

CHRISTCHURCH CITY COUNCIL AGENDA

THURSDAY 26 MARCH 2015

9.30AM

**COUNCIL CHAMBER, CIVIC OFFICES,
53 HEREFORD STREET**

AGENDA - OPEN



CHRISTCHURCH CITY COUNCIL

**Thursday 26 March 2015 at 9.30am
in the Council Chamber, Civic Offices, 53 Hereford Street**

Council: The Mayor, (Chairperson).
Councillors Vicki Buck, Jimmy Chen, Phil Clearwater, Pauline Cotter, David East, Jamie Gough,
Yani Johanson, Ali Jones, Raf Manji, Glenn Livingstone, Paul Lonsdale, Tim Scandrett and
Andrew Turner

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COUNCIL 26. 03. 2015**1. APOLOGIES****2. DECLARATION OF INTEREST**

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

3. CONFIRMATION OF MINUTES - COUNCIL MEETINGS OF 10 AND 12 MARCH 2015

Attached.

MINUTES

**MINUTES OF A MEETING OF THE CHRISTCHURCH CITY COUNCIL
HELD AT 9.37AM ON TUESDAY 10 MARCH 2015**

PRESENT: Lianne Dalziel, The Mayor, (Chairperson).
Councillors Vicki Buck, Jimmy Chen, Phil Clearwater, Pauline Cotter, Jamie Gough,
Yani Johanson, Ali Jones, Glenn Livingstone, Paul Lonsdale,
Raf Manji, Tim Scandrett and Andrew Turner.

1. APOLOGIES

An apology for absence was received from Councillor East

It was **resolved** on the motion of Councillor Scandrett, seconded by Councillor Livingstone, that the apology be accepted.

2. DECLARATION OF INTEREST

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

The meeting adjourned at 10am and resumed at 10.20am.

3. CONSULTATION DOCUMENT FOR THE 2015-25 LONG TERM PLAN

The Mayor moved, seconded by Councillor Buck, that the Council:

- 3.1 Receives Consultation Document the 2015-25 Long Term Plan tabled at the meeting.
- 3.2 Notes the recommendations from the reconvened Audit and Risk Management Committee meeting on 9 March 2015 and further notes that the Mayor and the Chief Executive have signed the Letter of Representation
- 3.3 Approves the changes to the underlying information made since the Council meeting 26th February 2015, and adopts the Audit NZ report.
- 3.4 Adopts the Consultation Document for the 2015-25 Long Term Plan, including the unqualified audit report for public consultation
- 3.5 Authorises the Mayor, The Chairperson Audit and Risk Management Committee and the Chief Executive to make non material amendments to the Consultation Document to allow for consistency and alignment across the various documents reviewed and cleared previously by Audit NZ
- 3.6 Agrees to run concurrent consultation processes for those documents and policies that need to be consulted on as part of the development of the final Long Term Plan and adopts the following additional documents for public consultation:
 - 3.6.1 Proposals for changes to the development contributions policy and for and Schedule of Fees and Charges.
 - 3.6.2 Information specific to the Revenue and Financing Policy, Rates Remissions Policy, Rates Postponement Policy, Policy on Remission or Postponement of Rates on Maori Freehold Land.
- 3.7 Approves the following process for consultation including:
 - 3.7.1 Public notification in the Star, the Press and the Council's website by 17 March 2015.

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3.7.2 All of the draft documents and proposals made available at Council offices, libraries and on Council's website Closing date for submission being 12 noon Tuesday 28 April 2015.

3.7.3 Hearing of submissions between 11 – 24 May.

3.7.4 Council to meet to adopt the 2015-2015 Long Term Plan by 30 June 2015.

3.8 Approves a joint Governance (including Community Board representation) and Management Review of the Long Term Plan process in order to capture lessons learned and establish a robust process for the future to be reported to Council by 31 August 2015.

Councillor Johanson moved by way of an amendment, seconded by Councillor Turner:

That appendix 3 be amended so that Council continue including on the strategic assets list:

- Addington Arena (currently called Horncastle Arena)
- Lancaster Park
- All off street parking facilities owned and operated by Council
- The Council's shareholding in Vbase

as strategic assets in accordance with its current significance and engagement policy.

The Amendment when put to the meeting was declared **lost** on electronic vote No. 1 by 6 votes to 7, the voting being as follows:

For (6): Councillors Chen, Clearwater, Cotter, Johanson, Livingstone and Turner.

Against (7): The Mayor and Councillors Buck, Gough, Jones, Lonsdale, Manji and Scandrett.

The original motion when put to the meeting was declared **carried**.

The meeting concluded at 11.06am.

CONFIRMED THIS 26TH DAY OF MARCH 2015

MAYOR

MINUTES

**MINUTES OF A MEETING OF THE CHRISTCHURCH CITY COUNCIL
HELD AT 9.33AM ON THURSDAY 12 MARCH 2015**

PRESENT: Councillors Vicki Buck, Jimmy Chen, Phil Clearwater, Pauline Cotter, Jamie Gough, Yani Johanson, Ali Jones, Glenn Livingstone, Paul Lonsdale, Raf Manji, Tim Scandrett and Andrew Turner.

The open agenda was dealt with in the following order.

1. APOLOGIES

Apologies for absence were received from The Mayor (for all of the meeting apart from item 44) and Councillor East for the entire meeting.

Apologies for lateness were received from Councillors Cotter and Manji.

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Ali Jones, that the apologies be accepted.

Councillor Cotter arrived at the meeting at 9.34am after this item.

2. DECLARATION OF INTEREST

Nil.

3. CONFIRMATION OF MINUTES - COUNCIL MEETING OF 29 JANUARY 2015, 12 FEBRUARY 2015 AND 26 FEBRUARY 2015

It was **resolved** on the motion of Councillor Gough, seconded by Councillor Chen, that the open minutes of the Council Meetings of 29 January 2015, 12 February and 26 February 2015 be adopted.

4. DEPUTATIONS BY APPOINTMENT

4.1 Robert Jugovac, Spokesperson for Tumara Park Neighbours, and Chris Cole, Chairperson of the Avondale Residents' Association, addressed the Council regarding agenda item 13.2 - Eastern Recreation and Sports Centre - from the Burwood/Pegasus Community Board's report of its meeting of 16 February 2015.

4.2 Eric Banks and Janice Beaumont, Marine Parade residents, addressed the Council regarding item 27, "Freedom Camping Investigation".

5. PRESENTATION OF PETITIONS

Nil were received.

12. REPORT OF THE BURWOOD/PEGASUS COMMUNITY BOARD MEETING OF 2 FEBRUARY 2015

Andrea Cummings, Chairperson, joined the table for discussion of this item.

1. FINAL NEW BRIGHTON CENTRE MASTER PLAN

It was **resolved** on the motion of Councillor Livingstone, seconded by Councillor Cotter, that the Council:

1.1 Receive the report and Attachments 1 and 2.

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- 1.2 The amended New Brighton Centre Master Plan be adopted subject to the following amendment: the Board recommends the retention of the pedestrianised portion of Seaview Mall and that associated references to a shared space slow street in the longer term be removed from the Master Plan.

It was **resolved** on the motion of Councillor Livingstone, seconded by Councillor Cotter, that the report as a whole be adopted.

39. RESOLUTION TO BE PASSED - SUPPLEMENTARY REPORTS

It was **resolved** on the motion of Councillor Scandrett, seconded by Councillor Buck, that the Council receive and consider the following reports at the meeting of the Council on 12 March 2015:

- Progress on the Development of a Single, Cohesive Christchurch Wide Vision
- City Housing Revenue
- Spencer Park Capital Substitution
- Establishment of a Development Authority
- Provision of Financial Advisory Services.

13. REPORT OF THE BURWOOD/PEGASUS COMMUNITY BOARD MEETING OF 16 FEBRUARY 2015

Andrea Cummings, Chairperson, joined the table for discussion of this item.

1. EASEMENT TO ORION OVER WITHELLS ISLAND RESERVE

It was **resolved** on the motion of Councillor Livingstone, seconded by Councillor Johanson, that the Council in its capacity of holding the Minister of Conservation's delegation resolve that:

- 1.1 Public notification of the intended easement through the recreation reserve be waived in terms of the exemptions provided for in Section 48(3) of the Reserves Act 1977.
- 1.2 That it gives the consent of the Minister of Conservation to grant an easement in favour of Orion over part of Withells Island Reserve being the land edged yellow on the plan provided to the Board for conveying electricity.

2. EASTERN RECREATION AND SPORT CENTRE

Councillor Manji arrived at the meeting at 10.17am during discussion of this item.

Councillor Livingstone moved, seconded by Councillor Scandrett, that the Council:

- 2.1 *Approve the high level scope of the Eastern Recreation and Sport Centre as detailed in section 3.9 of this report.*
- 2.2 *Instruct the Director of Facilities and Infrastructure Rebuild to:*
- 2.2.1 *Proceed with the appointment of consultants and the design of the facility including any enabling works necessary to allow this to happen.*
 - 2.2.2 *That the consultants meet with the Community Board at the beginning of the design process to inform the design brief.*
 - 2.2.3 *Report back to Council through the Burwood/Pegasus Community Board with the updated design, procurement options and cost estimate by November 2015 or sooner.*

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- 2.2.4 *Tender the contract for the ground improvement work and main construction contract and report back to the Council and the Community Board before any construction work takes place.*
- 2.2.5 *Report back to the Council through the Burwood/Pegasus Community Board if there is a probability of significant change to the scope and function of the facility that becomes apparent during the detailed design phase.*
- 2.3 *Authorise Council officers to continue discussions with the Ministry of Education over any co-location opportunity with the Eastern Recreation and Sport Centre on QEII Park and report back to Council not later than March 2016 or sooner if possible.*

Councillor Johanson moved by way of an amendment that:

- 2.4 *The report be referred to the Communities Housing and Economic Development Committee for a joint workshop with the Burwood/Pegasus Community Board and the Community Advisory Group on the proposed scope and timing.*

The amendment was seconded by Councillor Turner, and when put to the meeting was declared **carried**.

The substantive motion as amended was then put to the meeting and declared **carried**.

It was **resolved** on the motion of Councillor Livingstone, seconded by Councillor Cotter, that the report as a whole be adopted.

10. REPORT OF THE SPREYDON/HEATHCOTE COMMUNITY BOARD MEETING OF 3 FEBRUARY 2015

Paul McMahon, Chairperson, joined the table for discussion of this item.

1. ELECTED MEMBERS' INFORMATION EXCHANGE

It was **resolved** on the motion of Councillor Scandrett, seconded by Councillor Clearwater, that the Council includes in the public notification of Council and Community Board meetings, a welcome the public to attend with phone contact details to arrange speaking rights at all meetings so notified.

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Scandrett, that the report as a whole be adopted.

11. REPORT OF THE SPREYDON/HEATHCOTE COMMUNITY BOARD MEETING OF 20 FEBRUARY 2015

Paul McMahon, Chairperson, joined the table for discussion of this item.

1. OPERATIONALLY REDUNDANT PROPERTY 1 CARLYLE STREET

Councillor Clearwater moved, seconded by Councillor Scandrett that the Council:

- 1.1 Adopt the staff recommendation.
- 1.2 That any sale agreement contain within it, a condition that development design meet the principles of the Sydenham Master Plan and recognises the significance of the gateway to Sydenham.
- 1.3 Staff be requested to look at the matter of moving the right of way easement prior to disposal.

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Councillor Turner moved by way of an amendment that the Council resolve:

- 1.1 That the Community Board reconsider the original report including alternative use of the property with the appropriate staff advice.

The amendment was seconded by Councillor Johanson, and when put to the meeting was declared **carried**.

The amendment then became the substantive motion and was declared **carried**.

2. RESERVE DECLARATION AND NAMING OF 201 ANNEX ROAD

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Scandrett, that the Council:

- 2.1 Pursuant to cause 5.1 above being adopted, the Council hereby resolve to exercise its delegated authority from the Minister of Conservation to give effect to the classification through publication in the New Zealand Gazette; and
- 2.2 Request that staff approach Ngāi Tahu to investigate appropriate names for the reserve.
- 2.3 Delegate authority to the Property Consultancy Manager to do all things necessary to give effect to all of the above resolutions.

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Scandrett, that the report as a whole be adopted.

Meeting adjourned at 10.56am and resumed at 11.11am.

6. REPORT OF THE AKAROA/WAIREWA COMMUNITY BOARD MEETING OF 17 DECEMBER 2014

Pam Richardson, Chairperson, joined the table for discussion of this item.

It was **resolved** on the motion of Councillor Turner, seconded by Councillor Chen, that the report be received.

7. REPORT OF THE LYTTLETON/MT HERBERT COMMUNITY BOARD MEETING OF 10 DECEMBER 2014

Paula Smith, Chairperson, tendered her apology.

It was **resolved** on the motion of Councillor Turner, seconded by Councillor Chen, that the report be received.

8. REPORT OF THE SHIRLEY/PAPANUI COMMUNITY BOARD MEETING OF 4 FEBRUARY 2015

Mike Davidson, Chairperson, tendered his apology.

1. PROPOSED WAIMAIRI TRACK REALIGNMENT

It was **resolved** on the motion of Councillor Cotter, seconded by Councillor Jones, that the Council approve the realignment of a section of approximately 700 metres of the Waimairi track south of Darroch St, Belfast, within existing unformed legal road.

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2. LINK ROAD – PROPOSED PROHIBITED TIMES ON ROADS

It was **resolved** on the motion of Councillor Jones, seconded by Councillor Cotter, that the Council approves, pursuant to the Christchurch City Council Traffic Parking Bylaw 2008, Clause 15, motor vehicles weighing less than 3,500 kilograms are prohibited from being operated from 10pm on any day to 5am the following day on Link Road.

It was **resolved** on the motion of Councillor Jones, seconded by Councillor Cotter, that the report as a whole be adopted.

9. REPORT OF THE SHIRLEY/PAPANUI COMMUNITY BOARD MEETING OF 18 FEBRUARY 2015

Mike Davidson, Chairperson, tendered his apology.

1. BLIGHS ROAD/PAPANUI ROAD SIGNALS ALTERATIONS

It was **resolved** on the motion of Councillor Cotter, seconded by Councillor Jones, that the Council:

- 1.1 Revoke all existing special vehicle lanes on the west side of Papanui Road, commencing at a point 41 metres south of its intersection with Blighs Road and continuing in a northern direction for 41 metres.
- 1.2 Establish a special vehicle lane for the use of northbound bicycles only on the west side of Papanui Road, commencing at a point 41 metres south of intersection with Blighs Road and continuing in a northern direction for 41 metres be approved. This special vehicle lane is to be added to the Register of Roads or Traffic Lanes Restricted to Specific Classes of Vehicles in the Traffic and Parking bylaw 2008.

It was **resolved** on the motion of Councillor Jones, seconded by Councillor Cotter, that the report as a whole be adopted.

14. REPORT OF THE FENDALTON/WAIMAIRI COMMUNITY BOARD MEETING OF 2 FEBRUARY 2015

Val Carter, Chairperson, joined the table for discussion of this item.

It was **resolved** on the motion of Councillor Manji, seconded by Councillor Gough, that the report be received.

15. REPORT OF THE FENDALTON/WAIMAIRI COMMUNITY BOARD MEETING OF 16 FEBRUARY 2015

Val Carter, Chairperson, joined the table for discussion of this item.

1. AIKIDO SHINRYUKAN CANTERBURY - REQUEST FOR DEED OF LEASE

It was **resolved** on the motion of Councillor Manji, seconded by Councillor Gough, that the Council exercise the delegation granted by the Minister of Conservation to approve a new Deed of Lease to Aikido Shinryukan Canterbury over that part of the land described as being approximately 230 square metres at 33 Morley Street, Bryndwr being Reserve 5098, held within Gazette Notice 1961 p188 in accordance with section 54 (1)(d) of the Reserves Act 1977.

It was **resolved** on the motion of Councillor Gough, seconded by Councillor Manji, that the report as a whole be adopted.

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**16. REPORT OF THE HAGLEY/FERRYMEAD COMMUNITY BOARD MEETING OF
4 FEBRUARY 2015**

1. MAJOR HORN BROOK ROAD AT MT PLEASANT SCHOOL – SCHOOL PATROL

Sara Templeton, Chairperson, joined the table for discussion of this item.

It was **resolved** on the motion of Councillor Lonsdale, seconded by Councillor Johanson, that the Council approve in pursuance of the powers vested in it by Section 8.3 (1) of the Land Transport Rule - Traffic Control Devices 2004 (Rule 54002), and pursuant to the powers vested in it by the Local Government Act 1974 and 2002, the Christchurch City Council hereby authorises the Head Teacher of Mt Pleasant School to appoint appropriately trained persons to act as school patrols at the school crossing point as specified at Major Hornbrook Road, located at a point more or less 47 metres north (downhill) of its intersection with Billys Track.

It was **resolved** on the motion of Councillor Lonsdale, seconded by Councillor Johanson, that the report as a whole be adopted.

**17. REPORT OF THE HAGLEY/FERRYMEAD COMMUNITY BOARD MEETING OF
18 FEBRUARY 2015**

Sara Templeton, Chairperson, joined the table for discussion of this item.

It was **resolved** on the motion of Councillor Johanson, seconded by Councillor Lonsdale, that the report be received.

**18. REPORT OF THE RICcarton/WIGRAM COMMUNITY BOARD MEETING OF
3 FEBRUARY 2015**

Mike Mora, Chairperson, joined the table for discussion of this item.

It was **resolved** on the motion of Councillor Chen, seconded by Councillor Buck, that the report be received.

**19. REPORT OF THE RICcarton/WIGRAM COMMUNITY BOARD MEETING OF
17 FEBRUARY 2015**

Mike Mora, Chairperson, joined the table for discussion of this item.

1. SPARKS ROAD – PEDESTRIAN SAFETY SCHEME

It was **resolved** on the motion of Councillor Chen, seconded by Councillor Buck, that the Council approve that the proposed new path to be located on the north side of Sparks Road commencing at a point 87 metres east of Halswell Road and extending in an easterly direction for a distance of 83 metres be approved as a bi-directional shared pedestrian/cycle pathway.

Councillor Manji left the meeting at 11.33am.

20. REPORT OF THE COMMUNITIES, HOUSING AND ECONOMIC DEVELOPMENT COMMITTEE MEETING OF 10 FEBRUARY 2015

1. CENTRAL CITY LANDMARK HERITAGE GRANT RECOMMENDATIONS FOR THE ALLOCATION OF THE CARRY FORWARD OF THE 2013/2014 FUNDS

It was **resolved** on the motion of Councillor Turner, seconded by Councillor Chen, that the Council approve a Central City Landmark Heritage Grant of up to \$950,000 for the repair and upgrade of the former Community of the Sacred Name, subject to the completion of the agreed scope of works and the owners entering into a Full Conservation Covenant with the Council and the owners raising the remaining monies required.

2. APPROVAL FOR AN EXTENSION OF TIME FOR HERITAGE INCENTIVE GRANT, 236 TUAM STREET, MCKENZIE & WILLIS FACADE AND NOTIFICATION OF A CHANGE IN THE APPLICANT

It was **resolved** on the motion of Councillor Turner, seconded by Councillor Livingstone, that the Council approve a second extension of time of one year for the completion of work associated with a previously approved Heritage Incentive Grant. The new date for required completion would be 24 April 2016.

3. CITY HOUSING - IMPLICATIONS OF INSTALLING HEAT PUMPS IN COUNCIL'S SOCIAL HOUSING PORTFOLIO

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Scandrett, that the Council:

- 3.1 Does not install heat pumps into social housing units at this point in time.
- 3.2 Continues to improve the insulation performance of its Social Housing units (where possible) as and when earthquake repairs are completed and through existing planned cyclical upgrades.

Councillors Cotter and Johanson asked that their votes against this be recorded.

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Scandrett, that the report as a whole be adopted.

21. REPORT OF THE CHAIRPERSON OF THE COMMUNITIES, HOUSING AND ECONOMIC DEVELOPMENT COMMITTEE MEETING OF 5 MARCH 2015

It was **resolved** on the motion of Councillor Chen, seconded by Councillor Turner, that the Council:

- 21.1 Note that the Mayor and the Governor of Gansu will sign an agreement reaffirming our Sister City relationship when the Mayor is in Gansu in March 2015.
- 21.2 Note the intention to develop a cooperative relationship with Sichuan at the same time as Shenzhen.
- 21.3 Resolve that the Mayor be authorised to sign the agreement the intention to enter into a strategic relationship with Shenzhen and note the intention behind the agreement.

22. REPORT OF THE CHAIRPERSON OF THE COMMUNITIES, HOUSING AND ECONOMIC DEVELOPMENT COMMITTEE MEETING OF 5 MARCH 2015

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Cotter, that the report be received.

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23. REPORT OF THE REGULATION AND CONSENTS COMMITTEE MEETING OF 19 FEBRUARY 2015

It was **resolved** on the motion of Councillor Scandrett, seconded by Councillor Jones, that the report be received.

24. REPORT OF THE STRATEGY AND FINANCE COMMITTEE MEETING OF 19 FEBRUARY 2015**1. MAYORAL QUALITY REGULATION REVIEW TASKFORCE**

It was **resolved** on the motion of Councillor Gough, seconded by Councillor Chen, that the Council:

- 1.1 In line with the amended Terms of Reference, approve that the Taskforce report to the Regulation and Consents Committee.
- 1.2 In line with the amended Terms of Reference, that the membership be widened to allow for Councillors, Community Board Members and Members of the Public.
- 1.3 That Councillor Lonsdale recommend three additional members to participate in the Taskforce with him and that he forward these recommendations to the Regulation and Consents Committee for their approval.

2. DEVELOPMENT CONTRIBUTIONS – CENTRAL CITY REBATE SCHEME

It was **resolved** on the motion of Councillor Gough, seconded by Councillor Chen that the Council approve:

- 2.1 That the current policy of triggering access to the rebate scheme, at the lodgement of consent, and confirmation of the rebate at the first building inspection is confirmed;
- 2.2 That should the Central City Residential Rebate Scheme be extended through the process of additional funds in the future that this aspect be reviewed at that time;
- 2.3 That it note its continued ability to make early commitments from the fund to individual development on a case by case basis.

Councillors Cotter and Johanson asked that their votes against this be recorded.

3. RESIGNATION AND APPOINTMENT OF DIRECTORS FOR TUAM LIMITED, CCC ONE LIMITED AND ELLERSLIE INTERNATIONAL FLOWER SHOW LIMITED

It was **resolved** on the motion of Councillor Livingstone, seconded by Councillor Jones, that the Council:

- 3.1 Note Section 10(d) of the Companies Act 1993 requires all companies to have the number of directors prescribed in its constitution or where there is no constitution at least one director.
- 3.2 The Council's policy for the Appointment and Remuneration of Directors prescribes a process for the selection and appointment of directors. Given the activities currently undertaken by Tuam Limited, CCC One Limited and Ellerslie International Flower Show Limited, compliance with the policy is inappropriate. It is proposed that for efficiency purposes that the Council departs from the policy.
- 3.3 That the appointment of the Chief Executive Officer and Chief Financial Officer is consistent with other non-operating companies owned by Council, and for Tuam Limited reflects the low level of activity currently undertaken and board composition would be reviewed once the long term strategy for the company is determined.

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- 3.3 It is not intended to alter the policy for the Appointment and Remuneration of Directors at this time.
- 3.4 For the reasons outlined in 3.1 and 3.4 above the Council appoint Dr Karleen Edwards and Peter Gudsell as directors of the following companies with immediate effect:
- 3.4.1 Tuam Limited;
- 3.4.2 CCC One Limited; and
- 3.4.3 Ellerslie International Flower Show Limited.
- 3.5 The Council seek the resignation of the current directors of the following companies with immediate effect:
- 3.5.1 Tuam Limited;
- 3.5.2 CCC One Limited; and
- 3.5.3 Ellerslie International Flower Show Limited.

4. CORPORATE FINANCE REPORT FOR PERIOD ENDING 31 DECEMBER 2014

It was **resolved** on the motion of Councillor Gough, seconded by Councillor Clearwater, that the report be received.

5. EARTHQUAKE CLAIMS UPDATE AS AT 31 DECEMBER 2014

It was **resolved** on the motion of Councillor Lonsdale, seconded by Councillor Scandrett, that the report be received.

6. REVIEW OF COUNCIL'S TREASURY RISK MANAGEMENT POLICY

It was **resolved** on the motion of Councillor Scandrett, seconded by Councillor Lonsdale, that the Council:

- 6.1 Approve the draft Treasury Risk Management Policy,
- 6.2 Note that this policy represents a combination of the investment and liability risk management policies required by section 102(2) of the Local Government Act 2002, and
- 6.3 Note that this Policy is not required to be published with the 2015-25 Long Term Plan, but that key risk limits will be made available on the Council's public website.

7. PERFORMANCE REPORT FOR THE SIX MONTHS TO 31 DECEMBER 2014

It was **resolved** on the motion of Councillor Jones, seconded by Councillor Livingstone, that the Council receive the report and additional information in Attachment 15.

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Gough, that the report as a whole be adopted.

25. NZ ICEFEST 2014 REPORT

Councillor Buck left the meeting at 12.02pm before debate and decision took place on this item. It was **resolved** that Councillor Turner take the Chair in her absence.

Councillor Gough moved, seconded by Councillor Scandrett, that the Council:

- 25.1 *Agree that a wider Governance Group be established to drive the events strategic direction and industry advice for the Festival.*

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- 25.2 *Note that the revised Governance Group will be tasked with identifying additional funding and resources for the Festival beyond that committed by the Christchurch City Council.*
- 25.3 *Ask staff to report back in 6 months whether sufficient sponsorship capacity and capability has been identified to ensure that commercial arrangement can be put in place for the 2016 Festival.*
- 25.4 *Note that, as part of the current strategic review, the name of the Festival is under consideration.*

Councillor Jones moved by way of amendment, that:

- 25.5 *Information on economic benefits be added to the existing report and that it be presented at a meeting of the Events and Festivals Working Party for a recommendation to the Council.*

The amendment was seconded by Councillor Lonsdale, and when put to the meeting was declared **carried**.

The substantive motion as amended was then put to the meeting and declared **carried**.

26. NGA PUNA WAI SPORTS HUB SUBMISSIONS REPORT OF THE HEARINGS PANEL

Councillor Manji returned to the meeting at 12.21pm.

It was **resolved** on the motion of Councillor Scandrett, seconded by Councillor Clearwater, that the Council:

- 26.1 Approve the development of a Sports Hub at Nga Puna Wai in general accordance with the consultation documents.
- 26.2 Acknowledge the importance to Christchurch and Canterbury of the A&P Show and its desire for Council to work closely with the Canterbury Agricultural & Pastoral Association to ensure the continued success and long term viability of this event.
- 26.3 Adopt the following recommendations in relation to the development of a Sports Hub at Nga Puna Wai:
- 26.3.1 To maximise the financial commitment from external parties and provide certainty, Council Officers are to continue to engage with athletics, tennis, and hockey codes to progress the financial proposal.
 - 26.3.2 That Council Officers investigate and report back to Council on implementing a healthy food policy at the Sports Hub.
 - 26.3.3 That one objective of the development be to retain the boundary trees, vegetation and other ecology.
 - 26.3.4 That Council Officers consider the preservation of informal recreation noting that the development will include an eco trail and a playground and report back to Council.
 - 26.3.5 Instruct Council Officers to further investigate alternative/additional options for traffic access including bus access and circulation and report back to Council.
 - 26.3.6 For Council Officers to incorporate feedback from submitters in regards to noise, rubbish, lighting and the visual built form into the design phase.
 - 26.3.7 If indoor courts are built for tennis that these courts are multiuse.
- 26.4 Approve the draft changes to the Nga Puna Wai and Canterbury Agricultural Park Management Plan 2010, as shown as tracked changes in the track-changed document in **Attachment 1** and incorporated in the final clean copy document in **Attachment 2**.

The meeting adjourned at 12.31pm and resumed at 1.03pm. Councillor Buck returned to the meeting and resumed as Chairperson.

27. FREEDOM CAMPING INVESTIGATION

It was **resolved** on the motion of Councillor Livingstone, seconded by Councillor Lonsdale, that the Council:

27.1 Request that staff further investigate the development of the bylaw under the Freedom Camping Act 2011 as outlined in Option 2 and report back to the Council via the Strategy and Finance Committee and the appropriate Community Boards in June 2015.

27.2 That the report includes sites which welcome freedom campers.

28. MAJOR CYCLEWAY ROUTES NETWORK BUSINESS CASE

It was **resolved** on the motion of Councillor Clearwater, seconded by Councillor Buck, that the Council:

28.1 Receive the report.

28.2 Note the significant cost benefit ratio is between five and eight which means that for every one dollar invested there is a benefit of between five and eight dollars to the community.

28.3 Note that given the Government assistance that is now available and the likely subsidies that will be achieved, the cost benefit is likely to be higher.

28.4 Note the business case presented supports the inclusion of the Major Cycleways network in the draft Long Term Plan.

29. AMENDMENTS TO STANDING ORDERS – PETITIONS AND DEPUTATIONS

It was **resolved** on the motion of Councillor Buck, seconded by Councillor Chen, that the Council amend the Standing Orders by revoking Standing Order 3.19, and substituting the Standing Order 3.19 attached in the report as **Attachment 1**.

30. CONSTRUCTION SITE HOARDINGS-TEMPORARY USE OF LEGAL ROAD FEE REBATE PROGRAMME

It was **resolved** on the motion of Councillor Manji, seconded by Councillor Lonsdale, that the Council approve:

30.1 That delegation be given to the Chief Operating Officer to authorise rebates of up to 100 percent for the Temporary Use of Legal Road fees for qualifying hoardings projects citywide.

30.2 That delegation be given to the Chief Operating Officer to authorise of up to 100 percent permitted in the case of a listed heritage building made safe, under repair or refurbishment.

30.3 To waive fees for hoardings on the footpath for the duration that public access to the remaining footpath is not possible due to road works beyond the control of the applicant, where road works exceed one month.

30.4 That the Temporary Use of Legal Road fees for qualifying hoarding projects will apply citywide.

30.5 That to be a qualifying hoarding all of the following criteria will apply:

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- 30.5.1 Include artwork or features which are creative, playful and engaging overall. For the purpose of this programme, branding and corporate logos do not constitute artwork, but can be successfully integrated into the artwork;
- 30.5.2 Visually defines the site – clearly showing where a project begins and ends;
- 30.5.3 Uses large scale images – helping people visualise their future relationship with the site;
- 30.5.4 Showcases the delivery team – communicating a team approach through collated presentation of corporate logos avoiding clutter or excessively large commercial signage;
- 30.5.6 Provides public viewing of the construction – inviting people to watch the build progressing with accessible viewing windows at a variety of heights and widths;
- 30.5.7 Portrays the history, present and future of the site – concise, interesting information making links with what was there before, what is coming, and current activity; and
- 30.5.8 Includes way-finding – as appropriate to help people make navigational decisions.
- 30.6 That the rebate will apply from the time proof of implementation of hoarding is received and accepted by the Chief Operating Officer and will apply until such time as the road space is no longer being used for the site construction hoarding line.
- 30.7 That any rebate available under this policy will cease on 30 June 2016.
- 30.8 That delegation be given to the Chief Operating Officer responsibility for the establishment of any operational procedures necessary to support this resolution.

40. **PROGRESS ON THE DEVELOPMENT OF A SINGLE, COHESIVE CHRISTCHURCH WIDE VISION**

It was **resolved** on the motion of Councillor Cotter, seconded by Councillor Clearwater, that the Council:

- 40.1 Note the process in development of a single cohesive Christchurch-wide vision for the city.
- 40.2 Request that the Chief Executive work with other agencies to identify sources of funding.

31. **NOTICES OF MOTION**

Nil.

32. **RESOLUTION TO EXCLUDE THE PUBLIC**

It was **resolved** on the motion of Councillor Buck, seconded by Councillor Clearwater, that the resolution to exclude the public relating to item 33.2 be adopted and that Mike Mora be permitted to remain at the meeting for its consideration.

The meeting adjourned at 1.58pm and resumed at 2.06pm at which time it was **resolved** on the motion of Councillor Buck, seconded by Councillor Clearwater, that the public be re-admitted.

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19. REPORT OF THE RICCARTON/WIGRAM COMMUNITY BOARD MEETING OF 17 FEBRUARY 2015

Mike Mora, Chairperson, joined the table for discussion of this item.

2. HALSWELL COMMUNITY FACILITY CAFÉ – LEASE REQUIREMENT FOR PROPOSAL

It was **resolved** on the motion of Councillor Chen, seconded by Councillor Buck, that the Council exercise the powers of the Minister of Conservation referred to in the First Schedule of the Reserves Act 1977 and Instrument of Delegation for Territorial Authorities dated 12 June 2013 that pertain to granting a lease under section 54 (1) (d) to consent to the granting of a Deed of Lease to 'The Woodward Group Limited trading as Wishbone' for a period of nine years over part of Lot 1 Deposited Plan 7532 comprised within Certificate of Title Identifier CB396/76.

It was **resolved** on the motion of Councillor Chen, seconded by Councillor Buck, that the report as a whole be adopted.

It was **resolved** on the motion of Councillor Buck, seconded by Councillor Clearwater, that the resolution to exclude the public and resolution to exclude the public (continued) for all remaining public excluded items be adopted and that Tom Hooper be permitted to stay at the meeting for consideration of item 44.

CONFIRMED THIS 26TH DAY OF MARCH 2015

MAYOR

4. PUBLIC PARTICIPATION**4.1 PUBLIC FORUM**

A period of up to 30 minutes available for people to speak for up to five minutes on any issue that is not the subject of a separate hearings process (standing order 3. 19. 2).

4.2 DEPUTATIONS BY APPOINTMENT

A period of up to 30 minutes for deputations that have made application and been approved by the Chairperson (standing order 3. 19. 3).

5. PRESENTATION OF PETITIONS

CE Report #22

Foreward

This Report provides a summary of the Council's organisational performance for February 2015.

The Report covers the following areas:

- Organisational Performance
- Service Delivery
- Community Engagement
- Media
- People
- Key Internal Projects
- Canterbury Development Corporation Update

Executive Summary

As this report will show, the Council continues to perform well and remains on track to deliver at least 85 percent (%) of its Level of Service targets.

One of the most significant achievements for the organisation is the completion of the Long Term Plan (LTP) Consultation Document. As highlighted in January's report, this posed the biggest risk to the organisation. Due to the commitment and dedication demonstrated by Councillors and staff, the LTP and its supporting documents will be open for public submission from 17 March 2015 to 28 April 2015.

The outputs of the organisation's Building Control Group continue to increase. In February, the Building Control Group processed 742 consents. IANZ are still scheduled to return during August to undertake its standard re-assessment.

As reported In January, the organisation's key internal transformation programme, Great for Christchurch, was launched throughout the organisation. The purpose of this project is to identify opportunities to improve the way the organisation operates on a daily basis. As a result, the benefits of these improvements will be experienced by Council customers. Part two of the first phase of the Great for Christchurch programme is now underway to identify opportunities and areas within the organisation where more efficient and effective methods of working can be implemented.

This has involved analysis, workshops with staff and benchmarking with other organisations, including local government bodies. The results of this analysis will form the final recommendations due in May this year to the Chief Executive.

Alongside the Great for Christchurch programme, the organisation is also working on another major project, the www.ccc.govt.nz website upgrade. This project continues to gather momentum, with key project milestones now completed. The outcomes of this project will result in an improved online experience, particularly in terms the services the organisation will be able to provide online. For example, the provision of online payment capability for dog registrations.

Council staff continue to meet with CERA and Government officials to discuss strategic, operational and transactional issues as CERA's transition into the Department of the Prime Minister and Cabinet (DPMC) begins. This work will also support the Mayor as the Council representative on the Advisory Board for Transition and Longer Term Recovery Arrangements.

The organisation's consultation and engagement activity is well underway, with 19 capital and operational projects in progress. Examples of these projects include An Accessible City (Consultation number 3), Riccarton Road Bus Priority, Dudley Creek Stage Two, Takapuneke Reserve Management Plan and Major Cycleways.

The Council's Customer Services team reported a busy month, due primarily to rates being due in several areas across the city. Online engagement, particularly with regards to the organisation's social media presence, also continues to increase. The Council's Facebook page alone grew by 693 to 12,871 fans, and the top post was the opening of the ICC Cricket World Cup 2015 on 11 February 2015 reaching 94.2k fans.

The organisation's Learning and Development training programme restarted in February. This programme sits within the organisation's annual professional development training calendar. To-date, 238 staff have completed training.

From a Health and Safety perspective, a total of 40 incidents were reported during February. The organisation takes Health and Safety seriously and mitigation strategies are in place to reduce the number of incidents occurring on a monthly basis.

There are also Health and Safety Committees across the organisation where managers and staff work together to improve health and safety outcomes.

The Council's Media team reported another busy month with 325 enquiries received. The Mayor fronted a number of interviews regarding the Financial Strategy and adoption of the draft LTP Consultation document; her trip to China and the Te Matatini Kapa Haka cultural festival and what this event meant for Christchurch.

LGOIMA requests were also high for the month, with many relating to the rebuild, including building consents, resource consents, rockfall hazard, anchor projects, and the Council's IANZ re-accreditation. It is important to note that many of the requests have come from individuals inquiring in their own right, with no obvious connection to a particular organisation or company.

The Council's SummerTimes programme is coming to an end. The highly successful programme has attracted more than 100,000 people so far, and this is a testament to the quality and variety of events available for Christchurch residents and visitors to the city to enjoy over the summer season.

Recommendation

That the information contained in this report be received.

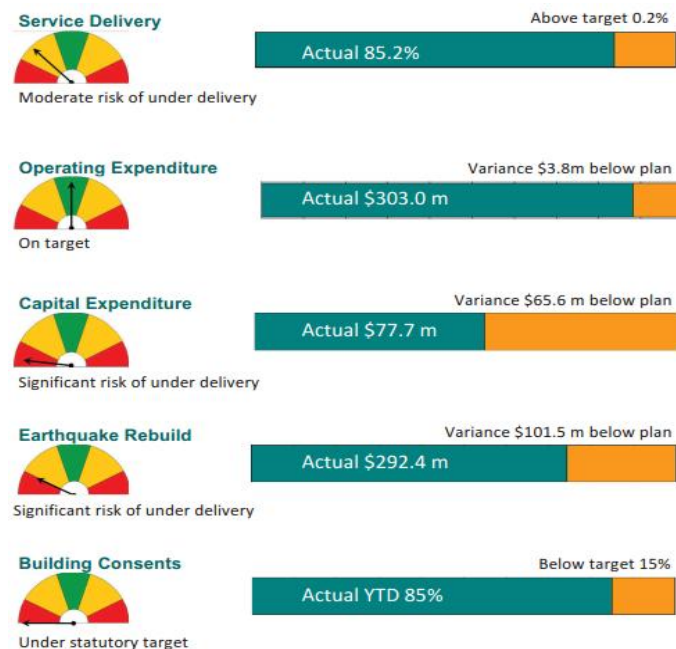
Performance Report

This report summarises the Council's progress for the month ending 28 February 2015 towards fulfilling the commitments outlined in the Annual Plan. Performance is assessed against:

- Level of service delivery
- Operating expenditure
- Capital expenditure
- Earthquake rebuild expenditure
- Long Term Plan project milestones
- Building consent processing

The Council is still on track to deliver at least 85 percent (%) of its level of service targets. However, forecast performance has dropped from 89.6% in December 2014 to 85.2% at the end of February 2015. Further drops over quarters three and four usually occurs, so this target must now be regarded as at risk. The full capital programme will not be spent. While there has been an improvement since December 2014, only 52% of planned funds have been expended, with only four months left in the financial year. This remains a key organisational risk. The Long Term Plan (LTP) Consultation Document has received an unqualified Audit opinion. It and its supporting documents opened for public submission on 17 March. Building Consents are improving the % consents processed within the statutory timeframe, and are at 85% year-to-date. It will not be possible to achieve the statutory requirement of 100%.

How are we performing?



Financial Snapshot

Statement of Financial Performance (\$m)

The Council's consolidated financial performance for 1 July 2014 to 28 February 2015 is presented below. Positive variances indicate a favourable variance from plan; negative an unfavourable.

	YTD			Full Year		
	Actual	Plan	Variance	Actual	Plan	Variance
Operating revenue	90.0	86.4	3.6	139.3	135.0	4.3
Interest and dividends	44.0	38.4	5.6	84.7	77.7	7.1
Rates income	267.5	266.6	0.9	357.8	355.5	2.3
Total Revenue	401.6	391.4	10.2	581.8	568.2	13.7
Personnel costs	107.7	108.3	0.6	167.1	167.7	0.6
Less recharged to capital	-21.5	-20.5	0.9	-32.4	-31.2	1.2
Grants and levies	30.6	32.3	1.7	44.9	46.6	1.7
Operating costs	97.5	99.8	2.3	160.2	152.3	-7.9
Maintenance costs	52.0	48.8	-3.1	79.5	76.1	-3.4
Debt servicing	36.7	38.2	1.5	57.7	60.5	2.8
Total Expenditure	303.0	306.9	3.8	477.1	472.1	5.0
Net Surplus (loss)	98.5	84.5	14.0	104.7	96.1	8.7

Operating Expenditure (\$000)

	YTD			Full Year		
	Actual	Plan	Variance	Actual	Plan	Variance
City Planning & Development	19,096	17,947	-1,149	33,795	26,018	-7,777
Community Support	21,872	28,373	6,501	34,191	39,279	5,088
Cultural and Learning Services	23,219	24,638	1,419	36,193	36,853	660
Democracy & Governance	7,314	8,086	772	13,277	14,265	988
Economic Development	7,508	7,654	146	11,424	11,581	158
Parks & Open Spaces	17,536	20,162	2,626	29,355	30,435	1,081
Stormwater Drainage & Flood Protection	9,789	9,974	185	15,032	14,371	-661
Recreation and Leisure	9,923	11,666	1,744	16,223	16,965	742
Refuse Minimisation & Disposal	17,949	19,425	1,476	28,192	29,759	1,566
Regulatory Services	-25	4,050	4,075	5,086	7,721	2,635
Provision of Roads & Footpaths	19,902	19,376	-527	29,671	28,290	-1,381
Treatment & Disposal of Sewage	11,152	16,161	5,008	18,546	21,753	3,207
Water Supply	7,338	8,112	775	11,420	10,866	-554
Groups of Activities	172,573	195,624	23,051	282,405	288,156	5,752

Capital Expenditure (\$m)

	YTD			Full Year		
	Actual	Plan	Variance	Actual	Plan	Variance
Three Waters	32.2	72.2	40.0	71.5	105.6	34.1
Roads and Footpaths	19.3	28.5	9.2	58.4	71.8	13.4
Parks	4.7	8.9	4.2	13.5	13.5	0.0
Strategic Land	-1.2	0.0	1.2	16.4	16.4	0.1
Other	22.8	34.0	11.3	48.3	59.7	11.4
Less Planned Carry Forwards not identified	0.0	-0.3	-0.3	-1.6	-50.2	-48.7
Expenditure	77.7	143.3	65.6	206.6	216.9	10.3

Earthquake Rebuild (\$m)

	YTD			Full Year		
	Actual	Plan	Variance	Actual	Plan	Variance
Infrastructure - SCIRT	254.2	286.4	32.2	421.5	523.6	102.1
Infrastructure - Non SCIRT	11.8	33.4	21.6	36.3	249.6	213.3
Transitional / Recovery Projects	4.4	2.6	-1.9	32.1	61.1	28.9
Facilities Rebuild	21.8	71.3	49.5	93.1	250.0	156.9
Unallocated Budget	0.3	0.3	0.0	18.6	42.2	23.6
Expenditure	292.4	394.0	101.5	601.5	1,126.4	524.8

Operational results remain consistent with the last few months, with a similar year-to-date and forecast surplus. A \$42m drop in forecast Rebuild spend along with some permanent savings identified in the 3 Waters Capital Programme mean forecast borrowing this year continues to decrease. This is a mix of timing and permanent savings which results in lower interest costs. These have been incorporated in the draft LTP.

Capital expenditure is 29% of budget for the eight months year-to-date, with a further 45% forecast to be carried out in the remaining four months of the financial year. For LTP purposes, a further \$70m of carry forwards are anticipated.

Earthquake Rebuild is significantly behind budget and has mostly been signalled to be carried forward. Forecast expenditure continues to decrease, with only 53% of the programme now forecast to be delivered.

Service Delivery

Levels of Service (LOS)

The most recent data on Levels of Service as at 28 February 2015, shows 85.2 percent (%) of LOS to be on track, which is slightly above the 85% target. Trend over years indicates that a drop of several percent is likely in Quarters three and four, so focus on LOS during the second half of the year will assist in achieving the target.

Building Consent Update

Time-frames	Accepted	Total Cost of Consents	Granted	Total Cost of Consents
9 - 11 February	221	\$60,221,482	167	\$88,755,497
16 - 22 February	210	\$44,393,430	231	\$52,679,941
23 February - 1 March	181	\$41,398,526	192	\$49,534,440
2 - 8 March	203	\$48,642,162	208	\$65,358,413
9 - 15 March	244	\$54,421,981	213	\$94,923,664

In February, the Building Control Group processed 742 consents. Currently, 894 consents are on hold where Requests for Information (RFIs) have been made of applicants. A total of 666 residential consents were processed within 20 working days (99%) and 76 commercial consents were processed within 20 working days (88%). Overall, 98% of the total number of consents were processed within the 20 days statutory timeframe.

MBIE visit to check compliance schedules

As mentioned in last month's Report, each year MBIE undertakes a technical review on a number of territorial authorities. Recently, a small team from MBIE was onsite to conduct a review of the Council's compliance schedule and building warrants of fitness.

At the exit meeting on 6 March 2015, the Council was told that Christchurch was one of two Councils, out of nine so far visited, that MBIE felt did not need to undertake another site visit during 2015. During the exit meeting there were some positive comments alongside some areas requiring attention. A full report will be provided in the next two weeks. At the end of the year, the results of all MBIE visits, 13 Councils in total, will be posted on the MBIE website.

Accreditation

IANZ are still scheduled to return during August to undertake its standard re-assessment.

Inspections

The Council continues to experience an increase in demand for Inspections. In February the Inspections Scheduling team received on average 330 plus in-bound calls each day. From these calls approximately 275 inspections are being booked. The demand versus the number of inspectors means the organisation is only able to complete an average of 230 inspections daily. During February, 4457 inspections were undertaken compared to 3413 in January. The current inspection days-out timeframe is approximately five working days. Four new inspectors have started in the Residential team which will go some way to counter the loss of three inspectors. Recruitment remains a focus for the Residential team over the coming months.

The Inspector Code of Practice was launched on 3 March 2015. This document provides guidance and procedures for inspectors to follow. The Code of Practice will provide consistency in decision making and provides set procedures for inspectors to follow when they have issues on site.

Resource Consent Update

Note, the following figures do not include Temporary Accommodation applications.

Month	Number of Resource Consents Received
January 2015	213
February 2015	264

Libraries Update

The following information profiles the Council's current Library programmes and events.

Hornby Library Customer Service Desk

Following the closure of the Christchurch City Council Agency at Civic Video, a Customer Service desk was set up at Hornby Library on 4 September 2014 for all Council enquiries and payments.

The service is currently open for two days a week, on Thursdays and Fridays from 9.00am to 6.00pm. Demand for the service is steadily growing, with appreciative customer comments that the service is still available in the Hornby Community. During the November 2014 rating period, there were 743 Customer Service customers and the Council expects numbers to increase as residents learn of the new location.

Some customers have made enquiries about Library services and followed up by becoming Library members:

- Memberships in December 2013 - 24
- Memberships in December 2014 - 45

Big Bargain Book Sale

The Christchurch City Libraries Big Bargain Book Sale will be held at Pioneer Recreation and Sport Centre 75 Lyttelton Street, Spreydon, 20 March from 9.00am - 7.00pm and 21 March 9.00am - 4.00pm.

Self Service

Return pads have gone 'live' at South and Hornby enabling customers to self return.



Community Engagement

Consultation

Formal consultation/engagement activities for number of projects have been initiated or progressed during February and March 2015. This is the normal pattern as consultation/engagement activity increases to normal levels following the end of the Christmas holiday period.

