and then trained to be a Science teacher in the English Secondary School system. After working as a Science teacher in England for a couple of years she came over to New Zealand to teach here (at Temuka High School and then Cashmere High School).

Sarah was thinking seriously about leaving teaching and wanted to study something, although she wasn't sure what. Given that she lived in Christchurch she had two options for where to study. She chose Lincoln University largely because of how much she had enjoyed a day spent on campus with her Year 12 Chemistry class! Sarah found everyone to be very friendly and she felt that there seemed to be a really good atmosphere on campus. Since starting at Lincoln (in 2008) Sarah has worked for Environment Canterbury (in the Resource Care section) and Waihora Ellesmere Trust (as Education Officer).

After following what Sarah describes as “a fairly convoluted path”, she is now enrolled as a PhD student under the supervision of Dr. Roy Montgomery and Dr. Suzanne Vallance. Her research aims to explore how New Zealand-based research into Genetically Modified Organisms (GMOs) is organised and controlled. It is based on the theoretical position that nothing has a pre-existing meaning; rather, meaning is generated through relationships and actions involving humans and non-humans. Her focus is on not only the technical aspects of how GMOs are developed, but also the wider socio-political context and connections that determine the progress of a programme of research. She is hoping that this will not only give some insight into what GMOs “are” as objects, but also how the relative “risk” or “safety” of such research is created.

Given that there is always so much more to a person than their research we asked Sarah to share something with us that many people would not know. To this she has revealed that she has a second-dan ranking in Kendo, although she tells us that she has not practised in years.



Where are they now?: Adrienne Lomax



Adrienne completed a Master of Environmental Policy at Lincoln University in June 2010 and soon after took up the position of General Manager at Waihora Ellesmere Trust (WET). She finds the position varied and challenging, with the Trust working to implement a Community Strategy with a focus on improving the health and biodiversity of Te Waihora/ Lake Ellesmere and the surrounding catchment.

The projects that Adrienne works on tend to be collaborative and often involve raising awareness of the various issues and values associated with the Lake. One project that Adrienne worked on shortly after joining WET was coordinating and reporting on the work of a Statutory Agencies Technical Working Group, producing a report that contributed to the application for an amendment to the National Water Conservation Order on Te Waihora/ Lake Ellesmere. Adrienne is enjoying the variety that comes with working for a community organisation such as WET, and being part of projects that are making real difference.



Lincoln University Planning-Relevant Dissertation and Theses List

The following list represents our selection of theses and dissertations that we consider as relevant to planning from the very many that were completed at Lincoln in 2010.

Apgar, Jane Marina (2010) Adaptive capacity for endogenous development of Kuna Yala, an indigenous biocultural system (PhD)

<http://hdl.handle.net/10182/3457>

Goebbels, Mark (2010) The marine environment: an acceptable alternative to land for locating renewable energy generation? (MAppSc (Envt Mgt))

<http://hdl.handle.net/10182/2987>

Hopkins, Heather Lynn (2010) Nature rich settings and healthy ageing: older women in urban parks (PhD)

<http://hdl.handle.net/10182/2735>

Ismail, Nor Atiah (2010) Landscape alteration in urban residential areas of Selangor, Malaysia (PhD)

<http://hdl.handle.net/10182/2606>

Kilvington, Margaret J (2010) Building capacity for social learning in environmental management (PhD)

<http://hdl.handle.net/10182/3563>

Kini, Sisa (2010) Toward a fluid definition of development projects : an ethnographic study of meanings ascribed by multiple stakeholders to a rural water supply and sanitation project, Southern Highlands, Papua New Guinea (MSocSc)

<http://hdl.handle.net/10182/3450>

Ly, Kongmeng (2010) Assessment of the effects of land use change on water quality and quantity in the Nam Ngum River Basin using the Better Assessment Science Integrating Point and Nonpoint Sources 4.0 model (MAppSc (Envt Mgt))

<http://hdl.handle.net/10182/2867>

Mauro, J.J (2010) Liquidity and credit as constraints to small coffee farmers in the highlands of Papua New Guinea (MCM)

<http://hdl.handle.net/10182/2356>

Ochieng, Benard Omondi (2010) Rainforest Alliance Certification of Kenyan tea farms: a contribution to sustainability or tokenism? (MAppSc)

<http://hdl.handle.net/10182/3429>

Phosikham, Thongmala (2010) Heritage sites as tourist attractions: a case study of Luang Prabang, Lao People's Democratic Republic. (MTM)

<http://hdl.handle.net/10182/2584>

Prince, Michael. N (2010) Investigating the livelihoods of families operating small sugarcane farms in Jamaica (PhD)

<http://hdl.handle.net/10182/2869>

Stallmann, Mark (2010) Sustainable learning environments: the issues and potential policy responses (Masters of Property Studies)

