

Appendix 1

Earthquake Recovery context – legislative/policy framework

Recovery Strategy

- 1 The CER Act provides for a Recovery Strategy which is an overarching long-term strategy for the reconstruction, rebuilding and recovery of Christchurch¹. The Recovery Strategy for Greater Christchurch was developed under the CER Act after consultation with local authorities, public notification, hearing, review and ultimately approval by order in council in 2012.
- 2 The Recovery Strategy incorporates and was developed in accordance with CER Act purposes including:
 - 2.1 Section 3(f) – to facilitate, co-ordinate and direct the planning, rebuilding and recovery of affected communities including the repair and rebuilding of land infrastructure and other property; and
 - 2.2 Section 3(g) to restore the social, economic, cultural and environmental wellbeing of greater Christchurch communities

Education

- 3 The Shaping Education policy document (Directions for Education Renewal in Greater Christchurch) is the part of the Recovery Strategy with deals with education. This notes² the following:
 - 3.1 this policy deals with the recovery of the education system in greater Christchurch and also the opportunity to enhance education, which is central to the development and maintenance of human and social capital in any community.
 - 3.2 the Education Renewal Recovery Programme supports all the various recovery plans and programmes being created under the Recovery Strategy for greater Christchurch, a statutory document under the CERA Act, which "*aims to provide a road map for ensuring the success of Christchurch for recovery and future leadership in earthquake resilience.*"; and
 - 3.3 the Ministry of Education will continue to work with CERA and those responsible for the other recovery programmes so that the critical interfaces and interdependencies are managed in ways that will deliver the best outcomes for greater Christchurch.
 - 3.4 one of the five guiding principles of this programme is supporting the wellbeing of communities – enhancing the long-term wellbeing of communities while minimising the short-term disruption.³
 - 3.5 "*communities identify with their schools, particularly with schools that welcome their input and collaboration, and provide access to facilities. The identities of schools are often intertwined: good local schools can have a strong and positive impact on how people feel about their neighbourhood.*"⁴
 - 3.6 local community, identity and a sense of belonging are all important aspects which need to be factored into the makeup of our schools moving forward.⁵

¹ Section 11(3) Canterbury Earthquake Recovery Act 2011

² At Page 6

³ Page 15

⁴ Page 11

⁵ Page 24

3.7 As to closure of schools, the policy notes that :

3.7.1 some schools would be closed, but this would be in the most extreme cases⁶

3.7.2 in practice the approach is likely to be to repair facilities where this is cost effective and where the local population is sufficient to ensure the viability of the school and to build new schools in areas of major population growth. There will also be cost considerations and other restrictions related to land decisions and other factors.⁷

Social

4 Section 14 of the Recovery Strategy deals with social recovery. This references education and health services as critical to restoring social wellbeing⁸. In particular:

Integrated and community-led initiatives can help people to cope with stress and uncertainty. These initiatives can also minimise hardship, inequity and unnecessary disruption to housing, education and health services....

With greater agency collaboration on social and public health recovery, services can be more efficient, improve public health and build the resilience of communities.

Education is a critical area for both social and economic recovery. It can contribute significantly to regional business and provide the workforce skills needed for the development of the region. The earthquakes have damaged land and education infrastructure, changed population and settlement patterns, and had social impacts on students, teachers and communities. Yet these same changes provide an opportunity to rethink the way education is delivered. The Education Renewal Recovery services will give people in greater Christchurch the new skills and competencies needed for long-term recovery.

5 The Education Renewal Programme is referred to at 14.2 of the Recovery Strategy as part of the implementation identified to achieve the social goals referred to at 14.1. These include:

Strengthen community resilience, safety and wellbeing, and enhance quality of life for residents and visitors - by:

3.1 *enabling and empowering local communities to shape and lead their own recovery;*

3.2 *growing capacity, knowledge and skills within the community to build resilience;*

3.3 *delivering community, health, education and social services that are collaborative, accessible, innovative and inclusive;*

3.4 *supporting people, in particular those facing hardship and uncertainty, by providing quality housing, education and health services; and*

3.5 *supporting communities as they go through the processes of resettlement.*

6 This shows a clear emphasis on the need to empower local communities in respect of recovery and that the delivery of services, including education, should occur in a way which supports communities.

7 The social recovery part of the Recovery Strategy also includes a community resilience programme.⁹ This acknowledges that the need to restore and enhance community wellbeing

⁶ Page 24, noting "at one end of the continuum, the response would consist of repairing and rebuilding schools wherever practicable"

⁷ Page 24

⁸ <http://cera.govt.nz/recovery-strategy/overview/read-the-recovery-strategy/section-14-social-recovery>

⁹ <http://cera.govt.nz/recovery-strategy/social/community-resilience-programme>

after a significant disaster is well documented and notes that CERA is working with identified communities. The objectives of the programme include the following:

- 7.1 build community resilience, confidence and leadership so local communities can play a key role in recovery
- 7.2 engage directly with greater Christchurch communities, including iwi, to encourage widespread participation in the planning and implementation of recovery
- 7.3 support the development of local neighbourhood plans and initiatives to help build stronger neighbourhoods
- 7.4 plan, support and implement best practice engagement with communities most affected by the earthquakes

Draft Transition Recovery Plan

8 The Greater Christchurch Earthquake Recovery: Transition to Regeneration (Draft Transition Recovery Plan (July 2015) notes that:

- 8.1 *"The psychosocial effects of a disaster have the potential to cause as much damage as the loss of buildings or physical infrastructure. International experience suggests that psychosocial recovery can be expected to take between five and ten years or longer. Most people have experienced negative psychosocial effects as a result of the earthquakes. Certain population groups are likely to be more affected at different times in the recovery process. Psychosocial recovery, like recovery of the built environment, also progresses through phases."* (2.1, Pg 6)
- 8.2 *"International research shows that, for recovery to be sustainable in the long term, it needs to be "owned" and led by local communities and institutions...effective long-term recovery will, over time, depend much less on central government, and more on local authorities, local communities and businesses, local branches of government agencies and the people of greater Christchurch themselves"* (2.5, pg 10)
- 8.3 Some key recovery work needs to continue, including ensuring psychosocial recovery an community wellbeing (4.2, pg 16):
 - 8.3.1 *"the majority of people in greater Christchurch are now reporting that their quality of life is good or very good. These people are able to get on with things, and access support (including personal and social support) through their neighbourhoods and community networks. A smaller, but significant, proportion continues to be significantly affected by primary or secondary stressors [footnote – primary stressors relate directly to the disaster; for example, witnessing death, experiencing an injury, or fearing for one's life. **Secondary stressors arise in the aftermath of the disaster, for example, insurance processes, parental concerns about impacts on children and continued lack of infrastructure.**] associated with earthquakes. To date, CERA has played a brokering and leadership role across the psychosocial sector in greater Christchurch. Chapter 6 sets out the Government's decision that the Ministry of Health will be the lead central government agency responsible for brokering and coordination across the psychosocial recovery sector in greater Christchurch. Chapter 6 also proposes that support for community-led resilience initiatives will be the responsibility of local authorities (as it is across the rest of New Zealand) and CERA's support role will wind down."*

[See 6.2 pgs 24-5]

- 8.4 Improving people's wellbeing (psychosocial recovery) is identified as one of five priority areas in relation to recovery (8.2, Recovery reporting)

Final Transition Recovery Plan

- 9 The Greater Christchurch Earthquake Recovery: Transition to Regeneration (final transition recovery plan) was adopted in October 2015 following a public submission process. It is a statutory document developed under the CER Act and is consistent with the Recovery Strategy for Greater Christchurch.
- 9.1 This confirms that long-term recovery needs to be “owned” and led by local communities and institutions. It provides for the government to step back with local institutions leading community-led recovery which “*includes supporting communities to shape and lead their own recovery through building leadership capability, participating in decisions, developing neighbourhood response plans and providing opportunities for communities to connect*”. (3.1-3.3, pg 8)
- 9.2 This set outs the direction for the new legislation, the Greater Christchurch Regeneration Bill, which was introduced to Parliament on 19 October 2015 and is now proceeding through the Select Committee process.
- 9.3 Appendix 1 of the Transition Recovery Plan refers to ensuring psychosocial recovery, identified as one of five key priority areas, noting that the Ministry of Health (MOH) will work closely with the Canterbury District Health Board (CDHB) to co-ordinate psychosocial recovery work. Key partners in this work programme will include the Ministries of Social Development and Education as well as the local authorities who lead community-led recovery. This refers to ongoing work, including the Community in Mind Strategy and Shared Programme of Action.

Community in mind strategy

- 10 The purpose of the Community in mind strategy is to guide agencies to develop, target and coordinate their work programmes for the psychosocial recovery of greater Christchurch communities.
- 11 This identifies relevant principles as follows:
- 11.1 Strengths-based - focus on the drivers of community strength and resilience. Improve the capacity of people to cope, adapt and move forward with their lives.
- 11.2 Belonging and connectedness - recognising that people are part of a whanau, communities and networks which bind them together.
- 11.3 Community focused - enabling and empowering communities to shape their own recovery is positive, self-organising and supportive of diversity.
- 12 This includes the following objectives:
- 12.1 Leadership and integration - locally led initiatives are developed and valued as part of recovery.
- 12.2 Social Environment :
- 12.2.1 Community connectedness gives people a sense of belonging and helps define people’s sense of place.
- 12.2.2 Community-led activities promote local empowerment and are positive, inclusive and well resourced.
- 12.3 Built environment - Spaces and places for communities to be, meet and do are safe, open and accessible.

Greater Christchurch Regeneration Bill

- 13 The Greater Christchurch Regeneration Bill is currently before Parliament, and will establish Regenerate Christchurch to replace the Canterbury Earthquake Recovery Authority. The purposes of the Bill as currently drafted include¹⁰:
- 13.1 to enable a focused and expedited regeneration process;
 - 13.2 facilitating the ongoing planning and regeneration of greater Christchurch¹¹
- 14 The Bill defines “regeneration”¹² to include “improving the environmental, social and cultural well-being and the resilience, of communities through:
- 14.1 urban renewal and development;
 - 14.2 restoration and enhancement (including residual recovery activity).

¹⁰ Clause 3(1)

¹¹ As per recommended change to wording by the Local Government and Environment Select Committee

¹² Clause 3(2)(b), as per recommended change by the Local Government and Environment Select Committee which noted at Page 2 of its report that the suggested amendments “respond to concerns raised by submitters that the overall goal of improving communities’ environmental, social, and cultural wellbeing should have prominence in the “Purposes” clause.