The formal consultation/engagement phase has also been completed for a number of projects during this period and these are now in the feedback evaluation and report preparation phase, prior to presenting reports to the appropriate Elected Member forum for a final decision. All submitters who provided contact details have received acknowledgement of their submission. As the feedback is evaluated, they will receive further information on the overall outcome of the consultation and the decision making process, prior to Elected Members considering the report.

The Levi's Skate Park proposal on the Sumner Esplanade has generated a very high level of interest from the media and local residents with around 900 submissions received during the consultation phase. A drop-in session held on 7 March 2015 was attended by 150 (estimated) residents, including a group who are strongly opposed to the project's proposed location. Based on the number of responses, it is anticipated that the level of interest will remain very high leading up to the Hagley Ferrymead Community Board meeting in April 2015, where the Board will consider a report on the proposal prior to making the final decision.

There have been a number of Elected Member briefings and seminars during this period on a range of projects. In addition to this Elected Members have also worked closely with staff supporting drop-in sessions associated with Levi's Skate Park and Wainui Wastewater Scheme.

Planning and pre-consultation engagement is also underway for a number of other projects such as An Accessible City (Consultation number 3), Riccarton Road Bus Priority, Dudley Creek Stage Two, Takapuneke Reserve Management Plan, Major Cycleways, and a range of other Capital and Operational projects.

Further details regarding project consultation activity for February/March 2015 are shown in the table, right.

Consultation Terminology

PIL – Public Information Leaflet. This is the consultation document which can come in a range of forms depending on the size and significance of the project. Examples: A simple information update, e-newsletter, standard consultation leaflet

with reply paid feedback form (PIL), or a multi-paged document for projects that are larger, more complex or highly sensitive.

Pre-consultation – this type of engagement is generally targeted at smaller groups or individual key stakeholders. The purpose of this can vary from a simple courtesy to advise that a formal consultation/engagement process is about to commence or to better understand stakeholders perspective/expectations to help inform the concept design process prior to consultation. Following consultation, submitters receive letters including a summary of consultation feedback, plan for approval and details of the decision-making process. Submitters are also informed of the final decision.

Project	Status	Engagement Numbers
Levi's skate park - Sumner	Consultation (closed 23 February – 16 March).	Information sent to 1,025 stakeholders via email, hand delivery and post. Currently in excess of 900 submissions. Drop-in session attended by approximately 100 individuals and groups.
Wainui Wastewater	Pre-consultation with key stakeholders completed. Consultation open 9 March – 30 March 2015.	Information sent to 675 stakeholders, via email, hand delivery and post. Currently have 10 submissions. Two drop-in sessions: Civic Offices Thursday 12 March 2015– attended by 7 property owners. Wainui Saturday 15 March 2015.
Governors Bay Community Centre Rebuild	Consultation closed (9 February – 9 March 2015).	Questionnaire sent to all residents of Governors Bay via the GBCA newsletter. 45 responses were received and will now be analysed before presenting to the Community Board.
Waitikiri Square Playground	Consultation closed (20 February – 9 March).	421 Consultation leaflets distributed. 44 responses by close of consultation.
An Accessible City Consultation No. 3	Pre-consultation with targeted stakeholders largely completed. Consultation planned for 28 April – 26 May 2015.	CERA-organised pre-consultation with representatives of ECAN, NZTA, CCBA, Police, Fire Service, St John's, Red Bus and St Michael's School. Also key stakeholders who commented on draft concept plans.

Project	Status	Engagement Numbers
Groynes Playground	Consultation Closed 12 December 2014 – 6 February 2015.	60 + unknown number of visitors to the Groynes over the holiday period. 3 submissions by close of consultation.
Takapuneke Reserve Management Plan	Pre-consultation.	TBA – local and national.
Duvauchelle Reserves Renaming	Consultation Closed 12 December 2014 – 9 February 2015.	400 Consultation leaflets distributed. 35 responses by close of consultation.
Sumner Road Reopening	Resource Management Act Consultation.	2500 PILs were sent by Strategy and Planning to directly affected property owners along the eastern side of Lyttelton Harbour.
Kaputone Creek realignment	Consultation closed 9 March 2015.	Three neighbours and 5 organisations were asked for comment by phone and email. All were contacted by phone. 2 property owners gave positive comments and one provided information that staff are working through.
Riccarton Bus Priority	Pre-consultation.	Riccarton Wigram, Hagley/Ferrymead and ITE Committee Elected Members.
Riccarton Bus Passenger Lounge	Detailed design.	4Ecan staff and individual property owner.
Proposed Bus Shelters City Wide	Consultation Closed 19 January – 2 March 2015 Targeted consultation with directly affected property owners.	65 leaflets distributed to residents and property owners. 24 responses, 14 for, 4 against at time of writing.

Community Engagement

Consultation Continued

Project	Status	Engagement Numbers
Port Hills Road Footpath Extension	Consultation Closed 2 March – 16 March 2015. Targeted consultation with directly affected property owners.	20 leaflets distributed.
193 Riccarton Road Pedestrian Signals	Consultation closed. 16 February – 2 March 2015.	150 leaflets distributed to directly affected property owners and other stakeholders 42 responses including late submissions.
Buchan Playground	Preparing Consultation Documents.	Consultation and engagement planned for April 2015.
Memorial Avenue/Otara Street Pedestrian Refuge	Information letter hand-delivered to affected properties – 9 March 2014.	20 letters delivered and email to 65 key stakeholders.
Takapuneke Reserve management plan initial consultation	Preparation of first draft leaflet for rūnanga approval to consult.	Ōnuku Rūnanga representatives via meeting with Recreation Planner.
South New Brighton Domain Playground Upgrade	Consultation Closed 26 November – 12 December 2014.	250 Consultation leaflets distributed to local area and other key stakeholders. 77 responses received.

Engagement

Planning the consultation phase for the Long Term Plan Consultation Document has taken priority over the last month. This will include a programme of public meetings, messaging in the community using online, social media and print channels. The flier going to all households has been translated into Māori and simplified Chinese. Short YouTube clips of the Mayor talking about the importance of the consultation include sign language 'boxes'. A public competition to find an image for the cover of the LTP Consultation Document drew 150 entries - the winning image is a colourful glimpse of Christchurch in transition.

Planning and engagement staff have contributed advice to CERA on the design of the Public Participation Programme about the future of Victoria Square.

Local projects that the team has been involved with include: The Bishopdale community being invited to share their feedback on the proposed new library and community facility in their area. A competition to name the new community facility in Halswell drew plenty of community ideas and interest, with the final choice being made by the Riccarton Wigram Community Board. An open day at the Town Hall is being planned, to give the public an opportunity to see its current condition.

Staff have also supported promotional activities for Bike to Work Day, which encourages biking as a safe, healthy and fun way to commute.

Council Events

Date	Event	Estimated attendance
1, 8, 15 and 22 February 2015	Lazy Sunday events (four held over February).	8,200 people
4–22 February 2015	Peter Pan by the Forge Theatre/Summer Theatre.	12,000 people
19 Performances during February and March 2015	Sunday Bandstand.	TBA
27 and 28 February and 1 March	Good Night Film Festival.	3,900 people (nearly \$4,000 raised for the Emergency Care Trust)

The total audience figures for the Council's SummerTimes programme is over 100,000, which is a testament to the quality and variety of events available for Christchurch residents and visitors to the city to enjoy. So far this financial year, the Council's Event Team has delivered 85 separate events / event days (some programmes run over several days) to a combined audience of approximately 285,000 including the Cricket World Cup Fanzone, NZ IceFest, Guy Fawkes and KidsFest. This figure does not include the thousands of people watching Guy Fawkes from afar or the attendance at KidsFest events which the Council does not directly produce but is in the region of 32,000.

Customer Services and Online Channels

Call Centre

The Council Call Centre received 48,796 calls during February 2015 and achieved a Service Level of 65%, YTD 71%. Building attracted the highest percentage of calls received, at 24% which is an increase from 18% in January 2015.

Customer Service Desks

With rates due in several areas across the city, as expected February was busier than January. However, overall fewer transactions were received than the same time last year. The Hornby Customer Service Desk increased their opening days from Thursdays and Fridays, opening over five days in the week leading up to its rates due date.

The extended operating hours gave customers in the area an increased opportunity to pay, although total transactions were comparable to the last rates period.

Work began this month in utilising Council resources across the network more efficiently, with staff more often moving to sites where there was increased demand.

Infoline

The total of 2076 was consistent with the same time last year.

Complaints

There was a small increase in the overall number of complaints, from 133 in January 2015 to 139 in February 2015.

The biggest increases were in the Streets area (from 8 to 22) – there were no common themes with complaints covering a wide range such as condition of berms and roads, traffic lights and cameras; in the Events area (from 6 to 11) due to the noise from the Foo Fighters concert and the opening ceremony of the Cricket World Cup, as well as concerns about the T-Shirt exhibition at Canterbury Museum; in the Parking area (from 2 to 6) – mainly due to lack of parking at the Cricket World Cup and around the Christchurch Hospital, particularly for the elderly and disabled; and Wheelie Bins complaints came back (from 0 in January to 8 in February) due to bins not being collected.

Online Channels

During February, the Council received 219,800 visitors to the Council website (4.15% more than January 2015). Of the visits, 62.8% were returning visitors and 37.2% were new visitors.

The Council's Facebook page grew by 693 to 12,871 fans, and the top post was the opening of the ICC Cricket World Cup 2015 on 11 February 2015 reaching 94.2k fans.

The post that received the most comments was information about a lost and found dog on 9 February 2015 with 316 comments. The Council's Twitter profile grew by 116 to 8,733 followers.

Media

From 17 February to 13 March 2015, the Council's Media Manager received **325** media enquiries covering the following key issues:

Media Outlet	Issue/Enquiry
The Press/Radio Live	Ernst and Young report into the death of Valmai McFie in a Council social housing unit.
Radio New Zealand/Radio Live,	Bylaws relating to the spreading of ashes in parks and reserves.
The Press/TV1/TV3/Prime/Radio New Zealand/New Zealand Herald	Reinstatement of the Godley Statue which was damaged in the earthquakes.
The Press/Newstalk ZB/Christchurch Star	The redesign and development of Cathedral Square.
Local and international media outlets	The fourth anniversary of the February 22 earthquake.
Newstalk ZB/The Press/Christchurch Star	Freedom camping in Beresford St and Waimairi Beach.
The Press/Christchurch Star	Testing of the rubble at the site of the Sydenham Heritage Trust Church and clean-up of the site.
The Press	Trades people angry at getting parking tickets in a rebuild area in the CBD, when the Council installed parking metres without any warning.

Media Outlet	Question
The Press/TV3	Proposed closure of South New Brighton Motorcamp as outlined in the Recreation and Sports Activity Management Plan.
The Press/TVNZ Seven Sharp	Accommodation options for those who had to move out of 15-17 Raycroft Street after the properties were issued with a s.124 notice.
TV3/Christchurch Star	Possible closure of Rawhiti Golf Course as outlined in the draft LTP.
The Press/Newstalk ZB	Monster Slide owner Jamie Templeton owing local businesses money as compensation following the event in Sumner.
The Press/Newstalk ZB/Radio New Zealand/Prime News	Levi's Skatepark in Sumner and consultation around this development.
The Press/TV1/Christchurch Star	Moving freedom campers from Waimairi Beach to the ramp carpark on Marine Parade as part of a pilot freedom camping area.
Newstalk ZB/The Press/Christchurch Star	Pollution signs along the Avon River following Te Matatini.

Key Interviews

The Mayor fronted a number of interviews regarding the Financial Strategy and adoption of the draft LTP Consultation Document; her trip to China and the Te Matatini Kapa Haka cultural festival and what this event meant for Christchurch.

LGOIMA Requests

A total of 25 LGOIMA requests were received in February. Many came from individuals enquiring in their own right, with no obvious connection to a particular organisation or company. Others were inquiring in an official capacity connected to their occupation, including:

- Five requests from lawyers and accountants.
- Two requests from product manufacturers or suppliers.
- Two requests from a tourism operator.
- One request from an engineering consultant.
- One request from a Member of Parliament's office.

There were no requests from other Government departments or the media during this period.

Eight requests related to the rebuild, including building consents, resource consents, rockfall hazard, anchor projects, and the Council's IANZ re-accreditation.

Nine requests related to inspection and enforcement functions, including dog attacks, noise control, RMA breaches and alleged City Plan breaches.

The number of requests relevant to each business group is listed below. Some requests involved more than one business group, so the total exceeds the number actually received.

- Corporate Services Group: 11
- Building Control Group: 4
- Operations Group: 3
- Strategy and Planning Group: 3
- Finance and Commercial Group: 4
- Facilities and Infrastructure Rebuild Group: 1
- Office of the Chief Executive: 1

One request related to the Mayor's Office.

30 LGOIMA responses were sent during February.

People

Workforce

New Appointments (February 2015)

Does not include casual employees.

Action Type	Group	Full Time	Part-time	Fixed Term	Feb Overall
Hiring-Employee	CCC Total	8	3	7	18
	Building Control Group	1	0	2	3
	Corporate Services Group	3	0	0	3
	Office of the Chief Executive Group	0	0	1	1
	Operations Group	2	3	0	5
	Facilities and Infstr Rebuild	1	0	1	2
	Financial and Commercial Group	0	0	0	0
	Strategy and Planning Group	1	0	3	4
Rehire	CCC Total	1	1	1	3
	Corporate Services Group	0	0	1	1
	Operations Group	0	1	0	1
	Strategy and Planning Group	1	0	0	1
Overall Result		9	4	8	21

Numbers Leaving (February 2015)

Includes fixed term employees, excludes casuals and seasonal employees.

Action Type	Group	Full-time	Part-time	Fixed Term	Feb Overall
Leaving	CCC Total	17	7	5	29
	BCBC Building Control Group	4	0	0	4
	COCO Corporate Services Group	4	0	0	4
	OCOC Office of the Chief Executive Group	5	1	0	6
	OPOP Operations Group	2	6	5	13
	FIFI Council Facilities and Infstr Rebuild	0	0	0	0
	FCFC Financial and Commercial Group	0	0	0	0
	SPSP Strategy and Planning Group	2	0	0	2
Overall Result		17	7	5	29

Exit Survey Comments and Feedback

As the Exit Survey Data is only collated every six months, please refer to November and December 2014 data as provided in the Chief Executive's January Report.

Training and Development

238 staff completed training in February. This increase is due to the beginning of the Council's annual Learning and Development training schedule.

Business Event	Normal Bookings
Prevention of OOS	11
Customer First - Challenging Situations	18
Problem Solving and Decision Making Skills	10
Personalities @ Work	20
Glaser - Communication & Conflict	50
Glaser - Hardwiring Teamwork	30
Getting Started at CCC	24
Recruitment and Selection	7
The Key to Managing Stress	6
Assessing Talent for Recruitment and Development	29
Understanding Remuneration	8
Diversity @ Work	25
Total	238

Health and Safety

Mitigation strategies in place for accident reduction

There are also Health and Safety Committees across the organisation where managers and staff work together to improve health and safety outcomes. Managers have a responsibility to investigate accidents/incidents reported and put in place mitigation measures or controls to prevent further occurrences. These measures may include training, education or the provision of protective clothing or equipment.

BC — Building Control Group
CORP — Corporate Services Group
FIR — Facilities and Infrastructure Rebuild
OCE — Office of the Chief Executive
OPS — Operations Group
FC — Finance and Commercial Group
S&P — Strategy and Planning Group
MO — Mayor's Office

	BC		CORP		FIR		OCE		OPS		FC		S&P		MO		Total Feb	Total YTD
	Feb	YTD	Feb	YTD	Feb	YTD	Feb	YTD	Feb	YTD	Feb	YTD	Feb	YTD	Feb	YTD		
Lost time Injury (LTI)	1	3	0	6	0	0	0	0	3	11	0	0	0	0	0	0	4	20
Medical Injury (MI)	2	4	0	15	0	1	1	4	4	53	0	0	0	1	0	0	7	78
First Aid Injury (FAI)	2	7	2	13	0	0	0	3	14	73	0	0	0	0	0	0	18	96
Near Miss (NM)	0	4	3	12	0	1	0	0	1	27	0	0	0	0	0	0	4	44
Pain and Discomfort	1	11	1	18	0	0	0	5	4	22	0	2	0	3	0	0	7	62
Total Incidents reported	6	29	6	64	0	2	1	12	26	186	1	3	0	4	0	0	40	300
Days lost	5	11	0	23	0	0	0	0	55	206	0	0	0	0	0	0	60	240
ACC Claims	1	4	0	14	0	0	1	2	7	49	0	1	0	1	0	0	9	71
Serious Harm Notifications to Worksafe NZ	0	0	0	2	0	0	0	0	1	2	0	0	0	0	0	0	1	4

Key Internal Projects

My Workplace

The My Workplace computer programme upgrade continues to roll-out across the organisation. To date, more than 1000 staff have been upgraded to Microsoft Office 2013 including new applications and software. The My Workplace project remains on schedule to finish in June this year.

Great for Christchurch

The Great for Christchurch programme will improve the way the organisation delivers to our Council customers and the wider communities. There will be benefits for Council staff in terms of streamlining operations, enhancing staff culture and for the organisation in identifying cost savings. Part two of the first phase of the Great for Christchurch programme is now underway to identify opportunities and areas within the organisation where more efficient and effective methods of working can be implemented. This has involved analysis, workshops with staff and benchmarking with other organisations, including local government bodies. The results of this analysis will form the final recommendations due in May this year to the Chief Executive.

CERA Transition

Council staff continue to meet with CERA and Government officials to discuss strategic, operational and transactional issues as CERA's transition into the Department of the Prime Minister and Cabinet (DPMC) begins. This work will also support the Mayor as the Council representative on the Advisory Board for Transition and Longer Term Recovery Arrangements.

Long Term Plan (LTP) Process Update

The draft LTP and Consultation Document (CD) have passed through the Audit NZ process without qualification. The CD will be released to the community for consultation and feedback on 17 March 2015. Submissions close on 28 April 2015.

Website Upgrade

The ccc.govt.nz upgrade project to a Common Web Platform has begun. Key milestones to-date include:

- Elaboration period is complete and the project is now in the implementation phase.
- Training on the Common Web Platform for the project team has been completed.

- High-level site structure has been completed and is now being user-tested.
- Content prioritisation has been socialised with organisation.

Online Services

- Online payments for dog registration development is almost complete and redesign of the web pages on the website is underway.
- Digital Services Framework RFP vendor responses have been assessed and demonstrations begin in March 2015.
- A vendor has been selected for the citizen request for service mobile application.

Other updates

- The LTP online engagement content has been prepared and will be activated in March 2015.
- A business case for the implementation of SharePoint as a internal work collaboration tool has been drafted for the IT Steering Committee.

Chief Executive Activities

Over the last month, the Chief Executive attended the following events on behalf of the Council:

Date (2015)	Event
2 February	The Executive Leadership Team toured the Town Hall
4 February	Speech: Merivale Probus Club
12 February	Opening event for the ICC Cricket World Cup
13 February	Community Board Chairs and Staff Forum
16 February	Attended Citizenship Ceremony
18 February	Official welcome for the CWC Parkistan team
19 February	International City Management Association (ICMA) visit
20 February	Visited Council's Waste Water Treatment Plant
25 February	Speech : Fletcher Building Regional Managers' Meeting
27 February	Canterbury Mayoral Forum

Over the last month, the Chief Executive attended the following internal and external key stakeholder meetings:

- CERA officials
- CERA Chief Executive
- Residents visit re noise complaints with Shirley/ Papanui Councillors
- CDC Chief Executive
- CEAG
- Senior Leaders Forum
- People and Culture Committee
- Secretary for Justice and Chief Executive for the Ministry of Justice
- CERA/EQC/Insurance Chief Executives meeting
- Department of the Prime Minister and Cabinet Chief Executive
- Minister for Arts, Culture and Heritage
- Aurecon
- Ngāi Tahu
- EQC Chief Executive
- Lloyds of London
- Residents and Enablers Forum
- Advisory Board on Transition workshop
- CDHB 'City Visioning'
- Secretary Central Riccarton Residents Association

CDC Update

This section of the report profiles the key activities undertaken during the month by the Canterbury Development Corporation (CDC).

1. CDC is working with the Canterbury Mayoral Forum on the Regional Economic Development Strategy. This is developing well and is consistent with the CEDS.
2. Local tertiary institutions have submitted a formal bid to the Tertiary Education Commission for the ICT Grad School for Christchurch.
3. The Nurturing Home Grown Talent Programme has begun focusing on Year 7 upwards students and developing ICT careers.
4. CDC reports that drought conditions will have an economic impact on the region, especially in the outlying rural regions.

CDC Update Continued

5. CDC has released the Diversification of Land Use Report, highlighting the commercial viability of new crops (<http://www.cdc.org.nz/wp-content/uploads/2015/03/Potential-for-Diversification-of-Rural-Production-in-Canterbury-FINAL-Report.pdf>)

6. High Performance Work Initiatives; CDC with MBIE intends to repeat this successful programme.

7. An International Education trip to India is being planned and CDC has secured a number of nationally funded scholarships to drive the Christchurch Educated Skills Scholarship in Christchurch.

8. The Reserve Bank visited CDC to get update on the regional economy.

9. The Draft Suburban Economic Development Strategy has now been formulated, with opportunities for engagement currently being explored.

10. CDC participated in an Australian Job Fairs initiative with MBIE in Brisbane. Key findings included:

- There is a lot of interest in New Zealand and Christchurch.
- The Australian economy is really suffering.
- There is a good opportunity to attract people to Christchurch.

7. APPROVAL OF NEW CENTRAL LIBRARY BUSINESS CASE AND CONCEPT DESIGN

		Contact	Contact Details
Executive Leadership Team Member responsible:	Director- Facilities and Infrastructure Rebuild Group		
Officer responsible:	Unit manager – Anchor Projects		
Author:	Development Director Anchor Projects	Y	Peter Vause 027 707 8226

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 The report seeks Council's approval to invest up to \$85 million to build a New Central Library of approximately 9,850m² on the site designated in the Central City recovery plan.
- 1.2 The report also seeks Council's approval to call for Expressions of Interest [EOI] followed by Request for Tender [RFT] from suitably qualified organisations to complete the design and construction of the New Central Library.

2. EXECUTIVE SUMMARY

- 2.1 A single stage business case has been prepared by Deloitte in association with Nicki Moen & and is included in Appendix 1 of this report. The business case confirms the need to invest in a New Central library.
- 2.2 Building the New Central Library is consistent with the strategic objectives of both the Christchurch City Council and the Christchurch Central Recovery Plan.
- 2.3 Key stakeholders identified four objectives for this project:
 - Developing a strong community and sense of place
 - Contributing to the knowledge economy
 - Celebrate and preserve Culture and heritage
 - Act as a catalyst for the regeneration of Christchurch
- 2.4 Key stakeholders also identified four critical success factors (CSF) for this project:

CSF1: Achieving the required design flexibility and build quality

CSF2: Deliver the New Central Library within the budget of \$85 million

CSF3: Completion of a 'fit for purpose' New Central Library by Q1 2018

CSF4: Leveraging Christchurch City Libraries' existing library expertise and network
- 2.5 A long list of 20 potential options was considered and evaluated against the critical success factors. Four options were shortlisted for further consideration.

Option 1: Status quo option (The current temporary arrangement is retained as a baseline comparator)

Option 2: Build a New Central Library building on a different site in the CBD

Option 3: Build a New Central Library building in the north east corner of the square

Option 4: Build a New Central Library with an additional commercial floor for future growth
- 2.6 Strong feedback from the public consultation 'Your Library, Your Voice' early in the proposed project confirms that there is strong community support for a New Central Library. Therefore, the status quo option is not viable.
- 2.7 Analysis confirms that an additional commercial floor is not viable when the substantial commercial risks are taken into account. Café and bars are more appropriate to activate the adjacent performing arts precinct.
- 2.8 The proposed New Central Library site has been evaluated and found to be appropriate and consistent with the project objectives. Alternative sites, including co-location within the Christchurch Convention Centre, have been investigated and found to be less advantageous. Changing the site at this stage of the process would cause significant cost increases and time delays.

7 Cont'd

- 2.9 Funding alternatives for the New Central Library have been considered however the impact on rates of private sector funding is greater and will be felt for a longer period than if Council owns and funds it.
- 2.10 The preferred option which best meets Council's objectives is:
- Intermediate scope library (9,856m² at a total project cost of \$85 million)
 - A New Central Library building in the north east corner of the square
 - Library services provided by the Council
 - Services will be delivered in one single step (i.e. a big bang approach)
 - It will be funded in accordance with the cost sharing agreement between the Council and the Crown
- 2.11 The concept design has been prepared by Architectus and schmidt hammer lassen for a New Central Library of 9,850m² on the designated site on the corner of Gloucester and Colombo Street in the north east corner of the Square.
- 2.12 The estimated cost is in the range of \$83 to \$88 million with an expected value of \$85 million.
- 2.13 The forecast completion date is Q1 2018.
- 2.14 The project has now reached the stage to begin procurement activities by calling for of interest from suitably qualified organisations to complete the design and construction of the New Central Library.
- 2.15 To encourage innovation in detailed design and construction techniques, the project will be procured under a document and construct form of contract
- 2.16 Appropriate project governance and management structures have been put in place.

3. BACKGROUND

- 3.1 Christchurch City has a proud history of investing in libraries. Christchurch has a network of 21 facilities which includes community libraries, a mobile library and a digital library that all provide a customer-driven and value for-money library and information service for residents, ratepayers and visitors.
- 3.2 Planning for a replacement for the old Central Library was under discussion in the years prior to the 2010 and 2011 earthquakes. It was recognized that the size of the Gloucester Street building limited the Christchurch Central Library's ability to meet customers changing expectations:
- 3.3 The old Central Library building on Gloucester St, Christchurch was damaged in the 2010 and 2011 earthquakes and subsequent aftershocks.
- 3.4 The Council originally planned to repair the earthquake damaged Central Library building. However, this plan changed following the release of the Christchurch Central Recovery Plan (CCRP) in July 2012.
- 3.5 The Christchurch Central Recovery Plan (CCRP) provides a framework for developing the City Centre. The Blueprint, within the Recovery Plan, lays out precincts and anchor projects to catalyse investment, growth and social energy and so bring people back into the Central City.
- 3.6 The CCRP identifies the New Central Library as one of the key anchor projects in the reconstruction of Christchurch. The location for the proposed New Central Library is a 2,725 square metre site on the northern edge of the Square facing Colombo Street to the west and Gloucester Street to the north.
- 3.7 The CCRP located a new Convention Centre on the site of the old Central Library. The old Central Library site was purchased by Canterbury Earthquake Recovery Authority (CERA) in October 2013 and the building was demolished in the last quarter of 2014.
- 3.8 Since the earthquakes, central Christchurch has been serviced by two small temporary libraries (Manchester & Peterborough).

7 Cont'd

4. COMMENT

- 4.1 Delivering modern library building projects in an age of rapidly changing societal environments and ubiquitous technology is a complex business.
- 4.2 Contemporary public libraries serve to fulfill a number of key socio-economic objectives and in order to do so offer a wide range of spaces, services and experiences.
- 4.3 There has been a massive shift internationally from space planning for collections, equipment and associated physical infrastructure to a strong focus on design for people, community outcomes, experience and innovation.
- 4.4 In order to succeed in delivering on intended outcomes library buildings and the spaces within must be so flexible and adaptable that they can accommodate multiplicity and ongoing repurposing in all aspects of service delivery and library usage.
- 4.5 Key stakeholders identified four objectives for The New Central Library:
 - Develop a strong community and sense of place
 - Contribute to the knowledge economy
 - Celebrate and preserve culture and heritage
 - Act as a catalyst for the regeneration of Christchurch

4.5.1 Objective 1 - Develop a strong community and sense of place

The old Central Library was smaller than other New Zealand central libraries: Auckland 12,000m² and Wellington 14,000m² (per Master Design Brief, section 1.2). Space constraints and limited flexibility meant that the old Central Library was unable to provide several of the key features associated with modern public libraries (e.g. café, meeting facilities, community lounges, and flexible spaces for events & programmes).

Since the earthquakes, central Christchurch is serviced by two small temporary libraries (Manchester & Peterborough). Due to limited space the Central Library Manchester has no children's section. There is no focal point or flagship library in the CCL network. The overall foot-count for the central libraries was 487,333 for the year ending 30 June 2014 (Old Central Library 2011 foot-count (before earthquakes): 950,478).

Christchurch needs a well-known, easily locatable facility that is highly adaptable to the needs of the potential user community. Additional space and a flexible, future proofed layout are needed to be able to respond to changes in technology, media content and learning.

4.5.2 Objective 2 – Contribute to the Knowledge economy

The old Central Library was primarily book-based services, combined with technology that enabled online experiences. Space limitations restricted offerings.

Since the earthquakes, less than half of the 320,000 lendable items that were removed from the old Central Library are available for direct daily public viewing. Space limitations restrict user-driven discovery and learning spaces from being offered. Support for the development of digital literacy skills is limited to one on one tuition. There is no opportunity to exhibit materials, or offer significant library programmes. Due to limited space the Central Library Manchester has no children's section.

The New Central Library must be a central hub to enhance and lead the library network by providing:

- A broader and deeper range of physical and digital resources
- A flexible environment that supports innovation and creativity

7 Cont'd

- Sufficient space for exhibition and performance areas, integrated social and learning spaces, and multi-media and state of the art technologies
- Strong relationships with other providers, effective service procedures, and knowledgeable future focused staff.

4.5.3 Objective 3 - Celebrate and preserve culture and heritage

The old Central Library housed the Aotearoa New Zealand Centre, Nga Pounamu Maori Centre, and Ngai Tahu Collection. Christchurch is becoming a culturally diverse city with over one in five Christchurch residents born overseas according to the 2013 census - some Aotearoa New Zealand Centre, Nga Pounamu Maori Centre and Ngai Tahu Collection resources have been relocated to the Central Library Manchester available on request.

The New Central Library needs facilities to inspire a wide and diverse range of people and draw in new users of various cultures. A developing partnership with Ngai Tahu will be reflected in the building design, the service and the "heartbeat" of the building. Seamlessly integrated research, learning, experiential and interactive spaces will provide meaningful access to the documented record of the city's shared history. A new library will act as a whanau magnet that encourages story telling, exploration of Te Reo and an appreciation of the environment.

4.5.4 Objective 4 - Act as a catalyst for the regeneration of Christchurch

The widespread earthquake damage in Christchurch and wider Canterbury which resulted in approximately 1,000 full or partial demolitions in central Christchurch and businesses and facilities that were located in the central city prior to the earthquakes have relocated to temporary or new premises outside the city zone. The 2013 Census showed a 50% drop in workers and 37% drop in occupied private dwellings in the central city compared to 2006.

The New Central Library needs to offer the facilities, services and amenities that would be expected in any equivalent sized city in New Zealand or worldwide and to provide civic infrastructure and amenity for Christchurch to act as a catalyst for surrounding development and business investment. The Business needs to attract residents, visitors, tourists and workers back into the central city and to signify that normality and 'business as usual' is attainable post-earthquakes in central Christchurch.

4.6 Key stakeholders identified four Critical Success Factors (CSF) for this project. Success of this project will be measured by:

4.6.1 CSF1: Achieving the required design flexibility and build quality

Christchurch residents want a library that is "equipped for every purpose". The New Central Library will need to continuously look to the future to adapt to rapidly changing trends in services, resources, technologies, programmes and in the use of the building itself. The New Central Library will respond to this challenge by creating a flexible environment that is able to accommodate a wide range of activities, and that is future-fit, responsive and adaptable to change.

4.6.2 CSF2: Deliver the New Central Library within the budget of \$85 million

The funding for the New Central Library is comprised of \$60 million from the Council with a further \$10 million of philanthropic funding sourced by the Crown and \$15 million from the Building and Infrastructure Improvement Allowance Fund. The Crown is providing the land.

As a core goal and critical success factor, the project construction costs cannot exceed the allocated project budget. If this critical success factor is at risk then appropriate adjustments of scope (for example to quality or size) must be made to the project design scope in order to meet the budget.

4.6.3 CSF3: Completion of a 'fit for purpose' New Central Library by Q1 2018

At a minimum the New Central Library needs to be able to provide the following services:

- Print and digital collections and content readily available for loan, for use and via the Library's website
- Community spaces
- Equitable access to relevant, timely information and professional services
- Programmes and events designed to meet customers' diverse lifelong learning needs

The New Central Library is to be "an inspiring place for people, uplifting and exciting the senses". It is to be "a place of story, where the essence of our bi-cultural identity, vibrant diversity and unique landscape, past present and future, are conveyed through world class design". The New Central Library will be "a world class library enabling everyone to participate fully in the changing world".

4.6.4 CSF4: Leveraging Christchurch City Libraries' existing library expertise and network

The Library Leadership Team is the senior management of CCL. Lead by the Unit Manager Libraries and Information, this team utilises their knowledge of library and information best-practice, their deep understanding of the libraries network, and their connections to wider Council operations to ensure CCL delivers successful public library services to the city. Retaining and utilising the leadership provided by the LLT in relation to the New Central Library is critical to the success of the project.

4.7 A wide range of options were identified by stakeholders as part of a facilitated workshop process. A long-list of 20 options across five dimensions (scale, service solution, service delivery, implementation and funding) were assessed against the business case critical success factors and investment objectives.

4.8 The following short-listed options were selected for more detailed analysis:

4.8.1 Option 1: Status quo option (retained as a baseline comparator)

4.8.2 Option 2: Build a New Central Library building on a different site in the CBD

4.8.3 Option 3: Build a New Central Library building in the north east corner of the square

4.8.4 Option 4: Build a New Central Library with an additional commercial floor for future growth

4.9 The benefits associated with the New Central Library flow from the successful achievement of the investment objectives in the form of significant social and economic benefits for Christchurch, the South Island and the wider New Zealand economy. Due to the significance of the non-monetary considerations in this assessment, there is limited value in conducting a monetary cost-benefit analysis as part of this economic assessment. Accordingly, the economic assessment is based on the areas of differentiation between the four short-listed options.

4.10 Essentially only three questions separate the four options in the short-list.

- Does the city need a New Central Library? Yes - evidence suggests that there is strong support for a New Central Library. Therefore, the 'do nothing' approach is not an option.
- Should the New Central Library include an additional commercial floor? No - an additional commercial floor is not viable when the substantial commercial risks are taken into account.

7 Cont'd

- Is the proposed location in the north east corner of the Square appropriate? Yes - the proposed New Central Library site is considered to be appropriate and consistent with the investment objectives. Changing the site at this stage of the process would cause significant cost increases and time delays.
- 4.11 The analysis of the shortlisted options identified that the preferred option is comprised of the following attributes across the five dimensions:
- Intermediate scope library (9,856m² at a total project cost of \$85 million)
 - A New Central Library building in the north east corner of the square
 - Library services will be provided by the Council
 - Services will be delivered in one single step (i.e. a big bang approach)
 - It will be funded in accordance with the cost sharing agreement between the Council and the Crown
- 4.12 Funding alternatives for the New Central Library have been considered however the impact on rates of private sector funding is greater and will be felt for a longer period than if council owns and funds it.
- 4.13 The concept design has been prepared by Architectus and schmidt hammer lassen for a New Central Library of 9850m² on the designated site on the corner of Gloucester and Colombo Street in the north east corner of the Square.
- 4.14 The estimated cost is in the range of \$83 to \$88 million with an expected value of \$85 million.
- 4.15 The forecast completion date is Q1 2018.
- 4.16 The project has now reached the stage to begin procurement activities by calling for expressions of interest from suitably qualified organisations to complete the design and construction of the New Central Library.
- 4.17 To encourage innovation in detailed design and construction techniques, the project will be procured under a document and construct form of contract.
- 4.18 The detailed design and the construction procurement of the New Central Library will be delivered via a hybrid design and build (D&B). The construction contractors will be selected by an EOI/ RFP process. A hybrid design and build with a client "preliminary plus" design offers an earlier commitment to resources, an earlier start date and an earlier indication of the final cost. By advancing the tender documents to a "preliminary plus" design phase, the Council will maintain integrity of key design elements of the New Central Library, while the D&B Contractor will still have the latitude (and incentive) to drive the design during the detailed and construction design phases to improve buildability, rationalise the structural and engineering solutions, and further align the design outcome with sub-contractor and supplier market capability and capacities.
- 4.19 The Council has established a governance and project management structure for the project. The project will be internally managed through the Council Facilities and Infrastructure Rebuild Group, Anchor Projects Unit. The Anchor Projects Unit will communicate and interface with CERA and CCDU. The management control of the project will be through the Project Control Group (PCG) and the Project Sponsor. The Central City Programme Steering Board is responsible for governance of the project.

5. FINANCIAL IMPLICATIONS

- 5.1 The funding for the New Central Library is comprised of \$60 million from the Council with a further \$10 million of philanthropic funding sourced by the Crown and \$15 million from the Building and Infrastructure Improvement Allowance Fund. The Crown is providing the land.

7 Cont'd

- 5.2 The New Central Library is anticipated to utilise the entire budget and provision of this floor area within the budget will prove challenging.

6. STAFF RECOMMENDATION

It is recommended that the Council:

- 6.1 Approve investment of up to \$85 million to build a New Central Library of approximately 9,850m² on the site designated in the Central City recovery plan.
- 6.2 Instruct staff to call for Expressions of Interest [EOI] followed by Request for Tender [RFT] from suitably qualified organisations to complete the design and construction of the New Central Library.

New Central Library Business Case



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Introduction

1. This Single Stage Business Case seeks formal approval to invest up to \$85 million from 2014 to build a New Central Library of approximately 9,500m² on the designated site on the north eastern corner of Cathedral Square (the Square).

Background

2. The old Central Library building on Gloucester St, Christchurch was damaged in the 2010 and 2011 earthquakes and subsequent aftershocks.
3. The Christchurch Central Recovery Plan provides a framework for developing the City Centre. The design concept for the Recovery Plan is the development of a greener, more accessible city with a compact core and a stronger built identity. It will also be a City for all people and cultures recognising, in particular, Ngai Tahu heritage and places of significance.
4. The Blueprint, within the Recovery Plan, lays out precincts and anchor projects to catalyse investment, growth and social energy and so bring back people into the Central City. The New Central Library is one of these anchor projects.
5. The New Central Library building will provide easy access to physical lending and reference collections, digital resources, technologies, local heritage and special collections, exhibition and performance spaces, learning and creation areas, meeting facilities, spaces to relax - indoors and outdoors - and activities to entertain and educate young people.

Business Case Structure

6. The business case process is organised around the five case Single Stage Better Business Case approach.
7. The purpose of this Single Stage Business Case is to:
 - Confirm the strategic context of the organisation and how the proposed investment fits within that strategic context
 - Confirm the need to invest and the case for change
 - Present the range of potential options considered
 - Present the short list of options considered
 - Present the preferred option which best meets Council's investment objectives
 - Prepare the proposal for procurement
 - Plan the necessary funding and management arrangements for the successful delivery of the project

- Inform a proposal to Council and Government to seek agreement to approach the market with a request for proposal for construction of a new central library and finalise the arrangements for implementation of the project

Executive Summary

8. This business case is organised around the Single Stage Better Business Case approach using the Five Case Model.

Strategic Case

9. The strategic case outlines the strategic context for the investment proposal and makes a robust and compelling case for change.

The Strategic Context

10. This business case relates to the Christchurch Central Library which comes under the Christchurch City Council's Cultural and Learning Services Activity. The Library Leadership Team (LLT) is responsible for the leadership of the Christchurch City Libraries (CCL).
11. Christchurch city has a proud history of investing in libraries. CCL include a network of 21 facilities which includes community libraries, a mobile library and a digital library that all provide a customer-driven and value for-money library and information service for residents, ratepayers and visitors.
12. The old Central Library building suffered significant damage in the 22 February 2011 earthquake. Christchurch City Council (CCC) received a detailed engineering evaluation of the building following the February and June 2011 earthquakes.
13. Central Library Peterborough and Central Library Tuam were opened as transitional libraries while Central Library remained in the red zone¹. Central Library Tuam was closed in November 2013 to make way for the Justice and Emergency Services Precinct, and was replaced by Central Library Manchester in January 2014.
14. CCC originally planned to repair the earthquake damaged Central Library building. However, this plan changed following the release of the Christchurch Central Recovery Plan (CCRP) in July 2012.
15. The CCRP identifies the New Central Library as one of the key anchor projects in the reconstruction of Christchurch. The location for the proposed New Central Library is a 2,725 square metre site on the northern edge of the Square facing Colombo Street to the west and Gloucester Street to the north.
16. The CCRP also located a new Convention Centre on the site of the old Central Library. The old Central Library site was purchased by Canterbury Earthquake Recovery Authority (CERA) in October 2013 and the building was demolished in the last quarter of 2014.

¹ The 'red zone' was a public exclusion zone in the Christchurch Central City implemented after the 22 February 2011 Christchurch earthquake.

17. The LLT's working vision signals the potential of the New Central Library: "Christchurch Central Library - a world class library enabling everyone to participate fully in the changing world".
18. The Leadership Team sees the library as "central to the city's future" as a universally welcoming and accessible place that will be transformative for the individual and the city. They expect that the new library will be a place for discourse and debate; collaboration and co-design; sharing and celebrating the gift of story; promoting and enabling innovation, creativity and play; and celebrating and preserving heritage and community identity.
19. This internal service strategy aligns with the aspirations of Christchurch residents, the Council, and representatives from social, community, business and educational sectors: the New Central Library will be a place of knowledge, and a place to discover, connect and play.
20. The proposal for a New Central Library is founded on both functional shortcomings of the previous building, which were identified before the earthquake, as well as key national and local government strategies developed in response to the catastrophic events of 2011.
21. The business need for the New Central Library is also derived from the requirement for CCL to fulfil relevant national, regional, sector and organisational strategies that align to the investment proposal.

The Case for Change

22. Key stakeholders identified four investment objectives for this investment proposal:

- Strong community and sense of place
- Knowledge economy
- Culture and heritage
- Regeneration of Christchurch

23. The below tables summarise the existing arrangements and the business needs for each of the investment objectives.

Summary of the existing arrangements and business needs

Investment Objective 1 Strong community and sense of place	
Existing Arrangements <p>Old Central Library</p> <p>Current Arrangement</p>	<ul style="list-style-type: none"> - Smaller than other New Zealand central libraries: Auckland 12,000m2, Wellington 14,000m2, and Dunedin 6,575m2 (per Master Design Brief, section 1.2) - Space constraints and limited flexibility meant that the old Central Library was unable to provide several of the key features associated with modern public libraries (e.g. café, meeting facilities, community lounges, and flexible - Central Christchurch is serviced by two small temporary libraries (Manchester & Peterborough) - Due to limited space the Central Library Manchester has no children's section - There is no focal point or flagship library in the CCL network - Overall footcount for the central libraries was 487,333 for the year ending 30 June 2014 (Old Central Library 2011 footcount (before earthquakes): 950,478)
Business Needs	<ul style="list-style-type: none"> - Well-known, easily locatable and highly adaptable to the needs of the potential user community - Additional space and a flexible, future proofed layout to be able to respond to changes in technology, media content and learning - Safe building with good public accessibility - Strong connections with other amenities
Investment Objective 2 Knowledge economy	
Existing Arrangements <p>Old Central Library</p> <p>Current Arrangement</p>	<ul style="list-style-type: none"> - Primarily book-based services, combined with technology enabled online experiences - Space limitations restricted offerings (see current arrangement for more detail) - Less than half of the 320,000 lendable items that were removed from the old Central Library are available for direct daily public viewing - Space limitations restrict user-driven discovery and learning spaces from being offered - Support for the development of digital literacy skills is limited to one on one tuition - No opportunity to exhibit materials, or offer significant library programmes - Due to limited space the Central Library Manchester has no children's section
Business Needs	<ul style="list-style-type: none"> - A central hub to enhance and lead the library network by providing a broader and deeper range of physical and digital resources - A flexible environment that supports innovation and creativity - Sufficient space for exhibition and performance areas, integrated social and learning spaces, and multi-media and state of the art technologies - Strong relationships with other providers, effective service procedures, and knowledgeable future focused staff

Summary of the existing arrangements and business needs (continued)

Investment Objective 3 Culture and Heritage	
Existing Arrangements	
Old Central Library	- Housed the Aotearoa New Zealand Centre, Nga Pounamu Maori Centre, and Ngai Tahu Collection
Current Arrangement	- Christchurch is becoming a culturally diverse city with over one in five Christchurch residents born overseas according to the 2013 census - Some Aotearoa New Zealand Centre, Nga Pounamu Maori Centre and Ngai Tahu Collection resources have been relocated to the Central Library Manchester. Other resources are in storage but are made available on request
Business Needs	- Facilities to inspire a wide and diverse range of people and draw in new users of various cultures - Partnership with Ngai Tuahuriri encompassing the building design, the service and the "heartbeat" of the building - Seamlessly integrated research, learning, experiential and interactive space will provide meaningful access to the documentary record of the city's shared history - A new library that acts as a whanau magnet that encourages story telling, exploration of te reo and an appreciation of the environment
Investment Objective 4 Regeneration of Christchurch	
Existing Arrangements	
Current Arrangement	- Widespread earthquake damage in Christchurch and wider Canterbury which resulted in approximately 1,000 full or partial demolitions in central Christchurch - Businesses and facilities that were located in the central city prior to the earthquakes have relocated to temporary or new premises outside the city zone - 2013 Census showed a 50% drop in workers and 37% drop in occupied private dwellings in the central city compared to 2006
Business Needs	- Offer the facilities, services and amenities that would be expected in any equivalent sized city in New Zealand or worldwide - Provide civic infrastructure and amenity for Christchurch and act as a catalyst for surrounding development and business investment - Attract residents, visitors, tourists and workers back into the central city - Signify that normality and 'business as usual' is attainable post-earthquakes in central Christchurch

24. The proposal is subject to the constraints and dependencies set out in the table below. These dependencies will be carefully monitored during the project.

Key constraints and dependencies

Constraints	Description
Budget	The budget is a key constraint. Trade-offs will need to be made to ensure that the budget is not exceeded.
Insurance Settlement	The insurance settlement on the old Central Library is only valid if the NCL is built within the CBD.
CCRP site designation	CCRP located a new Convention Centre on the site of the old Central Library on Gloucester Street. The NCL is designated on a site in the North East corner of The Square.
Dependencies	Description
Government providing the land	Construction on the NCL cannot be started until the land has been acquired.
Competition of the other Anchor Project	Success of the NCL relies in part of the success on its surrounding projects and the rebuild in general.