<http://hdl.handle.net/10182/2817>

Tait, Peter. R (2010) Valuing agricultural externalities in Canterbury rivers and streams: three essays (PhD)

<http://hdl.handle.net/10182/3793>

Tompkins, Jean-Marie (2010) Ecosystem services provided by native New Zealand plants in vineyards (PhD)

<http://hdl.handle.net/10182/3077>

Tulloch, S (2010) Re-conceptualising the integrated water management model: reflections from the New Zealand experiment (PhD)

<http://hdl.handle.net/10182/2864>

Watkins, Matthew James McGuire (2010) Nutrient trading: a viable solution to water quality management in Selwyn District? (MEP)

<http://researcharchive.lincoln.ac.nz/dspace/handle/10182/2549>

Acronyms:

BEM(Hons) - Bachelor of Environmental Management (with Honours)

MAppSc - Master of Applied Science

MAppSc (Envt Mgt) - Master of Applied Science in Environmental Management

MAppSc (IRD) - Master of Applied Science in International Rural Development

MCM - Master of Commerce and Management

MEP - Master of Environmental Policy

MIPD - Master of Indigenous Planning and Development

MLA - Master of Landscape Architecture

MNRMEE - Master of Natural Resources Management and Ecological Engineering

MProf St - Master of Professional Studies

MPRTM - Master of Parks, Recreation and Tourism Management

MSc - Master of Science

MSocSc - Master of Social Science

MTM – Master of Tourism Management

Editor's note: As a general guide to the depth of the above research, a PhD is up to 100,000 words in length, a Masters thesis 30,000 and a dissertation 10,000.



Lincoln University Planning Association (LUPA) Update

Jess Bould

Before I get into the details, I would like to introduce myself – My name is Jess Bould and I am the new NZPI Rep for Lincoln University. I am in my third and final year of my B.E.M.P and am looking to continue on with postgraduate study next year.

LUPA has been pretty busy this year. Our events have been mainly combined with the local YP events as there are limited spaces available at the moment. So far, we have enjoyed presentations from the CEO of the Chatham Islands Council, an intro to master planning and an insight into the projects that young planners are currently working on.

Back in June, the National Young Planner Representatives met in Auckland for a weekend to develop the YP Strategic Plan. The weekend was a success and we have managed to release the plan for feedback and consultation. We are expecting this to head to the NZPI Council in November for adoption. This document aims to develop stronger support networks and opportunities for Young Planners all around New Zealand. Keep an eye out for the final version of the YP Strategic Plan.

We are now at the end of the 2011 academic year but there is plenty of work to be done over the break. I am looking forward to developing LUPA further and creating annual events for all B.E.M.P students to enjoy.

For those students continuing with their study and are in their final year of either undergraduate or postgraduate study, please be aware of the Reginald Hammond Scholarship that is offered annually by NZPI. The application forms and information can be found on the NZPI website.

For those of you who have finished up at Lincoln, at either undergraduate or postgraduate level – Good Luck and don't forget to update NZPI with your new details and to upgrade your membership status to Graduate!



Awards

New Zealand Law Society's Resource Management and Environmental Law Award

Won by: Robert Makgill, Director of North South Environmental Law

The award was presented to Rob Makgill at the 2011 New Zealand Law Awards in November. Rob is a Research Fellow in Lincoln University's Land Environment and People research centre and has authored two articles for *Lincoln Planning Review*, including the first double blind peer reviewed article.

For more information on this award see:

<http://www.lawawards.co.nz/2011LAWAWARDS/2011SPECIALISTAWARDS/ResourceManagementandEnvironmentLaw/tabid/3548/Default.aspx>

Marsden Funding Award

Won by: Dr. Suzanne Vallance, Lecturer in Urban Studies at Lincoln University to conduct research on *Re-humanising sustainability: Everyday risk, justice and encounters with 'nature'*

Critics warn that, despite its benign connotations, 'urban sustainability' has been reduced to an expert-driven, technological exercise that privileges a narrow set of interests and directs attention away from important social issues. Alternatives are needed that recognise the everyday ways the city's inhabitants encounter and understand risk, justice and nature in distinctly urban contexts. We may then be able to situate these less orthodox sustainabilities at the forefront of debates about progressive urban management. This research will explore how two different grassroots initiatives (an alternative food homekill network and some community-led earthquake recovery groups) actually 'do' sustainability by invoking the 'citizen-scholar' who participates in, and shapes, the social movements they study.

The College of Law's Community Service in Law Award

Won by: Community Law Canterbury

Community Law was praised not only for the laudable work it had been doing for many years – it was described as “the mainstay of providing legal advice without charge to the community in Canterbury for many years” – but in particular for its response to the recent Christchurch earthquakes. Despite losing access to its building in February, Community Law Canterbury continued to offer its services, and extended itself even further, under the most trying conditions, to support its community. Well done to Community Law Canterbury and to all our Lincoln University students who volunteer with them.