Economic Case

25. A wide range of options were identified and short-listed by stakeholders as part of a facilitated workshop process. Details of these workshops are included in the Appendix Two (Detailed Design Brief, Appendix A: Stakeholder Workshop Summaries).
26. A long-list of 20 options across five dimensions (scale, service solution, service delivery, implementation and funding) was assessed against the business case critical success factors and investment objectives.
27. The following short-listed options were selected for more detailed analysis in this business case:
 - **Option 1:** Status quo option (retained as a baseline comparator)
 - **Option 2:** Build a New Central Library building on a different site in the CBD
 - **Option 3:** Build a New Central Library building in the north east corner of the square
 - **Option 4:** Build a New Central Library with an additional commercial floor for future growth
28. The Strategic Case demonstrates that the benefits associated with the New Central Library flow from the successful achievement of the investment objectives in the form of significant social and economic benefits for Christchurch, the South Island and the wider New Zealand economy.
29. Due to the significance of the non-monetary considerations in this assessment, there is limited value in conducting a monetary cost-benefit analysis as part of this economic assessment. Accordingly, the economic assessment is based on the areas of differentiation between the four short-listed options.
30. Essentially only three questions separate the four options in the short-list.
 - **Does the city need a New Central Library?** *Yes - evidence suggests that there is strong support for a New Central Library. Therefore, the 'do nothing' approach is not an option.*
 - **Should the New Central Library include an additional commercial floor?** *No - an additional commercial floor is not viable when the substantial commercial risks are taken into account.*
 - **Is the proposed location in the north east corner of the Square appropriate?** *Yes - the proposed New Central Library site is considered to be appropriate and consistent with the investment objectives. Changing the site at this stage of the process would cause significant cost increases and time delays.*

Presenting the results of the options analysis

	Option 1: Do Nothing	Option 2: NCL on different CBD site	Option 3: NCL on north east corner of Square	Option 4: NCL with commercial floor
Analysis of non-monetary benefits:				
Achieves Investment Objectives?	No	Yes	Yes	Yes
Key constraints	n/a	Cost and time delays of locating a new site and then reworking the designs	Site availability	Commercial risks
Viable option?	n/a	No	Yes	No

31. The analysis in the economic case identified that the preferred option is comprised of the following attributes across the five dimensions:
- Intermediate scope library (*9,500m² at a total project cost of \$85 million*)
 - A New Central Library building in the north east corner of the square
 - Library services will be provided by CCC
 - Services will be delivered in one single step (i.e. a big bang approach)
 - It will be funded in accordance with the cost sharing agreement between CCC and the Crown

Commercial Case

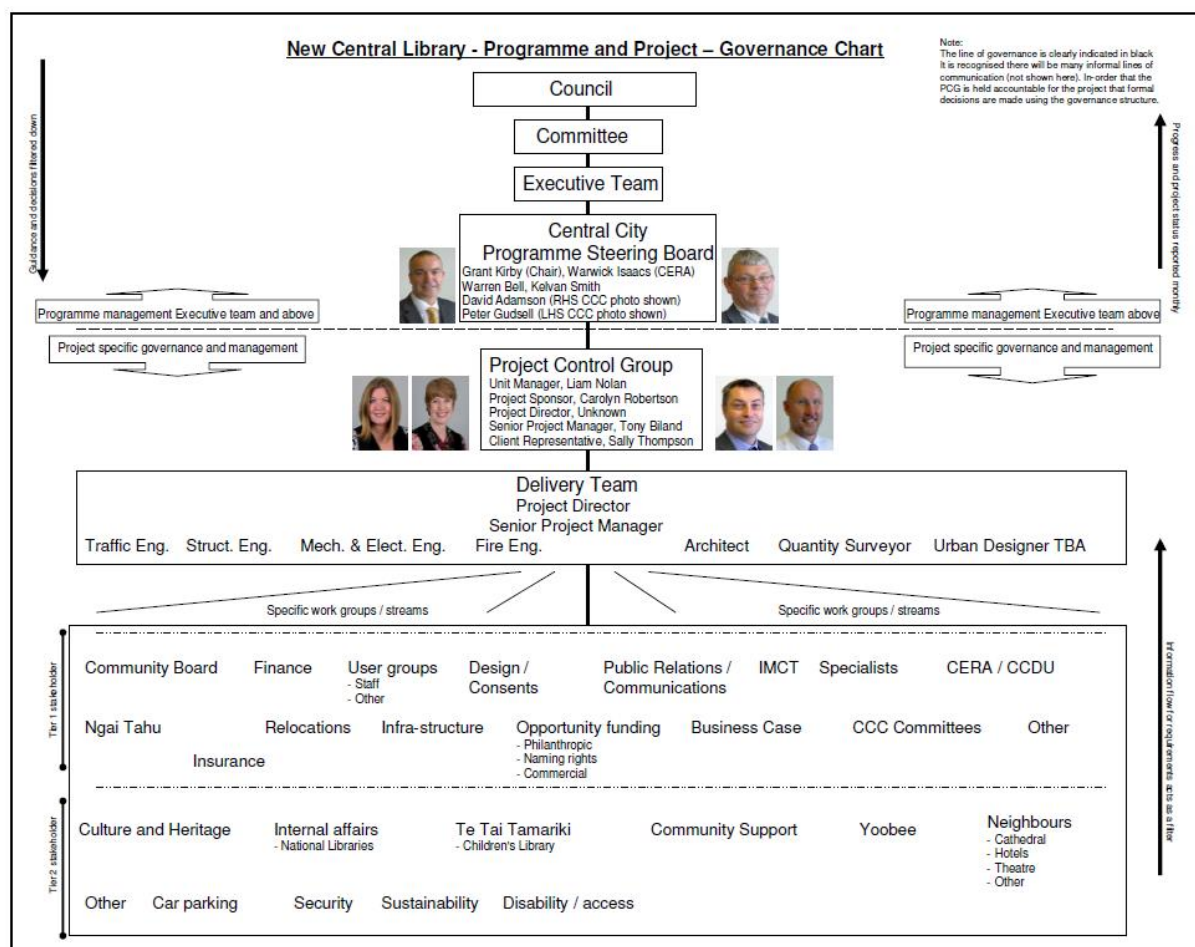
32. The procurement strategy is a four step process as recommended in the Procurement Options Report²:
- Step 1: CCC to finalise the budget and sponsor brief
 - Step 2: Open market Architectural Expression of Interest (EOI) and select Request for Proposal (RFP) process. The rest of the consulting team should also be selected by an EOI/ RFP process at this time
 - Step 3: Appointed consulting team is to prepare the “Preliminary plus” Design documentation
 - Step 4: the detailed design and the construction procurement of the New Central Library to be delivered via a hybrid design and build (D&B) based on the design documents from step 3. The construction contractors will be selected by an EOI/ RFP process
33. A hybrid design and build with a client “preliminary plus” design offers an earlier commitment to resources, an earlier start date and an earlier indication of the final cost. By advancing the D&B tender documents to a “preliminary plus” design phase, CCC will maintain integrity of key design elements of the New Central Library, while the D&B Contractor will still have the latitude (and incentive) to drive the design during the detailed and construction design phases to improve buildability, rationalise the structural and engineering solutions, and further align the design outcome with sub-contractor and supplier market capability and capacities.
34. The NEC3 contract is proposed to be used for the New Central Library due to the collaborative relationship that it encourages between the parties. This will be finalised following market testing in November 2014.
35. The proposed payment approach is to use the flexible pricing options allowed under the NEC3 contract. This will allow milestone payments to be made against the contract.

² Procurement Options Report (July 2013 revision 3) by Cequent Projects

Financial Case

36. The capital budget is based on the \$85 million funding agreed in the cost sharing agreement between CCC and the Crown. The New Central Library is anticipated to utilise the entire budget and provision of this floor area within the budget will prove challenging.
37. The business case team has been unable to obtain a summary of the proposed operating expenses for the New Central Library at this stage. It is understood that a goal to minimise annual operating expenses (compared to the old central library per square metre area) has been included in the scope of the design team and that this will be a factor in the acceptance of a design.

Management Case



38. The following project management arrangements will be applied to this project:
- The Anchor Projects Unit will communicate and interface with the CCDU
 - The Central City programme Steering Board is responsible for governance of the project
 - The project will be internally managed through the Council Facilities and Infra Structure Rebuild Group
 - The management control over the project will be through the Project Control Group (PCG) and the Project Sponsor
 - The project will be managed by the Project Manager using the Conject project management system and methodology, or similar
39. CCC has put together a Governance Structure document summarising this process. This is attached to this business case.
40. The plan for dealing with change and associated contract management is implemented after the construction contractor comes on board. This is summarised in the Project Management Plan.

41. The risk register, including the risk management process, is attached to this business case.
42. A post implementation review, or post occupancy review, is planned to take place once the New Central Library has been occupied and running for a period. This will ensure that the review identifies any operational issues or deviations from plan, as opposed to initial 'teething issues'.

The Strategic Case - Making the Case for Change

Section Contents

This section is arranged into the following subsections and areas.

Strategic Context

Organisational Overview

- History of the Central Library

- Current library activities and services

- What is CCL seeking to achieve?

- Library growth and trends

- Key stakeholders of the New Central Library

- Resources available

- Current and expected operating environments

Alignment to existing strategies

- National government strategies

- Local government strategies

- Regional strategies

- Sector strategies

- International strategies

- Key Inter-dependencies to the New Central Library project

- Other current or planning library projects

Invest Objectives, Existing Arrangement, Business Needs

Investment objectives

Existing arrangements and business needs

- Investment objective one: strong communities and sense of place

- Investment objective two: knowledge economy

- Investment objective three: culture and heritage

- Investment objective four: regeneration of Christchurch

Potential Business Scope and Key Service Requirements

- Creating a new library and sense of place in the central city for the Christchurch community

- Creating a cultural hub that records and celebrates Christchurch's collective heritage

- Creating a library that attracts people back to the city and is a catalyst for the regeneration of the Square

Main Benefits

Main Risks

Key Constraints and Dependencies

Strategic Context

43. This part of the strategic case confirms the strategic context for the investment proposal and makes a compelling case for change.

Organisational Overview

44. CCC has a vision for Christchurch City: Our future Christchurch is a world-class boutique city, where people enjoy a sustainable lifestyle, a healthy environment, a strong economic base and the diverse landscapes of the city and peninsula.
45. CCC is the second largest Council in the country and is responsible for ensuring that the 368,900 Christchurch residents are well governed and provided for³.
46. At 30 June 2013 CCC employed 1,563 full-time equivalent staff, had annual expenditure of \$1,375 million and managed total assets of \$9,342 million⁴.
47. The key aims or community outcomes of CCC can be classified into the following categories⁵:
- **Liveable city** - a well built environment improves the lives of Christchurch residents by ensuring the right mix of houses, buildings and urban spaces. Following the earthquakes, Christchurch has a unique opportunity to rebuild its urban form in a way that enhances our lives
 - **Strong communities** - making Christchurch a safe place to live, participation in a wide range of recreational activities and having a sense of connection to the community are important elements of what makes up a strong community



³ <http://www.ccc.govt.nz/thecouncil/index.aspx>

⁴ CCC Annual Report for the year ended 30 June 2013

⁵ Per CCC website: The 2013–16 Community Outcomes

- **Healthy environment** - the Christchurch district has landscapes and indigenous biodiversity that are unique and important to the area and Council works with a range of groups to protect the environment
- **Prosperous economy** - a prosperous economy is integral to achieving our goals for the city
- **Good governance** – to ensure that all statutory obligations are being met, that the Council provides leadership on key issues for the district, that decisions are transparent and that all decisions take account of community views

48. The core activities of CCC fall under the following classifications:

- City planning and development
- Community support
- Cultural and learning services
- Democracy and governance
- Economic development
- Parks and open spaces
- Recreation and leisure
- Refuse minimisation and disposal
- Regulatory services
- Provision of roads and footpaths
- Treatment and disposal of sewage
- Water supply
- Stormwater drainage and flood protection
- Corporate activities

49. The Local Government Act 2002 states that libraries are one of the core services that a local authority must consider when performing their role⁶.

50. This business case relates to the Christchurch Central Library which comes under the Council's Cultural and Learning Services Activity. The LLT is responsible for the leadership of CCL.

51. Christchurch city has a proud history of investing in libraries. The CCL library network includes community libraries, a mobile library and a digital library that all provide a customer-driven, value-for-money library and information service for residents, ratepayers and visitors.

52. Membership is free to all CCC ratepayers and residents. Non-Christchurch residents pay for each item borrowed or take out a subscription. At the end of the financial year June 2014 there were 205,702 members⁷.

⁶ LGA 2002, section 11A: Core services to be considered in performing role

⁷ CCL Activity statistics June 2014

History of the Central Library

53. The city has valued the Central Library as a much used, constant and forward-thinking presence in the inner city for many years. In 1859 the Mechanics Institute opened a small subscription library in High Street and in 1863 the library moved to Cambridge Terrace, under the management of Canterbury College (later the University). Christchurch City Council took over management of the library in 1948.⁸
54. The Cambridge Terrace library was replaced by a new library building (referred to as the 'old Central Library') on the corner of Gloucester Street and Oxford Terrace in 1982.
55. This building consisted of four storeys with a floor area of 6,000 square metres. Additions were completed in 1997 and an additional 1.5 floors were added. This allowed for the creation of a spacious community lounge in the Ngā Pounamu Māori Centre. In 2000 the Canterbury Public Library changed its name to Christchurch City Libraries. Further alterations took place in 2001.
56. The existing building (6,800 m²) was small by the standards of other New Zealand central libraries, relative to population – by contrast Auckland is 12,000m², Wellington 14,000m² and Dunedin 6,575m².
57. The size of the Gloucester Street building limited the Christchurch Central Library's ability to meet customers' changing expectations:
 - Study spaces and available technology were at a premium
 - Inability to respond flexibly to changing demand for collection areas
 - Suitable events and performance spaces were lacking resulting in overcrowding and a negative impact on adjacent services
58. By 2008, when the Libraries 2025 Facilities Plan was published, it was widely accepted that the old Central Library was too small to be able to meet customer expectations. At this time the Central Library was assessed as being in fair-to-good condition but had "inadequate space to house the current collection and the ability to grow services".
59. The Plan proposed that Council explore development options for a Central Library complex in time for the 2012-2022 Long Term Plan (LTP) process; identify partnerships and explore linkages to other civic developments; and monitor the effect of residential intensification on the Central Library's role as a community library for inner city residents.
60. The Central Library building suffered significant damage in the 22 February 2011 earthquake. CCC received a detailed engineering evaluation of the building following the February and June 2011 earthquakes.
61. Central Library Peterborough and Central Library Tuam were opened as transitional libraries while the old Central Library remained in the red zone. Central Library Tuam was closed in November 2013 to make way for the Justice and Emergency Services Precinct, and was replaced by Central Library Manchester in January 2014.
62. CCC originally planned to repair the earthquake damaged Central Library building, however this plan changed following the release of the Christchurch Central Recovery Plan (CCRP) in July 2012.

⁸ <http://christchurchcitylibraries.com/Heritage/LocalHistory/ChristchurchCityLibraries/>

63. The CCRP identifies the New Central Library as one of the key anchor projects in the reconstruction of Christchurch. The location for the proposed New Central Library is a 2,725 square metre site on the northern edge of the Square facing Colombo Street to the west and Gloucester Street to the north.
64. The CCRP also located a new Convention Centre on the site of the old Central Library. The old Central Library site was purchased by CERA in October 2013 and the building was being demolished in September 2014.

Current library activities and services

65. The following three paragraphs are extracts from the Libraries Activity section of the Activity Management Plan⁹.
66. Libraries provide the following services to users:
- Print and digital collections and content readily available for loan, for use in libraries and via the Library's website
 - Community spaces through a network of libraries, the mobile service and digital access via the website
 - Equitable access to relevant, timely information and professional services
 - Programmes and events designed to meet customers' diverse lifelong learning needs¹⁰
67. These services are provided:
- To promote reading and multi literacies through providing access to collections of recreational reading, listening and viewing materials and facilitating access to digital content
 - To provide opportunities for information democracy, social inclusion and lifelong learning
 - To promote and encourage community identity and local heritage
 - To provide community spaces where people can engage and receive guidance and expertise through the presence of a network of libraries
68. These services contribute to the following outcomes:
- People have access to information and skills to enable them to participate in society (by providing access to knowledge, ideas and works of the imagination; civic and government information, and programmes and services; libraries support active citizenship and promote literacy and lifelong learning for diverse communities in the digital age)
 - People have equitable access to libraries (by providing a citywide network of libraries, including joint-use school/public libraries, a mobile library service and comprehensive range of digital services, people can visit libraries in ways and at times that best suit their lifestyles and preferences)
 - There is increasing participation in recreation activities (increased participation in recreational activities is stimulated by libraries providing access to a wide range of content in all formats, delivering relevant, engaging programmes and events and fostering the joy and benefits of reading for recreation, discovery and lifelong learning)
 - The city's heritage and taonga are conserved for future generations (by collecting, curating and making available local content and history in all formats, libraries help ensure the preservation and strengthening of community identity and memory for current and future generations)

⁹ <http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/ltccp/typ2013/ACMP-TYP2013-16-Libraries.pdf>

¹⁰ <http://resources.ccc.govt.nz/files/TheCouncil/policiesreportsstrategies/ltccp/typ2013/TYPVol1Councilactivitieservices-CulturalLearningservices.pdf> pages 201 - 214

- People have strong networks (by providing a citywide network of facilities that are community hubs, and by offering free public internet access and meeting and display spaces, libraries help people connect, engage and communicate locally, nationally and globally)
69. The following groups or sections of the community benefit from the Library Activity: ratepayers and renters; children and teens; students; older adults; caregivers for old and young; people with limited access; domestic and international visitors and students; new migrants; Ngai Tahu; Tangata Whenua and other iwi; speakers of languages other than English; businesses; institutions; educators; job seekers; people with entrepreneurial needs; and workers in Christchurch contributing to the rebuild.
70. The table below includes a summary of key library statistics for the years ending June 2010 (pre-earthquake) and 2014 (current situation).

Library Statistics

	Year ended June 2010	Year ended June 2014	Variance
Number in Library Network	21	21	
Central Library Configuration	Old Central Library	Two temporary central libraries (Peterborough & Manchester)	
Mobile Library Service?	Yes	Yes	
Circulation Statistics (total network and key libraries)			
Total Circulation	6,090,684	4,438,788	-27%
Old Central Library	1,110,262	-	-100%
Central Peterborough	-	352,716	-
Central Manchester (from 20 Jan 2014)	-	111,329	-
Fendalton	623,727	470,985	-24%
Linwood	397,468	274,692	-31%
New Brighton	323,361	235,190	-27%
Papanui	337,211	433,223	28%
Shirley	476,159	330,232	-31%
South Library	717,067	680,310	-5%
Upper Riccarton	456,186	385,215	-16%
Footcount Statistics (total network and key libraries)			
Total Footcount	4,047,281	3,811,793	-6%
Old Central Library	950,478	-	-100%
Central Peterborough	-	273,441	-
Central Manchester (and Central Tuam)	-	213,892	-
Fendalton	314,377	274,741	-13%
Linwood	206,547	325,876	58%
New Brighton	356,525	305,841	-14%
Papanui	234,665	383,225	63%
Shirley	328,337	320,134	-2%
South Library	443,883	397,185	-11%
Upper Riccarton	309,100	421,733	36%
Other Statistics			
Number of programme sessions offered	3,294	4,005	
Number of people attending programmes	93,173	102,795	
Total computer sessions	150,906	657,930	
Number of website visits	3,223,177	4,899,567	

71. Currently two temporary central libraries (Peterborough and Manchester) provide library and information services to inner city residents, workers and visitors.

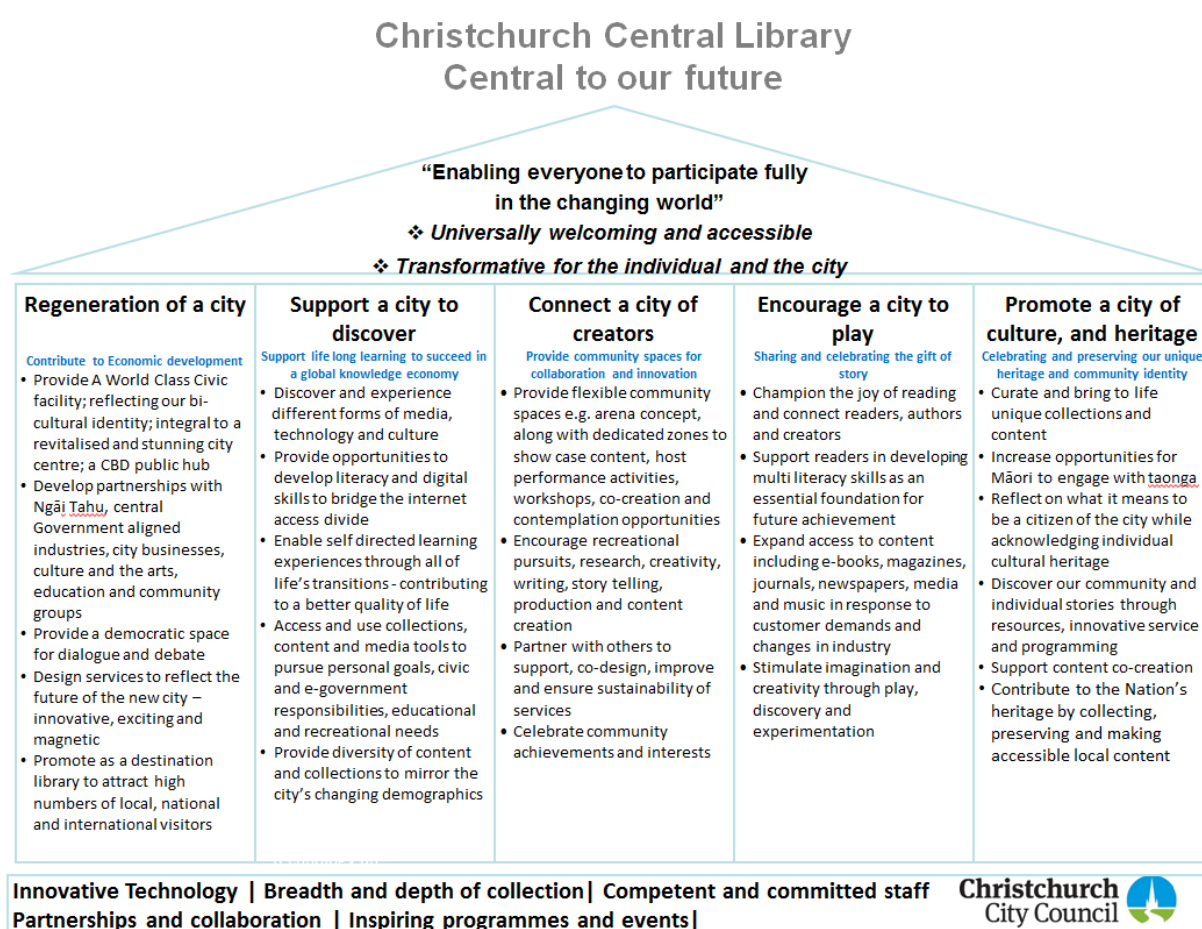
72. Central Library Peterborough, located at 87-91 Peterborough Street, is open each day of the week. The collection consists of approximately 85,000 items, which include books (general fiction, non-fiction, best sellers and biographies), magazines, newspapers, standards, CDs and DVDs, and talking books. The library also includes materials for children and young adults.
73. Central Library Peterborough accommodates the World Languages Collection. Computers and free internet access is available at the library including Wifi, 25 public computers, 5 children's computers, and a family history computer. Programmes offered currently include baby-times and story-times, small exhibitions, and computer skills drop-in sessions.
74. Central Library Manchester, located at 36 Manchester Street, is open six days of the week from Monday to Saturday. The collection consists of approximately 48,000 items, which include books (general fiction, non-fiction, best sellers and biographies), magazines, newspapers, standards, CDs and DVDs, and talking books. The library includes materials for young adults but, due to limited space, does not include materials for children.
75. Central Library Manchester houses the Aotearoa New Zealand, Nga Pounamu Maori, Local Government and Ngai Tahu Collections. It also accommodates Family History resources including electoral roles, microfilm newspaper files, and telephone and business directories. Computers and free internet access is available at the library including Wifi, 10 public computers, Press Display, and 4 family history computers. Programmes offered currently include computer skills one-on-one sessions.
76. The Old Central Library employed 73 full-time equivalent staff and an additional 39 staff from other teams were located in the building. In comparison, the two temporary central libraries' currently employ a Service Delivery Team of 26 full-time equivalents.
77. The LLT intends to have the same number of Service Delivery staff in the New Central Library (73 full-time equivalents), plus ten in the Management and Management Support Teams, four in the Places and Spaces Team, six in the Web Team, and eleven in the Fingertip Library Team.
78. Christchurch City Libraries has a strong reputation for providing dynamic and engaging libraries and has won awards for building design and for service innovation.¹¹ These include New Zealand Institute of Architecture Awards for Aranui Library (2013), Parklands Library (2006) and South Library (2004); Civic Trust Awards for Upper Riccarton Community and School Library (2006) and Parklands Library (2006); and National Maori Language Week Awards in 2004 and 2005. Christchurch librarians often speak at conferences about library design and management best practice, and have delivered papers at New Zealand, Australian and US conferences about the library's role in disaster recovery.
79. Christchurch City Libraries' desire for service excellence and innovation is reflected in the high use of all of its libraries. Customer expectation is such that the city's residents see their libraries as both social and cultural hubs, and consider this to be core service. The provision of "community based services for all in places at the heart of the community" is considered to be one of four key strategic roles for New Zealand public libraries.¹²

¹¹ <http://christchurchcitylibraries.com/Bibliofile/Awards/>

¹² Public Libraries of New Zealand: A Strategic Framework 2012-2017, page 25

What is CCL seeking to achieve?

80. The LLT's working vision signals the potential of the New Central Library: "Christchurch Central Library - a world class library enabling everyone to participate fully in the changing world".
81. The Leadership Team sees the library as "central to the city's future" as a universally welcoming and accessible place that will be transformative for the individual and the city. They expect that the new library will be a place for discourse and debate; collaboration and co-design; sharing and celebrating the gift of story; promoting and enabling innovation, creativity and play; and celebrating and preserving heritage and community identity.
82. The following diagram represents a summary of the Leadership Team goals in the Activity Management Plan.



83. This internal service strategy aligns with the aspirations of Christchurch residents, the Council, and representatives from social, community, business and educational sectors. The New Central Library will be a place of knowledge, and a place to discover, connect and play.
84. Five strategic objectives have been identified for the New Central Library based on feedback with stakeholders during the consultation phase:
 - Strong community and sense of place
 - Knowledge economy
 - Culture and heritage

- Regeneration of Christchurch
 - Innovation
85. **Strong community and sense of place:** Today, good public libraries are highly valued as “community living rooms” in the sense that they promote inclusion and provide spaces for a wide range of social, recreational and learning activities. Christchurch has a reputation for providing excellence in library services and the city’s residents place a high value on their libraries and associated services. This pride and strong sense of community ownership means that Christchurch’s libraries are important community hubs that attract a high volume of visitors each day. Christchurch residents regularly use more than one library and, prior to the 2011 earthquakes, many used their local library combined with the city’s Central Library. The Central Library was also a tourist and out-of-town visitor destination and a valued public hub for inner city residents and workers.
86. The people of Christchurch have asked for a new library that is “a welcoming place” and “a fusion of spaces for every function”.¹³ They have asked for an attractive and accessible library where “people can find something that reflects who they are”. As a quality destination in the heart of the city, it is expected that the New Central Library will be a focal point for civic activity and a widely known and highly valued place where people can connect with the city and its culture. Accessible for everyone, it will be an environment for the city’s diverse population to visit and enjoy.
87. **Knowledge economy:** Libraries provide free and equitable access to information, ideas and experiences – supporting the development of literacy in all its forms. They provide opportunities for sourcing, creating, evaluating and sharing ideas and, importantly, they foster the joy of reading for people of all ages. Libraries support individuals to have the skills and confidence to be able to participate fully in society. Christchurch’s libraries support the development of literacy skills, promote reading, encourage digital literacy, and facilitate life-long learning.
88. The New Central Library will have a unique function within the Christchurch City Libraries’ network (and within the Canterbury region and the South Island) in that it will provide an extended range of resources, tools and technologies, and a diverse offering of programmes, events, exhibitions and experiences. “Dynamically connected for Discovery and Learning”¹⁴, it is expected that the New Central Library will provide local, regional and national leadership in the development and delivery of all manner of knowledge related experiences.
89. **Culture and heritage:** Libraries are cultural as well as community hubs and the Central Library has traditionally played an important role in collecting, preserving, recording and celebrating the city’s heritage.
90. The New Central Library aims to provide engaging and enriching experiences that recognise bi-cultural heritage and are inclusive for all of Christchurch’s culture and community. In addition to providing access to heritage resources (via searching, browsing, exploration and interaction), the New Central Library will promote the collective stories of the city and encourage people to share their own. Digital and print resources, storytelling, exhibitions, performances, programmes will all play a part in ensuring the New Central Library values and celebrates the cultures, heritage and unique identity of the Christchurch community.

¹³ Engagement – Themes 1 and 3, New Central Library Your Library Your Voice – Feedback, p7 & 12

¹⁴ Engagement – Theme 2, New Central Library Your Library Your Voice – Feedback, p10

91. **Regeneration of Christchurch:** The New Central Library will be a vital anchor in the recovery of Christchurch and the CBD. Libraries are a highly valued and trusted brand throughout the world. They are recognised as having a significant “place-based” impact as they can be catalysts within areas of regeneration due of the high number of visitors they draw to the location during extended hours of operation, and the enhanced experiences that they provide.¹⁵ The New Central Library, as a key civic destination in the heart of the city, will draw people back into the CBD and give new life to the Square:
- The library will potentially be a place of certainty and normality that connects the old and familiar with the new and emerging
 - A central space for meeting and networking
 - A destination for tourists
 - An inner city venue for cultural gatherings and events
 - A family destination
 - A highly valued public amenity that supports wider activity emerging in the heart of Christchurch
 - A central library where visitor volumes eventually exceed those of the old Central Library
92. **Innovation:** The people of Christchurch have asked for a library that is “equipped for every purpose” and this reflects the challenge that is faced by all libraries – to continuously look to the future to adapt to rapidly changing trends in services, resources, technologies, programmes and in the use of building itself.¹⁶ The New Central Library will respond to this challenge by embracing innovation and creating a flexible environment that is future-fit, responsive and adaptable to change.
93. In addition to responding to emerging trends, the New Central Library will foster innovation and creativity. A willingness to work together, combined with access to new technologies, specialist knowledge and expertise, and a well configured physical environment will stimulate and facilitate learning, production and creativity.

¹⁵ http://www.artscouncil.org.uk/media/uploads/pdf/Evidence_review_economic_contribution_libraries.pdf

¹⁶ Engagement – Theme 4, New Central Library Your Library Your Voice – Feedback, p14

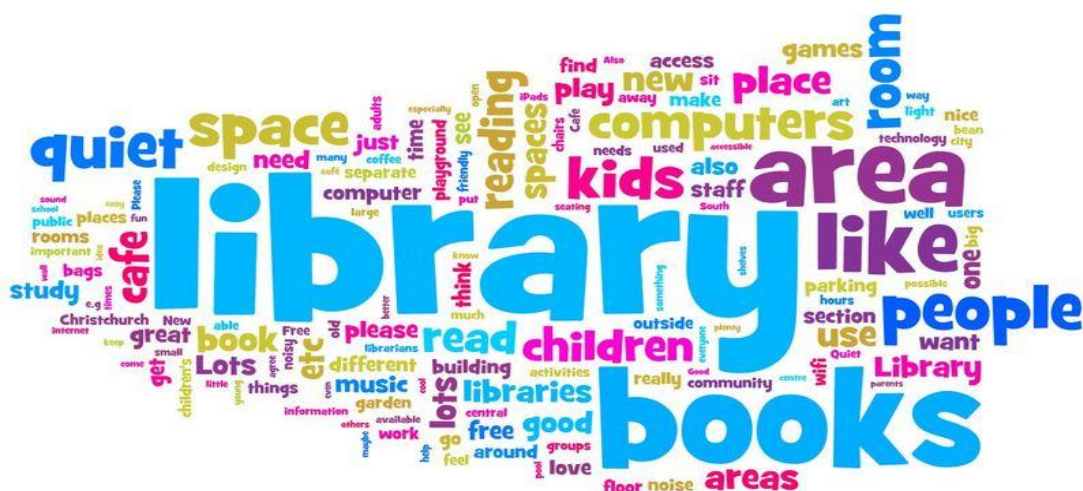
Library Growth and Trends

94. People are using libraries in new ways and they are becoming increasingly busy places. Traditionally libraries have provided books and other media for loan and reference and, while still providing access to ideas and works of the imagination, they are now active and engaging community cultural, social and learning hubs. This transformation has largely been influenced by the rapid developments in technology, and also by the changes in the economy and the impact that this is having on communities. These changes provide significant opportunities for public libraries as they reinvent themselves as people-focused dynamic and engaging multi-use environments that facilitate a wide range of functions and experiences.
95. For the New Central Library this means it will be an environment that is able to accommodate a wide range of activities and satisfy the requirements of the city's diverse population:
- “a welcoming place”
 - “dynamically connected for discovery and learning”
 - “a fusion of spaces for every function”
 - “equipped for every purpose”
96. The technology environment will continue to evolve. This rapid pace of change, and the on-going explosion of choice of digital content, means that libraries have a key role to play in supporting the development of literacy skills and providing access to a wide range of digital experiences. The library is the place of choice to visit to try out new technologies; access the internet for free; discover, explore and create content; connect and collaborate with others; and facilitate innovation and growth. People use public libraries throughout New Zealand to access e-government resources and on-line local community information. This important role where libraries are community digital hubs will continue to increase.
97. The New Central Library will provide support for people to access government and civic information via computers and Wifi – therefore enabling all people to have access to the information they need to be able to fully participate in society. The New Central Library's prominent and convenient location, combined with the library's long-standing reputation of having staff available to provide assistance, will mean that this library will be a key community digital hub.
98. The New Central Library presents an opportunity for the city to create a laboratory for new technologies that is accessible to everyone. In this new environment users will experience technology solutions that are seamlessly integrated with physical resources, areas where they can use cutting edge technology, and technology enabled services that run smoothly.
99. **Libraries are centres of active learning.** With reputations as places for “hanging out, messing about and geeking out”, more and more libraries throughout the world are providing opportunities for hands on learning, creating, problem solving, developing content, exchanging ideas, innovating and producing. Although limited for space, Christchurch's libraries have already been providing a range of learning experiences throughout their current network. The New Central Library's flexible and more spacious environment will mean that the city can potentially experience a varied offering of workshops, exhibitions, performances and events. These activities, combined with quality physical and digital resources, skilled staff and partner-providers, and innovative and up-to-the-minute technologies, will further strengthen the library's role as a key place for lifelong learning and development.

100. **Libraries bring communities together.** Christchurch City Libraries has experienced this when opening new libraries in the past with a resulting significant increase in patronage and strong community ownership and pride in each new facility. During the earthquakes the city's libraries became vital community hubs, links to information and essential services, and safe places that gave a sense of normality.
101. The New Central Library will signify a return to normality and be a strong contributor to the success of the CBD rebuild:
- In addition to returning the largest library back to the city and creating a modern and inspiring civic landmark, the New Central Library will be significant in its role as a place to observe, understand and record the rebuild process
 - As a symbol of healing and taking the city back from the chaos
 - As a highly regarded civic destination that draws people back to the city
 - As a welcoming and comfortable place for events, exhibitions, hospitality and social activity
 - As a convenient business and neighbourhood meeting hub
 - As an informative and engaging destination for tourists
102. **Diverse skills are needed as services and experiences change and expand.** In addition to refocusing internal capabilities, libraries look for opportunities to work with others as they implement new ideas, utilise new technologies and introduce new services. Collaborative partnerships enable libraries to meet strategic goals and service levels, and also to enhance and increase participation within and outside of the library walls.
103. The old Central Library worked closely with Ngāi Tahu (Aotearoa New Zealand Collection, Ngā Pounamu Māori Centre and Ngāi Tahu Collection), the Cultural Precinct (the Art Gallery, Museum, Botanic Gardens, and Christchurch and Canterbury Tourism) and a number of inner city education providers. Space limitations meant that most relationships focused primarily on making resources available to specific groups.
104. The New Central Library, with more space and diverse activities, will realise opportunities to strengthen existing partnerships and to enter into new relationships with community, cultural and education providers and also to work with potential commercial partners and neighbours. A strong learning culture and strategic partnerships and collaborations, combined with a collaborative service model and a sustainable technological infrastructure, will enable the New Central Library's Service Strategy.

Key Stakeholders of the New Central Library

105. **Residents of Christchurch:** The residents of Christchurch make up the largest stakeholder group and include ratepayers and renters of all ages. While most are likely to live permanently in Christchurch, a significant number may live in the city temporarily because they are students, shorter-term residents, or because they are New Zealand or international workers who are contributing to the rebuild.
106. Christchurch residents, as key stakeholders of the New Central Library, contributed their ideas for the New Central Library, initially as part of Christchurch City Council's 2011 general "Share an Idea" campaign, and also through the targeted "Your Library, Your Voice" campaign that was conducted in 2014.¹⁷ This six week campaign sought public feedback online and at libraries, community events, schools and focus groups. More than 2,400 ideas about the New Central Library were gathered and these were grouped into four themes:
 - Dynamically Connected for Discovery and Learning
 - A Fusion of Spaces for Every Function
 - Equipped for Every Purpose
 - A Welcoming Place¹⁸
107. Common feedback themes included: "a striking look"; Maori/Pacific; future proofed; café; play spaces; accessible; quiet spaces included; child friendly; friendly, sociable community space; good flow; choice of spaces; and multi-purpose meeting rooms.
108. The below image, known as a 'wordle', is a visual representation of the feedback from the 'Your Library, Your Voice' campaign. Words that appeared more frequently in the feedback are given greater prominence in the image. For example books, computers, kids area, quiet spaces, reading spaces, play, café, and so on.



¹⁷ <https://yourvoice.ccc.govt.nz/your-library-your-voice>

¹⁸ As summarised by Christchurch City Council in New Central Library: Your Library Your Voice - Feedback

109. Comments made during the 'Your Library, Your Voice' campaign generally implied that people were excited about having a central library back again, which could be used by people of all ages. For example, one person wrote: "This is the one project that really gets me excited and which is so important to Christchurch as it will be the heart and soul of the community".
110. Many of the ideas shared during the feedback campaign related to how the New Central Library would be used by children and young people. The comments suggest there is considerable excitement about what this will mean for the city's young people. For example: "crafts, lots of pillows, hunger games section and a discovery room", "a really cool, noisy place for kids to interact with books", "a teenager zone with heaps of reading and music", "fantasy zones within the children's area", and "little nooky areas to sit and study or read and a study area with internet access and plugs to plug your devices into".
111. Feedback confirmed the desire to see the New Central Library able to provide a wide range of resources and experiences, located back in one central building, and designed in such a way that will meet diverse needs. A key challenge will be to accommodate the desire for quiet places for reading and research alongside of numerous requests for social, activity, play, performance, meeting and exhibition type spaces and interactive technology and other resources.
112. As at 30 June 2014, the total library network membership (active borrowers of library collections or users of Christchurch City Libraries' subscription online resources) was 205,702, which represents approximately 55% of the total population of the city. In June 2010 there were 294,457 active members, or approximately 79% of the population.¹⁹
113. Membership classifications are reviewed annually and members who have been inactive for over three years are considered to have lapsed. The significant drop in membership numbers between 2010 and 2014 was primarily due to a higher number of lapsed members identified in 2014 as a result of the 2011 earthquakes and members leaving Christchurch.
114. **Christchurch City Libraries' staff and other library and information peers:** As employees of Christchurch City Council, library staff each have a responsibility, in part or in full, to provide the services and achieve the results that are identified in the Libraries Activity section of CCC's LTP.
115. Staff from across the Library network, including the Library Leadership Team, attended a series of internal stakeholder workshops that were facilitated by the project design team.²⁰ This internal group confirmed that the New Central Library's role within Christchurch would be to provide library services to the CBD (inner city residents, businesses and workers) and to provide additional depth and breadth to the services provided by community libraries. The New Central Library would be representative of the whole of Christchurch and would play a key role in attracting people back into the city and contribute to the redevelopment of the city's "heart". Importantly, it would be a place of innovation with new ideas, technology and services.
116. Staff considered that the library should be representative of Christchurch and Canterbury: reflecting a strong relationship with Ngāi Tahu and Ngāi Tuāhuriri. They also suggested that it

¹⁹ It is important to realise that non-members also use the library's facilities including the internet computers and Wi-Fi, meeting rooms, lounges, learning centres, etc. so membership is not necessarily an accurate reflection of usage. Also membership gives access to the entire network not just one library.

²⁰ Architectus, schmidt hammer lassen architects and Arup.

should incorporate features of the region's geography and topography; as a gateway to the South Island; a safe building with a feeling of permanence and reliability; and a place that signals change, regeneration and hope.

117. Staff will benefit from working in a New Central Library that will be inspiring and of world-class design – the “best in class” that is enjoyed, highly valued and “owned” by local residents, and greatly admired by national and international visitors and professional peers.
118. Staff consider that the New Central Library is also for the residents of wider Canterbury as a significant destination in the city's CBD. As a large and modern inner city library, it will be an engaging and inclusive destination and a trusted place to visit to access specialist collections, events, activities and programmes.
119. Similarly the New Central Library will have a key role as the largest public library in the South Island. Library Managers from throughout the South Island expect that the New Central Library will be recognised (nationally and internationally) as a centre of excellence and expertise – expanding horizons, and showcasing technology and innovation.
120. Representatives from the National Library of New Zealand have also been involved in a number of discussions about the New Central Library. The National Library is supportive of the New Central Library's strategic aspirations and recognises the potential for a strong relationship between the two libraries²¹. Possible synergies include:
 - Building literacy and the love of reading
 - Equipping people to be competent “digital citizens”
 - Co-creating Canterbury's documentary heritage and making the National Library's collection more locally available
 - Making the country's knowledge networks (those of Crown Research Institutes, Universities, Archives New Zealand and others) widely accessible
121. A number of South Island Library Managers have indicated that they are looking forward to the reopening of the Central Library in Christchurch. The return of the Central Library collection, including heritage collections, into one building will benefit wider New Zealand as it was well used by visitors from throughout the country. The Ngāi Tahu collection is of national significance and has traditionally attracted individual and group visits. Library peers have also said that they are looking forward to learning from CCL's experiences in planning new services, implementing change, and using new technology. They are particularly interested in how CCL implements new technologies to sit seamlessly alongside of traditional physical resources. Librarians consider that it is rare to have the opportunity to create a new metropolitan central library, and they are watching developments with interest.
122. CCL has traditionally worked closely with Hurunui, Selwyn, Waimakariri and Ashburton District Libraries, sharing ideas and resources, and working jointly on projects. Many residents of the wider Canterbury area, while using their local rates funded library service, have also traditionally used the more extensive resources available at the old Central Library. Local library managers look forward to the reinstatement of the in-depth Central Library collection, including the specialist resources. They are also looking forward to experiencing the proposed “laboratory of new technologies” as they consider that the New Central Library will provide many opportunities

²¹ See Detailed Design Brief, Appendix A - Stakeholder Workshop Summaries (P. A-28 External Stakeholder Workshop 2: Cultural Groups).

for professional learning. Importantly, it is anticipated that the New Central Library will bring the wider region together in the sense that it will be a high profile cultural destination that tells the stories of wider Canterbury.

123. Librarians from Canterbury's tertiary institutions (CPIT, Canterbury University and Lincoln University) met at two separate forums to discuss their ideas for the New Central Library. Of key importance to these stakeholders was the return CCL's extensive Central Library collection into one place. This collection includes a number of specialist resources that complement collections held at the tertiary institution libraries.
124. They also identified that the rebuild of the Central Library will see the return of the library as an inner city study venue, which is important as students live throughout the wider city. International students, in particular, used to use the old central Library as a place to study. The university librarians also discussed the value of the library, and particularly a city's central library, as a place for debate and discussion and are looking forward to the return of the library as an important civic amenity. They are keen to see the Central Library rebuilt in a prominent position in the Square.
125. **Local and Central Government:** representatives from CERA, CCC CPTED, CCC Town Hall Redevelopment, CCC Greenspaces, and CCC Property Asset Management attended an external stakeholder workshop to provide feedback on other public sector projects in the central city and to share ideas relating to the New Central Library. Participants raised safety issues associated with relocating the Central Library to the Square. It was acknowledged that the library would attract a cross-section of the population and that making the library a social hub and an attractive place for everyone would mitigate the impacts of anti-social behaviour within the library and also within the Square. This group reinforced the need to communicate Christchurch's culture and heritage through the architecture of the library in a way "that is readable to the people of Christchurch". The stakeholders acknowledged the significance of the library's location in the Square, and the potential synergies between the New Central Library, Convention Centre Precinct and the Performing Arts Precinct, with each rebuild project having strong potential to complement others.
126. **Mana Whenua:** Ngāi Tahu and Ngāi Tuāhuriri, as the hapū with mana whenua over Christchurch city, hosted a workshop for the Library Leadership Team and Design Team and introduced their aspirations for the rebuild and the New Central Library. Ngāi Tuāhuriri described their guiding principle as "Kia atawhai ke te iwi" (be kind to your people) and they see this as the most important principle for their community. The New Central Library will play an important role in caring for the Christchurch community. The values they would like to see applied to the rebuild of the Central Library are:
 - Whanau (reflecting multi-generational families and respecting the needs of people of all ages and for generations to come)
 - Te Reo (supporting the desire for te reo to become an everyday language)
 - Mahinga kai (Mahinga kai refers to the place where food is generated and refers not just to food for the stomach but also food for the soul – this spiritual aspect is very important to Ngāi Tuāhuriri, especially the architecture of the building that should feel approachable and welcoming)
 - Kaitiakitanga (environmentally sustainability – in which they see a strong kinship between people and the natural world)

127. Ngāi Tuāhuriri suggested that a design aesthetic might be adopted that incorporates Māori colours and textures and is representative of Christchurch and the Canterbury landscape. They also suggested that appropriate art is integrated into the architecture. They recommended creating a functional layout that would be instinctive and intuitive for all people, making the library building easy to read. Open spaces that welcome people and central spaces where children play and laugh are signs of a healthy environment.
128. **Tourists and out of town visitors:** the New Central Library has been identified as a key destination for tourists and out of town visitors. Conveniently located in the centre of the CBD, it will be a free and engaging destination that promotes Christchurch and Canterbury as the gateway to the South Island. Multi-media access to history and cultural resources, exhibitions and events, WiFi, a café, lounges and the opportunity to mix with local people will make the New Central Library an engaging environment for non-residents. Potentially also providing visitor information, the library will have strong connections to the Square and other central city amenities.
129. **Businesses:** landowners and representatives from the property sector with interests in the vicinity of the New Central Library site shared the following ideas:
- The library should try and capture people of all ages in order to attract the wider population back into the CBD
 - It should attract diversity and display “urban life”
 - Public transport and parking are critical to the success of the project
130. They suggested that the New Central Library would help create a dynamic city and should work with all inner city institutions to link attractions and provide a holistic experience for people reacquainting themselves with the CBD. They encouraged the design and library team to think “beyond boundaries”. The participants in this discussion opposed Council developing commercial space in competition to the private sector, as they considered that there is projected to be an oversupply of office space.
131. **Community, social, education, cultural and special interest groups:** representatives from community, social, education, cultural and special interest groups that attended external stakeholder workshops included CDHB Disabilities Advisory Group, Chester Street Residents Group, Migrant Services Settlement Support, New Zealand Family History Society, New Zealand Society of Genealogists, Anglican Diocese of Christchurch, the Court Theatre, Network for Learning, Te Tai Tamariki, and the Sydenham Community Preschool. Key themes emerging from these discussions related to space, access and services:
- Christchurch is lacking meeting spaces and the library could address this post earthquake shortfall by providing a range of meeting and gathering spaces
 - Safe and direct connections between inner city amenities, areas of activity, parking and public transport will be important, and creating a barrier free library will facilitate the use of the library by people of all abilities and at all stages of life
 - The design of the library should respond to different noise levels so a range of activities can comfortably coexist
132. Historians and genealogists recognise the Central Library as a primary access point for local history and they value the skilled librarians, the library’s technology and the extensive hard copy and digital resources.

133. The library could support migrant communities by providing access to services, spaces to meet, and a portal to connect with families and home countries.
134. The old Central Library traditionally provided support to the many English Language schools that were located in Christchurch, particularly in the central city. It is presumed that the New Central Library will provide support to students attending these schools by way of resources, study and social areas and access to technology and the Internet.
135. Learning institutions see significant value in the New Central Library as a place for a combination of structured learning and learning from social interaction, play, exploration and participation – particularly for children and young people.
136. Cultural groups discussed the importance of not underselling the story of Christchurch, including looking at the earthquake as part of the city's recent history and how it impacts on the future. These groups recognised the value of the church and the New Central Library as neighbours – making the Square a place for debate, democracy and information.
137. The participants also acknowledged the important role the library plays in supporting reading, as the catalyst for the knowledge economy.

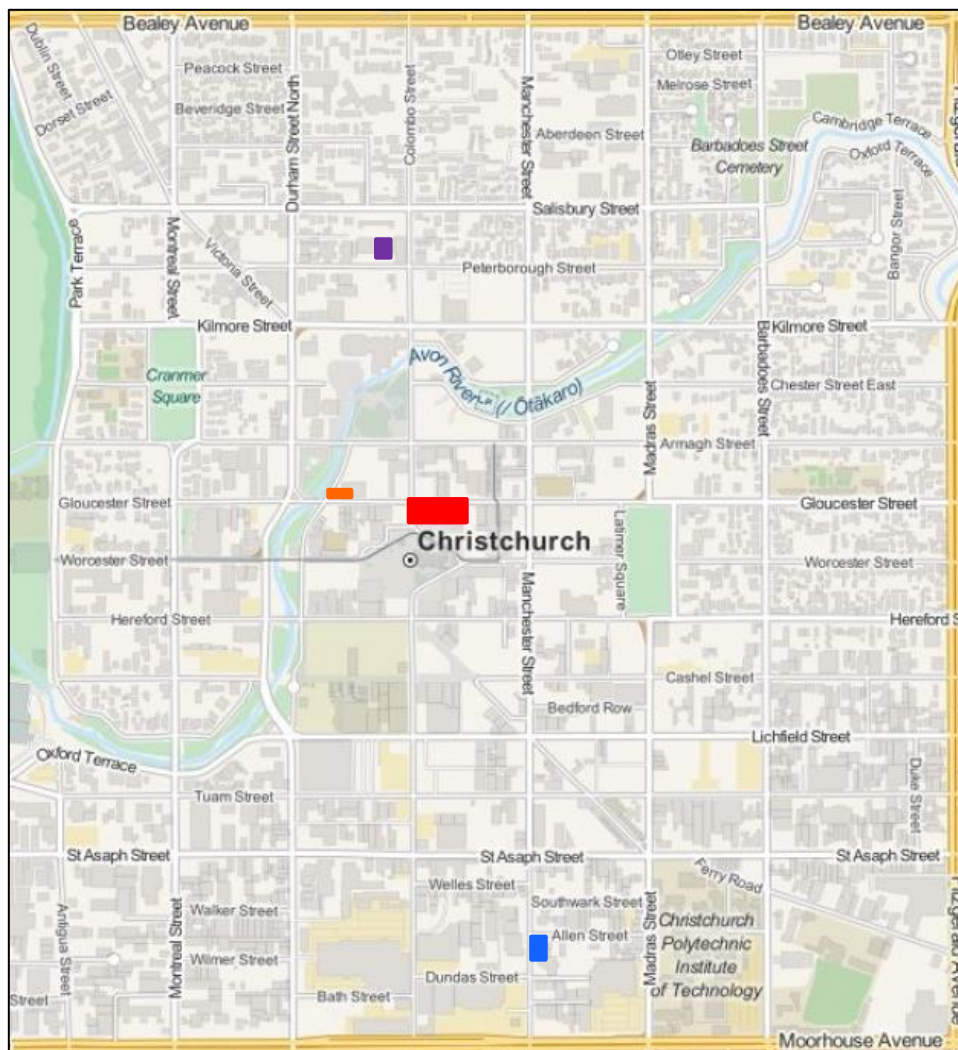
Resources Available

138. The current budget for the New Central Library project is \$85 million. This is comprised of \$60 million from the facilities rebuild fund, \$15 million from a “transformational fund” set aside in the 2013/14 Annual Plan, and \$10 million in philanthropic funding from the Crown. The Government will also provide the land which is valued at approximately \$5.5 million²².
139. CCC has dedicated staff resources to the New Central Library project through the Project Control Group (PCG) and the efforts the LLT.

²² Estimated by former NCL Project Director (Alistair McGuffie) based on 2,750 metres at \$2,000 per square metre.

Current and Expected Operating Environments

140. **Earthquake:** The Central Library closed after the February 2011 earthquake and, as part of the Christchurch Central Recovery Plan, has been demolished to allow for other developments on the old library site. The earthquakes caused significant upheaval to the libraries throughout the city - some were used to accommodate Council staff, some were closed pending structural or land assessments and for structural repairs, and some were demolished. Central Library Peterborough opened in December 2011 (at that time on the edge of the CBD Red Zone) and Central Library Tuam opened in July 2012. Central Library Tuam later moved to Manchester Street.

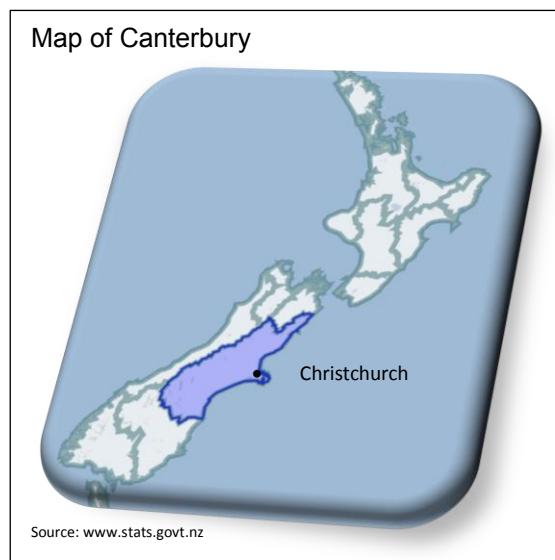


141. The above diagram shows the planned location for the New Central Library on the Square (red), Old Central Library (orange), Central Library Peterborough (purple) and Central Library Manchester (blue)²³.
142. Residents have appreciated Christchurch City Libraries' efforts to retain library services across the city throughout a time of significant disruption. The city's 2011 "Share an Idea" campaign, as part of the development of the Christchurch Central Recovery Plan, generated many ideas about people's vision for a future Christchurch. This feedback confirmed how much they valued their libraries as community hubs, and as accessible and inclusive spaces. They identified the

²³ Map obtained from: <http://progressmap.ccd.govt.nz/>

need for exciting learning spaces, children's areas, cafes, exhibition and performance spaces, free access to the internet and WiFi, and interactive access to a wide range of resources.

143. **Political:** the Christchurch Central Recovery Plan and Christchurch Blueprint, released in July 2012, signalled the demolition of the old Central Library to allow for the construction of a new Convention Centre. The Recovery Plan proposed a site for the New Central Library further along Gloucester Street, facing onto the northern edge of the Square. The Library was identified as one of seventeen anchor projects, and would be led by Christchurch City Council in partnership with Te Runanga Ngāi Tahu.
144. The Recovery Plan described the New Central Library as a "social hub for the community, a place to explore new ideas, learn about new worlds and be stimulated by the digital age of information". It would be a destination within the central city "welcoming residents and visitors" and "connecting to the surrounding open spaces". Many of the ideas shared by residents were reflected in the Recovery Plan's vision for the new library: providing easy access to digital technologies, local heritage collections, performance spaces, learning environments and spaces to relax.
145. The Recovery Plan placed the New Central Library within the Square with the Convention Centre Precinct and Performing Arts Precinct as immediate neighbours. The Square, as described in the Recovery Plan, will become "the civic heart of central Christchurch. It will be actively used day and night, be greener than before and be suitable for use in a range of weather conditions. Retail and accommodation around the Square will complement the Convention Centre and the Central Library".
146. **Economic:** Canterbury is home to over 560,000 residents and contributes around 12 percent of national gross domestic product (GDP). Until the earthquakes, Canterbury was a national growth success story. Between 1999 and 2006, it had the largest net population growth of any region in New Zealand and in the decade to 2009 its economy was growing faster than the national trend²⁴.
147. The City is the economic driver of one of the largest regions in New Zealand, contributing \$28 billion a year to the national economy. The City's top industries are manufacturing, professional and associated services and agriculture²⁵.
148. The city sees the reopening of a large-scale library in the inner city as an important project and key to re-energising and re-occupying the CBD. The New Central Library will draw large numbers of people back into the central city, facilitating civic participation and supporting the development of economic activity within the CBD. Meeting rooms, workshops, social spaces, resources and up to the minute technologies will make it an informal workspace, a hub for



²⁴ Christchurch Central Recovery Plan p15.

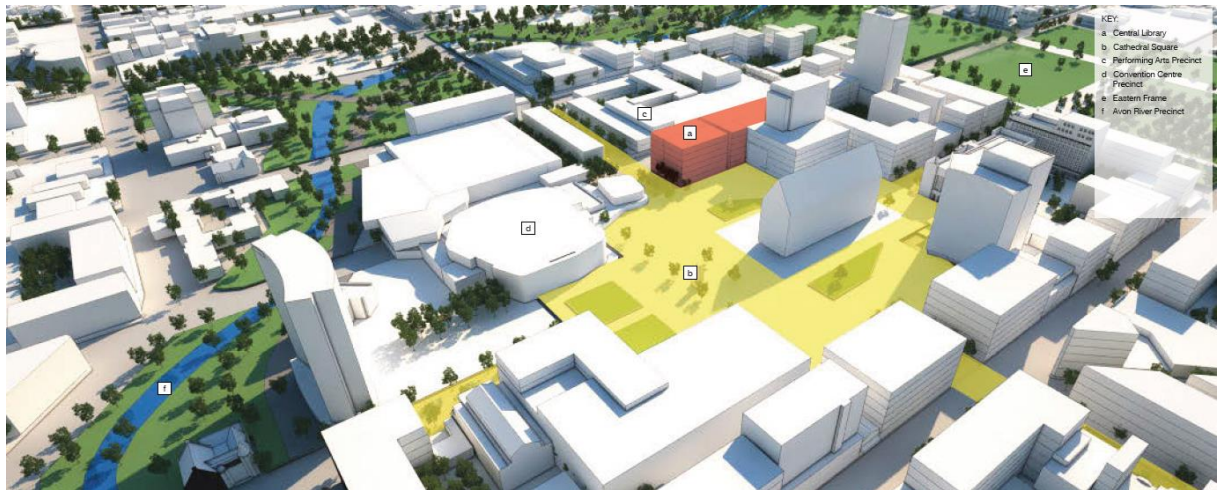
²⁵ http://www.stats.govt.nz/browse_for_stats/economic_indicators/NationalAccounts/RegionalGDP_HOTPYeMar13.aspx (RegionalGDPYeMar13HOTP.pdf)

businesses, a vital resource for education providers and a key community learning environment for the city's residents. It will also be a prominent tourist and out of town visitor destination, creating a welcoming and engaging first impression for Christchurch, Canterbury and the wider South Island.

149. **Social/demographic:** the inner city is currently without a community living room – a place that complements home and work, is owned by the city, and where people visit to stay a while, meet friends, find a good story, search for information, have a coffee, attend a meeting, participate in an activity, play, or try something new. The suburban community libraries are well-used local community meeting points but are not of the scale nor offer the breadth of resources that the community associates with their Central Library. The Central Peterborough and Central Manchester Libraries fulfil a temporary role as local libraries for inner city residents and workers but space limitations, particularly at Central Manchester, mean they do not fully replace the experience the city expects of its large central library.
150. Christchurch will look to the experience of overseas libraries for inspiration in the development of a modern, enticing and engaging inner city community facility. Current trends include the provision of a number of flexible and integrated spaces used for a variety of purposes including social and cultural interaction, research, learning, entertainment and inspiration.
151. Christchurch communities and surrounding towns have changed since the earthquakes - many people have shifted house and new residents have moved in and made Christchurch their home. The New Central Library will be a significant anchor in the recovery of the central city and will be a strong signal that life is returning to normal in Christchurch and the wider Canterbury District.
152. **Technological:** libraries look to the future to ensure they are best equipped to meet the needs of their users. The rapid development in technology and in the way information is shared, means that libraries continuously review how they connect people to information, ideas, stories and experiences.
153. Traditionally, libraries have steadily accommodated new technologies (online catalogues, Internet computers, Wifi, RFID, and audio visual monitors for example) to sit alongside of their physical collections. This has led to spaces being filled and collections being rearranged to accommodate new ways of accessing, processing and managing library resources. Today's libraries need to be "well tooled" with seamlessly integrated physical and digital resources, a wide and constantly changing selection of technologies, and with skilled staff and community partners as guides and enablers. A "responsive" library building needs to be able to embrace all media and accommodate a wide range of user expectations and a variety of experiences.
154. **Environmental:** Council has signalled its desire for the New Central Library to be a facility that is "best in class" and of "world class design", functional, flexible and one that is structurally resilient.²⁶ The new facility is to be significantly larger than the old central library and suitable for the city's long-term future.
155. Stakeholders have requested a number of features that influence how the library sits in its location, how it is accessed, how it is perceived and how it represents the cultural and lifestyle of the Christchurch community.

²⁶ Master Design Brief, pages 4 and 10

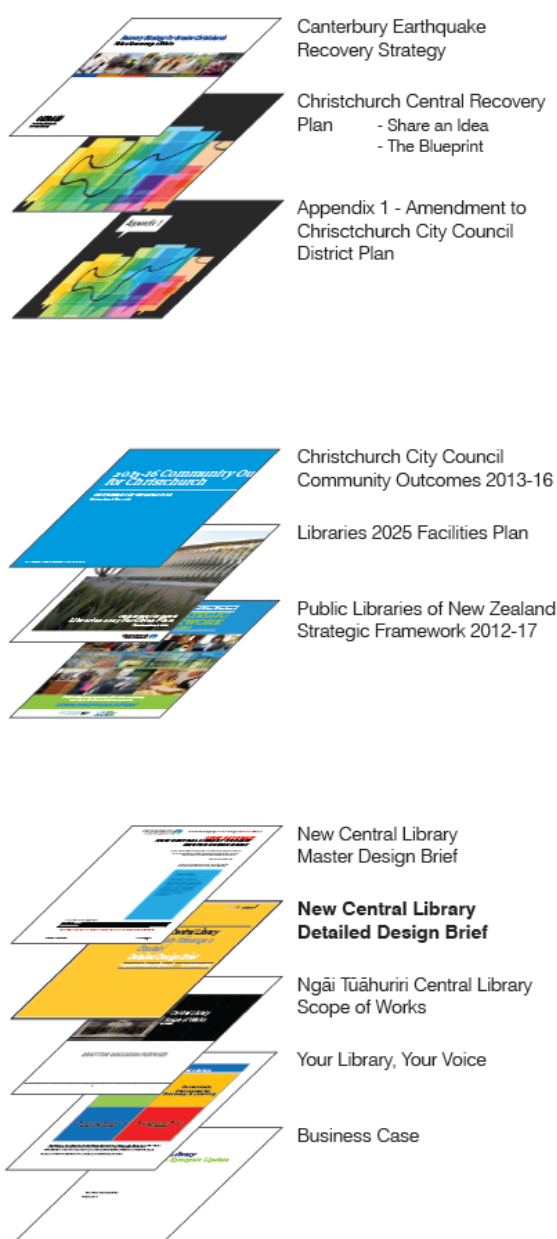
156. CCRP recognises that the New Central Library will assist in activating the Square and will be strongly connected to the Convention Centre Precinct and the Performing Arts Precinct and also linked to the Avon River Precinct and the Margaret Mahy Memorial Playground.



157. Mana whenua aspire that the library will be a place that is spiritually connected with the landscape (“hearing the tuis”) and feels approachable and welcoming. Ngāi Tuāhuriri suggest a design aesthetic that incorporates colours, textures and forms from the Canterbury landscape. Library staff identified the need for a building that is distinctively Christchurch - light, strong, resilient and safe, and which reflects the geography and topography of the city and wider region.
158. Safety has historically been a concern in inner city Christchurch and it is perceived that a smaller CBD will concentrate activity and generally provide a safer environment. Making the library a modern social hub and an attractive, inclusive and engaging place is one way of mitigating the impacts of anti-social behaviour.
159. Residents have expressed their desire to be able to easily access the central city amenities by car, bike, public transport or by walking and that the New Central Library should be conveniently linked to other key destinations within the inner city. Importantly, the creation of a barrier free library will facilitate the use of the library by people of all abilities and at all stages of life.

Alignment to Existing Strategies

160. The proposal for a New Central Library is founded on both functional shortcomings of the previous building which were identified before the earthquake as well as key national and local government strategies developed in response to the catastrophic events of 2011.
161. The business need for the New Central Library is also derived from the requirement for CCL to fulfil relevant national, regional, sector and organisational strategies that align to the investment proposal. These policies are outlined in the following pages.
162. The diagram below provides a graphical representation of how the rebuild and New Central Library documents fit together²⁷.



²⁷ Diagram extracted from Detailed Design Brief Report, p2.

National Government Strategies

163. In January 2012 the Government outlined its four main priorities for the next three years:

- responsibly manage the Government's finances
- deliver better public services
- build a more competitive and productive economy
- rebuild Christchurch

Rebuilding Christchurch and, to a lesser extent, building a more competitive and productive economy are particularly relevant to this investment proposal.

164. In order to 'rebuild Christchurch' the Government established CERA to lead and coordinate the ongoing recovery effort following the devastating Canterbury earthquakes.

165. CERA developed the **Recovery Strategy for Greater Christchurch** which provides a roadmap for the rebuild and recovery of greater Christchurch.

166. The Recovery Strategy sets out a vision for the 'recovery': 'Greater Christchurch recovers and progresses as a place to be proud of – an attractive and vibrant place to live, work, visit and invest, *mō tātou, ā, mō kā uri ā muri ake nei* – for us and our children after us²⁸.'

167. This vision is supported by six components of recovery with associated goals and work programmes:

- *Leadership and integration - CERA, the public and private sector and communities coordinate with each other to contribute to the recovery and future growth of greater Christchurch*
- *Social recovery - Strengthen community resilience, safety and wellbeing, and enhance quality of life for residents and visitors*
- *Cultural recovery - Renew greater Christchurch's unique identity and its vitality expressed through sport, recreation, art, history, heritage and traditions*
- *Natural environment recovery - Restore the natural environment to support biodiversity and economic prosperity and to reconnect people to the rivers, wetlands and Port Hills*
- *Built environment recovery - Develop resilient, cost effective, accessible and integrated infrastructure, buildings, housing and transport networks*
- *Economic recovery - Revitalise greater Christchurch as the heart of a prosperous region for business, work, education, and increased investment in new activities*

168. The **Christchurch Central Recovery Plan (CCRP)** outlines the future development of central Christchurch. It incorporates a spatial **Blueprint Plan** developed by a professional consortium working with CERA's Christchurch City Development Unit (CCDU).

169. The Recovery Plan defines the form of the central city and identifies the locations of key anchor projects throughout the CBD needed to boost the recovery. The New Central Library anchor project is included in a cluster of projects around the Square including the Convention Centre Precinct, Performing Arts Precinct and the Square itself.

²⁸ CERA (2012). Recovery Strategy for Greater Christchurch *Mahere Haumanutanga o Waitaha*. Christchurch.

170. The New Central Library is envisioned to 'be the city's hub for knowledge, Canterbury and Christchurch heritage resources and services, recreational reading and listening. It will be an integral part of central Christchurch and a gateway to the world via its library collections and digital access'.
171. The CCRP directs the CCC to make a series of changes to its District Plan to ensure the objectives of the Recovery Plan are met. These are contained in **CCRP Appendix 1: Amendments to Christchurch City Council's District Plan.**

Local Government Strategies

172. CCC has a vision for Christchurch City: Our future Christchurch is a world-class boutique city, where people enjoy a sustainable lifestyle, a healthy environment, a strong economic base and the diverse landscapes of the city and peninsula.
173. The New Central Library is expected to play a critical role in revitalising Christchurch's city centre. With a long-standing tradition of providing leading-edge public libraries, combined with a strong sense of community ownership and appreciation of all of the city's libraries, CCC anticipates that the New Central Library will be a valued civic amenity that attracts high visitor numbers from the first day of opening.
174. Christchurch City Council, in partnership with the CERA, is committed to building a New Central Library (for the city of Christchurch in accordance with the CCRP).
175. CCC was aware of the functional shortcomings of the old central library and had allocated \$83.5 million towards a new central library in 2019 in the **Christchurch Long Term Council Community Plan 2009–2019**.
176. Following the Canterbury earthquakes, CCC completed the **2013-16 Three Year Plan**, which formally bought the start date for the New Central Library project forward to the 2013/14 financial year.
177. Another milestone in the Christchurch rebuild was reached in June 2013 when the Crown (via CERA) and CCC announced their **cost sharing agreement** which set out the funding contributions from each party and who was responsible to lead the project construction. CCC was named as lead for the New Central Library project.
178. In 2008, CCC formally adopted the **Libraries Facility Plan 2025**. This document was created as a framework to guide the future development of the CCL's network through to 2025. The plan was revised in 2014 to take into account the impacts of the Canterbury earthquakes on CCL and the city itself, such as population movements.
179. One of the key principles of the Libraries Facility Plan is that 'Library facilities/services are consistent with Council's strategic directions and strategies'. It also includes the following excerpt from a CCC media release that sets out a vision for the New Central Library:

'Our vision is for a vibrant place that reflects the cultural diversity of our city and where everyone, regardless of age or background, feels welcome. As the flagship of our Christchurch libraries, the New Central Library will be an exciting destination providing ready access to a wealth of material including specialist heritage and research collections. The new library aims to feature meeting, performance, exhibition and learning spaces. It will also showcase the latest in interactive technology and multimedia innovation. This is a major shift away from the traditional libraries of the past. We're looking for an inspiring design that fosters lifelong learning, creativity and community involvement. It must also be flexible enough to meet the future needs of Christchurch socially and economically.'

180. **Christchurch Economic Development Strategy (CEDS) 2014**²⁹ identifies 'The Big 5' GDP game changers. The library is one of the projects identified in the CEDS Action Plan that contribute to economic development and achieving the goals of the strategy.
181. The New Central Library has a role to play in productivity through innovation and successful central city design and build. It will also contribute to initiatives that keep the city competitive namely; infrastructure, supporting innovation, workforce productivity, business development and connections and business development.

²⁹ Annual document prepared by CDC on behalf of CCC available online at www.cdc.org.nz

Regional Strategies

182. As the largest library in the South Island, Christchurch's Central Library has a strong reputation for its extensive general and specialist collections. The Aotearoa New Zealand Collection, Ngā Pounamu Māori Centre and Ngāi Tahu Collection (material relating to the Ngāi Tahu claim and general books about Ngāi Tahu or written by Ngāi Tahu authors) have traditionally attracted visitors from throughout New Zealand. Closer to Christchurch, Waimakariri, Selwyn and Hurunui Districts look to Christchurch to provide more in-depth resources than the local libraries can afford or want to provide.
183. Since the earthquakes and with the resulting population growth of outlying towns, it is presumed that many neighbouring ratepayers will look to the city to supplement their local leisure, cultural and recreational experiences. It is likely many of the residents in the surrounding rural areas and smaller towns will commute to the city to work, do business, shop, attend schools and tertiary institutions, access special services, and visit family and friends.

Sector Strategies

184. The rebuilding of the Central Library provides a unique and “once in a lifetime” opportunity to enhance and transform the delivery of public library services. The emerging and, at times, uncertain nature of the revitalisation of Christchurch’s inner city ultimately will benefit library users and library professional peers (locally and internationally) as the project teams respond to the opportunities associated with the dynamic and evolving inner city environment. This starting from scratch, with a comparatively “blank canvas”, allows LLT to create a contemporary library that will be of considerable interest to the wider library and information sector. Local library managers have expressed their expectation that the New Central Library will be a centre of professional excellence not only for other South Island but for libraries throughout New Zealand and overseas.
185. At the sector level, the following strategies and policies are relevant to the New Central Library project:
- The Public Libraries of New Zealand Strategic Framework 2012 – 2017 sets a vision for public libraries: ‘opening doors for enquiring minds, at the heart of the community’. The Strategic Framework describes that the purpose of public libraries is to ‘provide connections to knowledge, ideas and works of the imagination, anytime, everywhere, enabling individuals to turn knowledge into value, participate as citizens and strengthen their communities’
 - Standards for New Zealand Public Libraries 2004
 - Alexander Turnbull report to the National Library Service on seismic resilience

International Strategies

186. It has often been said that “every great city has a great library” and currently the new, recent or planned developments in cities such as Birmingham, Amsterdam, Manchester, Helsinki, Oslo, Halifax, Seattle, Newcastle and “the Hive” in Worcester - and so many others - demonstrate the value a city places on its libraries.
187. The **UNESCO Public Library Manifesto**, prepared in conjunction with the International Federation of Library Associations (IFLA) is the key international statement relating to public libraries. This manifesto states: ‘the public library, the local gateway to knowledge, provides a basic condition for lifelong learning, independent decision making and cultural development of the individual and social groups. This manifesto proclaims UNESCO’s belief in the public library as a living force for education, culture and information, and as an essential agent for fostering of peace and spiritual welfare through the minds of men and women. UNESCO therefore encourages national and local governments to support and actively engage in the development of public libraries. The public library is the local centre of information, making all kinds of knowledge and information available to its users. All age groups must find materials relevant to their needs. Collections and services have to include all types of appropriate media and modern technologies as well as traditional materials. High quality and relevance to local needs and conditions are fundamental’.³⁰
188. The digital revolution and the global economic crisis have been the two most significant drivers for change in public libraries, particularly in the Western world. In the main, the use of libraries has increased rather than declined in recent years. Free access to the internet and improved technology offerings has largely strengthened libraries’ reputation as relevant and accessible community hubs.
189. Libraries are entering into all manner of community, cultural and education and commercial partnerships to remain responsive to community needs and to ensure future sustainability. They continue to be significant places for reading, reflecting, social interaction and civic debate, while at the same time incorporating media production studios, maker-spaces, game-labs, technology labs, theatres, exhibition areas, creative software suits, meeting rooms, print-on-demand publishing facilities, co-working, connected learning and incubator spaces all significantly impacting on library buildings and their suitability to accommodate furniture arrangements, lighting requirements, acoustic conditions, programme sequencing, and any new initiative that might be in the offering.
190. Currently there are many new, innovative and architecturally significant central libraries in cities throughout the Western world. Halifax Central Library, Canada, opened in December 2014 and serves as the flagship library of the fourteen branches that make up Halifax Public Libraries.³¹ Urban Mediaspace Aarhus (DOKK1), Denmark, will hold its international opening in September 2015.³² Geelong Library and Heritage Centre will be a nine-story state-of-the-art facility that will serve as a community hub in the centre of Geelong, Victoria, Australia.³³ New central libraries are being planned for Helsinki (opening in 2017) and Oslo³⁴

³⁰ http://www.unesco.org/webworld/libraries/manifestos/index_manifestos.html

³¹ <http://www.halifaxcentrallibrary.ca>

³² <http://www.urbanmediaspace.dk/en>

³³ <http://www.geelongaustralia.com.au/gllhc/gllhc/overview/article/item/8cf915bf3d7311d.aspx>

³⁴ <http://keskustakirjasto.fi/en/> and <http://www.the-locals.net/a-library-of-the-future-new-deichman-main-library-oslo-norway>

Key Inter-dependencies to the New Central Library Project

191. The New Central Library has been identified as an anchor project in the CCRP, which makes it a key component of the Christchurch rebuild. The success of the New Central Library, especially in the period following opening day, will depend in part on the achievement of the other anchor projects set out in the CCRP. Due to the short timeframe surrounding the New Central Library project there are concurrent projects under development.
192. This investment proposal is also strongly aligned to / inter-dependent on the following New Central Library development documents:
- New Central Library Master Design Brief
 - Key Project Outcomes:
 - What?** “Creating a cultural, social and educational hub that encourages community engagement”
 - How?** Deliver “best in class”, functional, flexible facility, that is structurally resilient
 - When?** As soon as value for money is proven. As soon as practical
 - Cost?** Must be delivered within project budget
 - Your Library, Your Voice
 - Ngai Tuahuriri Central Library Report
 - New Central Library Detailed Design Brief
193. The value of public buildings such as libraries is emphasised in the **Urban Design Protocol** (which CCC is a signatory to): they protect the cultural identity and heritage of our towns and cities; provide creativity; and add social, environmental and cultural benefits by creating well connected, inclusive and accessible places³⁵.

³⁵ Ministry for the Environment (2005). Urban Design Protocol. Wellington: Ministry for the Environment

Other Current or Planned Library Projects

194. The construction of a new Halswell Library and Community Facility has commenced. This new facility, which is expected to open in November 2015, will create a hub for the rapidly growing Halswell community.
195. The Sumner Library was demolished due to earthquake damage and the planning for a replacement facility is underway.
196. The earthquake damaged Bishopdale Library has been considered for a rebuild and the project is underway to do this.
197. The South Christchurch Library also sustained significant damage in the earthquake. Repairs to this popular facility are expected to cost more than the original build. The Council has yet to decide whether it will be repaired or rebuilt.
198. The 2008 version of the Libraries 2025 Facilities Plan included provision for a new library in Belfast in 2017 - 2019. The 2014 update to this plan recommends revising timeframes to reflect the post-earthquake growth in the population of the Belfast area.
199. Waimakariri District Council's new combined library, service centre, museum, art space and public meeting facility in Kaiapoi is currently under construction and is expected to open in January 2015.
200. Selwyn District Council plan to construct a new 5,000m² multi-functional integrated library and community centre in Rolleston. The date for construction has yet to be confirmed.
201. It is considered that these projects and developments are consistent with, complementary to, and do not conflict with, the New Central Library investment proposal.

Investment Objectives, Existing Arrangements and Business Needs

Investment Objectives

202. A considerable amount of consultation was undertaken with the stakeholders at facilitated options workshops. Details of these workshops are included in the Appendix Two of this business case (*Detailed Design Brief, Appendix A: Stakeholder Workshop Summaries*).
203. Based on the feedback from stakeholder consultation, the following investment objectives have been formulated.

Investment Objectives

Strategic Themes	Investment Objectives
Strong community and sense of place	Provide Christchurch with a welcoming, inclusive and accessible central library solution that will be the flagship of the Christchurch City Libraries' network and will be a focal point for civic activity. This will be evidenced by a steady increase in the number of visitors to the New Central Library (many of whom will regularly return), with these volumes anticipated to eventually exceed the number of visits made to the old Central Library.
Knowledge economy	Provide a New Central Library that has a reputation for innovation and is a leader in the development and delivery of knowledge related experiences – fostering literacy, facilitating digital citizenship and inspiring and supporting learning, creation and production.
Culture and heritage	Create a place where all people can come together, contribute to, and feel part of the city. The New Central Library's role in promoting the collective stories of the city, and encouraging people to share their own stories, helps fulfil the city's Community Outcome – "A city of inclusive and diverse communities".
Regeneration of Christchurch	Build a Central Library by 2017 to serve as an anchor project in the central Christchurch rebuild. The New Central Library will attract people to the central city, provide civic infrastructure and public amenity, and be a catalyst for regeneration in the Square. Importantly, it will signal that life is returning to normal.

Existing Arrangements and Business Needs

Investment Objective One: Strong Community and Sense of Place

Summary of the existing arrangements and business needs

Investment Objective 1 Strong community and sense of place	
Existing Arrangements	
Old Central Library	<ul style="list-style-type: none"> - Smaller than other New Zealand central libraries: Auckland 12,000m², Wellington 14,000m², and Dunedin 6,575m² (per Master Design Brief, section 1.2) - Space constraints and limited flexibility meant that the old Central Library was unable to provide several of the key features associated with modern public libraries (e.g. café, meeting facilities, community lounges, and flexible
Current Arrangement	<ul style="list-style-type: none"> - Central Christchurch is serviced by two small temporary libraries (Manchester & Peterborough) - Due to limited space the Central Library Manchester has no children's section - There is no focal point or flagship library in the CCL network - Overall footcount for the central libraries was 487,333 for the year ending 30 June 2014 (Old Central Library 2011 footcount (before earthquakes): 950,478)
Business Needs	<ul style="list-style-type: none"> - Well-known, easily locatable and highly adaptable to the needs of the potential user community - Additional space and a flexible, future proofed layout to be able to respond to changes in technology, media content and learning - Safe building with good public accessibility - Strong connections with other amenities

204. **Arrangements under the Old Central Library:** the old 6,800m² Central Library had approximately 322,000 collection items and provided a range of core and specialist services, including Family and Local History resources, the World Languages Collection, the Aotearoa New Zealand Collection, Ngā Pounamu Māori Centre and Ngāi Tahu Collection and a Children's Library. However, the old Central Library was smaller than other New Zealand central libraries, relative to population (Auckland's Central Library is 12,000m², Wellington's is 14,000m², and Dunedin's is 6,575m²). Space constraints and limited flexibility meant that the Central Library was unable to provide several of the key features customers were experiencing in their local community libraries - such as spacious lounge and study areas, cafés, meeting facilities, learning and discovery areas, and spaces for exhibitions, events and programmes.
205. **Existing Arrangements:** currently residents utilise the wider network of libraries to access library services. Two temporary central libraries, located in Manchester Street and in Peterborough Street, provide library lending and information services primarily to local residents, inner city workers, tourists and out of town visitors, and people wanting to access specialist collections. Peterborough Street Library has a collection of approximately 85,000 items and Manchester Street Library has 48,000 items. Currently the surplus 180,000 – 190,000 collection items have either been dispersed throughout the network or are in warehouse storage.
206. Christchurch residents have always made good use of the city's community libraries, often regularly using more than one community library, or a community library and the mobile library, or a community library and the Central Library. Following the earthquakes, residents saw their libraries as vital links to the community and services and the city experienced a changed pattern of use of libraries. Some libraries were closed temporarily or permanently, due to damage or being commissioned for other purposes, and this meant that the remaining 'open' libraries

experienced dramatic increases in use. It is expected that fluctuations in use will continue for some time as the city re-forms and rebuilds itself.

207. **Business Needs:** first and foremost Christchurch residents need to be assured that the buildings in their new central city are safe and able to withstand a foreseeable event. The Master Design Brief states that the New Central Library should be above the standards of the NZ building code, NZ/Aus standards and other legislative requirements.
208. The structural design brief (refer to Appendix Two: *Detailed Design Brief, Appendix D*) sets out the proposed key structural targets for a significant public building like the New Central Library. The targets classify seismic performance criteria in terms of the Quakestar criteria³⁶ based on the following three categories:
- Occupant safety: target is four stars (minimal injuries expected) or five stars (no entrapment expected)
 - Building and contents damage: target is four stars (within typical insurance deductible) or five stars (within typical operating budget)
 - Time to regain function: target is four stars (within days) or five stars (within hours)
209. The targets for the New Central Library are significantly higher than the minimum building code requirements. Base isolation is the highest performing system with a rating of five stars in all categories however, it is also the most expensive system (approximately 4% of the construction cost). The structural design brief notes that the higher upfront cost could be offset by a reduction in insurance premiums as a result of the safer structure³⁷.
210. Public accessibility is a key driver of the success of a public library facility. From a transport perspective, the New Central Library will need good access to parking, bus transportation and the cycle network.
211. Christchurch is fortunate to be able to look to a number of overseas metropolitan library rebuild projects that represent current international best practice in library design. Halifax Central Library in Nova Scotia, Canada and Aarhus Urban Mediaspace (DOKK1) in Aarhus, Denmark are two libraries currently under construction³⁸. Each will provide service to populations similar in size to Christchurch and each desire to adopt a modern service and experience approach similar to the aspirations of CCL. Halifax Library will be 10,115m² and DOKK1 will be 35,600m². Each library will incorporate exhibition and events spaces and programmable areas and each will be designed to provide the flexibility to accommodate a diverse range of events and programmes.

³⁶ For further information about the Quakestar criteria refer to: www.quakestar.org.nz/

³⁷ The structural design brief (see appendix D in the Detailed Design Brief) estimates that base isolation has a three to seven year payback period as a result of reduced insurance premiums

³⁸ Detailed Design Brief, page 19

212. Similar to Halifax Central Library and DOKK1, Christchurch aspires to create a New Central Library that will be well-known, easily locatable and highly adaptable to the needs of the potential user community (Christchurch and Canterbury residents, tourists, inner city workers, businesses and visitors) as well as being able to respond to changes in technology, media and content. To achieve this, the New Central Library requires additional space and a flexible, future proofed layout³⁹.

³⁹ LLT Workstreams, appendix G of the Detailed Design Brief, also Libraries 2025 Facilities Plan

Investment Objective Two: Knowledge Economy

Summary of the existing arrangements and business needs (continued)

Investment Objective 2 Knowledge economy	
Existing Arrangements	
Old Central Library	<ul style="list-style-type: none"> - Primarily book-based services, combined with technology enabled online experiences - Space limitations restricted offerings (see current arrangement for more detail)
Current Arrangement	<ul style="list-style-type: none"> - Less than half of the 320,000 lendable items that were removed from the old Central Library are available for direct daily public viewing - Space limitations restrict user-driven discovery and learning spaces from being offered - Support for the development of digital literacy skills is limited to one on one tuition - No opportunity to exhibit materials, or offer significant library programmes - Due to limited space the Central Library Manchester has no children's section
Business Needs	<ul style="list-style-type: none"> - A central hub to enhance and lead the library network by providing a broader and deeper range of physical and digital resources - A flexible environment that supports innovation and creativity - Sufficient space for exhibition and performance areas, integrated social and learning spaces, and multi-media and state of the art technologies - Strong relationships with other providers, effective service procedures, and knowledgeable future focused staff

213. **Arrangements under the Old Central Library:** at the time of closing, the old Central Library provided a highly valued combination of book-based services and technology enabled online experiences. Space limitations in the old Central Library meant that those best-practice examples that had been successfully implemented in the community library network could not be realised in its largest and most well-resourced facility (see below for further details).
214. **Existing Arrangements:** CCL has continued to be responsive to the way technology developments are impacting on libraries, embracing the opportunity to transition from what has been known as the “information age” to the “knowledge society”. The “knowledge society” sees libraries providing a platform for creating and innovating, enabling users to enrich and link information in all manner of ways, and providing environments that encourage social engagement, discovery and lifelong learning. Christchurch has effectively utilised its newer suburban libraries to create popular user-driven discovery and learning spaces. Learning centres are currently located at New Brighton, South and Upper Riccarton Libraries and offer a range of programmes to people of all ages. Space constraints at the temporary Central Manchester and Peterborough Libraries means that support to develop digital literacy skills is limited to one on one tuition.
215. **Business Needs:** CCL aspires to enhance and lead the library network by providing a broader and deeper range of physical and digital resources in the central city. They will achieve this by forming alliances with others, and by creating flexible spaces for discovery, testing new ideas, producing content, embracing new technologies, and enabling access via interaction and exploration. Critical to the success of this objective is for the library building to have a prominent place in the centre of the city and be easily recognisable as an accessible public facility. It requires sufficient space to include exhibition and performance areas, integrated social and learning spaces, and multi-media and state of the art technologies. The success of this

objective also depends on strong relationships with other providers, effective service procedures, and knowledgeable and future focused staff. A central library is typically used by people for the value and depth of collection as there are more items from which to choose and more space to work in.

216. A key objective of the New Central Library is to foster literacy, facilitate digital citizenship, and to inspire and support learning, creation and productions. Many of the ideas received via the 'Your Library, Your Voice' campaign were grouped under the theme 'Dynamically connected for Discovery and Learning'. In terms of what people said they wanted to be able to do in the New Central Library, analysis of the feedback showed that 1,519 comments related to this knowledge economy objective (74 ideas directly related to being able to "create"; 268 to "interact"; 238 to "play"; 382 to "discover/study"; 370 to "read" and 97 to "relax").
217. This objective is further supported by feedback that was grouped under the 'A Fusion of Spaces for every Function' theme: 426 comments specifically related to the need for child friendly spaces; 713 comments related to the library collection; 297 to the need for technology; and 331 for the need for quiet spaces. There were 244 requests for a café, 69 for a music room, 81 for gaming facilities, and 156 for multi-purpose meeting rooms.

Investment Objective Three: Culture and Heritage

Summary of the existing arrangements and business needs (continued)

Investment Objective 3 Culture and Heritage	
Existing Arrangements	
Old Central Library	- Housed the Aotearoa New Zealand Centre, Nga Pounamu Maori Centre, and Ngai Tahu Collection
Current Arrangement	- Christchurch is becoming a culturally diverse city with over one in five Christchurch residents born overseas according to the 2013 census - Some Aotearoa New Zealand Centre, Nga Pounamu Maori Centre and Ngai Tahu Collection resources have been relocated to the Central Library Manchester. Other resources are in storage but are made available on request
Business Needs	- Facilities to inspire a wide and diverse range of people and draw in new users of various cultures - Partnership with Ngai Tuahuriri encompassing the building design, the service and the "heartbeat" of the building - Seamlessly integrated research, learning, experiential and interactive space will provide meaningful access to the documentary record of the city's shared history - A new library that acts as a whanau magnet that encourages story telling, exploration of te reo and an appreciation of the environment

218. **Arrangements under the Old Central Library:** the Aotearoa New Zealand Centre, Ngā Pounamu Māori Centre, and Ngāi Tahu Collection were located in the old Central Library. The Ngā Pounamu Māori Centre was highly regarded as an inner city community space and each of these collections attracted visitors from throughout the city and the wider region, as well as from throughout the New Zealand and overseas. The old Central Library also housed a World Languages Collection, providing fiction and non-fiction in several languages. CCL regularly ran events for children and adults in the Central Library that reflected and celebrated the city's diverse communities. The scale of these events was constrained by the building's size and limited flexibility.
219. **Existing Arrangements:** in the 2013 Census 21.1% of people in greater Christchurch were born overseas (19.6% in 2006)⁴⁰. The number of people in greater Christchurch belonging to the Māori ethnic group increased by 12.4% between 2006 and 2013.
220. While the 2013 Census showed a decrease in Asian students compared to the 2006 pre-earthquake Census it is understood that international student numbers are now increasing. University of Canterbury has reported that first-year international equivalent full-time student numbers were up 18% in March 2014 compared to 2013⁴¹.
221. Some Aotearoa New Zealand Centre, Ngā Pounamu Māori Centre and Ngāi Tahu Collection resources have been relocated to the Central Library Manchester. Other resources are in storage or are archived but are made available on request. Central Library Manchester has, in particular, become a popular destination for family and local historians. Similar to the old Central Library, each of these temporary libraries has limited space for events and special programmes.
222. **Business Needs:** library facilities will embrace the cultural diversity of local communities.

⁴⁰ Statistics New Zealand (2014). 2013 Census QuickStats about greater Christchurch. Available from www.stats.govt.nz

⁴¹ Obtained from UC website: <http://www.comsdev.canterbury.ac.nz/rss/news/?feed=news&articleId=1237>

223. Te Ara Tika 2012-2014, CCLs' updated bi-cultural plan, signals the desire to support the growth and revitalisation of the Nga Pounamu Māori and Ngāi Tahu Collections in the New Central Library.⁴² The LLT Workstreams, appended to the Detailed Design Brief, recommend combining the Aotearoa New Zealand, Ngā Pounamu Māori and Ngāi Tahu collections on one floor of the New Central Library. LLT envisages that a seamlessly integrated research, learning, experiential and interactive space will provide meaningful access to the documentary record of the city's shared history.
224. Ngāi Tahu and Ngai Tuāhuriri, in their conversations with the New Central Library Project Team, have signalled their aspirations for the New Central Library - as a rich, sophisticated and culturally layered place for all people of Otautahi to gather under the manaaki of Tuāhuriri.⁴³ They have described their vision of the New Central Library being a 'living, spatial 'document' of mana whenua engagement with place'. Their goal is that the new library acts as a whanau magnet that encourages storytelling, exploration of te reo and an appreciation of the environment through direct experience within the building and its associated spaces.
225. Ngai Tuāhuriri has signalled their desire for a true partnership – with the building design, and also with the service and the “heartbeat” of the building. This includes using innovative ways of describing Māori story, showing the city that fun, play and laughter belong in a library, and providing safe places to hold, share and create taonga. Potentially, it also means the opportunity to care and protect Ngāi Tahu archives.

⁴² <http://christchurchcitylibraries.com/tearahou/>

⁴³ Stakeholder Workshop Summaries, Appendix A of Detailed Design Brief, pA20

Investment Objective Four: Regeneration of Christchurch

Summary of the existing arrangements and business needs (continued)

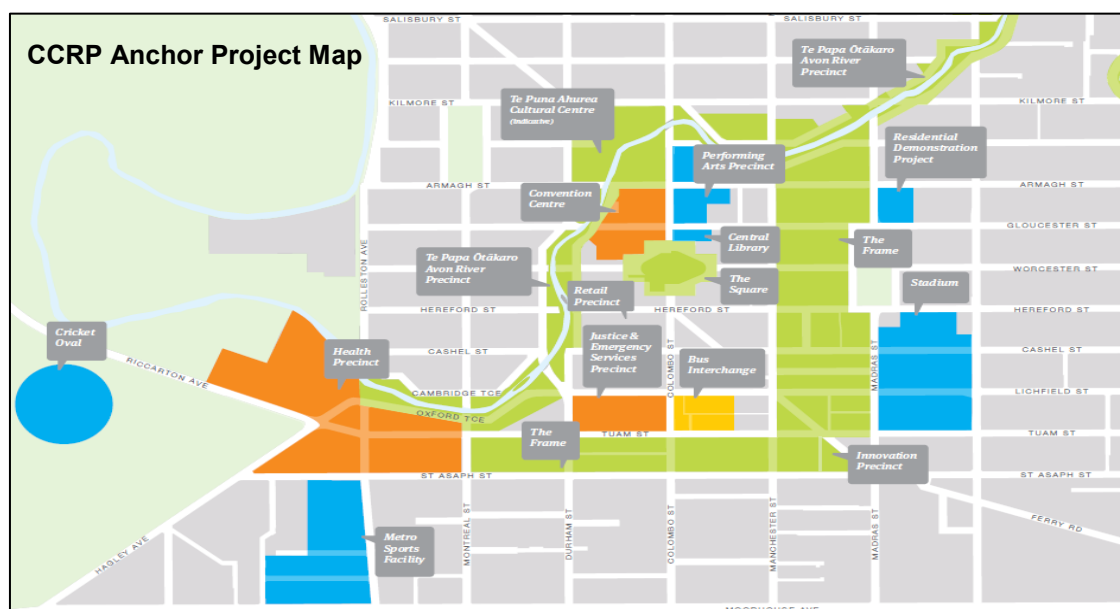
Investment Objective 4 Regeneration of Christchurch	
Existing Arrangements	
Current Arrangement	<ul style="list-style-type: none"> - Widespread earthquake damage in Christchurch and wider Canterbury which resulted in approximately 1,000 full or partial demolitions in central Christchurch - Businesses and facilities that were located in the central city prior to the earthquakes have relocated to temporary or new premises outside the city zone - 2013 Census showed a 50% drop in workers and 37% drop in occupied private dwellings in the central city compared to 2006
Business Needs	<ul style="list-style-type: none"> - Offer the facilities, services and amenities that would be expected in any equivalent sized city in New Zealand or worldwide - Provide civic infrastructure and amenity for Christchurch and act as a catalyst for surrounding development and business investment - Attract residents, visitors, tourists and workers back into the central city - Signify that normality and 'business as usual' is attainable post-earthquakes in central Christchurch

226. **Existing Arrangements:** the damage in central Christchurch caused by the Canterbury earthquakes is widespread. Approximately 1,000 full or partial demolitions have been carried out in the CBD, including entire city blocks.
227. The 2013 Census recorded a fall in occupied private dwellings of 37% and the number of workers halved in central Christchurch (within the four avenues)⁴⁴.
228. The proposed New Central Library occupies a prominent position within the block forming the north-eastern quarter of the Square with two other frontages opening onto Colombo and Gloucester Streets.
229. Existing buildings expected to remain in close proximity to the site include the Novotel and Millennium Hotels, both tall buildings flanking either side of Christchurch Cathedral at the eastern end of the Square. The Theatre Royal and New Regent Street terraced shops (heritage buildings under repair) are of a smaller scale along Gloucester Street. The Press building, with its replicated historic façade, is opposite along with Pacific Tower (which is the tallest building remaining in the city) at the eastern end of the same block. Other parts of the CBD have been substantially cleared following the damage by the earthquakes and many buildings remain to be demolished.
230. To the south of the site the Square is anchored by Christchurch Cathedral – the dominant landmark of the central city. The neogothic building was badly damaged during the earthquakes and it is yet to be confirmed whether the cathedral will be restored or a new cathedral constructed.
231. The businesses and facilities that were located in the central city prior to the earthquakes have relocated to temporary or new premises outside the city zone. Business hubs have popped up in more suburban areas such as Addington and Victoria Street, with tenants signing up to

⁴⁴ <http://www.stats.govt.nz/~media/Statistics/Census/2013%20Census/profile-and-summary-reports/quickstats-about-greater-chch/quickstats-greater-chch.pdf>

medium to long term leases indicating that relocation back to the CBD is unrealistic in the short to medium term.

232. The dislocation of businesses following the February 2011 earthquake has already had a substantial cost to the economy, with preliminary estimates suggesting that the lack of a central city is costing the New Zealand economy between two to four hundred million dollars per year⁴⁵.
233. **Business Needs:** whilst it is difficult to identify that the feedback received through the 'Your Library, Your Voice' campaign that relates directly to this (Regeneration of Christchurch) strategic objective, the 2,414 comments reflect a strong sense of interest in and ownership of the New Central Library. Importantly, many of the responses reflect feelings of excitement, anticipation and ownership: "give young people a feeling of belonging to the city"; "I want to feel welcomed and wowed in this new library"; "the entrance will make you feel famous"; "give the new library a New Zealand voice, a strong voice celebrating our voices and the community"; and "an oasis of peace in the middle of a busy city".
234. If Christchurch is going to become a 'world-class city' then it will need a world-class library service both in terms of achieving outstanding architectural design and delivering a great library service. The specification and appearance of the new building will be designed to encourage large numbers of people to utilise the library's assets.
235. The central city was also the location for many cultural and recreational facilities that helped to make greater Christchurch a great place to live, work and visit. As a city serving over 430,000 people, Christchurch needs to offer the facilities, services and amenities that would be expected in any equivalent city worldwide⁴⁶.
236. CCRP lays out a series of anchor projects (shown in the map below⁴⁷) which have been distributed throughout the CBD. The purpose of these anchor projects is to provide the key civic infrastructure for Christchurch and to form a catalyst for surrounding development.



⁴⁵ CCRP, p15

⁴⁶ There were 436,056 people living in greater Christchurch at the 2013 Census from:

<http://www.stats.govt.nz/~media/Statistics/Census/2013%20Census/profile-and-summary-reports/quickstats-about-greater-chch/quickstats-greater-chch.pdf>

⁴⁷ <http://ccdu.govt.nz/sites/default/files/christchurch-central-recovery-plan-anchor-project-map-a3.pdf>

237. The New Central Library is part of a cluster of anchor projects around the Square including the Convention Centre Precinct, Performing Arts Precinct and the Square itself. The New Central Library is also in close proximity to the Avon River Precinct and East Frame – intended to contain the Core of the Central City. The design of each project within this cluster should be informed by the design of the others to maximise their collective potential.
238. The New Central Library will be among the first major projects to be complete during the rebuild. Hence, the New Central Library has the potential to fulfil a number of temporary roles during the development of the surrounding city. Some of these temporary roles may become part of the New Central Library's ongoing service provision but are particularly more important during the rebuild; other roles may be temporary to fulfil a need until the surrounding city develops.

Potential Business Scope and Key Service Requirements

239. The potential business scope and key service requirements were identified by stakeholders at facilitated options workshops. Details of these workshops are included in Appendix Two: *Detailed Design Brief, Appendix A: Stakeholder Workshop Summaries.*

Creating a New Library and Sense of Place in the Central City for the Christchurch Community

Components:

240. The Central Library is a cultural, social and educational hub. Core services include access to the largest collection in the library network; access to the internet; digital resources and digital technologies; the provision of general services and conveniences such as community information, public toilets, copiers and printers; the provision of social and learning spaces and experiences; and access to a variety of events, programmes and exhibitions.
241. CCL has a strong reputation for providing dynamic and engaging libraries and this is reflected in the high use of all of its libraries. Customer expectation is such that the city's residents see their libraries as both social and cultural hubs and consider this to be core service. The provision of 'community based services for all in places at the heart of the community' is considered to be one of four key strategic roles for New Zealand public libraries.⁴⁸
242. Current international literature about public libraries acknowledges the transition that successful public libraries have made in recent years – from being spaces that have been designed for housing collections and equipment to a refocused approach where libraries are designed for people, community outcomes, experiences and innovation. This people centred thinking, which is shared amongst peers throughout the world, is the key theme of two key recently published resources. Building Libraries for Tomorrow, published in 2014 by J. Laerkes (Denmark) and P. Manolis (Australia) and Design Thinking For Libraries, also published in 2014. The latter is a design toolkit for libraries jointly produced by Chicago Public Libraries and Aarhus Public Libraries, funded by the Bill and Melinda Gates Foundation, and which promotes human centred design as the key to the success of modern libraries.⁴⁹
243. New public libraries are increasingly being recognised for their pivotal role in placemaking, civic identity and cultural revitalisation. The Danish/Australian paper (Building Libraries for Tomorrow) confirms that the role of libraries is rapidly changing with "regular major shifts in societal and technology environments as well as the multiplicity of community needs, usage, services and technology, including mobile technology". While space for hard-copy collections is decreasing, the requirement for physical space is increasing due to the need to provide more space for people.⁵⁰
244. Participants at the internal stakeholder workshop identified the following resources and facilities as 'must haves' in the New Central Library: space for books, play spaces, training spaces, good coffee, good way-finding, longer opening hours, community events and performances, access to high speed internet, curated stories, workshops and maker/creator facilities, free space to wander, real time information, space for reflection, gaming, spaces for co-working, areas for

⁴⁸ Public Libraries of New Zealand: A Strategic Framework 2012-2017, page 25

⁴⁹ <http://iflasection20.org/2014/01/14/building-libraries-for-tomorrow/> and <http://designthinkingforlibraries.com>

⁵⁰ Laerkes, Jacob and Manolis, Patti: Building Libraries for Tomorrow – INELI Cohort 1 Collaborative Project Report, 2013 (assessed at http://www.libraryinnovators.com/file.php/1/Building_Libraries_for_Tomorrow.pdf)

children and young adults, ablutions, access to multi-platform technology, spaces for social interaction, spaces for business people to use, access to well-informed staff.

245. The New Central Library will utilise all forms of media and media combinations to encourage new ways of learning and interacting with and sharing knowledge. All of Christchurch's libraries have successfully transitioned to a collaborative service model, with the use of technology-enabled customer self-service transactions are now considered to be standard practice. Similarly, access to a wide range of digital resources and access to the Internet via Wifi and fixed computers is now considered standard practice in all libraries. The Digital Plan, currently in draft format, will signal a deliberate move to staff-supported engagement and experience-based activities. These activities might be considered to be desirable or aspirational, as they will rely on the ongoing introduction of new up-to-the minute technologies and multi-media experiences.
246. Participants at the internal stakeholder workshop identified the following resources and facilities as "nice to have" or desirable: film making, video editing, music making, music room, a 'view' of the Christchurch rebuild, publishing resources, an artist and/or writer in residence, and compatible retail.
247. The Master Design Brief discusses the incorporation of a café, espresso bar and a retail kiosk to support the libraries core services⁵¹. Other amenities such as bookshops, dedicated retail areas and commercially tenanted areas might be considered to be desirable and perhaps even aspirational rather than essential services.
248. Participants at the internal stakeholder workshop identified the following resources and facilities as aspirational: a radio station and a drive in returns/drop-off.

Size:

249. The requirements for the New Central Library are specified in the Master Design Brief and describe a library of a total size of approximately 12,000m², built over 3 to 7 levels.⁵² The minimum size of the new library might be equivalent to the size of the former Central Library, although that library at approximately 7,200m² was considered to be small by the standards of

Library Size

Source	Minumum	Maximum
Master Design Brief	7,200	12,000
CCC Benchmarking (2013)		
- Old Central Library + estimated growth	9,450	11,151
- LIANZA Standards	11,153	12,994
- Wellington Comparison	12,780	15,080
- IFLA Collections per Capita	-	12,110
Benchmarking Range	9,450	15,080

other New Zealand and international metropolitan libraries.

250. Benchmarking, undertaken by CCC in 2008/2009 as part of development of the Libraries 2025 Facilities Plan utilised the formula of 70m² per thousand of population.⁵³ In February 2013, CCC

⁵¹ New Central Library Detailed Design Brief, p24.

⁵² New Central Library Project Master Design Brief, First Cut Draft, August 2013, page 5

⁵³ Library and Information Association of New Zealand Aotearoa (LIANZA) Standards for New Zealand Public Libraries, 2004, <http://www.lianza.org.nz/sites/lianza.org.nz/files/standardsnzpubliclibraries2004.pdf>

authored a benchmarking study for the New Central Library that placed the required library in the range of between 9,450m² and 15,080m².⁵⁴ The purpose of this study was to clarify the appropriate required size of the library as distinct from the desired or aspired size.

251. This study concluded (based on population growth in Christchurch and on the assumption that 7,000m² was “needed” at the time of planning the old Central Library) that 9,450m² would be needed in 2012 for a new library. This might therefore be considered to be the core or minimum ‘must have’ size. If additional space is added for future proofing until 2031, then 11,151m² would be needed today.
252. The report notes that this figure could be increased to 12,110m² if IFLA’s (International Federation of Library Associations) ranking for collections per capita ratio is taken into account. A comparison was also made with the size of Wellington’s Central Library and the report concluded that, if comparing to Wellington and taking the slight difference in population into account, then the required area would be in the range of 12,780m² to 15,080m².
253. If the LIANZA Standards were applied, the size would be 11,153m². However, allowing for population growth (and an estimated population in 2025 of 413,787) then the size would be 12,994m². The difference between the 2025 ‘future proofing’ and the projected completion year would be 1,841m². The report recommends including this additional space for future proofing.
254. However, due to the current budget and quality requirements set out for the New Central Library, the size requirements discussed above are more aspirational in nature. An initial working target of 9,500m² was set for the design team⁵⁵ due to this budget/quality trade-off, with the understanding that size would be increased if it was deemed possible. The Laerkes/Manolis research concludes that “new libraries are pivotal to placemaking, civic identity and cultural revitalisation though space for hardcopy collections is decreasing, physical space is increasing due to the need to provide more space for people and the multiplicity of needs, usage and services.”⁵⁶ LLT are aware that a key consequence of reducing the size will be the reduction in the size of the printed collections that will be directly accessible by the public.

Quality:

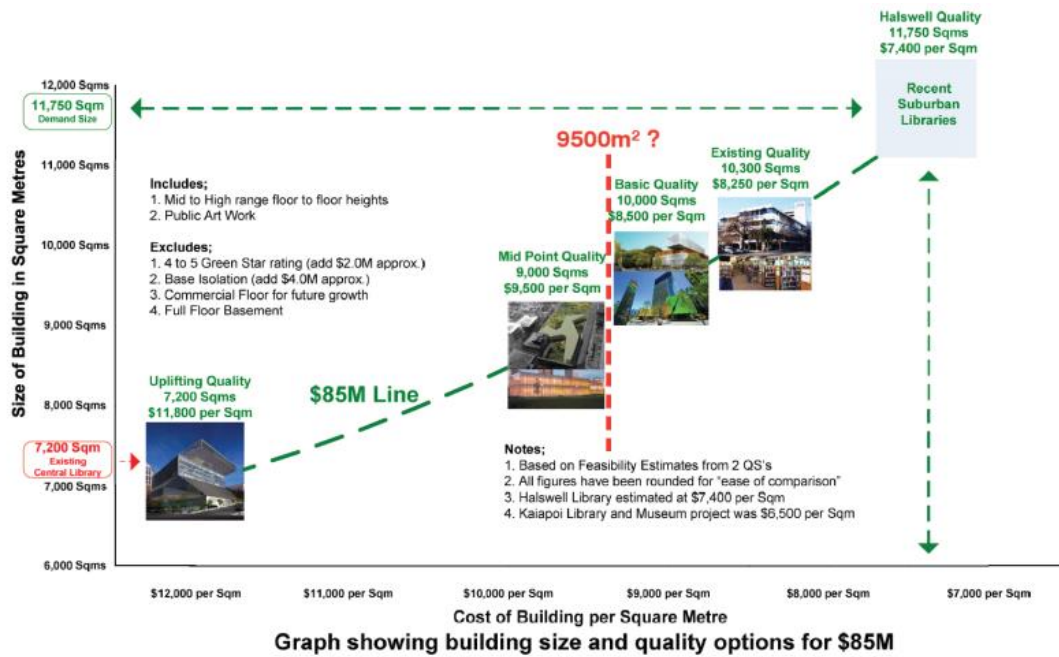
255. The Detailed Design Brief acknowledges the area requirements that were established in the Master Design Brief were largely based on collection size, library standards, and comparisons with other libraries, and that the project per square metre costs were influenced by a number of other national and international projects.⁵⁷ Based on the metrics, the budget of \$85 million could deliver the following options: an 11,750m² library of similar quality to recent suburban libraries; a 10,300m² library of a standard similar to the old Central Library; a mid-point quality 9,000m² library; or an “uplifting” quality 7,200m² library. The size / quality trade-off is depicted on the graph below⁴⁵. Note the cost of building per metre represents the total project cost and excludes escalation.

⁵⁴ New Central Library Benchmarking Study, Tony Biland, February 2013

⁵⁵ New Central Library Detailed Design Brief, p22.

⁵⁶ Building Libraries For Tomorrow, p5

⁵⁷ Detailed Design Brief, page 22



256. The Detailed Design Brief also reflects on the front-of-house (FOH) and back-of-house (BOH) ratios and proposes a reduction of back of house space to achieve the space requirements for the front-of-house components that had been identified in the Master Design Brief. The proposed ratio of 63% (FOH) and 28% (BOH) compares to a previous ratio for the old Central Library of 59% and 28% and would see CCL further developing their user focused and customer self-service delivery model (the remaining space is for Network Support Staff). The core features of this model are already well embedded in the library network where technology is used to streamline transactional tasks. The model focuses on providing the required services and quality of environment as opposed to a set collection size, which may result in some collection management activities and bulk storage being accommodated off-site.

Creating a Cultural Hub that Records and Celebrates Christchurch's Collective Heritage

257. The Detailed Design Brief acknowledges that the library will be a cultural hub that is representative of Christchurch's culture and community. The core services that support this objective include collecting, creating and making available local content and history, providing an environment that is welcoming and accessible to everyone, and ensuring bi-cultural heritage and identity is reflected in the library.
258. The 'Your Library, Your Voice' campaign confirmed "A Welcoming Place" as being one of four key engagement themes. "Let people walk into the library and be able to find something that reflects who they are" is typical of comments made during the feedback campaign.
259. Ngāi Tuāhuriri aspire to see the New Central Library as a place that acts as a whanau-magnet and is a living, spatial "document" of mana whenua engagement with place. The spaces within allow the telling of stories, the exploration of te reo and reference mahinga kai. They see the New Central Library as a rich, sophisticated and culturally layered place for all people of Otago to gather under the manaaki of Ngāi Tuāhuriri.
260. Participants at the internal stakeholder workshop identified the following resources and facilities as 'must haves': resources and help to find out about the city, showcasing local and national taonga (treasures), creating and documenting personal heritage, an Oceania facility that reflects Māori and Pacifica culture and heritage, and a community space like an inner city Marae.
261. The Special Collections Workstream identified that access to special collections is critical. Core services that might be considered are those associated with searching (requiring good search skills and skilled staff), browsing (direct customer access to print or digital formats) or exploring (requiring curated storytelling, exhibitions, programmes, blogging, digital connections, and a degree of managed intervention by staff). These services require skilled staff to actively collect, create and make available local content and history so that community memories are kept safe, diversity is respected and national and community identities are strengthened. The ability to access resources in a variety of ways, or to add to, or to create new content (in a range of formats), means that the library space will be used in different ways: quiet reading, group interaction and learning, lectures, exhibitions or displays and demonstrations.
262. Ngāi Tahu and Ngāi Tuāhuriri identified the following as being key to the success of the New Central Library: services, activities and facilities that make it a fun place of learning, play and exploration, places for meeting, gathering and exploring, spaces and resources for creating and sharing stories, different ways of understanding history while looking to the future, ways of portraying spiritual connections with the landscape, and strong expressions of partnership. Desirable requirements include: reflecting Māori values through the building and services, and providing safe conditions for holding and sharing taonga and for the creation of new taonga.
263. Aspirational requirements include providing appropriate facilities for the care and protection of Ngāi Tahu archives.
264. The provision of performances, events and exhibitions also support this business objective as these activities, in addition to providing access to knowledge, ideas and works of the imagination, reflect the diversity of the city and encourage broader involvement and participation.

265. Whilst small exhibition and performance areas, with seating capacity of approximately 200 to 300 people are considered now to be a core service, of central libraries, larger formal performance spaces (that could accommodate approximately 300 - 500 people) might be considered to be desirable or even aspirational. However, in a central library, such as the New Central Library, it would be appropriate to provide flexible use spaces that can be reconfigured to accommodate large groups of people attending library hosted events.⁵⁸
266. A recent report on venues in Christchurch identified that there are gaps in the market, especially for community theatre venues, following the loss of the Repertory Theatre.⁵⁹ This strengthens the case for a civic building, such as the New Central Library, to provide a performance space suitable for community groups. i.e. a "community arena"
267. The report identified three community theatres options that range in size from 300 to 400 people. These, however, are classed as uncertain and may not eventuate. A performance space for approximately 200 people is at the lower end of this capacity range and, although this would be unsuitable for larger performance, it is likely to appeal to a range of smaller community groups. Additionally the performance space would have its own market niche (a smaller intimate setting) if any of the other community theatre options do eventuate.

⁵⁸ Detailed Design Brief, page 23

⁵⁹ Christchurch Venue Overview and Assessment Report, March 2014.

Creating a Library that Attracts People Back to the City and is a Catalyst for the Regeneration of the Square

268. The basic need is to recreate a Central Library that can accommodate the core library services and be easily accessed by all residents of the city as well as by out of town visitors to the city. The location of the library in the Square could be considered to be desirable rather than essential.
269. The size of the building will be determined by need, budget available and quality desired. The Detailed Design Brief presents a range of size options determined by the budget available and varying quality levels, ranging from an 11,750m² basic build to a mid-point quality 9,000m² library or an “uplifting” quality 7,200m² library. Refer to paragraph 249 above for further details about the size / quality trade-off.
270. The Master Design Brief describes that Council wants to create “a world class, 21 century, prominent civic New Central Library building as an anchor project that strives to revitalise the CBD and the Square”.⁶⁰ It also stipulates that the New Central Library must be of a higher standard of concept design, detail design, materials and finishes than the Upper Riccarton, Aranui, and South Community Libraries⁶¹.
271. The Master Design Brief also calls for sustainable design solutions to “meet the needs of the present generation without compromising the ability of future generations to do the same”.⁶² Sustainable design features could be considered to be desirable or aspirational requirements rather than essential.
272. The Central Library, as part of its core services, welcomes tourist and out of town visitors and provides information about the city (past, present and potential). The library aspires to establish community and commercial partnerships that enhance the experiences of tourists and out-of-town visitors to Christchurch. These initiatives may include a Citizens Advice presence in the library, or an i-SITE service, as well as strengthened relationships with the art gallery, museum and adjacent events and performance venues.
273. The Central Library’s long-standing key (and core) partnerships with schools, tertiary institutions and other education providers will continue and will assist in bringing people and activity back into the central city. The library also aspires to establish new cooperative and productive relationships with re-established facilities and community and recreational destinations, such as the Arts Centre and Science Alive, and also with new and emerging commercial ventures.

Examples linking central libraries to city-wide revitalisation:

274. Experience in New Zealand has shown that when new libraries open, or when libraries reopen after extension and refurbishment, library usage increases significantly. For example, Levin’s new 4,000m² library and community centre saw a 66% increase in visitor numbers in the first year of opening. New Zealand local territorial authorities are recognising that libraries are important place-making facilities that attract large numbers of people and assist in reactivating and revitalising areas. Selwyn District Council, for example, is planning a 5,000m² library and cultural centre to expand the library space but also to purposefully try and consolidate and strengthen Rolleston’s town centre. Similarly, South Taranaki District Council are proposing to

⁶⁰ Master Design Brief, Page 14

⁶¹ Master Design Brief, Page 23

⁶² Master Design Brief, Page 25

relocate the library to a larger civic building in the heart of the retail centre in order to create an anchor for the revitalisation of the town's retail heart.

275. A far larger and more prominent overseas example is the new Birmingham Library in the United Kingdom. This project aimed to provide a new cultural centre for the city that would raise the quality of the adjacent built environment, strengthen the city's identity, and significantly contribute to the cultural, social and economic wellbeing of the city.⁶³ The library welcomed its 500,000th visitor 51 days after the library opened in September 2013 and, at the end of the library's first year, there has been a 140% increase in membership.⁶⁴
276. On a slightly smaller scale than Birmingham, Nieuwe Bibliotheek (New Library) opened in Almere in the Netherlands. Planned to be a thriving community hub that would change the needs and habits of library users, Almere library has attracted high visitor numbers and continues to grow in popularity.⁶⁵ Almere residents consider that the library has contributed greatly to the image of Almere, and has become an international tourist attraction.
277. The Seattle Central Library opened in May 2004 and immediately experienced dramatic increases in use. A study, commissioned to evaluate the impact of the library on Seattle's economy, confirmed that the library was functioning as a "highly effective information gateway, public space and tourist destination" and had become a "significant contributor to Seattle's economy, a catalyst for downtown revitalisation and development and a new icon for the city".⁶⁶
278. Halifax central Library opened on Saturday, 13 December 2014 to an estimated 12,000 visitors.⁶⁷

⁶³ <http://www.birminghamdesign.co.uk/pages/library-of-birmingham-business-case-birmingham-city-council>

⁶⁴ <http://www.libraryofbirmingham.com/article/oneyearon/lobfirstbirthday>

⁶⁵ <http://www.shareable.net/blog/how-a-new-dutch-library-smashed-attendance-records>

⁶⁶ Seattle Public Library Central Library: economic benefits assessment: the transformative power of a library to redefine learning, community and economic development, Berk and Associates, Inc. July 2005

⁶⁷ http://en.wikipedia.org/wiki/Halifax_Central_Library

Benefits, Risks, Constraints and Dependencies

Main Benefits

279. The monetary and non-monetary benefits were identified by stakeholders at facilitated options workshops. Details of these workshops are included in Appendix Two: *Detailed Design Brief*, Appendix A: *Stakeholder Workshop Summaries*.

280. Key monetary benefits are listed in the table below.

Analysis of potential benefits that can be expressed in monetary terms

Main Benefits	Who Benefits?	Direct or Indirect?	Description
Efficiency gains	NCL and CCC	Direct	Efficiency gains due to better utilisation of staff and facilities, reduced maintenance costs and energy savings
Reduced lease and storage warehouse costs	NCL and CCC	Direct	Leases for the two temporary libraries and the storage warehouse rental costs will no longer be required once the NCL is operational
Learner benefits	Training users	Indirect	Higher incomes due to skills or qualifications acquired
Automated systems	All library users	Direct	Reduced user costs due to use of automated systems
Increased revenue	NCL and CCC	Direct	Commercial activities would generate revenue for leased space (café or i-SITE)

281. Key non-monetary benefits are listed in the table on the next page.

Analysis of potential benefits that cannot be reliably expressed in monetary terms

Main Benefits	Who Benefits?	Direct or Indirect?	Description
Access to an improved range of library resources	All library users (including CCL employees)	Direct	The new and improved NCL will be open to everyone. This will provide increased access to physical and digital collections, technology resources, lounges and study spaces
Strengthened communities	Residents of Christchurch, Mana Whenua and Community, social, education, cultural and special interest groups.	Indirect	The NCL will contribute to a cohesive, safe, healthy and resilient community by providing a safe and welcoming community hub
Facilitates CBD regeneration and revitalisation	All stakeholders, including visitors to Christchurch	Indirect	The Library will contribute to the revitalisation of the inner city (economic and social) and also urban regeneration
Improved literacy and education of citizens	Residents of Christchurch, Mana Whenua, central and local government and community, social, education, cultural and special interest groups.	Both	NCL will improve the literacy and education of citizens by offering opportunities for lifelong learning. This will lead to an increasingly skilled and qualified workforce, increased innovation, a productive economy and economic growth.
Increased sense of community	Residents of Christchurch, Mana Whenua and Community, social, education, cultural and special interest groups.	Indirect	NCL will allow for civic engagement, citizenship, community awareness and cohesion, community and civic participation
Increased sense of identity	Residents of Christchurch, Mana Whenua and Community, social, education, cultural and special interest groups.	Indirect	NCL will improve Christchurch's sense of identity, social inclusion and social well-being
NCL as a visitor destination	Tourists and visitors, and economic benefits to the wider economy	Indirect	Tourists and out of town visitors see NCL as a visitor destination. Increased visitor numbers will benefit the local economy.
Access to inner city connections	All library users (including CCL employees)	Indirect	An NCL in a central location will offer strong connections to inner city retail, businesses, cultural facilities and other public amenities
NCL as a business destination	Businesses	Direct	NCL will become a business destination by offering access to WiFi, café, lounges, meeting and function facilities to facilitate businesses
Employment benefits	CCL employees & tenants (ie café)	Direct	Employment benefits will be significant, including higher staff satisfaction and improved access to a learning and development opportunities, technology skills, resources and experience with events and exhibitions.
Home for Taonga	Mana Whenua and library users	Direct	NCL will offer a safe place for holding and sharing Taonga and the creation of new Taonga
Mana Whenua partnership	Mana Whenua	Direct	Opportunity for a Mana Whenua and NCL partnership encompassing building design, service and "heartbeat" of the building

Main Risks

282. Risks result from uncertain events that either improve or undermine the achievement of benefits. The main risks that might create, enhance, prevent, degrade, accelerate or delay the achievement of the investment objectives are identified in the table below.

Initial risk analysis

Main Risks	Consequence (H/M/L)	Likelihood (H/M/L)
Service Risks		
Levels of use may be low	High	Medium
Staffing - skills, focus and culture	High	Low
Public safety in the library and the Square	Medium	Low
Technology risks	Medium	Low
Perception that NCL could be noisy	Medium	Low
Accessibility to NCL may deter users	Medium	Medium
Change management	Medium	Medium
Project budget is exceeded	Medium	High
Scope creep	Medium	High
External and environmental risks		
Government priorities may change	Low	Low
Natural disaster could occur	High	Medium
Reputational risk	Medium	Low
Failure to obtain statutory approval (ie building consent)	High	Medium
NCL designated site changes location	High	Low
Rebuild fails to take off	Medium	Low
Business risks		
Government unable to provide land	Low	Low
Philanthropic funding falls through	High	Medium
Partnerships and relationships opportunities forgone	Low	Low
Project experiences funding shortfall	Medium	Low
Council involvement / sign off	High	Medium
Limited or low quality pool of contractors	High	Medium
Contractor pulls out or becomes insolvent	Medium	Low

283. The following section includes a description of each risk and the key mitigation strategies. It is important to note that the majority of these risks relate to the construction and the initial operation of the New Central Library rather than the long term outcomes.

284. **Levels of use may be low:** the new library may take some time to be fully utilised, as people may be reluctant to return to the CBD. Mitigated by:

- Adopting a Service Strategy that identifies clear goals, measurable actions, and desired outcomes
- Incorporating the feedback from the 'Your Library, Your Voice' campaign into the planning of services and resources to be delivered from the New Central Library
- Developing and implementing a quality Communications and Marketing Plan

- Confidence that the city is anticipating the New Central Library and that residents will be keen to use it, and confidence that there will be strong demand for access to the larger collection and the special collections
- Evidence locally and internationally that new libraries generate a high level of interest
- Planning and promoting 'activity' at the library from day one: a full programme of events, exhibitions and activities to generate use and re-use
- Understanding what else will be happening around the library at the time of opening and in subsequent years and linking the library to these activities
- Promoting for business use
- Promoting as a key visitor and tourist destination
- Promoting as a place to observe the rebuild and contribute to the stories about the earthquakes
- Continuing to directly communicate with stakeholder groups

285. **Staffing – skills, focus and culture:** new skills and attitudes that are needed to support the delivery of the New Central Library's vision may not exist in the current library team. Mitigated by:

- Adopting a Central Library Service Strategy that informs a new culture, and service direction/change and effort required
- Providing strong leadership and clear direction
- Implementing a learning culture that sees staff working with customers as coaches, mentors and guides
- Up-skilling and recruitment of people where there are gaps
- Entering into strategic partnerships and collaborations
- Integrating a technological infrastructure that is responsive to new developments, and that enables change

286. **Public safety:** the library will feel unsafe, as anti-social behaviour was an issue in the old library and in the Square. Mitigated by:

- Adopting a design that makes the library an open and accessible place and consciously attending to known aspects that might compromise safety (lighting, access ways)
- Making the library an inclusive social hub representative of all people
- Creating meaningful relationships with neighbours to create a safe 'civic community'

287. **Technology risks:**

- Perception that technology might take over the library ('Your Library, Your Voice'). Mitigated by LLT's vision that technology and physical resources will be seamlessly integrated and that the library will open with a large book collection
- The building is built for now and may not be able to accommodate future technologies. Mitigated by designing a facility that is future-flexible with spaces that can be configured to suit future needs
- The Council won't be able to afford to implement the desired technologies or afford to update them. Mitigated by Council's operational planning processes

- The technologies that could help implement the project's vision are not available yet (e.g. one touch processes relating to transactional efficiencies). Mitigated by planning and a design that accommodates interim processes
 - Perception that technology will negate the need for skilled staff. Mitigated by the vision that staff will move from traditional activities to engaging with customers, enabling customers to make the most of their library experiences, and facilitating a wide variety of activities
288. **Noise and activity:** that the New Central Library will be a noisy and chaotic social environment that will be disruptive for people wanting peace and quiet. Mitigated by:
- The building design – a variety of spaces, good flow, flexibility to change, acoustics and attention to the placement of activities and their relationship to others
289. **Access:** concern that accessing the New Central Library will be difficult for some people because there will be no on-site car parking and no bus stop directly outside. Mitigated by:
- Car-parking is likely to be in close proximity to the library, probably in the Performing Arts Precinct, and a major bus super stop is planned to be near the Manchester Street/Gloucester Street corner
290. **Change management:** moving the collections, staff and other capabilities of the old Central Library into the New Central Library and settling in will be a significant process that will have far reaching impacts for those directly involved as well as the rest of the library network. Mitigated by LLT being aware of the ramifications of such a significant change on the organisation and their staff, and managing accordingly. Staff have already experienced large and on-going change due to the earthquakes and also as part of the implementation of the Smart Library Service Model (which was associated with the introduction of RFID).
291. **Project Budget is exceeded:** this is a very real risk that could be caused by cost escalations, unexpected expenses or costly delays to the project. This risk has may be mitigated to some extent by specifying that any budget overruns will need to be made up in other areas of the project (i.e. reduction in quality).
292. **Scope creep:** this is a risk where the scope increases or decreases. This risk is mitigated by putting together a high quality concept design team and continued monitoring by the project control group.
293. **Government priorities:** the recent election has the potential to alter priorities relating to the New Central Library and the rebuild. Although this is unlikely since the Government did not change. This risk is mitigated by:
- Significant changes from the current rebuild plan are likely to unpopular with voters if they put key projects, like the New Central Library at risk
294. **Natural disaster:** a natural disaster like an earthquake or tsunami could potentially strike at any time. The impact of these events is mitigated by having strong emergency management policies and procedures in place.
295. **Reputational risk:** poor public perception could result from poor consultation, unclear communications and issues or delays. These risks can be mitigated by:
- Active engagement with the community and key stakeholders
 - Clear and well planned communications strategy

- Clear contract documentation with all parties to avoid issues / delays
296. **Failure to obtain statutory approvals:** delays with the required statutory approvals, such as the building consent, resource consent and other relevant approvals, are likely to delay the project and increase costs. This can be mitigated by using clear contract documentation to pass the risk onto the Contractor (where relevant) and using a high quality concept design team.
297. **NCL designated site changes:** a change in site would significantly delay the project and increase costs as a lot of the initial design work would need to be redone. This can be mitigated with strong project and executive team governance.
298. **Rebuild fails to take off:** the success of the blueprint and rebuild of central Christchurch is not guaranteed. A high number of residents and workers have relocated outside the central City and are unable or unwilling to return in the short to medium term. This is mitigated by providing the city with key anchor projects (like the New Central Library) to revitalise the area and draw people back into the central city.
299. **Government is unable to provide the land:** the New Central Library project could be put at risk or delayed if the Government is unable to acquire the land designated for the New Central Library. This risk is mitigated by CERA's compulsory land acquisition powers that could be used if private land owners are unwilling to negotiate. In November 2014, the CERA Minister approved the Compulsory Acquisition of the final Camelot Hotel CCRP designated site, due to tenant / insurance complication issues. CERA demolition is programmed to start on the designated sites at the end of November 2014 and continue for 80 working days (until approximately April 2015), although no easily visible demolition works had commenced on 13 January 2015.
300. **Philanthropic funding falls through:** without the philanthropic funding the size of the project would need to be reduced. This risk can be mitigated by clear communication and cost share discussions with the relevant parties.
301. **Partnerships and relationships:** the opportunities to establish beneficial partnerships are lost due to uncertainty, time constraints and lack of understanding of the New Central Library's potential. Mitigated by:
- Marketing New Central Library's potential
 - Actively communicating
 - Keeping an open mind
 - Entering into formal MOUs and other agreements
 - Revisiting earlier perceptions that the New Central Library will provide a financial return on investment through the leasing of additional floor space
302. **Project experiences funding shortfall:** this has been mitigated to some extent by the cost sharing agreement that was agreed by CCC and the Government which sets out how the costs for the New Central Library have been split between the two parties.
303. **Council involvement / signoff:** issues in this area could delay the project however, clear communications (both up and down the organisation) will reduce this risk.
304. **Limited or low quality pool of contractors:** the project will be delayed if no worthwhile tender proposals are received, however this can be mitigated with strong market engagement.

305. **Contractor pulls out or becomes insolvent:** this will cause significant project delays and increase costs. This risk will be mitigated by conducting a thorough due diligence on the contractor during the tender process.

Key Constraints and Dependencies

306. The proposal is subject to the constraints and dependencies set out in the table below. These dependencies will be carefully monitored during the project.

Key constraints and dependencies

Constraints	Description
Budget	The budget is a key constraint. Trade-offs will need to be made to ensure that the budget is not exceeded.
Insurance Settlement	The insurance settlement on the old Central Library is only valid if the NCL is built within the CBD.
CCRP site designation	CCRP located a new Convention Centre on the site of the old Central Library on Gloucester Street. The NCL is designated on a site in the North East corner of The Square.
Dependencies	Description
Government providing the land	Construction on the NCL cannot be started until the land has been acquired and cleared.
Competition of the other Anchor Project	Success of the NCL relies in part of the success on its surrounding projects and the rebuild in general.

The Economic Case - Exploring the Preferred Way Forward

Section Contents

This section is arranged into the following subsections and areas.

Critical Success Factors

- CSF1: Achieving the required design flexibility and build quality
- CSF2: Within New Central Library budget of \$85 million
- CSF3: Completion of a 'fit for purpose' New Central Library by 2017
- CSF4: Leveraging Christchurch City Libraries' existing library expertise and network

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Long-list options assessment

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Should the New Central Library include a Commercial Floor?

Is the proposed location in the north east corner of the Square appropriate?

Short-term suitability of the site

Site availability

Identifying the preferred short-list option

The preferred option

Critical Success Factors

307. The following critical success factors were identified by stakeholders at facilitated options workshops. Details of these workshops are included in Appendix Two: *Detailed Design Brief, Appendix A: Stakeholder Workshop Summaries*.

Critical Success Factors

Generic Critical Success Factors	Proposal-Specific Critical Success Factors (CSFs)
Potential value for money	CSF1: Achieving the required design flexibility and build quality
Potential affordability	CSF2: Within NCL budget of \$85 million
Potential achievability	CSF3: Completion of a 'fit for purpose' NCL by 2017
Capacity and capability	CSF4: Leveraging CCL's existing library expertise and network

CSF1: Achieving the required design flexibility and build quality

308. The quality critical success factor is to be reflected in an outstanding architectural 'best in class' concept and design⁶⁸. The architectural concept design, architectural detailing and construction quality must be fit for purpose and at least to the standard of other destination defining, economically enlivening and activating world class central public buildings.
309. The high standard of quality is to be no less than the existing South (Beckenham), Aranui and Upper Riccarton libraries. It is also assumed that the build quality will be higher than that of the old Central Library. These international libraries shall be used as a guide for the minimum conceptual architectural quality: Aarhus Urban Mediaspace, Seattle Central Library, Library of Birmingham and Halifax Central Square Library⁶⁹.
310. Christchurch residents want a library that is "equipped for every purpose". New Central Library will need to continuously look to the future to adapt to rapidly changing trends in services, resources, technologies, programmes and in the use of the building itself. The New Central Library will respond to this challenge by creating a flexible environment that is able to accommodate a wide range of activities, and that is future-fit, responsive and adaptable to change.

CSF2: Within New Central Library budget of \$85 million

311. The funding for the New Central Library is comprised of \$60 million from CCC with a further anticipated \$10 million from the Crown and \$15 million from the "Transformational / Carpe Diem" Fund. The Crown is providing the land at an estimated value of \$5.5 million⁷⁰.
312. As a core goal and critical success factor, the project construction costs cannot exceed the allocated project budget. If this critical success factor is at risk then appropriate adjustments of scope (for example to quality or size) must be made to the project design scope in order to meet the budget⁷¹.

⁶⁸ Master Design Brief p4

⁶⁹ Detailed Design Brief p18

⁷⁰ Estimated by former NCL Project Director (Alistair McGuffie) based on 2,750 metres at \$2,000 per square metre.

⁷¹ New Central Library Project Master Design Brief p8

CSF3: Completion of a ‘fit for purpose’ New Central Library by 2017

313. This critical success factor encompasses the design and construction of a “fit for purpose” New Central Library. The current timeline put forward by CERA and CCDU sees the New Central Library completed in 2017. The New Central Library needs to be “fit for purpose” for the CBD of Christchurch, the metropolitan areas of Christchurch and (as the largest library in the South Island) for the South Island of NZ⁷².
314. At a minimum the New Central Library needs to be able to provide the following services⁷³:
- Print and digital collections and content readily available for loan, for use and via the Library's website
 - Community spaces
 - Equitable access to relevant, timely information and professional services
 - Programmes and events designed to meet customers’ diverse lifelong learning needs
315. The Master Design Brief also identifies that the New Central Library is to be “an inspiring place for people, uplifting and exciting the senses” and that it is to be “a place of story, where the essence of our bi-cultural identity, vibrant diversity and unique landscape, past present and future, are conveyed through world class design”. The Project Team’s commitment is to create “a world class library enabling everyone to participate fully in the changing world”.

CSF4: Leveraging Christchurch City Libraries’ existing library expertise and network

316. The Library Leadership Team is the senior management of CCL. Lead by the Unit Manager Libraries and Information, this team utilises their knowledge of library and information best-practice, their deep understanding of the libraries network, and their connections to wider Council operations to ensure CCL delivers successful public library services to the city. They work closely with library team leaders and other colleagues to ensure library services remain relevant to the residents of Christchurch. They participate in national and international networks and professional organisations to share best practice and to keep abreast of the rapid changes that are evident in the libraries and information arena.
317. Retaining and utilising the leadership provided by the LLT in relation to the New Central Library is critical to the success of the project.

⁷² New Central Library Project Master Design Brief p48

⁷³ <http://resources.ccc.govt.nz/files/ACMP-LTP2013-22Libraries.pdf>

Long-List Options and Initial Options Assessment

Options identification

318. Under the following five dimensions, stakeholders have identified a comprehensive long list of in-scope options as follows.

Possible long-list options classified by the five dimensions of choice

Dimension	Base Case	Options within each Dimension
Scale, scope and location		
In relation to the proposal, what levels of coverage are possible?	<p>The old central library was 6,800 sqm.</p> <p>Currently central library services are offered out of two temporary premises.</p>	<p>SSL1: Minimum scope library with the same floor print as the existing central library and the building quality similar to recent suburban libraries (approximately 6,800m² at a total project cost of \$50 million)</p> <p>SSL2: Intermediate scope NCL with a larger floor print and mid-point quality (approximately 9,500m² at a total project cost of \$85 million)</p> <p>SSL3: Maximum scope NCL with a floor print equal to the maximum potential size and uplifting quality (approximately 11,750m² at a total project cost of \$140 million)</p> <p>SSL4: Any of the above scope libraries, plus a commercial floor that can be leased out in the medium-term and provide expansion options for the library in the long-term.</p>
Service solution		
How can services be provided?	Central library services are currently provided via two temporary central libraries (Peterborough and Manchester).	<p>SS1: Provide limited library services through a large café in the innovation hub (collections would be held offsite and available by request)</p> <p>SS2: Partner with National Library, Tertiary institutes or school libraries to provide library services</p> <p>SS3: Retain the current services and add additional facilities as required</p> <p>SS4: Build a new central library building in the north east corner of the square</p> <p>SS5: Build a new central library building on a different site in the CBD</p> <p>SS6: Expand a suburban library (i.e. Peterborough Street or South Library) into a central library</p>
Service delivery		
Who can deliver the services?	Library services are provided by CCC	<p>SD1: CCC (Public)</p> <p>SD2: Outsource library services to a private provider</p> <p>SD3: Public private partnership (PPP) between CCC and a private provider</p>
Implementation		
When can services be delivered?	n/a	<p>I1: Big bang delivery</p> <p>I2: Staged delivery</p> <p>I3: Deferred delivery</p>
Funding		
How can it be funded?	None	<p>F1: Solely funded by CCC</p> <p>F2: Cost sharing between CCC and Crown</p> <p>F3: Cost sharing with third party</p>

Long list options assessment to determine the short-list

319. The long-list options in each of the five dimensions were assessed using a two part process:

- Options were initially assessed against the critical success factors (tick for achieves or cross for fails). Any option that fails to meet any of the critical success factors is automatically rejected at this point. Where an option is the only one remaining in a particular dimension at this stage, it is automatically short-listed (as the preferred approach must include one option from each project dimension)
- The remaining options are then assessed against the investment objectives. Each long-list option is assessed as achieving (Y), partially achieving (P) or not achieving (N) the investment objective. Then the short-list is constructed from the remaining options under each of the five dimensions

Long list options assessment

320. The table below assesses the long-list options against the critical success factors. The advantages and disadvantages of each of the long list options are discussed below. Short listed options are covered in more detail in the next section.

Long-list options assessment

		Status quo or do nothing			SSL1: Minimum scope library			SSL2: Intermediate scope library			SSL3: Maximum scope library			SSL4: Any scope library + commercial floor			SSL1: Limited library services via café		
		SS2: Partnership with 'library service' provider			SS3: Current services+ facilities as required			SS4: NCL in NE corner of Square			SS5: NCL on different CBD site			SD1: Services delivery by CCC (public)			I1: Big bang delivery		
		I2: Staged delivery			I3: Deferred delivery			F1: CCC funded			F2: CCC & Crown cost sharing			F3: Cost sharing with third party					
Critical Success Factors (CSF)		Scope			Service solution			Service delivery			Implementation			Funding					
CSF1: Achieving the required design flexibility and build quality		✗	✗	✓	✓	✓	✗	✗	✗	✓	✓	✓	✗	✓	✓	✓	✗	✗	✗
CSF2: Within NCL budget of \$85 m		✓	✓	✓	✗	✓	✓	✓	✓	✓	✓	✓	✓	✗	✓	✗	✗	✗	✗
CSF3: Completion of a 'fit for purpose' NCL by 2017		✓	✓	✓	✓	✓	✗	✗	✗	✓	✓	✓	✓	✓	✗	✗	✓	✓	✗
CSF4: Leveraging CCL's existing services expertise and network		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Pass Critical Success Factors?		Yes*	No	Yes	No	Yes	No	No	No	Yes	Yes	Yes	Yes	No	No	No	Yes	No	No
Investment Objectives (IO)																			
IO1: Strong community and sense of place		P		Y		Y				Y	Y	P							
IO2: Knowledge economy		P		Y		Y				Y	Y	Y							
IO3: Culture and heritage		P		Y		Y				Y	Y	Y							
IO4: Regeneration of Christchurch		N		Y		Y				Y	Y	N							
Investment Objectives Assessment Total		P		Y		Y				Y	Y	P							
Option Short-listed?		Yes*	No	Yes	No	Yes	No	No	No	Yes	Yes	No	Yes	No	No	No	Yes	No	No

KEY:

- ✓ - achieves CSF
- ✗ - fails CSF
- - CSF not applicable
- Y - achieves IO
- P - partially achieves IO
- N - does not achieve IO

* The Status Quo option is carried forward to the short-list and will act as the baseline for determining relative value for money

The status quo or do nothing option

321. **Description:** currently two small inner city temporary central libraries, Central Peterborough Library and Central Library Manchester Street, are providing library services for the central city.
322. **Advantages:** the main advantages are listed below:
- The library service is already operational, so there will be no implementation or funding requirements
 - The number of residents and workers in the central city has fallen significantly following the earthquakes, so a smaller central library service is arguably more appropriate at the current time. However, activity in the central city is increasing as the rebuild gains pace.
323. **Disadvantages:** the main disadvantages are listed below:
- The two temporary libraries are housed in leased premises that do not meet the build quality that CCC desire for their central library (New Central Library should equal or exceed the build quality of the suburban libraries)
 - Less than half of the borrowable items that were removed from the old Central Library are available for direct daily public viewing in the two temporary Central Libraries. The remaining items are in warehouse storage and are generally available through order online only
 - The old Central Library was a busy destination for Christchurch residents, inner city workers and visitors to the city from throughout New Zealand and overseas. The people of Christchurch, through the Your Library Your Voice campaign, have asked for a new Central Library that reflects the needs of a modern day community. Importantly, they have asked for a return of the extensive range of library resources that they had access to prior to the earthquakes.
 - The current central library services do not meet the CCC required levels of service. For example, due to limited space the Central Library Manchester has no children's section and is not open on Sundays
324. **Conclusion:** the status quo option was only ever intended by CCL as a temporary solution until a permanent solution is implemented. The current levels of service provided by the temporary central libraries is not a viable option for the future, especially as the rebuild progresses and more workers and residents move back into central Christchurch
325. The status quo option however has been carried forward to the short-list to act as a baseline for determining relative value for money of the short listed options.

Scale, scope and location dimension

SSL1: Minimum scope library with the same floor print as the existing central library and the building quality similar to recent suburban libraries (approximately 6,800m² at a total project cost of \$50 million)

326. **Description:** the minimum scope library has been based on the following specifications:

- Size equal to the floor plate of the old central library of 6,800m²
- Building quality equal to recent suburban libraries, for example Halswell library

327. **Advantages:** the main advantage of this option is the flexibility that a lower build cost would provide to the project. This would become particularly relevant in the situation that cost escalations are higher than expected or the project cost increases due to unexpected factors.

328. **Disadvantages:** the main disadvantage of this option is that it does not achieve the build quality and the potential flexibility required for the New Central Library. The quality is lower than the quality of the old Central Library. It is unlikely that a building of this quality would be architecturally 'best in class' or meet the public's expectations for their new library.

329. In addition to the point above, the old Central Library was proving to be too small to accommodate the collections, staff and 21st century library features and facilities.

330. **Conclusion:** this option does not meet the critical success factor of minimum required build quality and is therefore not a viable option for the New Central Library.

SSL2: Intermediate scope library would be a New Central Library with a larger floor print and mid-point quality (approximately 9,500m² at a total project cost of \$85 million)

331. **Description:** the intermediate scope library has been based on the results of a comparison conducted by CCC that looked at relevant local and international benchmark projects. Given the project costs of the benchmarks, it was established that to deliver the services and required quality of environment for the proposed New Central Library a facility of approximately 9500m² could be provided within the budget⁷⁴.

332. **Advantages:** the key advantage of this option is that it delivers or meets the services, quality and budget requirements for the New Central Library project. This option also assesses well against all the investment objectives.

333. **Disadvantages:** the disadvantage of this option is that there is no margin for error regarding cost escalations or overruns (other than the contingency element included in the budget). Another disadvantage is that this option is significantly smaller than the size publicised for the New Central Library project. For example the CCC website states "the New Central Library will be up to 12,000 square metres...".

334. **Conclusion:** while there are disadvantages for this option, it does meet all of the critical success factors and it achieves the investment objectives. This option must therefore go on the short-list to investigate in further detail.

⁷⁴ Detailed Design Brief

SSL3: Maximum scope library would be a New Central Library with a floor print equal to the demand size and uplifting quality (approximately 11,750m² at a total project cost of \$140 million)

335. **Description:** the maximum scope library has been based on the following specifications:

- Maximum size publicised in CCC/CERA documents of 12,000m²
- Uplifting quality is based on recent international benchmarks such as Aarhus Urban Mediaspace in Denmark and the Library of Birmingham

336. **Advantages:** the main advantage of this option is the superior build quality which would enable CCC to build a 'world-class civic' building with enough space and flexibility to meet the future demands of the City.

337. **Disadvantages:** the main disadvantage of this option is that the total build cost would exceed the New Central Library budget which is a critical success factor. Another aspect to consider would be whether the designated site is large enough for a building of this size (after considering the applicable height rules, and impact on the Square and surrounding buildings and the open space environment).

338. It is noted LLT expressed concern that five or more levels might be too high for Library purposes as it was difficult to draw users into the upper levels of the old Central Library⁷⁵. Atriums with attractive lifts, ramps and stairs could assist with transporting users into the heights of the building however these features would increase costs and take up additional space.

339. **Conclusion:** this option fails the critical success factor assessment as it exceeds the New Central Library budget and therefore is not a viable option for CCC.

SSL4: Any of the above scope libraries, plus a commercial floor that can be leased out in the medium-term and provide expansion options for the library in the long-term.

340. **Description:** this option is based on any of the above scope library (SSL2 is assumed since this option has been taken to the short-list), plus an additional commercial floor.

341. **Advantages:** the advantage of this option is that in the long-term an additional floor would provide New Central Library with additional flexibility to meet the future needs of its users. This future flexibility would increase the long-term service potential of the facility.

342. **Disadvantages:** the disadvantage of this option is the cost of building the additional floor and the difficulty associated with being a commercial landlord (this is not within the LLT or CCC's core competencies). The design of the additional floor may not link or flow well with the rest of the library (since it will not be a part of it in the medium term) which could be problematic if it was eventually used as library expansion space.

343. **Conclusion:** while there are disadvantages for this option, it does meet all the critical success factors and it achieves the investment objectives. Therefore, this option is short-listed to investigate in further detail.

⁷⁵ Master Design Brief

Service Solution Dimension

SS1: Provide limited library services through a large community lounge/café in the innovation hub (collections would be held offsite and available by request)

344. **Description:** this option envisions central library services being provided from a large community lounge/café in the innovation precinct. The option has the potential to include some core library services such as computer / internet access (including online services), children's area / activities, educational offerings (dependant on resources / available space), however other services, such as browsing the library collections, would not be as accessible under this model.
345. **Advantages:** the main advantage of this option is the potential benefits arising out of collaboration with the innovation precinct. For example having a library nearby could increase the innovative potential in the precinct and also increase usage of the library by those based in the area.
346. **Disadvantages:** this is not a library as they are known to most people and the literature supporting cities needing a good central library that is located on one site and that has resources for learning, innovation and recreation. As previously outlined, they are key to the wellbeing of a city as they help citizens to learn, to develop skills and knowledge for life and to gain an understanding of the city's shared heritage. They are places where people come together for debate and discussion, and for recreation and play. Importantly, they are community owned, familiar and trusted institutions that attract large numbers of people.
347. In addition to this proposal not being a 'library' in the fullest sense, the obvious disadvantage of this option is that the library's physical collections will not be held on site. Much of the feedback from stakeholders has related to the collection needing to back together in one central location.
348. A key role of the old Central Library was the provision of unique Canterbury and Christchurch collections that were popular with residents and visitors to Canterbury. Feedback from residents includes many comments relating to these collections and their desire to see a larger local history collection relocated back in the central city. Currently much of this collection is in offsite storage.
349. Knowledge related experiences rely on the option to seamlessly use a combination of hardcopy and digital resources in a variety of ways that suit different learning styles. The lounge/café option is unlikely as a café will not appeal to all library users. Many respondents to the 'Your Library, Your Voice' campaign said that they valued the traditional quieter aspects of the old Central Library.
350. Furthermore, the library brand in itself is lost in this option – the city has asked for a new library and a new library in the centre of the city is expected to be a key catalyst in revitalising the CBD and bring life back into the square.
351. **Conclusion:** this option fails the critical success factor assessment as it would not meet the required build quality expected of the New Central Library and it would not be 'fit for purpose'. As mentioned above, it also fails to provide the Square with a much needed anchor project to help revitalise central Christchurch.

SS2: Partner with National Library, Tertiary institutes or school libraries to provide central library services

352. **Description:** this option envisions central library services being provided in partnership with another 'library service' provider. This option could work by using the other partner libraries to deliver the Central Library services or jointly procuring a new library.
353. **Advantages:** the main advantages of this option relate to the synergies gained by partnering with another library services provider.
354. **Disadvantages:** key aspects to consider include finding a suitable partner and an appropriate location that meets the project vision and each of the project's objectives and getting commitment from both parties. Combined school and public libraries exist in New Zealand but are in smaller communities or in suburban areas, such as CCC's combined School and Community Library in Upper Riccarton. Finding a suitable partner and negotiating the specifics of the Partnership would take significant time and resources, and may cause the completion target of 2017 to become unachievable.
355. It is unlikely that the required flexibility and build quality could be obtained from the current library facilities owned or used by the prospective partners, and any new build would be subject to budgetary restrictions since the potential partners (i.e. Schools) are unlikely to be able to make any significant contributions (and the current New Central Library budget may be reduced under this scenario since the benefit would be split between the partners). Importantly another factor is that the New Central Library would not be able to fulfil the envisioned anchor project role under this option.
356. **Conclusion:** implementation of this option would require significant time and resources, which the New Central Library project does not have. This option fails the critical success factor assessment as it does not meet the required flexibility, build quality and timeframe required for this project, nor is it likely to deliver the key project outcomes.

SS3: Retain the current services and add additional facilities as required

357. **Description:** this option envisions retaining the Peterborough and Manchester Street Central Libraries on a permanent basis and adding additional facilities as required. It has been assumed that this option would only allow for the display of the current level of lendable items from the old central library (which is less than half of 320,000 items). Additional facilities such as educational computer laboratories, children's areas, youth spaces and community lounges could be added as needed.
358. **Advantages:** the main advantage of this option is that it has already been implemented and is operational, so no immediate action is required and capital requirements will be reduced and deferred until a later date.
359. This option would allow for central Christchurch library services to be matched to the pace of the rebuild. As workers and residents return to the central city the library services can be increased accordingly.
360. **Disadvantages:** importantly, this option would prevent the return of the large collection to one building, which is something the public have said they are looking forward to. These smaller spaces limit CCL's opportunity to respond to new developments, adopt new technologies, introduce more interactive and user driven experiences and to implement a significant change in the way they deliver library services.

361. Currently, customers are disadvantaged by the way the old Central Library collections are split – between Peterborough and Manchester Street libraries, and some is still in off-site storage.
362. The New Central Library will be an important civic and cultural amenity. In cities throughout the world the central library is often a building of significant scale, is usually in a high profile location, and is often iconic in design. They are places that can accommodate large numbers of people who are engaged in a range of social, cultural, recreational and learning activities and where the collective story of the city is preserved and told. Christchurch residents have said that they are looking forward to the return of their central library to the city.
363. **Conclusion:** this option fails the critical success factor assessment as it does not meet the required build quality. The option also does not currently achieve the level of service required by CCC and may require significant resources to get the services up to that level.

SS4: Build a new central library building in the north east corner of the square

364. **Description:** this option envisions building a new central library on the site designated by the CCRP on the north eastern corner of the Square.
365. **Advantages:** under this option the large collection would be displayed in one central building, which is something the public have identified as being important. The New Central Library would become a central hub to enhance and lead the library network by providing a broader and deeper range of physical and digital resources.
366. As mentioned above, the CCRP placed the New Central Library within the Square with the Convention Centre Precinct and Performing Arts Precinct as immediate neighbours. The Square will become “the civic heart of central Christchurch. It will be actively used day and night, be greener than before and be suitable for use in a range of weather conditions. Retail and accommodation around the Square will complement the Convention Centre and the Central Library”.
367. **Disadvantages:** one key disadvantage of this location is public accessibility as there is minimal public parking expected at the New Central Library site and the new bus interchange is just over three city blocks away. There will be a bus super stop on Manchester Street which will mitigate this issue to some extent. There are also risks associated with the site, namely the status of the surrounding facilities on opening day and the availability of the site.
368. **Conclusion:** this option meets all the critical success factors and achieves the investment objectives. Therefore this option has been put on the short-list to investigate in further detail.

SS5: Build a new central library building on a different site in the CBD

369. **Description:** this option is a variant of SS4 with the New Central Library located in a different location within the CBD.
370. **Advantages:** a different location could offer synergies with other precincts and the benefit of increased accessibility if it was located in an area with good parking and closer to the bus interchange.
371. **Disadvantages:** not locating the New Central Library as an anchor project on the Square would place the revitalisation of that area of the CBD at risk unless an alternative anchor project was located on that site. The synergies identified with the Convention Centre Precinct and

Performing Arts Precinct would be reduced if New Central Library was not close to these precincts

372. Libraries are recognised as being important place-making facilities that help revitalise and reactivate civic and retail centres. Throughout New Zealand a number of town-centre revitalisation projects are currently underway that will see the library relocated and rebuilt as a modern and architecturally striking civic amenity in order to attract investment, reactivate urban centres and revitalise communities. Refer to paragraphs 274 to 278 for examples linking central libraries to city-wide revitalisation.
373. **Conclusion:** this option meets all the critical success factors and achieves the investment objectives. Therefore this option has been put on the short-list to investigate in further detail.

SS6: Expand and refurbish a suburban library (i.e. South Library) into a central library

374. **Description:** this would involve the expansion and refurbishment of one of the suburban libraries to the standard and scale required for a large central library.
375. **Advantages:** this would reduce the budget required to complete the new library as a building already exists.
376. **Disadvantages:** this option would not be in the CBD (which could negate the insurance pay-out on the old Central Library) and would not be an 'anchor project' for the central city. It would also require retaining the current smaller Central Libraries as they serve the needs of local residents, visitors to the city and inner city workers.
377. A library location in the CBD, close to the buses, enables direct access for residents of all ages from throughout the city. Locating a large metropolitan library, of the scale and scope proposed for the New Central Library, in a suburban setting will disadvantage those not living or working close to that location. Any reduction in scale would limit the range of services and specialised resources that could be provided to residents.
378. Extending an existing library would be restrictive in terms of the existing design and quality and inhibit provision of library services in that area during the build process.
379. **Conclusion:** this option does meet all the critical success factors but it only partially achieves the investment objectives assessment primarily due to the non-central location. Therefore, it is not considered as a short-list option.

Service Delivery Dimension

SD1: Services delivery by CCC (Public)

380. **Description:** once the New Central Library project is operational, library services will continue to be delivered under the current services model. The library currently selects its own materials but outsources most other aspects of its collection acquisition, cataloguing and processing functions.
381. **Advantages:** the primary advantage of this option is that the New Central Library will get the knowledge and expertise of the LLT and the CCL network. None of New Zealand's public libraries are run by commercial providers.
382. **Disadvantages:** the disadvantage of this option is that CCL is effectively a monopoly and potentially may not be operating as efficiently as it would in a more competitive environment. It is important to note that this is mitigated to some extent by comparisons with other NZ public libraries through their annual statistics.⁷⁶
383. **Conclusion:** this option does meet all the critical success factors. As this is the only option under the service delivery dimension to meet all of the critical success factors it has been fast-tracked directly to the short-list.

SD2: Outsource library services to a private provider

384. **Description:** under this option library services would be outsourced to a private provider. While outsourcing an entire library has not been tested in the New Zealand public library context, a U.S. company called Library Systems & Services has won contracts to manage several U.S. local authority library services.
385. **Advantages:** advantages of outsourcing library services could be the potential to offer the benefits such as cost savings, quality improvements and increased innovation but, as there are no commercially run libraries in New Zealand and only a small number internationally, it would be difficult to confirm whether there would be any benefits.⁷⁷
386. **Disadvantages:** outsourcing all library services to a private provider would potentially have the following disadvantages:
- Unable to leverage CCL's existing library expertise. The strong expertise of CCL's team widely acknowledged by professional peers
 - May limit knowledge sharing between CCL, other authority libraries and the private provider
 - CCL library network benefits may not apply to New Central Library (for example there may not be appropriate membership integration with the CCC community libraries)
387. It is important to note that Christchurch residents are very satisfied with their library services, as reflected in annual satisfaction surveys, and CCL has, for many years, had a national and international reputation for its library facilities and for delivering excellent services.

⁷⁶ <http://www.lianza.org.nz/resources/lianza-publications/public-library-statistics/public-library-statistics-20122013>

⁷⁷ http://www.lianza.org.nz/sites/lianza.org.nz/files/best_j_outsourcing_management_of_us_public_libraries.pdf

388. **Conclusion:** this option fails the critical success factor assessment as it does not leverage CCL's existing library expertise. Within New Zealand there are currently no private companies that can rival the library expertise currently held within our local authorities.

SD3: Services delivery by public private partnership (PPP) between CCC and a private provider

389. **Description:** under this option library services would be delivered jointly by CCC and a private provider. It is important to note that the CCL already outsources much of its collection acquisition, cataloguing and processing functions and this would be continued under this service deliver option.
390. **Advantages:** this option has the advantage of having access to the library knowledge, expertise and networks of the CCL, as well as potentially offering some of the benefits of outsourcing.
391. **Disadvantages:** whilst a partnership between CCC and a private provider has the potential to offer the best of both worlds, it would need to be structured carefully to ensure that the potential synergies of the partnership actually materialise. The key output for a private provider is profitability which is likely to clash with CCL's objectives to some degree. PPP agreement's also take a significant period of time to negotiate and deliver which would represent a fundamental issue for the NCL project given the pre-existing deadlines.
392. The additional cost of administering the partnership is likely to negate some of the cost-saving benefits of outsourcing. Additionally, some private company cost reduction measures such as paying lower wages or increasing the ratio of cheaper lower qualified staff, may not be possible in a partnership scenario because of the political implications for CCC. These measures are likely to erode the library expertise that CCL currently holds, especially if a restructure is required to make the partnership work.
393. **Conclusion:** this option fails the critical success factor assessment as it does not adequately leverage CCL's existing library expertise, nor is it likely to deliver the key CCL objectives within the required timeframe. It is noted that while there is merit in considering outsourcing some services that CCL performs (such as the functions outsourced to Peter Pal), this is outside the scope of this business case.

Implementation Dimension

I1: Big bang delivery

394. **Description:** under this scenario the New Central Library would be fully opened to the public on day one. This means that on opening day visitors will be able to visit all floors of the facility and appreciate the full experience of the New Central Library.
395. **Advantages:** the public would have full access to 'their' New Central Library from day one and the design team would not have to consider any impacts related to a staged opening. Completing the entire fit-out and moving process in one phase would be cheaper than having two or more phases.
396. Evidence from Birmingham and Halifax, with the opening of their new central libraries, suggests that visitor numbers will be high from the first day of opening. It was estimated that 12,000 people visited the new Halifax Library on the first day of opening. In the first year following its opening in September 2013, Birmingham Library had 2.7 million visitors.
397. **Disadvantages:** it is possible that capacity may exceed demand in the New Central Library in the initial months, and potentially years, until the workers and residents of Christchurch move back to the CBD. This will be mitigated to some extent by the higher service requirements that visitors, and also employees, will have until they become familiar with the new library.
398. **Conclusion:** this option meets all the critical success factors and as it is the only 'implementation' dimension option to do so, it has been fast-tracked directly to the short-list.

I2: Staged delivery

399. **Description:** under this scenario the New Central Library would be opened to the public in stages. For example, only half the library may be opened on day one and the remainder may be opened in stages over the next few years.
400. **Advantages:** this would allow the library capacity to be matched to the demand as workers / residents returned to the city. It would also defer some capital expenditure / fit out costs until a later date which may assist with financing.
401. **Disadvantages:** a staged delivery would need to be considered in the design phase to ensure that areas / floors of the library could be securely blocked off from the public and then completed / opened at a later date without any disruption to the services available at that time. This would increase the design and construction costs of the building.
402. Staged delivery also potentially limits what users will experience on day one. CCL are aiming to provide exceptional experiences that encourage repeated regular use, thus steadily building visitor numbers. Accordingly it does not meet the critical success factor of being 'completed' by 2017, and likely impact the flexibility and flow of the facility design.
403. **Conclusion:** this option does not meet all of the critical success factors and therefore it has not been included in the short list.

I3: Deferred delivery

404. **Description:** under this scenario the New Central Library opening would be deferred until residents and workers have moved back into the Christchurch central city.

405. **Advantages:** deferred delivery would allow the New Central Library to be constructed after the bulk of the rebuild which could potentially:

- Reduce construction costs as there may be many construction companies competing for the remaining rebuild work
- Allow the New Central Library to open when residents and workers have moved back into the central city. This would reduce risk associated with the success of the rebuild and help to ensure high utilisation of the library from day one

406. **Disadvantages:** the key disadvantage of this option is that a deferred opening date would mean the New Central Library would not be operational by 2017 and would not be an 'anchor project' as envisioned in the CCRP. A deferred construction would also increase the risk that cost escalations would cause the NCL project budget to be exceeded.

407. **Conclusion:** this option fails the critical success factor assessment as the New Central Library would not be operational by 2017.

Funding Dimension

F1: Solely funded by CCC

408. **Description:** under this scenario the \$85 million allocated to the New Central Library project would be fully funded by CCC.
409. **Advantages:** only having one source of funding would streamline the funding process and make the administration side simpler.
410. **Disadvantages:** it is publically known that CCC is struggling to cover all the rebuild commitments / projects that it has committed to. Sole funding from CCC could potentially put the New Central Library project at risk of deferral or cancellation if the full funding could not be obtained.
411. CCC would also have to find funding and negotiate to buy the land allocated to the New Central Library project, which is likely to cause further delays and increase costs.
412. **Conclusion:** this option fails the critical success factor assessment as the New Central Library would not be operational by 2017.

F2: Cost sharing between CCC and Crown

413. **Description:** the cost sharing agreement between CCC and the Crown provides an \$85 million budget for the New Central Library project. This is comprised of \$60 million from the facilities rebuild fund, \$15 million from a “transformational fund” set aside in the 2013/14 Annual Plan, and \$10 million in philanthropic funding from the Crown. The Government will also provide the land worth approximately \$5.5 million⁷⁸.
414. **Advantages:** this cost sharing has already been negotiated and agreed by CCC and the Crown.
415. **Disadvantages:** success of the New Central Library project involves both parties being able to deliver on their commitments to the New Central Library project within the timelines set out in the CCRP.
416. **Conclusion:** while there are disadvantages or risks for this option, it does meet all the critical success factors. As this is the only option under the funding dimension to meet all critical success factor, this option has been fast-tracked directly to the short-list.

F3: Cost sharing with third party

417. **Description:** under this scenario part of the \$85 million would be paid for by a third party funder.
418. **Advantages:** this would reduce the CCC/Crown joint commitment to the rebuild and may free up funds for other projects.
419. **Disadvantages:** it is unlikely that a willing third party could be found to contribute to the New Central Library project as the project return is primarily non-monetary. If the project was

⁷⁸ Estimated by former NCL Project Director (Alistair McGuffie) based on 2,750 metres at \$2,000 per square metre.

assessed solely in monetary terms then it would be loss making which would deter potential investors.

420. **Conclusion:** this option fails the critical success factor assessment as the New Central Library would not be completed by 2017, as it is highly improbable that a willing investor could be found.

The Short-listed Options

421. Based on the long list analysis the following details have been confirmed about the preferred option:

- Intermediate scope library (*9,500m² at a total project cost of \$85 million*)
- Library services will be provided by CCC
- Services will be delivered in one big bang
- It will be funded in accordance with the cost sharing agreement between CCC and the Crown

422. On the basis of this analysis, the recommended short-list option for further assessment are as follows:

- **Option 1:** Status quo option (retained as a baseline comparator)
- **Option 2:** Build a New Central Library building on a different site in the CBD
- **Option 3:** Build a New Central Library building in the north east corner of the square
- **Option 4:** Build a New Central Library with an additional commercial floor for future growth

Economic Assessment of the Short-Listed Options

423. The primary benefits associated with this business case cannot be reliably or reasonably quantified in monetary values. These non-monetary benefits are significant in nature and will dictate the choice of the preferred option.
424. As shown in the main benefits section of the Strategic Case, the benefits associated with the New Central Library will flow from the successful achievement of the investment objectives in the form of significant social and economic benefits for Christchurch, the South Island and the wider New Zealand economy.
425. There is limited value in conducting a monetary cost-benefit analysis as part of this economic assessment since the key assessment considerations are non-monetary, and any monetary component is relatively trivial in comparison.
426. Accordingly, this economic assessment has been based on the areas of differentiation between the four short-listed options.
427. In essence only three questions separate the four short-listed options.
- **Does Christchurch need a New Central Library?**
 - **Should the New Central Library include an additional commercial floor?**
 - **Is the proposed location in the north east corner of the Square appropriate?**

Does Christchurch Need a New Central Library?

428. This section considers whether there is a mandate for a New Central Library. It is noted that this has fundamentally been answered in the strategic case and the assessment of the long list options sections. Key points from these sections are summarised below.
429. Strong evidence supporting the need for a new central library is contained in national, regional, sector and organisational strategies, and also discussed in national and international commentary and research that confirms the importance of large inner city libraries.
430. Feedback from the CCC led New Central Library engagement campaign has indicated strong support for a rebuilt central library.
431. The New Central Library and the 'library' brand will play a key role in the revitalisation of Christchurch's inner city. The strength of the library brand locally, nationally and internationally will result in a high level of interest in the New Central Library and the library will quickly become a key destination for locals and visitors to Christchurch.
432. There is evidence from CCL's customer feedback mechanism, "hearing what you say" that Christchurch residents are extremely proud of their library services. CCL has one of the highest active memberships in the country and has an international reputation for excellence in library services. Prior to the earthquakes, CCL had one of the highest levels of library usage in Australasia.
433. In addition to the internal stakeholder workshops, interviews with individual LLT members have confirmed that the rebuild provides a unique opportunity to further enhance and transform library services and experiences for the benefit of all of the city's ratepayers and other library users. Professional peers have also confirmed that this unique opportunity will allow Christchurch's New Central Library to be a centre of excellence and a testing place for innovation.
434. While it is recognised that the inner city is currently an emerging and somewhat uncertain environment, the benefit of the current situation is that it is dynamic, evolving, and constantly presenting new opportunities. This strengthens, rather than weakens, the case for a new central library.
435. This business case supports that Christchurch does need a new central library. It confirms that there is a compelling case for change and that the base case (or 'do nothing' scenario) is not a viable option for future Christchurch.

Should the New Central Library include a Commercial Floor?

436. This section considers the high level commercial feasibility of building an additional floor into the New Central Library design to be leased out in the medium term and to provide additional capacity and flexibility for the library in the long term.
437. As the New Central Library has not yet been fully designed or costed, a number of significant assumptions have been made and these assumptions are set out below. Whilst this makes it impossible to definitively analyse the proposition, the assumptions are considered to be reasonable for the purposes of this analysis and the outcomes indicative of what a full commercial investigation would conclude.
438. The assumptions made in this analysis are as follows:
- The New Central Library is targeting an intermediate scope library with a floor area of 9,500m²
 - The New Central Library site has a maximum footprint of 2,700m² (being a 30m by 90m site)
 - Allowing for design features, it is assumed that the 9,500m² will be spread over four floors
 - This would roughly imply that a 5th floor dedicated to commercial rental would have a floor plate in the vicinity of 2,375 to 2,500m² (say 2,400m²)
 - Recent high level estimates of build cost (for construction and fit out) imply a per square meter rate in the vicinity of \$7,000 for the New Central Library. This reflects the desired high quality (iconic) design and fit out of the New Central Library
 - A more standard office building could be built at a rate in the vicinity of \$3,500 per square metre
 - The build cost per square meter range of \$3,500 to \$7,000 has been confirmed as a reasonable approximation by the New Central Library Quantity Surveyor, Davis Langdon. This range excludes tenant fit out as this would be paid by the prospective tenant(s)
439. Based on these high level assumptions, it is estimated that adding an additional floor to the facility would cost in the range of \$8.4 million to \$16.8 million.

Estimated Marginal Floor Cost

Estimated Floor Build Cost		
Floor Plate (sqm)	2,400	2,400
\$ / sqm	3,500	7,000
Estimated Cost	8,400,000	16,800,000

440. It is noted that the (wide) cost estimate range reflects that the commercial floor would likely cost:

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Economic Assessment of the Short-Listed Options
Should the New Central Library include a Commercial Floor?

- Less than the library floors given the differing end uses and therefore lower design / finishing level
 - More than a standard office building given the intended iconic design of the overall building which would need to flow to (at least) the external elements of the commercial floor
441. In order to assess the potential rental yield on the marginal development cost of the commercial floor, the current long term rental rates of new central city office buildings have been obtained as a proxy for general commercial inner-city rental rates. For commercial confidentiality the actual building names have not been shown. These are presented in the following table:

Central City Office Rentals

Central City Office Stock	\$/sqm Rental Range	
Building 1	395	395
Building 2	400	415
Building 3	385	400
Building 4	425	425
Building 5	415	415
Building 6	415	415
Building 7	417	417
Building 8	395	425
Building 9	375	400
Building 10	375	375
Mean	400	408
Median	398	415
Min / Max	375	425

442. It is important to note that commercial rental rates have been exhibiting a downwards trend as the rebuild progresses and more commercial stock becomes available. Accordingly, the bottom end of the range has been used in this analysis, as presented in the following table:

Implied Rental Yield

Estimated Rental Yield (p.a.)		
Floor Plate (sqm)	2,400	2,400
Rental Rate (\$/sqm)	375	375
Annual Rental Income (\$)	900,000	900,000
Estimated Cost (\$)	8,400,000	16,800,000
Implied Yield (p.a.)	10.7%	5.4%

443. Whilst the upper end of the implied yield range appears potentially commercially viable, it is considered that there are a number of commercial risks associated with the commercial floor which do not make this option viable. These risks are summarised as follows:
- The marginal cost of the commercial floor is highly likely to exceed to the lower end of the cost range (which is the basis for the upper end of the yield range)

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Economic Assessment of the Short-Listed Options

Should the New Central Library include a Commercial Floor?

given it is inherently linked to the New Central Library design, and there is still significant cost escalation pressure in the local construction industry

- Approximately 80% of Christchurch tenants require less than 300m² of space, and the larger tenants have primarily already made significant steps towards determining their longer-term locations. Accordingly, New Central Library would potentially require 8 to 10 tenants to fill a 2,400m² floor plate
- Despite the objective of the CCC to reduce the growth of motor traffic within the inner CBD, the availability of onsite car parking is still a major factor in attracting commercial tenants. At present the New Central Library is not expected to have significant onsite car parking, and is unlikely to have sufficient parking to attract 8 to 10 commercial tenants
- There are already a large number of commercial developments either under construction or planned which are struggling to secure tenants. If CCC entered the commercial rental market through adding a commercial floor to the New Central Library it would be directly competing with the private commercial developers that CCC is relying on to develop the facilities that the wider city rebuild requires. This view was expressed in the stakeholder workshops

Economic Case

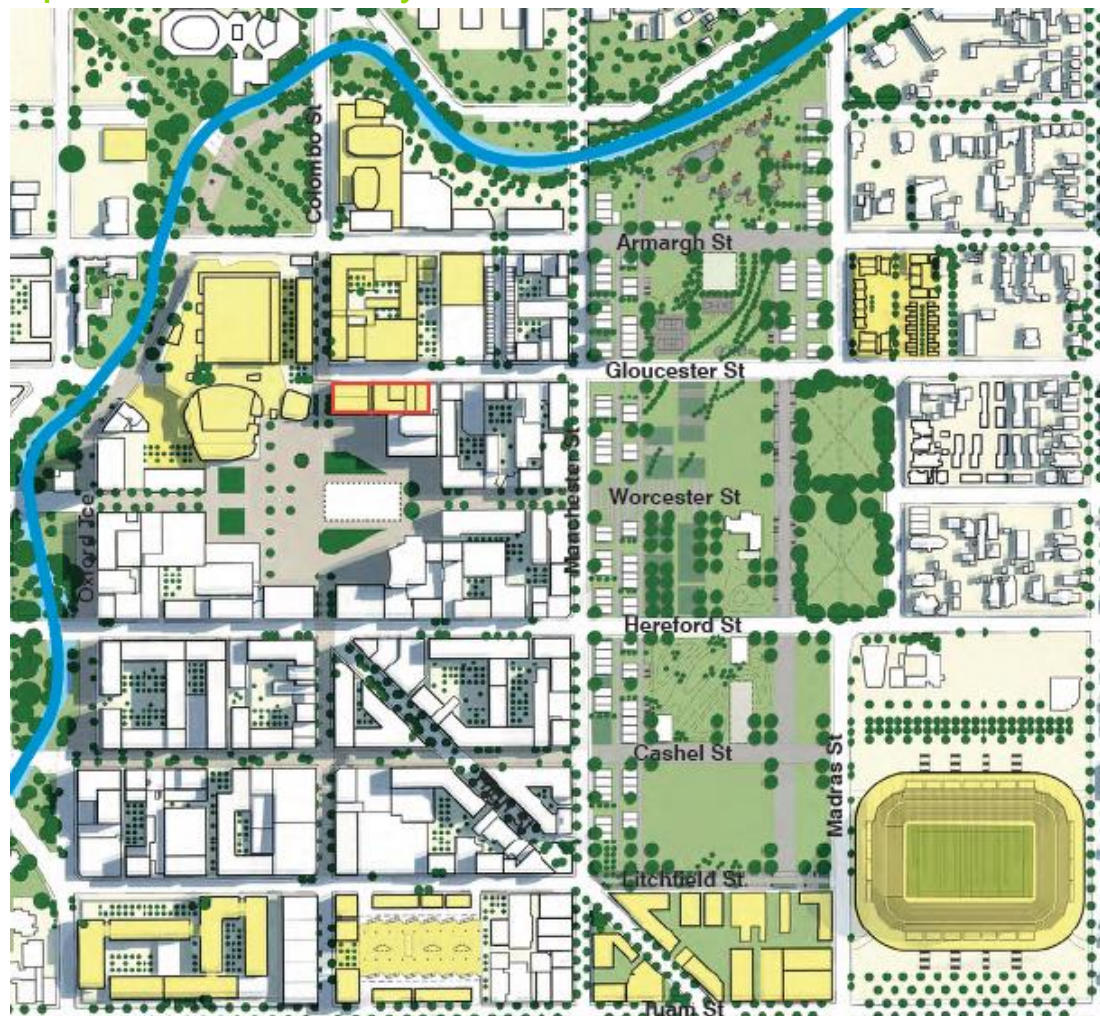
Economic Assessment of the Short-Listed Options

Is the proposed location in the north east corner of the square appropriate?

Is the proposed location in the north east corner of the square appropriate?

444. In many respects the proposed location of the New Central Library is a given parameter due to the site designation within the CCRP. Notwithstanding the designated nature of the site, it is still important to consider whether the proposed site meets the requirements and desired attributes of the New Central Library.
445. Based on the CCRP blueprint the New Central Library will be situated on the north-east corner of the Square, on the corner of Gloucester Street and Colombo Street. The site is adjacent to the proposed Convention Centre, which covers the site of the previous Christchurch Central Library.
446. The Arts Precinct, also outlined in the CCRP, is situated opposite the New Central Library site on Gloucester Street, and the Margaret Mahy Family playground and Avon River Precinct are situated just over a block away from the New Central Library site. On the opposite side of the Square the retail precinct will start at the intersection of Colombo and Hereford Streets.
447. The following map, compiled by the design team, shows the New Central Library site (outlined in red) in the context of the surrounding areas and other designated anchor projects.

Proposed New Central Library Site



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Economic Assessment of the Short-Listed Options

Is the proposed location in the north east corner of the square appropriate?

448. The facilities that are anticipated / planned to surround the New Central Library site in the long term are all compatible with, and complementary to the operation of the New Central Library.
449. Public accessibility is a key driver of the success of a public library facility. From a transport perspective it is noted that:
- There is minimal public parking expected at the New Central Library site, however CCC is planning a short-mid-term focussed public parking facility in the vicinity of the Arts Precinct, which should also be able to service New Central Library customers
 - The new bus interchange is just over three city blocks away, however it is understood that there will be a bus super stop near the corner of Gloucester and Manchester Streets. This would provide reasonable public transport access to the New Central Library. It would, however, require sheltered walkways between the bus stop and the New Central Library where practical
 - There is already tram access past the New Central Library site. However as this transport service is typically used by tourists rather than local residents it would not be expected to provide a primary transport option for the New Central Library
 - Cycle lanes and cycle parking options are planned for either the New Central Library site or in the immediate vicinity
450. Based on the above, the proposed New Central Library location provides reasonable public accessibility options for a facility of its nature, consistent with the wider CCC desire to reduce motor vehicle traffic within the inner city. However, the success of the New Central Library is highly dependent on the completion of other complementary facilities within the city that are outside the control of the New Central Library - such as CCC completing a car parking facility within the Arts Precinct vicinity that also services the New Central Library.
451. Finally, it is noted that the proposed location on the Square represents the traditional centre of the city. This central location is consistent with international precedents to benefit both from the existing people mass within the centre of the city as well as to drive additional patronage in the central city. In the future, however, there may be a significant number of central city businesses that locate themselves west of the Avon River, and there has been a large congregation of businesses in Victoria Street, suggesting that the 'business' centre of the city may be to the west of the Square in the long term.
452. Notwithstanding the business migration, the proposed New Central Library site is still considered to be appropriate and consistent with the investment objectives given:
- The proximity to the Convention Centre, which will drive significant non-resident people flows into the area of the New Central Library
 - The proximity to the Arts Precinct and Margaret Mahy Family playground which are expected to attract patronage more likely to utilise library services

Economic Case

Economic Assessment of the Short-Listed Options

Is the proposed location in the north east corner of the square appropriate?

- The proximity to the Innovation Precinct, which is located to the Southeast of the proposed New Central Library site, received major boosts recently with Vodafone and Kathmandu announcing intentions to build their local headquarters in the precinct. This is expected to aid the level of people flowing east-west across the central city and therefore within the region of the New Central Library
- The proximity to the Justice and Emergency Precinct which will bring many workers back into the CBD by 2017

453. There are however some risks associated with the site, namely the status of the surrounding facilities on opening day, the future of the Cathedral and the availability of the site. These are addressed separately below.

Economic Case

Economic Assessment of the Short-Listed Options

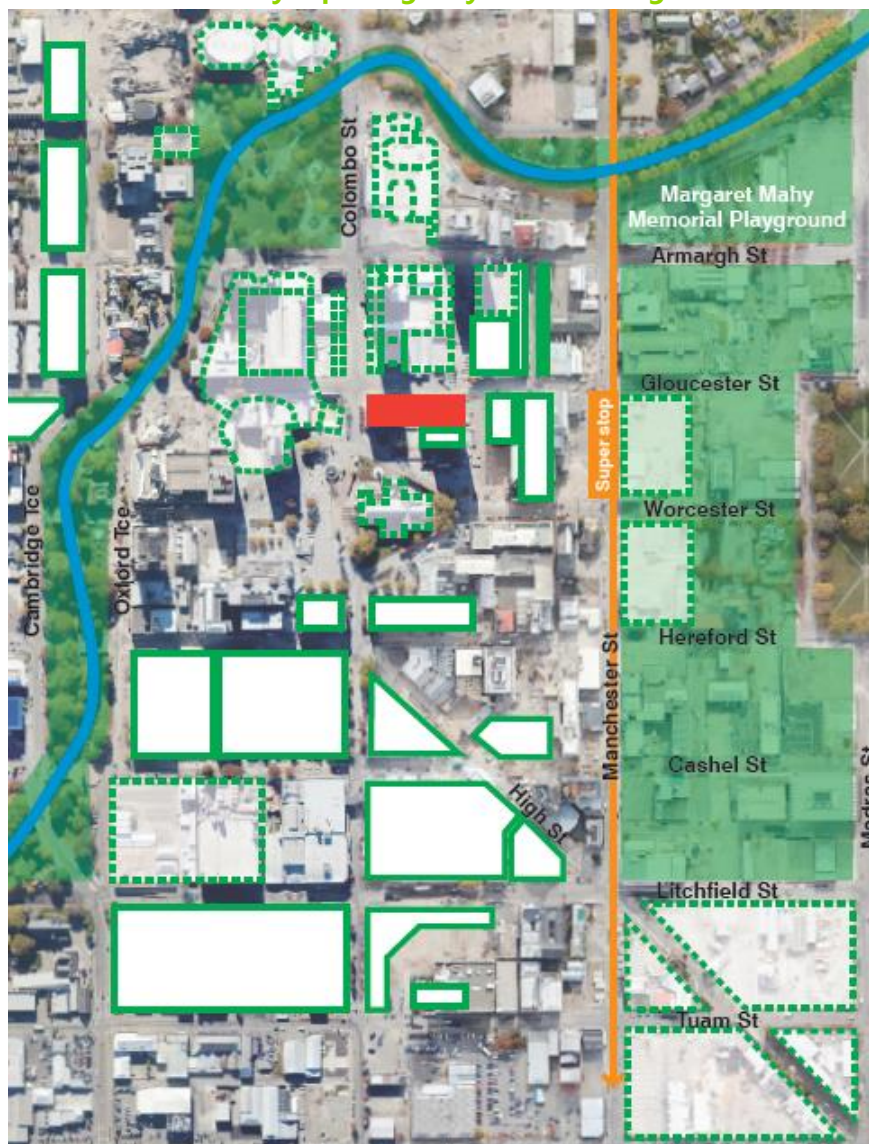
Is the proposed location in the north east corner of the square appropriate?

Short-term Suitability of Site

Short-term Suitability of Site

454. The commentary above concluded that the site is appropriate in the long term given the strategic direction of the city. However when it opens, the New Central Library will be one of the first completed facilities in the immediate vicinity.
455. The following map, compiled by the design team, shows the New Central Library site (in red) in the context of the expected completion (or otherwise) of the surrounding buildings / facilities when the New Central Library opens in the first quarter of 2017.

New Central Library Opening Day Surroundings



456. The analysis illustrates that neither the Convention Centre, nor the Arts Precinct will be completed by the time the New Central Library opens, whilst the exact future of the Cathedral itself remains uncertain and is unlikely to be completed by the New Central Library opening date.

Economic Case

Economic Assessment of the Short-Listed Options

Is the proposed location in the north east corner of the square appropriate?
Short-term Suitability of Site

457. Accordingly, a number of the facilities that are expected to drive library patronage in the longer term will not do so on opening day. Many of the completed developments are expected to be to the south of Hereford Street (being the retail area and Justice Precinct) and, New Central Library aside, there will be limited reasons for people to venture north of Hereford Street into what will largely be a construction area (with the noise and other externalities that large scale construction areas exhibit).
458. This risk is neither new nor unexpected and is inherent in the reason that the New Central Library is a designated anchor project in the CCRP. One of the anchor projects has to be the first facility in the area completed, and the fact that it will not be surrounded by complementary facilities from day one does not indicate that the proposed site is not appropriate.
459. The risk however does suggest that the New Central Library may need to operate differently in the initial years to attract repeat patronage to the New Central Library in the absence of other nearby facilities. The LLT has identified that, for example, additional exhibitions or performances in the New Central Library spaces may be required to boost visitor numbers.
460. Accordingly, the key mitigation to the day-one visitor number risk is the internal design of the New Central Library. It needs to be flexible enough to allow spaces for a higher level of 'non-traditional' activities to be performed at the New Central Library, which may then be reconfigured into spaces for other longer term uses as additional facilities are completed in the surrounding area.

Economic Case

Economic Assessment of the Short-Listed Options

Is the proposed location in the north east corner of the square appropriate?

Site Availability

Site Availability

461. Whilst the proposed site for the New Central Library is designated within the CCRP, and the final block compulsorily acquired by CERA, the 'master-plan' for the city itself remains in a state of flux.
462. As an example, in April 2014 Minister Brownlee lifted the proposed Performing Arts Precinct zoning from the northern portion of the originally proposed precinct area. The Arts Precinct will now cover the area boarded by Armagh Street, Colombo Street, Gloucester Street and New Regent Street / Isaac Theatre Royal. Until tenants are confirmed for the central city areas there remains a risk that designated zonings or precincts could change and potentially impact the location of the New Central Library.
463. It is understood that there are no impending changes to the proposed New Central Library site designation, however it remains a risk. It is important to note that any site within immediate proximity to the Square could provide similar amenity service to the library users and meet the investment objectives.
464. However, changing the proposed New Central Library site at this stage in the process would cause considerable delays to the project and require the design process to be reworked for a new site at a significant additional cost. It is unlikely that a New Central Library could be constructed on an alternative CBD site without exceeding the \$85 million budget (unless a significantly smaller and / or lower quality building was built) and exceeding the 2017 timeframe.
465. Therefore, the option to build the New Central Library on a different location in the CBD is not a viable option at this point in time.

Identifying the Preferred Short-List Option

Presenting the results of the options analysis

	Option 1: Do Nothing	Option 2: NCL on different CBD site	Option 3: NCL on north east corner of the Square	Option 4: NCL with commercial floor
Analysis of non-monetary benefits:				
Achieves Investment Objectives?	No	Yes	Yes	Yes
Key constraints	n/a	Cost and time delays of locating a new site and then reworking the designs	Site availability	Commercial risks
Viable option?	n/a	No	Yes	No

466. The preferred short-list option is to build the New Central Library building in the northeast corner of the Square (option 3). A summary of the key information from the economic assessment of the short-list is included in the table below:
467. The status quo option (option 1) is not viable as it does not achieve the investment objectives set out in this business case and there is no support for the 'do nothing' approach from New Central Library stakeholders.
468. The option to build an additional commercial floor (option 4) was also assessed as not viable due to the significant commercial risks associated with CCC undertaking this type of investment.
469. Options 3 and 4 are largely the same except for location. However, it is noted that a new site at this stage of the design process would put the New Central Library project at considerable risk of exceeding both its budget and timeframe.
470. Additionally the importance of option 3 to the anchor project programme and alignment with the CCRP is a key factor in this assessment.

The Preferred Option

471. Accordingly, the preferred option is comprised of the following selections from each of the five dimensions:

- Intermediate scope library (*9,500m² at a total project cost of \$85 million*)
- A new central library building in the north east corner of the square
- Library services will be provided by CCC
- Services will be delivered in one big bang
- It will be funded in accordance with the cost sharing agreement between CCC and the Crown. An additional analysis of a variety of alternative funding options is set out in Appendix Six

Commercial Case - Preparing for the Potential Deal

Section Contents

This section is arranged into the following subsections and areas.

The procurement strategy

 The procurement plan

Requirements specification

 Potential risk allocation

Contractual and other issues

 Contract Management

The Procurement Strategy

472. The procurement strategy approach was recommended in the New Central Library Project Procurement Options Report dated July 2013 (revision 3). The following paragraphs are excerpts from that report.
473. The recommended procurement strategy approach to market is a four-step process, which is summarised in the diagram below.
- Step 1: CCC to finalise the budget and sponsor brief
 - Step 2: Open market Architectural EOI and select RFP process. The rest of the consulting team should also be selected by an EOI/ RFP process at this time
 - Step 3: Appointed consulting team is to prepare the Developed Design documentation
 - Step 4: the detailed design and the construction procurement of the New Central Library to be delivered via a hybrid design and build with the developed design documents from step 3. The construction contractors will be selected by a EOI/ RFP process

Recommended Steps for the Procurement of the NCL



474. An Architectural design services EOI/RFP process was chosen as it will result in a more select and acknowledged range of architects for consideration in designing the project. This design procurement option aligns best with the key project outcomes for the New Central Library, namely strict adherence to the budget and delivery of the project in a timely manner.
475. A hybrid design and build with a client developed design offers an earlier commitment to resources, an earlier start date and an earlier indication of the final cost. By advancing the D&B tender documents to a developed design phase, CCC will maintain integrity of key design elements of the New Central Library, while the D&B Contractor will still have the latitude (and incentive) to drive the design during the detailed and construction design phases to improve buildability, rationalise the structural and engineering solutions, and further align the design outcome with sub-contractor and supplier market capability and capacities.
476. The construction contractors will be selected by an EOI/ RFP process that includes a two-stage tender process. Refer to the next section for details on the tender process.

477. This approach to market will follow CCC's overarching procurement policy, which is aligned with the following:

- Various CCC internal policies
- Controller and Auditor-General's Procurement Guidance for Public Entities, June 2008
- Mandatory Rules for Procurement by Departments (Endorsed by Cabinet 18/04/06)
- Policy Guide for Purchasers issued by the Ministry of Economic Development
- Principles of Best Practice: Construction Procurement in New Zealand issued by the New Zealand Construction Industry Council
- Other policies on procurement which are applicable to local government bodies

The Procurement Plan

478. The proposed approach to the market, evaluation of offers and identification of the preferred supplier are as follows.
479. The procurement plan classifies the project into stages from appraisal through to completion and soft landings. The process and the indicative timelines are summarised in the table below.

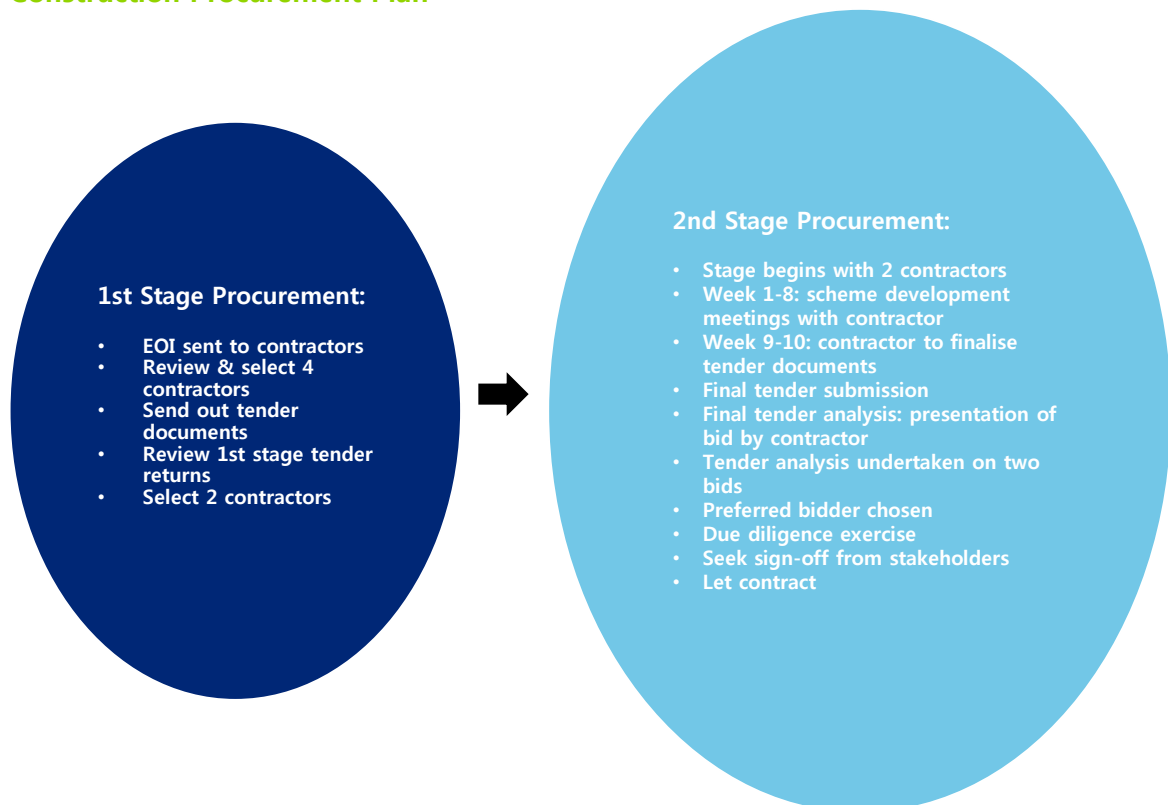
Procurement Plan Stages

Stage	Start	Completion
Stage A: Appraisal	Jul-12	Sep-13
Stage B: Design Brief / Pre Design	Sep-13	Jun-14
Stage C & D: Concept / Preliminary & Detailed Design	Jun-14	Dec-14
Stage E, F, G & H: Detailed Design & Building concept Plus	Jan-15	Jun-15
Stage J, K & L: Construction, Completion & Soft Landings	Jun-15	Jun-17

Source: Project Management Plan

480. The construction contractors will be selected by an EOI/ RFP process consisting of a two-stage tender process as shown in the diagram below. The 1st stage of procurement will take place during Stage C: Concept / Preliminary Design and the 2nd stage will occur during Stage D: Developed designs. This diagram is adapted from page 14 of the Procurement Report attached in Appendix Three of the business case.

Construction Procurement Plan



481. The 1st stage of the procurement process involves the selection of probably four contractors based on the expressions of interest and then reducing this down to two contracts to enter the 2nd stage of the procurement process. The 2nd stage consists of 10 weeks approximately of due diligence during the tender assessment. The first eight weeks will probably be based around weekly scheme development meetings with the tender assessment team and each of the contractors. The contractors will probably have the final two weeks approximately to finalise their tender documents. These will be presented to the tender evaluation team and the preferred bidder selected. A due diligence exercise will be completed before stakeholder sign-off.
482. The following team will be involved in the construction procurement process:

Tender evaluation team

Role	Name	Organisation
Unit Manager	Liam Nolan	CCC
Project Manager	Tony Biland	CCC
Senior Quantity Surveyor	Ross Davidson	Davis Langdon
Architect	Carsten Auer	Architectus + Schmidt/Hammer/Lassen
Probity Advisor	Brian Smith	Brian Smith Advisory
Project sponsor	Carolyn Robertson	CCC
Specialist consultants (as required)		

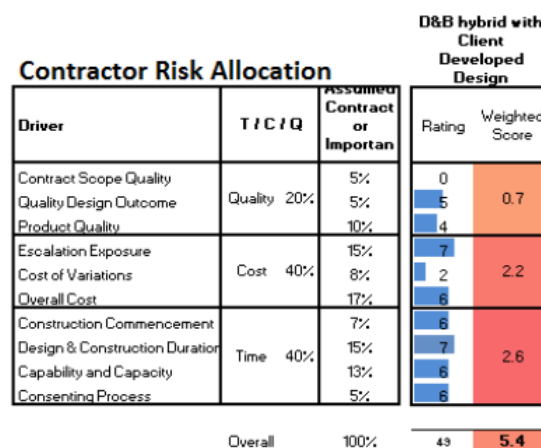
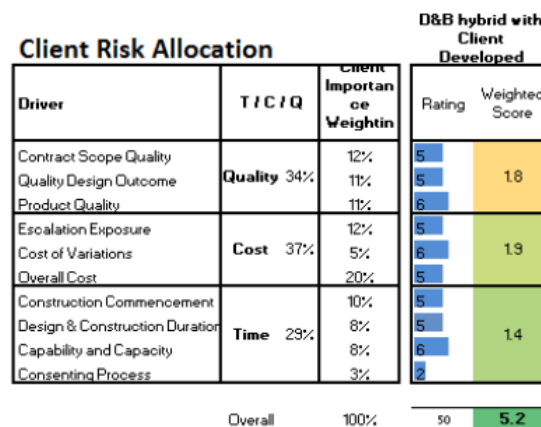
483. After Stage D is complete the client design team effectively become overseers of the design process once the design is handed over to the construction contractor.
484. The EOI and RFP (including the evaluation model and any pre-conditions) will be confirmed after the concept design stage has been completed and the site has been acquired and it will be run in parallel with the preliminary design stage.
485. If accepted, a recommendation to award the contract to the preferred contractor will be put before the Council, for consideration and approval in accordance with its Policy and Delegation manual.

Requirements Specification

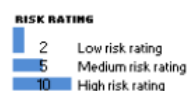
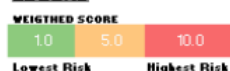
486. The final project outcome of the construction procurement process is the construction of a new central library as designed and documented by the professional consultant team.
487. This outcome will be further refined in the EOI/ RFP process during Stage C: Concept / Preliminary Design Plus, based on stakeholder consultation and input from the professional consultant team.

Potential Risk Allocation

488. Key procurement risks have been identified, evaluated and recorded in the risk register, attached to this business case in Appendix Four.
489. The procurement risks have been assigned to a risk owner (for example CCC, contractor or design team) who is responsible for managing and reporting on that risk.
490. A risk matrix review is included in section 9 of procurement report attached in Appendix Three of this business case. An extract of this matrix, showing the client / contractor risk allocations, is included below.



LEGEND



Contractual and Other Issues

- 491. The NEC3 contract may be used for the New Central Library process due to the collaborative relationship that it encourages between the parties. The NEC3 contract allows for back to back contractual agreements between consultants, contractors, sub-contractors and ongoing maintenance agreements (e.g. for lifts).
- 492. The construction contract will be finalised following market testing in November 2014.
- 493. CCC market engagement has shown that the New Zealand construction standards, NZS 3920 and NZS 3916, are favoured by construction contractors.
- 494. The short listed supplier will be offered a contract for the construction of the New Central Library after the completion of the construction procurement process and CCC approval has been obtained.
- 495. The programmed construction contract term is 2 years.
- 496. The quality standards / key performance indicators, timeframes for delivery, specific reporting requirements and the contract exit strategy will be confirmed based on the EOI/ RFP process and input from the preferred supplier.
- 497. The proposed payment approach is to use the flexible pricing options allowed under the NEC3 contract. This will allow milestone payments to be made against the contract.
- 498. Variations to contract can only be made in accordance with the Change Control process included in the Project Management Plan (Appendix One of the business case⁷⁹). The Change Control process is only instigated after Stage D.

Contract management

- 499. The responsibility for managing design and delivery under the contract as well as supplier relationship management will pass to Tony Biland (Senior Project Manager) on the signing of the contract. This person will develop a contract and relationship management plan in consultation with the successful supplier.
- 500. The contract will be managed using the Conject Construction Project Management and documentation system as well as other systems.

⁷⁹ Appendix O of the Project Management Plan

Financial Case - Affordability and Funding Requirements

Section Contents

This section is arranged into the following subsections and areas.

The financial costing model

Capital expenditure budget

Operating expenditure budget

The Financial Costing Model

Capital Expenditure Budget

501. The proposed funding arrangements are based on the CCC Three Year Plan 2013-16 and the Cost Sharing Agreement between CCC and the Crown.

NCL Funding

\$000	Jun-14
Proposed Funding Arrangements	
Facilities rebuild fund (CCC)	60,000
Transformational fund (CCC 2013/14 Annual Plan)	15,000
Philanthropic funding (Crown)	10,000
Total	85,000
Source: Three Year Plan 2013-16	

502. Land will also be provided at an estimated cost of \$5.5 million⁸⁰.
503. The budget of \$85 million is a critical success factor in this business case (see the Economic Case). Therefore, the project budget has been set based on this upper limit. The below table shows a high level breakdown of the capital budget based on the construction / design budget set out in the Detailed Design Brief and from discussions with the former Project Director⁸¹.

NCL Capital Budget

\$000	
Construction budget	
Substructure, including base isolation	7,125
Structure	6,650
Building	22,800
Services	11,733
External Works	1,000
Furniture and Equipment	8,419
Design contingencies	5,773
Construction contingencies	3,175
	66,674
Fees budget	
Consultants incl. project Director / Manager	4,814
RMA, consents & local authority fees	1,425
Re-location of services	850
Other	2,721
Project Contingency	8,500
	18,309
Total NCL Budget	84,983
Source: Detailed Design Brief and Project Director	

⁸⁰ Estimated by former NCL Project Director (Alistair McGuffie) based on 2,750 metres at \$2,000 per square metre.

⁸¹ See Appendix Two of this business case (Detailed Design Brief: Appendix I) for the design budget per Alistair McGuffie (former project director).

Operating Expenditure Budget

504. The business case team has been unable to obtain a summary of the proposed operating expenses for the New Central Library at this stage as it is dependent on the final design. It is understood that a directive to reduce annual operating expenses (on a per square metre basis compared to the old Central Library) has been included in the scope of the design team.
505. The C + I Unit operating budget will need to be clearly articulated, and specify whether overheads, allocations and one-off costs (see next paragraph) are included, to ensure that those responsible for the budgets know exactly what they are being measured against. Without a clear starting position it will be difficult to measure and report on how the New Central Library is performing relative to the old Central Library.
506. The C + I Unit operating budget will also need to include the one-off first year costs such as moving costs, new fit-out, meeting commitments for temporary central libraries (i.e. fit-out change, rent commitments, etc) and extra customer service needs that will be required until customers become familiar with the new library.
507. Contingency allowances represent 20.5% of the total project budget.

Management Case - Planning for Successful Delivery

Section Contents

This section is arranged into the following subsections and areas.

- Project management planning
 - Programme management arrangements
 - Project management arrangements
 - Proposed governance arrangements
 - Project roles and responsibilities
 - Project plan and milestones
- Change management planning
- Benefits management planning
- Risk management planning
- Post-project evaluation planning

Project Management Planning

Programme Management Arrangements

- 508. The proposed investment project is an integral part of the Central City Rebuild Programme as determined by the Government through CCDU, which consists of 16 anchor projects, including the New Central Library.
- 509. The Central City Rebuild Programme is managed by CCDU. Separate Business Cases are being prepared for each anchor project.
- 510. The relevant programme management arrangements for the New Central Library are set out below.

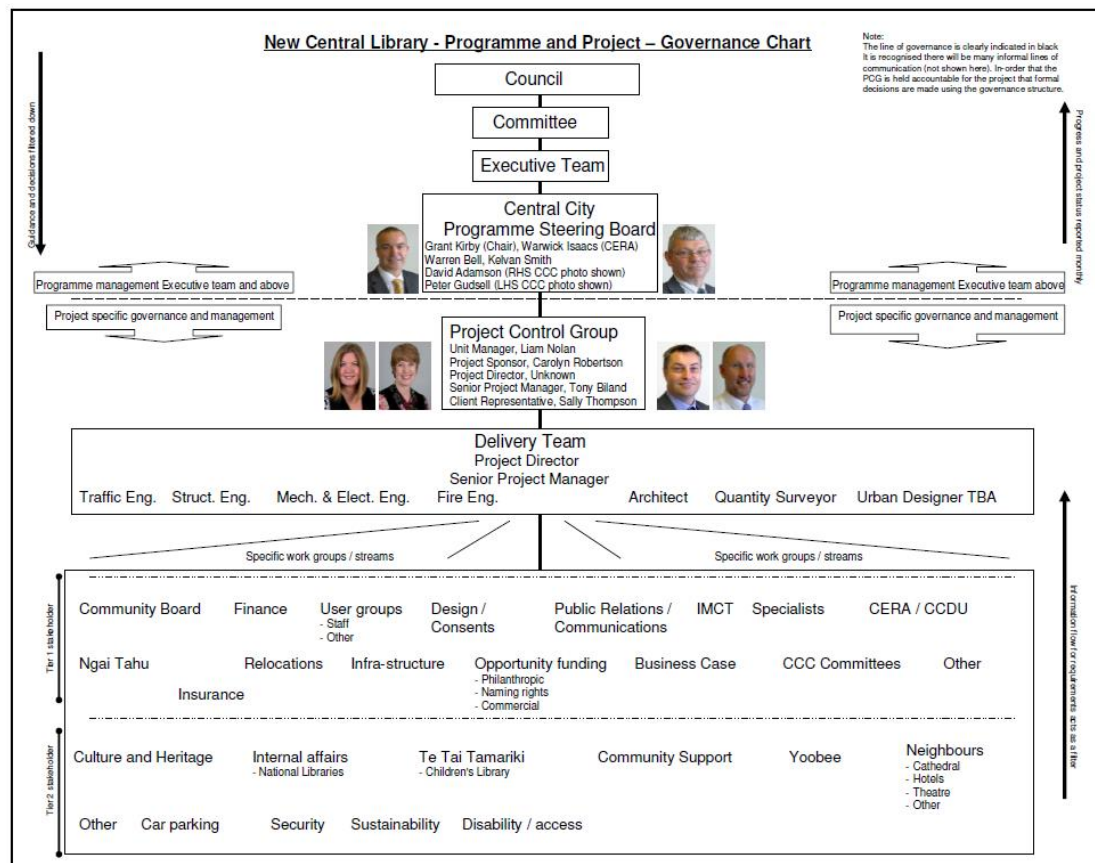
Project Management Arrangements

511. The following project management arrangements will be applied to this project.

- The Anchor Projects Unit will communicate and interface with the CCDU
- The Central City Programme Screening Board (CCSB) is responsible for governance of the project
- The project will be internally managed through the Anchor Projects Unit
- The management control over the project will be through the PCG, Senior Project Manager and the Project Sponsor
- The project may be managed by the Project Manager using the Conject project management system and other methodology

Proposed Governance Arrangements

512. The proposed governance structure and the reporting arrangements for the project are set out in the Project Governance paper in Appendix Five of this business case.
513. The below chart summarises the governance structure of the New Central Library project.



Note: The image above is an updated version of the one incorporated within the Project Management Plan (PMP) and indicates the numerous work streams involved in managing the project.

514. The governance structure for the project is folded into the overall governance for the rebuild of Christchurch between CERA and CCC. Refer to Appendix Five for further details of the Rebuild governance structure.
515. The Central City Programme Steering Board (CCPSB) is responsible for governance of the New Central Library project. CCPSB receives monthly updates on cost, time and quality issues along with high level risks and exception reports (out of scope elements of the project) via the Project Unit Manager who attends the New Central Library PCG.

Project Roles and Responsibilities

Project Sponsor

516. The Project Sponsor role resolves high level conflicts where required, takes financial ownership of the project, champions the project and reviews quality assurance. This role is expected to be shared with the Director of FIR who has overall accountability until the project is handed over the client.

Project Customer

517. The Project Customer role is the representative for the Project Sponsor.

Project Unit Manager

518. The Project Unit Manager is the Unit Manager for the project.

Senior Project Manager

519. The Senior Project Manager role manages and directs project processes, communicates with the PCG, the Project Sponsor and the CCPSB (via the Unit Manager), manages costs, risk, time and manages quality assurance.

Project Manager

520. The internal Council Senior Project Manager role manages and directs all project processes with the Senior Project Manager, co-ordinates all resource activities, communicates with the PCG, the Project Sponsor, the Senior Project Manager and the CCPSB via the Unit Manager, manages budget, cost, risk, quality, resources, timeframes and project deliverables, manages quality assurance and chairs the PCG meetings. Works with the Senior Project Manager to achieve the project objectives.

CERA Representative

521. CERA has a representative in the Project Control Group.

Project Control Group members

522. The roles summarised above are all members of the Project Control Group (PCG). This group provides the project control and guidance for services for this project at the Project Level. The PCG represents the Project Sponsor and other key stakeholders, it monitors the progress of the project, reviews budget, risk, resources, timeframes, scope, project deliverables and reviews Quality Assurance, all at the Project Level.

Director of FIR (Anchor Projects Unit)

523. The FIR Director is responsible for the final sign-offs for the project.

Interface with CCDU

524. The interface with CCDU will be managed through Greg Wilson, Deputy Director, CCDU.

Facilities Infrastructure Rebuild Group

525. The facilities infrastructure rebuild group is led by a Director.

Project Communications

526. A CCC Senior Communications Advisor is responsible for the communication of the New Central Library project.

Urban Design

527. CCC has an Urban Design Advisor assigned to the New Central Library project.

Design Team

528. The design team is comprised of consultants appointed specifically to perform a professional role in the New Central Library design team. For confidentiality reasons the contractual details of these appointments have not been included in the business case. Further information is available in the CCC professional appointments folder.

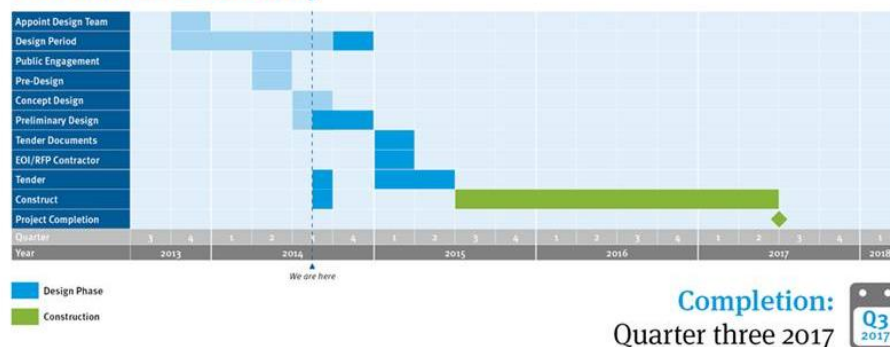
- Architect
- Structural engineer
- Mechanical and Electrical engineer
- Fire engine
- Quantity surveyor

Project Plan and Milestones

529. The New Central Library Project Management Plan is included in Appendix One. A summary of this plan is set out in the following paragraphs.
530. The key deliverables of the project are as follows:
- “First Cut” Master Design Project Brief which seeks to establish accommodation needs and define the appropriate quality. This has already been completed
 - Project Delivery Report / Procurement Options Report prepared by external consultants (Cequent Projects Ltd). This has already been completed and is attached in Appendix Three
 - Professional design and project management services, completed by the consultant team(s). The Detailed Design Brief has been completed and attached in Appendix Two
 - The construction of a New Central Library to meet the investment objectives
531. The key activities and delivery timetable of the project is shown on the Gantt chart below.

Delivery Timetable

New Central Library



532. Constraints and dependencies are discussed in paragraph 306. Additionally, the Project Management Plan identifies the following constraints:
- Procuring appropriate insurance(s) during the construction phase and for occupation
 - Consideration of environmental and occupational health and safety issues
 - Ensuring that an appropriate Iwi Consultation process takes place

Change Management Planning

- 533. The change management process is outlined in section 5.4 of the Project Management Plan (refer to Appendix One). Key changes will be recorded in the PCG Minutes and in the Capital Programme Management System.
- 534. A Change Control process is included in the Project Management Plan (refer to Appendix One⁸²). This process is implemented after Stage D of the project when the design has been handed over to the contractor.
- 535. The process involves obtaining cost estimates, notifying CCPSB or creating an exception report if the cost is greater than \$100,000 and obtaining the appropriate approvals. The process differs slightly depending on whether the change is discretionary or non-discretionary.

⁸² Appendix O of the Project Management Plan

Benefits Management Planning

536. The New Central Library benefits management process will identify, analyse, plan for and track the benefits that are expected to be realised from the successful construction of the new library.
537. CCC needs to ensure that the benefits associated with the New Central Library are being identified, measured and reported as early as possible in the process. The table below shows an example based on the monetary benefits identified in the strategic case. It is noted that the benefits management planning should reflect the significant non-monetary benefits which support this business case.

Example Benefits Management Plan

Main Benefits	Description	Potential Measure	Target & Date
Efficiency gains	Efficiency gains due to better utilisation of staff and facilities, reduced maintenance costs and energy savings	Level of maintenance or energy savings	\$ amount saved by a set date
Reduced lease and storage warehouse costs	Leases for the two temporary libraries and the storage warehouse rental costs will no longer be required once the NCL is operational	Reduction in expenses \$	\$ amount saved by a set date
Learner benefits	Higher incomes due to skills or qualifications acquired	Number of learners completions	Number of completions by a set date
Automated systems	Reduced user costs due to use of automated systems	Amount of staff time 'freed up'	Number of FTE's by a set date
Increased revenue	Commercial activities would generate revenue for leased space (café)	Revenue \$	\$ revenue earned by a set date

538. The benefits management process should be managed by CCL as they will be responsible for realising the majority of the benefits. This may be able to be combined with the annual library activity performance reporting process.

Risk Management Planning

- 539. The risk management process is outlined in section 5.1 of the Project Management Plan (see Appendix One).
- 540. Project risks will be identified, assessed and managed in line with good practice as set out in the Australian / New Zealand Standard on Risk Management (AS/NZS 4360:2004).
- 541. All people associated with the project may raise new project risks. This can be done by emailing the Project Manager the description of the new risk. If the new risk requires an urgent response, it will be categorised, assigned and communicated to the person responsible. If it is a non-urgent risk, it will be categorised and assigned to the relevant person at the next project team meeting.
- 542. The risk register will be reviewed regularly and updated throughout the project.
- 543. The Project Manager will include risk events in the monthly reporting to the Project Sponsor / Project Customer or PCG (as appropriate).

Risk Register

544. The following table shows a summary of the risk register and the highest rated risks. The risk register is attached in Appendix Four of this business case.

Risk Register Summary

Risk	Consequence	Mitigation	Owner
Reputational / political risk			
CERA disagreements / funding issues	Slow project	Clear communications & cost sharing discussions	CCC / CERA
Philanthropic Funding	Reduce project size	Clear communications & cost sharing discussions	CCC / CERA
Client Briefing			
Statutory Approvals, Services and Permissions			
Design			
Failure of design to meet budget constraints	Slow project / additional cost	Clear contract document passing risk to contractor & good quality concept design team	CCC
Changes in design affecting programme	Slow project / additional cost	Clear contract document passing risk to contractor & good quality concept design team	CCC
Cost Plan / Cost Management			
High tendered cost	Slow project / additional cost	High quality concept design team, informed client, clear governance structure	CCC
Additional cost (inflation)	Default on contracts, higher than anticipated contract costs resulting in redesign	Knowledgeable client, high quality design team, engaging the "right" contractor	CCC / Client
Materials cost increasing erratically	Default on contracts, higher than anticipated contract costs resulting in redesign	Knowledgeable client, high quality design team, engaging the "right" contractor, clear contractual times	CCC / Client
Procurement plan inappropriate for scheme	No worthwhile tender prospects	Market engagement	CCC / QS (design team)
Limited pool of contractors	No worthwhile tender prospects	Market engagement	CCC / QS (design team)
Procurement Method / Contract			
Anchor Project Programme / Timetable			
Health & Safety, and Environment			
Construction Risk			
Contractors supply chain fails	Project delays & additional costs	Knowledgeable client, high quality design team	Contractor
Natural disaster during construction	Project delays & additional costs	Knowledgeable client, high quality design team	CCC / Contractor
Supplier performance due to market conditions	Project delays & additional costs	Knowledgeable client, high quality design team	Contractor
Other considerations			
Sub-contractor timely appointments	Project delays & additional costs	Knowledgeable client, high quality design team	CCC / Contractor

Source: Extract from NCL risk register summarising the risks classified in the highest risk category (high likelihood and high impact).

Post-Project Evaluation Planning

545. The New Central Library project will conduct ongoing 'lessons learnt' processes as milestones are completed for each contractor or phases. These will reflect on the performance to date and improvements that can be made going forward or in the next project (if that contractor's contribution is complete).
546. A formal Post Occupancy Evaluation (POE) is planned to take place once the New Central Library has been running for a period and any defects, faults or other issues under contract have been addressed.
547. The review will be conducted by an independent reviewer and include a year of monitoring with a full POE report prepared at the end of the process⁸³. It is understood that this evaluation has been included in the project budget to ensure that it does take place.
548. The POE will include a mix of quantitative and qualitative techniques, including feedback from occupants and customers. The feedback may be supplemented by environmental monitoring such as temperature, noise levels, lighting levels and indoor air quality and sustainable measures such as energy consumption, waste levels, and water usage⁸⁴.
549. The POE will also check to see if the New Central Library has achieved the investment objectives set out in this business case and other key library metrics such as visitor numbers.

⁸³ Project Management Plan, Appendix Q: Quality Management Plan

⁸⁴ Master Design Brief, p66

Appendix One: Project Management Plan - New Central Library

Appendix Two: Detailed Design Brief

Appendix Three: Procurement Report

Appendix Four: Risk Register

Appendix Five: Governance Structure

Summary prepared by Alistair McGuffie (former Project Director).

Project Governance

New Central Library explanation

Introduction:

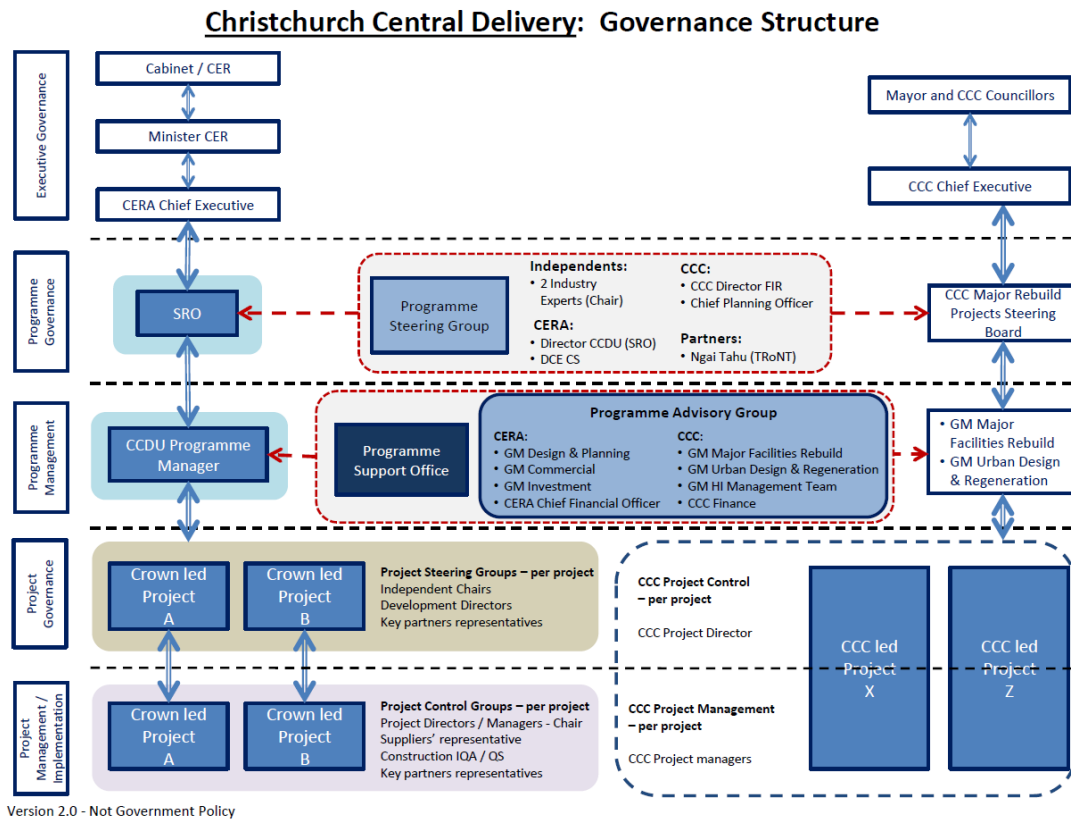
This paper introduces the reader to the New Central Library governance structure. The structure comprises two client organisations and many different roles from stakeholders, key strategic partners, suppliers, specialist consultants and many more. There are many differing roles to co-ordinate and successfully complete for a project of this scale. All of this effort needs to be procured and managed in a controlled manner by the client team.

New Central Library:

The Library is a joint project being undertaken by CERA and CCC, CCC however has the lead and holds the budget from a singular source (with the exception of \$10M philanthropic funding). CCC therefore holds the responsibility and accountability for the success or failure of the project. This position was determined via the cost sharing agreement which followed on from the blue print.

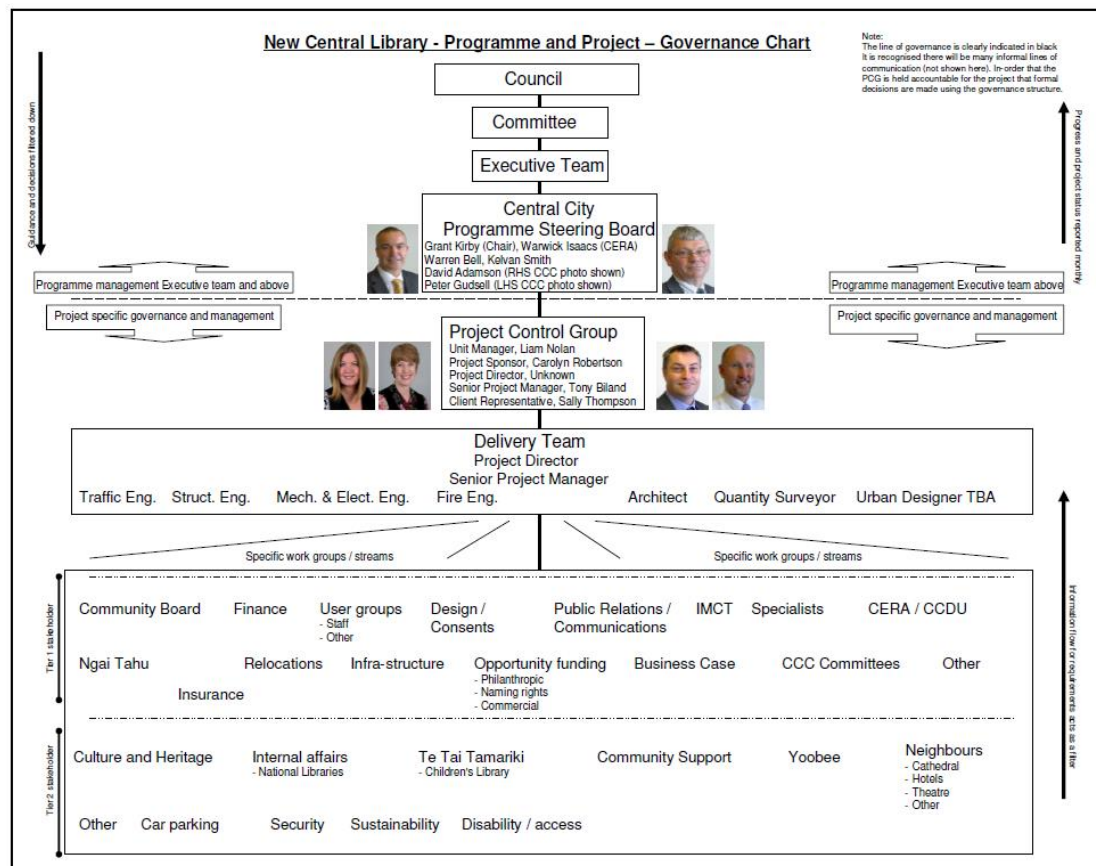
The governance structure for the project is folded into the overall governance for the rebuild of Christchurch between CERA and CCC and is highlighted below. The difference between governance and management is a key element when gaining an understanding of the project governance. Governance in this project is designed to remain above the Project Control Group (PCG). Above this group sits the Central City Programme Steering Board (CCPSB), this board manages the programme across the projects from a CCC/CERA perspective and remains in the governance position, providing overall direction to the projects sitting within the numerous project Control Groups, this is a strategic decision making body. In the example of the NCL the (CCPSB) receives monthly updates on cost time and quality along with high level risks and exception reports (out of scope elements of the project) via Liam Nolan, Unit Manager Anchor Projects FIRG, who attends the NCL PCG and reports into the CCPSB.

Appendix Five: Governance Structure



This structure while complicated has been agreed upon and is recognised by both parties (CCC and CERA). The CCC led projects do not differentiate between Project Control Groups (PCG) and Project Steering boards (PSB) on this diagram. Note the Project monthly update meeting and design team meetings are not indicated here.

New Central Library – Governance Structure



Note: The image above is an updated version of the one incorporated within the Project Management Plan (PMP) and indicates the numerous work streams involved in managing the project.

The structure provides the project framework, the intellect within this structure gives the project its strength. There are numerous individuals involved with the project each are specialist within their field. The Library Leadership Team, project management specialists and the design team are all professionally qualified in their specialist area. Each strategic partner CCDU and Ngai Tahu have professional representation.

The make up of the team and the professionalism each party brings ensures that each of the specific meetings are focused accordingly. Representation at meetings by non-specialist is limited to work streams. For frequency of meeting please see over page.

Conclusion:

The above two diagrams show the overall programme governance and the New Central Library specific governance structure. This should be read in conjunction with the PMP for a detailed understanding of the structure.

The structure of the project is indicated and shows how the input into the project is managed, the strength of the project can only be determined by the quality of the individuals within that structure. At the heart of any good quality project lies communication, this ensures high quality of decision making and a clearly articulated project outcome.

Project Team Communication

All members of the project team have the responsibility to ensure they remain adequately informed about the progress and development of this project. Project team communication will take many forms. These will include Project Team meetings, formal minutes from these meetings, individual meetings, project reports, e-mails and phone calls. In general, the formal project communication will be instigated by the Senior Project Manager and it is the responsibility of the project team members to remain informed and respond promptly, appropriately and to an appropriate audience, to ensure that all required parties are aware of, and have the opportunity to provide input, to the issues at the time.

Meeting type	Participants	Purpose	Frequency
CCSPB	Unit manager General Manager CCU Council	Top tier governance for the delivery of the "Blue print"	Monthly
Project Control Group	Unit Manager Senior Project Manager Project Manager Design team Stakeholders Client	Second tier governance process	Monthly
Feasibility meetings	Unit Manager Senior Project Manager Project Manager Design team Stakeholders Client	To enable the project team to understand the users requirements, control expectations To report on progress / risks / budget quality etc To address exception reports To address project specific issues	At least monthly, but as required to maintain progress / programme requirements
Project Team meetings	Senior Project Manager Project Manager Design team	To report on progress / risks / budget quality etc To address exception reports To address project specific issues	At least monthly, but as required to maintain progress / programme requirements
Design meetings	Senior Project Manager (as required) Project Manager Design team	To develop the design	At least monthly, but more frequently at a lower level to ensure co-ordinated between disciplines.
Site progress meetings	Senior Project Manager (as required) Project Manager Design team	To monitor progress and resolve issues	Monthly
Financial meetings	Senior Project Manager Project Manager Quantity Surveyor	To manage finance	At least monthly

Appendix Six: Funding Options

Summary prepared by Deloitte
19 December 2014

Funding Options

New Central Library

Introduction:

Currently the new Central Library is assumed to be funded directly by Council and \$75.5 million cost – being Council's portion of the proposed Library budget set out in the business case – (plus the associated rating implications of that) has been included in the latest version of the amended Long Term Plan (2013 Version (e)).

Council has a large call on their funding capacity. This paper considers alternative funding options for the new library including:

- Owned directly by Council
- Owned by a Council Owned Trading Organisation (CCTO) and leased to Council. This CCTO could either be directly owned by Council or through Christchurch City Holdings Limited. The CCTO could either be funded by:
 - Limited equity and principally debt
 - Equity, with Council borrowing to fund the capitalisation of the CCTO
- Owned by a Private Investor and leased to Council
- Built by a private investor, leased to Council and transferred to Council ownership after a set number of years - a form of Public Private Partnership (Build, Own, Operate, Transfer or BOOT)
- Owned by a joint venture including a private investor and leased to Council (similar to the Civic Building)

The options are assessed against the following performance indicators:

- **Estimated Cost to Rates:** What amounts will Council need to rate for each year to service the funding option? At present a \$3.52 million annual funding requirement is equivalent to 1% of rates.
- **Estimated impact on Council's LGFA Covenant:** The key LGFA covenant is Net Debt being less than 250% x Total Revenue. Council's internal measure to provide a level of headroom is maintaining debt at less than 235% of Total Revenue. Currently Council's portion of the Library funding of \$75.5 million and rating based on servicing that debt is included in Council Long Term Plan.
- **NPV cost of option:** This looks at the net present value cost to Council of capital expenditure, rent payments, tax payments, land sales (but excluding rating income, interest costs and income and debt repayment which are effectively funding cash flows) over a 50 year estimated life of the building. The Discount Rate applied is 8.5% (a Treasury Guideline). In addition the Net Present Value is calculated at a discount rate of 5% which is Council's marginal cost of funding (interest rate).

Conclusion

- The preferred option is direct council ownership, which has the lowest cost to rates and amongst the lowest NPV through the life of the building (i.e. Option 1 or 1a).
- If the library borrowing pushes the Council outside its debt covenants (which it does under current forecasts for 2020 and 2021), the next best option is to have the building owned by a CCTO, which may move the net library debt off the Council balance sheet for debt covenant purposes, and retains any profits from the rental of the building within the Council group (i.e. Option 2)
- If the library debt cannot be fully excluded from the Council debt covenant calculation through CCTO ownership (i.e. if the additional debt within the CCTO results in an uncommercial level of debt in the CCTO), the next best option is to lease from a third party at the lowest possible rental yield.

Key Assumptions

- The land for the Library is valued at \$5.5 million and will be provided to Council by CERA free of charge.
- The Library building and hard fit out (partitions, services, but excluding furniture and fittings) will cost \$75.5 million to build over 3 years (including \$17.5 million of contingencies and escalation allowance). The soft fit-out (furniture, fittings, PCs etc) at an estimated cost of \$9.2 million is assumed to be a Council cost under all alternative funding options and is excluded from the comparative analysis.
- The Library will have an economic life of 50 years.
- Council and the CCTO (through Council) can borrow at a 5% interest rate.
- Where Council or the CCTO borrow to fund the Library the debt will be repaid over 30 years (which is Council's policy). Where Council borrows to fund the CCTO, the loan is interest only and repaid at the end of the investment life (Council Policy).
- Philanthropic funding is excluded in the analysis on the basis that any philanthropic funding is likely to be required to be put towards special additional features, rather than the base build and hard fit-out.
- Inflation is applied to all revenue and costs at 2.5% per annum.
- The rental yield required by a CCTO is 7.5% and a private investor is 7.5%-8.5%, with inflation escalation every three years.
- A BOOT investor will require a pre-tax internal rate of return of 9% to 11 % (average return) over 30 years, before transferring the building back to Council.
- Council Policy is to rate for (as applicable)
 - Rental Costs
 - Interest Payments
 - Principal Repayment over 30 years
 - Depreciation up to 100% of the capital cost, though this is often applied at a global, rather than specific building, level to ensure capital expenditure in the year is funded.
- We have assumed that any income from interest on accumulated funds, dividends paid by CCTOs and the sale of land (initially to sell to the CCTO or private investor; or after 50 years when the building has no value) is an offset to rating requirements.

Impact of Tax

The following tax considerations are relevant to the analysis:

- A CCTO would be tax paying and would form part of the Council tax group, allowing subvention payments to be received for any tax losses.
- Any Council borrowings made to invest in a CCTO are tax deductible to Council.
- Any dividends received by Council are taxable.
- On wind up of the CCTO after 50 years, available subscribe capital, capital gains (on the sale of land) and profits with attached imputation credits can be returned to Council free of tax.

Impact of Accounting Standards

There are two forms of leases for accounting purposes:

- An operating lease where the lessee has use of an asset and recognises the cost of rentals as an expense in their financial statements.
- A finance lease which applies where substantially all of the risks and rewards incidental to ownership are transferred to the lessee. In this case accounting principles generally consider that the lease is actually a funding mechanism and therefore the lessee is required to show the property on their balance sheet with a compensating liability for the funding of it (effectively the capital repayment portion of the rental payments over the years).

Currently property leases, where the lessee is taking space and the risks and rewards of ownership don't pass, are generally considered operating leases for accounting purposes.

However lease accounting has been under review for a period of time and there are indicators that operating leases as they currently stand may be required to be brought onto the balance sheet in a similar way to finance leases in the future. This will need to be assessed when the standard is finalised which is expected to be in 2015 at this stage.

If this change happens then Council may be required to include the leased asset under the CCTO, private investor, BOOT or JV options as a Council asset on their balance sheet with a corresponding liability, which may require Council to fund for rental and depreciation cost for rating purposes (depending on the Councils rating policy) and may count as a liability under the LGFA Net Debt/ Total Revenue covenant.

Appendix Six: Funding Options

Indicative Outcomes

The table below summarises the key indicators of each option (under current lease accounting rules).

\$000	Council Owns	Council Owns	CCTO Owns	CCTO Owns	Private Investor Owns	Private Investor Owns	BOOT (IRR=10%)	JV (50% CCTO/ 50% Private)	JV (50% CCTO/ 50% Private)
Option #	1	1a	2	2a	3	3a	4	5	5a
Equity	\$0	\$0	\$5,500	\$81,000	\$0	\$0	\$0	\$2,750	\$2,750
Borrow									
Council	\$75,500	\$75,500	\$0	\$75,500	\$0	\$0	\$0	\$0	\$0
CCTO	n/a	n/a	\$75,500	\$0	\$0	\$0	\$0	\$37,750	\$0
Rate for									
Interest	✓	✓	x	✓	x	x	x	x	x
Principal Repayment	Over 30	Over 30	x	x	x	x	x	x	x
Depreciation	100%	0%	x	x	x	x	x	x	x
Rental Expense	x	x	✓	✓	✓	✓	✓	✓	✓
Rental Yield	n/a	n/a	7.50%	7.50%	7.50%	8.50%	8.50%	7.50%	8.50%
Impact on Rates									
Yr1 - 2018	1.7%	1.3%	1.6%	2.3%	1.5%	1.7%	1.8%	1.6%	1.8%
Yr 30 - 2047	0.5%	0.6%	0.9%	0.7%	1.5%	1.7%	1.7%	1.2%	1.3%
Yr 31 - 2048	(0.1%)	0.0%	1.0%	0.8%	1.5%	1.7%		1.3%	1.4%
Yr 50- 2067	(0.2%)	0.0%	0.4%	0.5%	1.5%	1.7%		1.0%	1.1%
Council Loan cleared	Yr 30	Yr 30	n/a	Yr 51	n/a	n/a	n/a	n/a	n/a
Impact on Net Debt/ Total Revenue LGFA Covenant (Base maximum 260% in 2020) - If CCTO debt is "liquid"	259% in 2020, back to 240% in 2022	259% in 2020, back to 240% in 2022	250% in 2020, back to 232% in 2022	260% in 2020, back to 241% in 2022	250% in 2020, back to 232% in 2022	250% in 2020, back to 232% in 2022	250% in 2020, back to 232% in 2022	250% in 2020, back to 232% in 2022	250% in 2020, back to 232% in 2022
Impact on Net Debt/ Total Revenue LGFA Covenant (Base maximum 260% in 2020) - If CCTO debt is only 60% "liquid" *	n/a	n/a	254% in 2020, back to 236% in 2022	260% in 2020, back to 241% in 2022	n/a	n/a	n/a		n/a
Comment	Funds from rating for depreciation build up, providing interest income		Dividends from year 5	High dividends after year 1			Building transfers to Council after 30 years. Investor requires 10% pre tax return		
NPV Cost at 8.5%	(\$70,412)	(\$70,412)	(\$61,112)	(\$91,989)	(\$76,920)	(\$87,989)	(\$81,173)	(\$70,314)	(\$77,587)
NPV Cost at 5%	(\$71,098)	(\$71,098)	(\$97,672)	(\$102,186)	(\$148,931)	(\$169,522)	(\$128,601)	(\$123,737)	(\$123,737)
* Typically Council borrows to on lend to its CCTOs. The Net Debt in the LGFA covenant nets this on lending to the CCTOs off the Council's debt position provided that debt is liquid (that it could be independently refinanced in a short time period). If the CCTO is part of the CCHL group, the full CCTO debt may be considered liquid (depending on the level of debt factored into CCC / CCHL's final financial strategy). If the CCTO is not part of the CCHL group, then the amount of CCTO debt over 60% is considered to be illiquid and any excess debt over 60% of total assets is therefore not netted off against the current Council net debt levels.									

Preferred Option

The preferred option depends on the key driver.

- Impact on Rates

- If the key driver is impact on rates then the Council building and owning the property is the lowest cost to rates. This is because:
 - Council can borrow at a lower cost than the rental yield expected by a property owner.
 - Council have to rate for interest and principal repayment over thirty years (equivalent to 6.1% of the original property cost) and may have to rate for some of all of the depreciation (up to 2%).
 - The cost to rates of interest and principal repayments stop after 30 years (when the debt is repaid), whereas the rental payment would continue under other options.
 - The cost to rates of renting the property from a CCTO or private investor increases every three years by inflation meaning that while it starts at 7.5% - 8.5% of original cost by year 30 when the Council loan is repaid, the rent is 14% - 16% of original cost.

- Council's Ability to Borrow

- If the key driver is Council's ability to borrow then renting the building from a CCTO is the best option for Council. This is because:
 - Current Council debt level estimates forecast that debt will be 260% of total Council revenue in 2020. This includes \$75 million debt for the new Central Library.
 - The maximum Net Debt/ Total Revenue allowed by the Council's funding covenants is 250%, though internally Council target 235% to provide some headroom.
 - If Council does not have to borrow \$75 million for the new Central Library because they rent it from someone else, then the maximum ratio improves to 250% in 2020 (before dropping to 232% in 2022).

The CCTO owned option has the second lowest cost to rates because although the rental paid by Council increases every three years, this moves the CCTO into profit allowing it to pay back to Council imputed dividends.

- Other Options

The range of third party options are logically more expensive because they have the same or higher rental yield expectations than a CCTO, the rents increase every three years, but the profits made by the third parties are retained by them and not returned to Council by way of dividends.

This applies to the private investor, BOOT and JV with a private investor scenarios.

The BOOT is not the preferred option. It is also questionable whether it is a realistic option in this case. Typically BOOT investors take on the risk of building and operating the project they are funding (e.g. a car park). In this case the investors cannot operate the library, so this would only be a property lease. At BOOT operator typical return requirements, this would constitute expensive financing costs for the new Library.

Caution

The non-directly Council owned scenarios assume that the leases are accounted for as operating leases.

If they are required to be accounted for as finance leases then then the cost and funding of the building will be included on the Council Balance sheet and the saving in Council debt will be eliminated. In this case the Council owned scenario would be equivalent in borrowing capacity terms and lower in cost to rates.

COUNCIL 26. 3. 2015**INFRASTRUCTURE, TRANSPORT AND ENVIRONMENT COMMITTEE
5. 3. 2015**

**A meeting of the Infrastructure, Transport, and Environment Committee
was held in the No. 1 Committee Room
on 5 March 2015 at 8.32am.**

PRESENT: Councillor Phil Clearwater (Chairperson)
Councillors Pauline Cotter (Deputy Chairperson), Vicki Buck, David East and Tim Scandrett

APOLOGIES: Councillors Buck and East arrived late to the meeting, at 8.33am and 8.36am respectively, and was absent for items 3 and 8. Councillor East left the meeting early at 9.50am and was absent for part of item 6 and items 2, 7 and 9.

The Committee reports that:

PART A - MATTERS REQUIRING A COUNCIL DECISION**1. CHRISTCHURCH BOTANIC GARDENS CHARITABLE TRUST – MEMORANDUM OF UNDERSTANDING WITH THE CHRISTCHURCH CITY COUNCIL**

		Contact	Contact Details
Executive Leadership Team Member responsible:	Chief Operating Officer, Operations Group	N	
Officer responsible:	Unit Manager, Parks	N	
Author:	John Clemens – Curator Christchurch Botanic Gardens	Y	DDI 941-7589

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 To seek approval for the Council to sign a memorandum of understanding between itself and the Christchurch Botanic Gardens Charitable Trust (the "Trust").

2. EXECUTIVE SUMMARY

- 2.1 The Christchurch Botanic Gardens Charitable Trust was incorporated under the Charitable Trusts Act 1957 on 1 September 2014.
- 2.2 The purpose of the Trust is to promote and support, primarily by raising money, capital projects in relation to the Christchurch Botanic Gardens for the benefit of the Botanic Gardens and the public.
- 2.3 The Trust seeks to sign a memorandum of understanding with the Council (refer **Attachment 1**).
- 2.4 The benefits of signing such a memorandum are to strengthen and clarify the relationship between the Council and the Trust in relation to the means and mechanisms by which the Trust will promote and support capital projects in relation to the Christchurch Botanic Gardens.

1 Cont'd

3. BACKGROUND

- 3.1 In 2007, the Council adopted the operative Hagley Park / Botanic Gardens Master Plan and the Christchurch Botanic Gardens Management Plan that identified several significant capital projects that would enhance the ability of the Botanic Gardens to fulfil their vision and achieve their goals for the benefit of the public.
- 3.2 It is unlikely that funding for these capital projects will be forthcoming from the Council in the foreseeable future.
- 3.3 The Master Plan identifies the need for a trust to be established for the active pursuit of money and gifts that would enable Master Plan projects to be undertaken for the development of the Botanic Gardens (refer **Attachment 2**).
- 3.4 The Management Plan policy is supportive of the establishment of such a trust (refer **Attachment 3**), and indicates steps should be taken to achieve this in association with the Friends of the Christchurch Botanic Gardens.
- 3.5 The Friends of the Christchurch Botanic Gardens took the initiative to draft a trust deed before 2009, and then worked collaboratively with the Botanic Gardens and others during 2010 – 2013 to attract foundation trustees.
- 3.6 The trust deed was perused by (the late) Mr Kerry Ayers of Helmore Ayers and lodged for registration in 2014 bearing the names of eight foundation trustees who offered their services at no charge.
- 3.7 The Trust wishes to develop a close relationship with the Council so that funding it intends to secure to support Council capital projects can be applied to fulfil the intentions of the Master and Management Plans as efficiently and effectively as possible.

4. COMMENT

- 4.1 Bequests and donations from members of the public and public-spirited organisations in the early to mid-twentieth century made possible the construction of some of the most significant structures and plant displays in the Botanic Gardens.
- 4.2 The Council has shown its commitment to the development of the Botanic Gardens by the construction of the new Botanic Gardens Visitor Centre. However, several other capital works and revitalisation projects remain to be undertaken.
- 4.3 It is anticipated in the Hagley Park / Botanic Gardens Master Plan that external funding would be required to undertake capital projects identified in the Plan, funding that the Trust has been established to facilitate.
- 4.4 Funding and undertaking capital projects identified in the plans will further enable the Botanic Gardens to enhance its status as one of the city's premier attractions, contributing effectively to strategic Community Outcomes.

5. FINANCIAL IMPLICATIONS

- 5.1 The Trust does not expect and does not seek to receive any funding or material support from the Christchurch City Council.
- 5.2 The Trust expects to raise funds by a variety of means to fund capital projects for the Christchurch Botanic Gardens typically estimated to cost in the range \$1 to \$5 million in the first instance, with the prospect of larger capital campaigns longer term.

1 Cont'd

6. STAFF AND COMMITTEE RECOMMENDATION

That the Council:

- 6.1 Authorise the Chief Executive Officer to sign the proposed Memorandum of Understanding (refer **Attachment 1**) between the Council and the Christchurch Botanic Gardens Charitable Trust.
- 6.2 Organise a suitable occasion, possibly on the signing of the Memorandum of Understanding, at which elected members and senior executive staff can meet Trust Board members.

2. MAJOR CYCLEWAY ROUTES NETWORK BUSINESS CASE

This item was considered by the Council at its meeting of 12 March 2015.

PART B - REPORTS FOR INFORMATION

3. DECLARATION OF INTEREST

Nil interests were declared.

4. DEPUTATIONS BY APPOINTMENT

David Goodman, Chairperson of the East Christchurch Water Sports Community Trust, and Trustees Greg Urquhart and Julyan Falloon addressed the Committee regarding the Trust and its purpose “to progress, facilitate, build and develop a water sports facility in the red zone in Dallington for the benefit of East Christchurch and the wider community”.

The Committee **requested** that Council staff continue to work with East Christchurch Water sports Community Trust by sharing information as agreed by the Canterbury Earthquake Recovery Authority with the Trust.

5. INFRASTRUCTURE REBUILD MONTHLY UPDATE

The Committee **received** the information in this report.

6. CHRISTCHURCH TRANSPORT OPERATIONS CENTRE (CTOC)

The Committee **received** an update on CTOC.

7. DRAFT CHRISTCHURCH CENTRAL PARKING PLAN

The Committee **received** a briefing from staff regarding the Draft Christchurch Central Parking Plan.

PART C – DELEGATED DECISIONS**8. APOLOGIES**

The Committee **resolved** to receive and accept apologies for lateness for Councillors Buck and East.

9. RESOLUTION TO BE PASSED – SUPPLEMENTARY REPORT

The Committee **resolved** that the Supplementary Report, "Major Cycleway Routes Network Business Case", be received and considered at the meeting.

The meeting concluded at 11.44am.

CONSIDERED THIS 26TH DAY OF MARCH 2015

MAYOR

MEMORANDUM OF UNDERSTANDING

DATED this day of 2015.

BETWEEN:

- 1) The Christchurch City Council (the “Council”); and
- 2) The Christchurch Botanic Gardens Charitable Trust (the “Trust”).

WHEREAS:

- a) The purpose of this Memorandum of Understanding is to strengthen and clarify the relationship between the Council and the Trust in relation to the means and mechanisms by which the Trust will promote and support significant projects in relation to the Christchurch Botanic Gardens.
- b) *Council’s responsibility for the Christchurch Botanic Gardens*
The Council is the administering body with respect to the Christchurch Botanic Gardens, which are currently managed by the Council Parks Unit. The Botanic Gardens are comprised under the Reserves Act 1977 of a Local Purpose (Botanic Garden) Reserve (of around 21 ha), and two neighbouring areas of Hagley Park (around 12 ha) that are part Recreation Reserve. This combined area is held subject to the Christchurch City (Reserves) Empowering Act 1971 as described in the Christchurch Botanic Gardens Management Plan (2007).
- c) *Council’s expectations of the Christchurch Botanic Gardens*
The vision for the Christchurch Botanic Gardens are that they be “... foremost in celebrating and presenting plant diversity through collections and programmes, including promoting the relationship that people have with plants”.
It is expected that the Christchurch Botanic Gardens shall be “a 21st Century botanic garden”, which can be summarised as being multifunction (with research, conservation, education, and display functions), revitalised (responsive to current needs and anticipated opportunities), and leading (foremost in the expression of what is expected of a modern botanic garden).
Detailed expectations are stated in the goals, objectives and policies as set out in the relevant Management Plan and in the Hagley Park and Botanic Gardens Master Plan.
- d) The objects of the Trust are:
To promote and support, primarily by raising money, significant projects in relation to the Botanic Gardens that are consistent with the Council's current management plans for Hagley Park and the Botanic Gardens and that are considered by the Trustees to be unlikely to be funded by the Council within a reasonable time, to be not readily achieved by the Friends of the Christchurch Botanic Gardens, and considered likely to:
 - (a) promote public access to, and facilities for, the use of the Botanic Gardens for education, information, cultural activities, passive recreation and enjoyment.
 - (b) promote and support the development of, and interest in, the Botanic Gardens and
 - (c) foster public interest in botanical, horticultural and conservation activities and public knowledge of New Zealand flora.
 - (d) promote and support projects undertaken by or in association with the Botanic Gardens particularly in the areas of research, conservation, education, and / or display.

To do any act, matter or thing which is incidental or conducive to the attainment of any or all of the above objects.

THE PARTIES HEREBY COVENANT:

1. Wherever possible, to foster a close working relationship and provide mutual benefit to each other. Both parties acknowledge that the fund raising efforts of the Trust are to complement the Council's funding of the capital improvement programme of the Botanic Gardens, and not to replace it.
2. Capital projects for promotion and support by the Trust (that are consistent with the Trust's objects), will from time to time be identified and selected by the Trust for its financial support.
3. The Council covenants that where the Trust identifies and selects such projects for its support that are also being part funded by the Council, any such support from the Trust will be in addition to and not instead of financial support from the Council.
4. Capital projects supported financially by the Trust may include capital works projects undertaken with the engagement of a Council Project Manager; or projects not involving a project manager.
5. The Trust reserves the right not to provide the Council with financial support for capital projects which the Council decides it will not proceed with at any time.
6. The Trust might financially support a capital project, aspects of which the Council also wishes to part fund. An example for the avoidance of doubt would be where Council may decide to fund the repair of a building where the Trust also wishes to fund that building's extension or adaptation.
7. Money collected and managed by the Trust and made available to the Council for capital projects shall be devoted wholly to those projects and will not in any way be applied by Council to other capital projects or operational activity, except with prior consent of the Trust.
8. Each instance of financial support for a capital project by the Trust shall be documented and be the subject of an Agreement signed by the parties reiterating the purpose of this Memorandum and detailing the items to which the money will be applied.
9. Council will provide the Trust with a report on the outcome and any tangible outputs arising from each capital project funded by the Trust.
10. The Trust may use Council-stated outcomes and outputs arising from the progress or completion of projects funded partially or completely by the Trust to promote its work provided such promotion gives fair recognition to any Council support and is generally proportionate to the funding made available by the parties. Any promotional material shall first be approved by Council, such approval not to be unreasonably withheld.
11. The Council, through the Botanic Gardens, shall have the sole benefit of any outcomes or outputs arising from capital projects supported financially by the Trust. The Trust acknowledges that it shall not be entitled to any ownership or other interest in any of the assets or projects funded wholly or partially by the Trust.
12. This Memorandum of Understanding shall have an initial duration of five years, commencing upon signing by the parties, but may be terminated by either party on 60 days written notice to the other party.
13. At the expiry of the initial five year term, and each five year term thereafter, this Memorandum of Understanding will automatically extend for a further five year term unless earlier terminated as noted above. It is the intention and understanding of the parties that the expiry or early termination of this Memorandum of Understanding will not affect the conclusion of programmes not yet completed at the date of termination of this Memorandum.
14. In signing this Memorandum of Understanding, the parties do not intend to create any legal relationship between them by way of contract or partnership or any other legally binding form, but to set out their mutual intentions in relation to establishing a productive relationship as stated.

15. It is agreed that no party shall have legal remedies against the other party for failing to adhere to the terms and conditions set out in this Memorandum of Understanding. In the event of a conflict between the terms of this Memorandum of Understanding (including the intentions and understandings of the parties) and the terms of any legal agreement entered into, the terms of the legal agreement shall take precedence.
16. It is anticipated that the activities listed in Schedule 1 will be undertaken by the parties under the terms of this Memorandum of Understanding.
17. The Trust acknowledges that Council, in terms of its regulatory function as a Local Authority, is obliged to and shall act as an independent Local Authority and not as a party to this Memorandum. The Trust shall have no right or claim against the Council in its capacity as a party to this Memorandum as a result of any lawful action or decision made by the Council in the performance of its regulatory function. Any decision of the Council acting in its regulatory capacity shall not be construed as an approval of Council as a party to this Memorandum, or as a variation to this Memorandum unless otherwise expressly agreed. Without limiting the above, nothing in this Memorandum shall bind Council in respect of any particular projects in its role as administrating body in respect of the Botanic Gardens.

IN WITNESS HEREOF:

the parties hereto have signed this Memorandum of Understanding on the dates shown below.

Signed.....

Date.....

Dr Karleen Edwards
Chief Executive Officer
Christchurch City Council, Christchurch, New Zealand

Signed.....

Date.....

Mr [Chairperson]
Christchurch Botanic Gardens Charitable Trust
[Registered address]

SCHEDULE 1

The Trust shall:

Develop and implement a rolling five year fundraising strategy, reviewed and updated annually.

Maintain and use a database of donors and potential donors, granting agencies, and sponsors relevant to the Trust.

Create an environment that will encourage and facilitate people to bequeath funds, and executors to gift funds, to the Trust.

Promote and facilitate donations to the Trust by people, groups and businesses and/or sponsorship.

Raise funds through fundraising events and campaigns for specific projects.

Provide public recognition of significant donations consistent with Botanic Gardens policy.

Provide recognition for people and organisations making donations in the form of access to special events, social gatherings, or any other activity that satisfies the needs of donors.

Foster potential trustees with a view to replace trustees at the end of their term(s).

The Council shall:

Draw up specific guidelines in consultation with the Trust for providing appropriate and graduated levels of recognition of donors and sponsors by way of facility naming rights, names on plaques, reward events etc.

Provide a link from the Botanic Gardens / Council web pages to the Trust's website.

Work with the Trust to identify capital projects in relation to the Botanic Gardens that are consistent with the Council's current management plans for Hagley Park and the Botanic Gardens and that are considered to be unlikely to be funded by the Council or where the addition of a portion of funding from the Trust may allow a partially funded project to proceed.

COUNCIL 26. 3. 2015**COMMUNITIES, HOUSING AND ECONOMIC DEVELOPMENT COMMITTEE
5. 3. 2015**

**A meeting of the Communities, Housing and Economic Development Committee
was held in Committee Room 1
on 5. 3. 2015 at 1.05pm**

PRESENT: Councillor Andrew Turner (Chairperson)
Councillors Glenn Livingstone (Deputy Chairperson), Jimmy Chen, Jamie Gough,
Yani Johanson, Ali Jones and Paul Lonsdale

APOLOGIES: Nil.

The Committee reports that:

PART A - MATTERS REQUIRING A COUNCIL DECISION**1. AMENDMENT OF DELEGATIONS – SOCIAL HOUSING REBUILD AND REPAIR PROGRAMME**

		Contact	Contact Details
Executive Leadership Team Member responsible::	Chief Operating Officer, Operations Group	N	
Officer responsible:	Unit Manager, Housing	N	
Author:	David Bailey, Housing Rebuild Liaison Manager	Y	DDI 941 8083

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 This report proposes amendments to the delegations for the Housing Rebuild and Repair Programme (the programme) in order to improve the efficiency of the approval process and project completion times.
- 1.2 The Communities, Housing and Economic Development (CHED) Committee Chair has requested that staff prepare this report.

2. BACKGROUND

- 2.1 The Council has received a total of \$57.7 million from the global Earthquake Commission (EQC) settlement for the repair and rebuilding of the Council's social housing portfolio. Negotiations are continuing with the main insurer on the claims that are over cap. The total insurance settlement for earthquake damage to the housing portfolio is expected to be insufficient to repair and/or replace all the earthquake damaged housing stock.
- 2.2 To date the programme utilising the EQC settlement has:
 - 2.2.1 Expended \$15 million to build 12 new units, re-open 41 closed units and complete 368 open unit repairs.
 - 2.2.2 Obtained approval to build 49 new units (at the cost of \$9.8 million).
 - 2.2.3 Estimated \$17 million is required to re-open 75 closed units.
- 2.3 Monthly programme status and financial reports providing detail on progress are presented to CHED and the Council.

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3. COMMENT

- 3.1 The current delegations applicable to the Social Housing Rebuild and Repair Programme are contained in the – “Facilities Rebuild Plan”. In this plan the Council has delegated to the Chief Financial Officer and the Chief Operating Officer, jointly, the authority to: "1. (a) *(iv) repair an existing social housing facility block or individual unit within a block, subject to receipt of insurance funds or written confirmation from EQC/Insurer of insurance settlement, where repairs will cost less than or equal or up to 20 per cent more than to the insurance funds received for the block or the individual unit within the block when calculated on a pro rata basis*".
- 3.2 Projects which will cost more than 20 per cent of the EQC settlement for that complex or unit are reported to the Communities, Housing and Economic Development (CHED) Committee and Council for consideration and decision.
- 3.3 A third of the repair projects completed to date with the EQC settlement have exceeded these delegations.
- 3.4 When a project is presented to CHED and the Council it adds a time period of six to ten weeks from when the project plan information is completed and a recommendation is provided by Council officials until it receives consideration and a decision by the Council. This slows the overall project completion timeframe. Amounts involved in the projects to date that have exceeded the 20 per cent delegation range from \$92,000 to \$1.27 million.
- 3.5 These current delegations were established soon after the earthquakes when considerable uncertainty existed regarding the damage to the portfolio and the insurance position.
- 3.6 As the EQC settlement is now complete and there is a better understanding of the damage to the portfolio it is proposed to amend the delegations to ensure more consistency with the Council's standard approach to capital projects.
- 3.7 It is proposed to amend the delegations to read "*Each project within the programme of work to increase the Housing portfolio by 133 units and/or complete essential repairs to open units, would be subject to the following financial delegations to enter into contracts for the purchase of materials, works and services explicit to the Social Housing Repair and Rebuild Programme:*
 - 3.7.1 *Not exceeding \$100,000: Housing Unit Manager.*
 - 3.7.2 *Not exceeding \$500,000: exercised by any of Chief Operating Officer, Director Council Facilities and Infrastructure Rebuild or the Chief Financial Officer.*
 - 3.7.3 *Not exceeding \$5,000,000: exercised by the Chief Financial Officer jointly with either one of the Chief Operating Officer or Director Council Facilities and Infrastructure Rebuild*".
- 3.8 This will reduce approval times by six to ten weeks for projects up to and including \$5,000,000. Projects above \$5,000,000 will still be reported to CHED and the Council for consideration and decision.
- 3.9 The projects will still be subject to the same Council Officer robust peer review and approval processes that occur now prior to being reported to CHED and Council. This ensures projects will provide value to the social housing portfolio and remain within budget.

1 Cont'd

4. FINANCIAL IMPLICATIONS

- 4.1 The Register of Delegations will require updating.

5. STAFF RECOMMENDATION

It is recommended that the Council:

- 5.1 Approve the proposed amendment to the delegations for the Social Housing Rebuild and Repair programme that:

Each project within the programme of work to increase the Housing portfolio by 133 units and/or complete essential repairs to open units, would be subject to the following financial delegations to enter into contracts for the purchase of materials, works and services explicit to the Social Housing Repair and Rebuild Programme:

5.1.1. Not exceeding \$100,000: Housing Unit Manager

5.1.2. Not exceeding \$500,000: exercised by any of Chief Operating Officer, Director Council Facilities and Infrastructure Rebuild or the Chief Financial Officer

5.1.3. Not exceeding \$5,000,000: exercised by any of Chief Operating Officer, Director Council Facilities and Infrastructure Rebuild or the Chief Financial Officer.

COMMITTEE RECOMMENDATION

The Committee **decided** to recommend that the Council adopt staff recommendations 5.1.1 and 5.1.2 and that 5.1.3 be deferred until the next Communities, Housing and Economic Development Committee meeting on March 31 2015 pending a request for further information before making a recommendation.

2. CREATIVE COMMUNITIES ASSESSMENT PANEL

		Contact	Contact Details
Executive Leadership Team Member responsible:	Director, Office of the Chief Executive		
Officer responsible:	Interim Unit Manager, Community Support		
Author:	Paula Rigby, Māori Arts Advisor, Strengthening Communities	Y	941-6279

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 The purpose of this report is to explain the classification of the Creative Communities Assessment Panel and for the Council to confirm the Panel membership.
- 1.2 Under the Arts Council of New Zealand Toi Aotearoa Act 2014 the Arts Council of New Zealand Toi Aotearoa ("Creative New Zealand") has designated the Christchurch City Council (the Council) as a community arts provider. As a community arts provider the Council is required to comply with Guidelines set by Creative New Zealand for community arts providers. The current Administrators Guide is dated February 2010.

2. Cont'd

- 1.3 The Council has also entered into an Agreement dated 4 June 2013 with Creative New Zealand entitled "Annual Allocation 1 July 13 - 30 June 2016 for \$238,451 ex GST." Clause 3.3 of the Agreement requires that the Council operates the Creative Communities Scheme through an assessment panel established by Council.

2. EXECUTIVE SUMMARY

- 2.1 At its meeting on 28 November 2013 the Council established a Committee (incorrectly referred to in the minutes of that meeting as "Creative Communities Funding"). The minutes of that meeting also record that the function of the Committee is to "Assess applications for funding provided by Govt (Creative New Zealand) and allocate funding and other associated responsibilities." The minutes of the Council meeting of 2 October 2014 record that this Committee (referred to in those minutes as the "Creative Communities Assessment Panel") was not discharged as at 1 October 2014 as occurred with other Council Committees.

- 2.2 The Council has appointed Councillors Andrew Turner and Ali Jones as members of the Creative Communities Assessment Panel.

- 2.3 Further the Creative New Zealand Guidelines state:

Committee [Assessment Panel] meetings

Individual Councils take responsibility for ensuring that their meetings are conducted in compliance with the relevant legislation, the Local government Act 2002 and the Local Government Official Information and Meetings Act 1987.

For the best funding decisions to take place, Committee members must be free to discuss all aspects of an application. For this reason Creative New Zealand recommends that assessment panels meet in private to consider applications and allocate funding."

- 2.4 The reference to Committees meeting in private is to the Panel resolving, when it meets, to exclude the public based on one or more of the grounds in the Local Government Official Information and Meetings Act 1987.

3. BACKGROUND

Membership of Assessment Panel

- 3.1 Clause 3.5 of the 4 June 2013 Agreement provides that a maximum of two members of this Panel are to be councillors or community board members of the Council. At its meeting on 28 November 2013 the Council appointed Councillors Jones and Turner as members of the Panel.
- 3.2 Regarding other membership of the Panel paragraph 3.5 of the Agreement provides members can be appointed or there can be a public election process. Where there is not a public election process the Council should resolve to appoint all the members of the Panel. Such resolutions to appoint members are standard practice for Council Committees so there is not doubt as to the membership of any particular Committee.
- 3.3 Given a Panel makes decisions by a majority vote, and only a member can vote, it is critical that there is a record of who is a member of a Panel. That is done by having the Council resolve to appoint members or to resolve to record a member has been elected where that occurs.

2. Cont'd

4. FINANCIAL IMPLICATIONS

Nil.

5. STAFF AND COMMITTEE RECOMMENDATION

It is recommended that the Council:

- 5.1 Approve that the correct name for the Committee is the Creative Communities Assessment Panel and is external to Council funding processes, as it is governed by Creative New Zealand Guidelines.
- 5.2 Note that the current elected and appointed members of the Creative Communities Assessment Panel are:
 - Councillor Andrew Turner
 - Councillor Ali Jones
 - Hamish Keown
 - Sue Russell
 - Cornelia Mageanu
 - Tui Falwasser

3. CITY MISSION PROJECT – CAPITAL SHORTFALL OF PROJECT

		Contact	Contact Details
Executive Leadership Team Member responsible:	Chief Operating Officer, Operations Group	N	
Officer responsible:	Unit Manager, Housing	N	
Author:	Paul Hulse, Housing Assets and Partnership Manager	Y	DDI 941 8514

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 This report provides an update on the City Mission reconfiguration project, specifically around recent cost escalations.
- 1.2 Since the Council resolution on 14 August 2014 to support the project, the City Mission have since learned that the reconfiguration of the old mission building into three self-contained units would trigger a number of additional building consents, specifically around fire regulations. For this reason the original cost to reconfigure has significantly escalated from their original estimate.
- 1.3 This report provides the Committee with a full analysis of these additional costs and other options in relation to the funding of this project.

2. EXECUTIVE SUMMARY

- 2.1 The Housing Committee decided on 14 July 2014 to request a report by 31 July 2014 on options for the Council to help address emergency housing needs in Christchurch, with one option being the refit of the City Mission at a cost of up to \$200,000, with up to \$100,000 from the Council (i.e. the social housing fund or other appropriate fund), noting that the Government has committed to contribute \$100,000 (plus GST).
- 2.2 On 14 August 2014, the Council resolved the following:

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- 2.2.1 Agree to pay (in-conjunction with (Ministry of Business, Innovation and Employment's \$100,000 contribution) \$38,971.93 from the Housing Fund towards the reconfiguration of the old City Mission building.
- 2.2.2 Note that a separate Metropolitan Discretionary Response Fund application has been submitted for consideration at the 14 August 2014 Council meeting.
- 2.2.3 Consider any further on-going operational funding for this project through the 2015-25 LTP process.
- 2.2.4 That staff work with the City Mission to investigate the potential for additional on-going contribution towards this project by the Ministry of Social Development.
- 2.3 The City Mission has provided temporary accommodation for the homeless since 1975.
- 2.4 The City Mission seeks to support, care and advocate for those who are marginalized through social and economic factors and are at risk through unemployment, inadequate housing, family breakdown, addiction, financial difficulties or mismanagement, abuse or other difficulty.
- 2.5 The Mission currently provides emergency short term shelter for both men (30) and women (seven).
- 2.6 Since the earthquakes, there has been an increase in homelessness, including the number of homeless families. There is a lack of accommodation for this group as they cannot be housed in the current refuges and in some instances are unable to compete in the private rental market. The project will convert the old City Mission refuge building to build three self-contained units to house three homeless families (seven bedrooms) at any one time.
- 2.7 The families will comprise parents on benefits or low wages with children, and who are currently homeless. They may be living with relations and friends, in cars or on the street. Referrals will come from the Christchurch City Council (CCC) Housing Unit, Work and Income, Mission Services, and Social Service Agencies within Christchurch.
- 2.8 The purpose of the accommodation is to provide transitional housing for a period of months while the families' situations stabilise. In year one the City Mission intends to employ a part-time employee to help the families move into longer term housing. This employee will work with others in the non-government sector to obtain the support services needed by the families.
- 2.9 The Housing Unit of the Christchurch City Council would be able to provide the City Mission with advice on tenancy management throughout the duration of this project. The tenancies would be managed in accordance with the Residential Tenancies Act 1986. The Housing Unit would also make available to the City Mission, financial and asset expertise when required. It is intended that should the project proceed a full Asset Management Plan will be developed in relation to these units.
- 2.10 The City Mission advises they will provide this service for an initial period of five years, as it is likely the housing market in Christchurch will remain under pressure during that time. After this five year period the Council and City Mission will review the project, and in light of any changes to housing need or other impacting factors and may continue to use the units to provide social housing.
- 2.11 Under the Housing Accord, the Government and the Council have committed to an increase in social housing by a net 700 homes by the end of 2016. The units developed under this project can be counted towards that total.

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- 2.12 The Christchurch City Council has previously agreed to fund \$91,973.93 plus GST for this project as follows:
- 2.12.1 \$53,002 towards initial operational costs and wages for the project from the Strengthening Communities Metropolitan Discretionary Fund.
- 2.12.2 \$38,971.93 plus GST towards the reconfiguration of the building from the Housing Fund.
- 2.13 The Ministry of Building Innovation and Employment (MBIE) has previously agreed to fund \$100,000 plus GST for the reconfiguration of the building.

3. COMMENT

- 3.1 Since the Council agreed to contribute the capital funding of \$38,971.93, City Mission have advised project costs have increased to \$395,000.00 plus GST, which is \$256,028.08 plus GST above the CCC / MBIE initial funding.
- 3.2 The reason for this increase is largely due to costs to fully comply with additional fire safety requirements which will be triggered by the reconfiguration of the building (refer **Attachment 1**).
- 3.3 Staff have informed the Ministry of Building, Innovation and Employment of the increased costs and they have confirmed that they are not in a position to fund any additional capital towards the project.
- 3.4 Staff have also been informed by MBIE that the Ministry of Social Development (MSD) have also declined to fund this project on the basis that MSD do not fund capital projects.
- 3.5 MBIE have reconfirmed their original commitment of \$100,000 plus GST out of the government's Social Housing Fund towards the reconfiguration. This support is subject to the project being confirmed by the Council by the 31 March 2015 and that the City Mission provide evidence to show that the project is operated as cost neutral for the duration of the project.
- 3.6 The City Mission confirm that they will be in a position to ensure the project is operated at cost neutral f (refer **Attachment 2**). The City Mission have confirmed that they will make up any operational shortfall should this be required going forward. These workings have been peer reviewed by Council staff and comply with MBIE's requirements as per paragraph 3.5.
- 3.7 At the time of writing MBIE have been sent the breakdown of the operation costings over the five years by the City Mission and staff are awaiting their response.
- 3.8 The Christchurch City Mission have confirmed they are unable to provide any money toward the additional cost of the reconfiguration.
- 3.9 The City Mission advises that the project could be completed and the housing available within four months of the additional funding being approved subject to receiving building consent. It is intended that the project will go out to open tender via a Request for Proposal (RFP).
- 3.10 The City Mission have submitted an application to the Mayoral Earthquake Relief Fund for the additional \$256,028.08 plus GST. A separate report will be submitted to the Council for consideration of this application.

3. Cont'd

- 3.11 Staff recommend that subject to reapproving the project, a memorandum of understanding between the Christchurch City Council and the Christchurch City Mission will be developed and will capture the minimum five year commitment to this project.
- 3.12 Staff also recommend that a formal review should be conducted between the Housing Unit and the City Mission to establish the need of these units after the initial five year period and that the outcome of this review should determine if the units are retained as emergency housing or used for social housing. That any decision to change the use of these units after the five year programme from either an emergency or social housing is done so in consultation with Council.

4. FINANCIAL IMPLICATIONS

- 4.1 Should the application to the Mayoral Earthquake Relief Fund be approved in relation to the additional \$256,028.08 plus GST there will be no additional financial implications on the Council or the ring fenced Housing Fund.
- 4.2 Should the application to the Mayoral Earthquake Relief Fund for the additional capital be unsuccessful, then any other financial support from the Housing Fund would have a significant impact on the overall balance. Essentially \$256,028.08 would be removed out of programmed maintenance of an already financially constrained fund.
- 4.3 The capital cost for this project is \$56,000 per bedroom.
- 4.4 Based on recent costs by the Housing Unit of approximately \$200,000 (including Development Contributions) for a two bedroom unit, the provision of two x two bedroom units and one x three bedroom unit within this project represents good value. The exception to this is that all the Council's social housing portfolio is based on a 90 year life cycle as opposed to the initial five years proposed by the City Mission project.

5. STAFF AND COMMITTEE RECOMMENDATION

That the Council:

- 5.1 Confirm the original resolution of the 14 August 2014 Council meeting, to pay (in-conjunction with MBIE's \$100,000 contribution) \$38,971.93 from the Housing Fund towards the reconfiguration of the old City Mission building subject to the confirmation of funding from the Mayoral Earthquake Relief Fund for the additional \$256,028.08.
- 5.2 Confirm the original resolution of the 14 August 2014 Council meeting to fund \$53,002 relating to the operational costs for the project via the Metropolitan Discretionary Fund subject to the confirmation of funding from the Mayoral Earthquake Relief Fund for the additional \$256,028.08.
- 5.3 Agree that subject to the project being confirmed that a memorandum of understanding is signed between the City Mission and the Council towards the commitment by the City Mission to provide this service for a minimum of five years.
- 5.4 Agree that at the end of the agreed five year project a formal review is undertaken to establish the need for these units to be used for emergency housing.

4. AFFORDABLE HOUSING OPTIONS

		Contact	Contact Details
Executive Leadership Team Member responsible:	Chief Planning Officer Strategy & Planning Group	Yes	PA, Diane Campbell, 941 8281
Officer responsible:	Unit Manager, Urban Design & Regeneration, Strategy & Planning Group	Yes	PA, Sarah Thelning, 941 8239
Author:	Paul Cottam, Principal Advisor Social Policy	Yes	941 6385

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 This second report on affordable housing options follows the 4 December 2014 meeting of the Communities, Housing and Economic Development (CHED) Committee which recommended that the Council:
 - 1.1.1 Support the development of the identified further financial, regulatory, provision, legislative and research options for the Council to facilitate and encourage the provision of affordable housing;
 - 1.1.2 Request an interim update to the Housing Taskforce and request a follow-up report on these options to the Communities, Housing and Economic Development Committee in March 2015.
- 1.2 The report on affordable housing options presented to the CHED Committee in December 2014 arose from former Christchurch Mayor Garry Moore addressing the Strategy and Planning Committee on behalf of the Community Housing Trust regarding the financial impact that development contributions were having on the provision of affordable housing.

2. BACKGROUND

- 2.1 Further work on affordable housing options since last December has focussed mainly on the development of financial measures, the challenges around the use of Council land, and how existing legislative levers relating to public land could be used.
- 2.2 An affordable housing workshop was held with Not-For-Profit (NFP) housing providers, representing seven organisations, on 10 February 2015 to inform and develop the options discussed in this report.
- 2.3 Housing affordability is described by the Christchurch Housing Accord in two ways. Firstly, in servicing terms households at or below the 40th percentile of household income should pay no more than 30 per cent of household income on housing, i.e. the '30/40' rule. The second description is in cost terms of new builds with a consent value of less than \$250,000 (as at 2014). The Accord has targets around these measurements.
- 2.4 Whilst these definitions of affordable housing are useful measurement tools, other considerations need to be taken into account such as household income range when supporting the work of affordable housing providers. This was reinforced by participants at the affordable housing workshop. It is also a guideline used in the Auckland Housing Accord, which has a household income cap of 120 per cent of the median for people to be eligible to purchase affordable housing in Special Housing Areas (with the purchase price being set at a maximum of 75 per cent of the median house price).
- 2.5 Given that the options discussed in this report are applicable to both affordable housing and social housing, they should be seen as applying to both of these categories since NFPs are active in both areas.

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3. COMMENT

3.1 Financial Options

- 3.1.1 As voiced previously by the Community Housing Trust and strongly noted during the affordable housing workshop, NFPs find upfront development costs such as development contributions (DC) and consent fees to be a hurdle in building housing at an affordable price point. DC charges in 2013 were on average \$25,000 across the City, varying according to a range of site and dwelling specific considerations. Resource consent fees can also vary, with the total cost per residential unit typically ranging from around \$500 to \$1000. Small to medium sized developments (i.e. up to 30 lots) can be up to \$1500 depending on their complexity.
- 3.1.2 Deferred payment arrangements currently allowed by discretion are usually by way of completion of each stage of a development rather than up front for all planned stages and with the issuing of the code of compliance. Whilst this may suit the needs of other developers, NFPs arguably require a more long term payment mechanism in order to achieve an affordability price point for their developments.
- 3.1.3 The most straightforward and transparent way would be to treat a longer term deferral as a loan, given that's effectively what it would be. This would be administratively easier to deal with rather than for example ongoing monthly DC invoices. For further efficiency, such a loan scheme could be carried out through the existing Council community organisation loan scheme (COLS), with similar terms and conditions to those of other community organisations who receive COLS loans.
- 3.1.4 A sum of money would need to be budgeted for this, with the debt liability being offset by security on the properties for the loans being made. Based on the likely development capacity of NFPs in Christchurch, and using average DC and resource consent figures as noted, it is proposed that funding of \$2,000,000 would be required to establish such a loan scheme, with a suggested loan cap of \$25,000 per unit of housing. In terms of possible uptake, participants at the affordable housing workshop indicated that they would be undertaking developments totalling about 100 units of housing. Irrespective of the amount of cap, the Council would need to address how to fund this. As with the residential rebate and "loan" or DC rebate for affordable housing Council would need to find funding to offset the loss of DCs. Council would also need to assure itself that there was a transparent relationship between any loan, and the price points of the benefiting properties over time.
- 3.1.5 The other deferred payment option sometimes suggested for NFP developments would be to establish a targeted or special rate. For very small scale developments this may not be seen as reasonable grounds for imposing a rate. In terms of the Rating Act (2002), staff are not of the opinion that it is possible to define a targeted rate that would only apply to particular or isolated properties where a DC is payable, and that only collects that amount of DC owing.
- 3.1.6 A preferable approach for a targeted rate as an alternative to DC charges would be to apply it to a defined geographic area as a way to recover growth related infrastructure costs. The LGA (2002) now permits the inclusion of interest costs in the whole of life costs of infrastructure, meaning that the initial holding and financing costs incurred by Councils could be recovered via a targeted rate mechanism. This approach also has the potential benefit of lowering the purchase price for all housing within a development. This mechanism does result in a transferral of the burden of DCs, and leads to higher costs, though spread across

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the current and future owners of land. It is a model that is not necessarily peculiar to affordable housing. A targeted rate does not easily address the upfront costs borne by Council, nor does it easily address the reality that housing prices are set by a "market" price rather than a "aggregate cost price" and that the method creates future risks associated with rates becoming a mechanism to fund capital vs the principle of capital borrowing being used to fund its new capital growth.

- 3.1.7 If the Council wishes to explore this option further, it should be noted that it is not as transparent as a loan scheme, has high compliance issues, and does begin to change the basis of how DCs across the city are funded by transferring the burden on to homeowners.
- 3.1.8 At present NFPs can apply for a discount on resource consent fees and is currently only applied when requested. In 2009 this was set at 5 per cent to 25 per cent of the cost of these fees, up to a maximum amount of \$2,500. Given the passage of time since then and the increased need for affordable housing, it is proposed that the maximum figure be increased to \$5,000. The financial implications are likely to be minor, given the amount of housing planned to be built by NFPs and their likely resource consent costs. Assuming the existing eligibility criteria are met, a full uptake of the discount is not likely to exceed \$50,000 in any one year. While not a significant figure it will be a net cost to the Resource Consent Unit and to Council, as the cost cannot be offset by charges elsewhere. It is suggested therefore that if this is to be considered that the cost of this be identified rather than simply absorbed by the Consents Unit's budget.
- 3.1.9 There are several other related aspects to DC charges that are of note to NFPs, with the proposed DC policy for the 2015 Long Term Plan (LTP) allowing for reduced DC payments for smaller sized housing, including minor dwellings. Staff are also working on a possible DC rebates policy as requested by Council, meaning that in addition to the DC Policy itself a package of measures, i.e. loans, discounts and rebates, offering DC assistance to NFPs could be possible.

3.2 Land Leasing or Selling

- 3.2.1 The leasing or selling of Council land for affordable or social housing purposes is often suggested. Identifying such land is also a commitment the Council has under the Accord, under which the Accord fund could then be used to develop such sites.
- 3.2.2 While the Council does hold a large number of properties, in practice there is very little land outside of its social housing portfolio that at present could readily be utilised for affordable housing. Council land that has been identified by staff as operationally redundant is being prioritised for disposal or alternative use by other Council business units. A key driver for this exercise is to mitigate the projected financial shortfall identified in the Cameron Partners report. Any disposal would then be carried out under the Council's due process obligations under the LGA (2002). This includes Council business units having the opportunity to express an interest in any alternative public uses of such land, which may then be transferred to their portfolio.
- 3.2.3 For the 2015-25 LTP, it is being proposed that \$30m worth of operationally redundant Council land be sold to assist the Financial Strategy. Whilst recognising that only a limited number of such land holdings would likely be of the appropriate size and location for affordable or social housing purposes, it is recommended that subject to LGA obligations a high priority be given to these sites being identified and investigated for possible housing use.

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- 3.2.4 All other land held by Council business units is used to support their activities. To more comprehensively identify any property that could possibly be put to other uses business units would need to review their land holdings and the impact not having any of them would have on their levels of service. This would need to be undertaken as a network and service delivery review, which would offer a more strategic approach to noting what further, if any, Council land could be used for other purposes, including affordable or social housing.
- 3.2.5 The Council is currently doing such a review in a preliminary way. All the Council's properties are being inspected for the purpose of updating and reviewing the Council's property data base to support the 2015 revaluation exercise for asset and insurance purposes. Properties that appear to be under utilised are being identified as part of that exercise, with a determination to be made as to whether they should be declared operationally redundant, and their future usage decided via the Council's corporate property disposal process.
- 3.2.6 It should also be noted that the other main avenue for the possible leasing or selling of Council land is through the Council's social housing redevelopment programme, with a request for proposal for its Andrews Crescent site being initiated in late 2014. Any such outcomes will be subject to the 2015-25 LTP.

3.3 Provision Options

- 3.3.1 The Council does not directly provide for rent or ownership of affordable housing. It is, however, intended that a mix of housing, including affordable, can be provided by others as part of the Council's social housing redevelopment programme. The desirability of mixed housing provision was emphasised at the NFP affordable housing workshop.
- 3.3.2 The Council's Social Housing Strategy does allow for its social housing rents to be set at up to 80 per cent of the market median, which would be more in line with affordable rental housing levels. This would have the effect of diversifying the portfolio, which could also have financial and other benefits.
- 3.3.3 Given the work being undertaken following the Council's decisions last year on restructuring its social housing portfolio, it is preferable that any diversification is considered by the Community Housing Provider being set up to lease the Council's social housing.

3.4 Legislative Options

- 3.4.1 As the recovery of the City takes place, there may be instances where Council land obtained under the Public Works Act (PWA) or subject to the Reserves Act is no longer needed for public works or reserves purposes.
- 3.4.2 Recent legal opinion provided to staff asserts that, subject to the Reserves Act (1977) processes to revoke a reserve, and whether or not a reserve was Crown derived, then such reserves could subsequently be used for other purposes by the Council including affordable housing. This also strongly implies that affordable housing can be considered a public work, with the Council not then being bound by the offer-back requirements under the PWA.
- 3.4.3 From an ethical perspective care would need to be taken as to the exact circumstances under which land was acquired under the PWA if it was no longer needed for its original purpose. Nevertheless, it is recommended that the Council look for opportunities for affordable or social housing in its land holdings that are subject to the PWA and the Reserves Act as the City evolves.

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3.5 Affordable Housing Workshop

- 3.5.1 The NFP affordable housing workshop raised a series of matters in addition to some of those discussed above. Favourable comment was given to the approach of a single consenting officer being assigned to an NFP development proposal, which simplified and sped up the consenting process, thereby saving time and money.
- 3.5.2 NFPs thought there were other process efficiency gains that could be made, including learnings and practice from affordable housing developments here and elsewhere in New Zealand that could be applied. Some clearer communication of matters applicable to NFPs was also highlighted, e.g. none of the workshop participants were aware of the resource consent fee discount that they could be eligible for.
- 3.5.3 It was suggested that encouraging a more co-operative approach was needed, rather than what is seen to be a competitive one, when the Council is seeking proposals to redevelop its social housing land, so as to reduce expenses and encourage more effective partnership approaches.
- 3.5.4 The availability and cost of suitably located and sized land was cited as a key barrier for NFPs, who stated they often lost potential properties to developers due to funding challenges. Upfront public or philanthropic investment (e.g. capital grants and/or bond financing) and partnerships to secure land were suggested as possible solutions.

3.6 Other Options and Considerations

- 3.6.1 A range of other options were noted in the 4 December report to the CHED Committee. Among these were the pending reforms to the Resource Management Act, which will provide opportunities for the Council to comment in relation to affordable housing.
- 3.6.2 Research that assesses affordable housing delivery models that could be applied to the New Zealand context, including drawing upon those already being practiced, can look to be undertaken once current workloads abate.
- 3.6.3 A demand driven needs analysis to identify what affordable housing typologies are needed, and how they could be applied in terms of price points and target groups, is planned for in the 2015 LTP.
- 3.6.4 More recent developments, as noted at the Council's Housing Taskforce meeting in February this year, include high level discussions Council staff have been having with MBIE staff to assist them with their recommendations to Cabinet on how the Government's \$75m contribution to the Accord should be allocated in the provision of affordable housing.

4. FINANCIAL IMPLICATIONS

- 4.1 Although any liabilities can be offset by security over property, the cost of establishing a \$2,000,000 loan fund for NFPs for Council related charges such as DCs and resource consent fees is unbudgeted for in the 2015-25 LTP. This cost is also not mentioned in the LTP Consultation document. As with previous rebate schemes a mechanism to offset the immediate loss of DC revenue would need to be developed to ensure that the Capital Investment programme is not compromised. The next opportunity for provision of the fund and consultation would be through the 2016/17 Annual Plan.

4. Cont'd

- 4.2 The cost of administering any discount for NFP consent applicants may grow depending on the sector's size and activity. While a figure of \$50k has been identified, this could grow. As the budget for consent is predicated on a 100 per cent recovery from applicants any application of the scheme would need to be funded or recognised by Council in some manner.
- 4.3 Other proposed measures and recommendations will be included in future work programmes, depending on priorities.

5. STAFF RECOMMENDATION

That the Council:

- 5.1 Investigate and report back on the feasibility and methodology to fund up to \$2,000,000 in the 2016-17 Annual Plan for the establishment of a development contributions and resource consent loan scheme for Not-For-Profit affordable housing and social housing providers, with loans capped at a maximum of \$25,000 per residential unit and to be administered through the Council's Community Organisation Loan Scheme processes.
- 5.2 Increase the maximum discount for resource consent fees for not-for-profit and community organisations from \$2,500 to \$5,000 per application, and amend the financial level of service targets to reflect the projected loss of income.
- 5.3 Investigate, over the next twelve months, the use of targeted rates as an alternative to development contributions for the funding of growth related infrastructure.
- 5.4 Identify, investigate and evaluate against other alternatives, over the next twelve months, the use of Council land for affordable and social housing that has been operationally identified as redundant.
- 5.5 Carry out a network and service delivery review by the end of 2015 to determine if any further Council land could be used for other purposes, including affordable and social housing.
- 5.6 Look for opportunities as the City evolves for affordable and social housing in its land holdings that may be currently subject to the PWA and/or the Reserves Act.

COMMITTEE RECOMMENDATION

That the Council adopt the staff recommendation above with the following addition:

- 5.7 That staff investigate and report back on inclusionary zoning to support social and affordable housing outcomes.

PART B - REPORTS FOR INFORMATION

5. DECLARATIONS OF INTEREST

Councillors Andrew Turner and Ali Jones declared an interest in item two and did not take part in the decision.

6. DEPUTATIONS BY APPOINTMENT

6.1 NZ OPERA

Stuart Maunder, General Director of NZ Opera, Kate Burt NZ Christchurch Board member and Julie Gaudin NZ Opera Christchurch Development Manager, presented an update to the Committee on NZ Opera's recent activities and future plans.

6.2 REDCLIFFS LIBRARY

Tuula Rapley addressed the Committee regarding the proposed Redcliffs Library rebuild.

7. BRIEFINGS

7.1 REVIEW OF THE ROLE OF CHRISTCHURCH CITY COUNCIL SOCIAL HOUSING

The Committee considered the information provided in the briefing in relation to the memorandum.

The Committee **decided** to adopt the recommendation that staff undertake a review of the objectives, eligibility and allocation policies for Council social housing, further noting that this work should be aligned with the Community Housing Provider (CHP) formation and will not hold up the work of the Housing Management Board CHP in any way.

In addition, the Committee **decided** to delegate the sign off of the Terms of Reference (including cost, process and timeframes) to the Housing Taskforce.

7.2 VOLUNTARY LIBRARIES

Staff briefed the Committee on voluntary libraries as outlined in the memorandum and provided an update on the Redcliffs and Woolston proposed library / community centre rebuilds.

8. COMMUNITY FACILITIES REBUILD MONTHLY UPDATE

Staff spoke to the Committee regarding the monthly status update on the Council approved priority projects being delivered by the Community Facilities Rebuild Unit.

The Committee **decided** to receive the information in the report.

9. MAJOR FACILITIES REBUILD MONTHLY UPDATE

Staff spoke to the Committee regarding the monthly update on the major facilities rebuild.

The Committee **decided** to receive the information in the report.

10. ANCHOR PROJECTS MONTHLY UPDATE

Staff spoke to the Committee and provided an update on the Council's anchor projects.

The Committee **decided** to receive the information in the report.

11. HOUSING OPERATIONS MONTHLY REPORT – JANUARY 2015

Staff spoke to the Committee regarding the monthly update on key aspects of the Council's Housing Unit operations.

The Committee **decided** to receive the information in the report.

12. SOCIAL HOUSING REBUILD AND REPAIR PROGRAMME AND FINANCIAL STATUS UPDATE (JANUARY 2015)

Staff provided a presentation and spoke to the Committee regarding the monthly update on Social Housing's financial position

The Committee **decided** to receive the information in the report.

13. COMMITTEE RESOLUTION TRACKER

The Committee noted the inclusion of the resolution table.

14. REPORT OF THE CHAIRPERSON OF THE INTERNATIONAL RELATIONS WORKING GROUP

This item was presented to the Council by way of a Chairperson's Report for a decision at their meeting on 12 March 2015.

PART C – DELEGATED DECISIONS

15. APOLOGIES

There were no apologies.

16. RESOLUTION TO BE PASSED - SUPPLEMENTARY REPORTS

The Committee **resolved** that the report of the Chairperson of the International Relations Working Group be received and considered at the meeting of the Communities, Housing and Economic Development Committee on 5 March 2015.

17. RESOLUTION TO EXCLUDE THE PUBLIC

The Committee **resolved** that the resolution to exclude the public as set out on page 167 of the agenda be adopted.

It was **resolved** on the motion of Andrew Turner, seconded by Paul Lonsdale that the public be readmitted to the meeting at 5.55pm at which point the meeting concluded.

CONSIDERED THIS 26TH DAY OF MARCH 2015

MAYOR

RAWLINSONS

10 November 2014

Wilkie and Bruce Architects Ltd
PO Box 25-141
CHRISTCHURCH

Attention: Mr A Wilkie

Dear Sir

CHRISTCHURCH CITY MISSION – WOMEN'S ACCOMMODATION

We confirm our estimate of \$395,000 based upon the preliminary drawings and scope of work reports provided.

The estimate excludes the following:-

- GST
- Professional fees and consent costs
- Client supplied fittings, furnishings and appliances
- Provision for inflation

Yours faithfully
Rawlinsons Limited



Lewis Barclay
Senior Quantity Surveyor
MNZIQS

QUANTITY SURVEYORS
CONSTRUCTION CONSULTANTS
COST ENGINEERS

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Elemental Estimate Summary

RAWLINSONS

Project: Ch Ch City Mission Womens Accommodation
Building: Ch Ch City Mission Womens Accommodation

Details: WOMEN'S ACCOMMODATION (NOV 2014)

Item	Description	Total
	SITE PREPARATION	150
	WINDOWS AND EXTERNAL DOORS	1,350
	PARTITIONS	51,280
	INTERNAL DOORS	20,550
	FLOOR FINISHES	7,845
	WALL FINISHES	25,250
	CEILING FINISHES	40,015
	FITTINGS AND FIXTURES	3,455
	PLUMBING	14,150
	HEATING AND VENTILATION SERVICES	17,500
	ELECTRICAL SERVICES	25,000
	FIRE SERVICES	62,800
	EXTERNAL WORKS	12,265
	PRELIMINARIES	21,390
	CONTRACTOR'S MARGIN	23,000
	CONTINGENCY	69,000
		395,000

Elemental Estimate

RAWLINSONS

Project: Ch Ch City Mission Womens Accommodation
Building: Ch Ch City Mission Womens Accommodation

Details: WOMEN'S ACCOMMODATION (NOV 2014)

Item	Description	Quantity	Unit	Rate	Total
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SITE PREPARATION

1	Disconnect and remove heaters	3	no	50.00	150
					150

WINDOWS AND EXTERNAL DOORS

1	Fit opening sash to existing window	2	no	350.00	700
2	3M Safety laminate film to existing glass	5	m2	100.00	500
3	Fit sash opening stay	2	no	75.00	150
					1,350

PARTITIONS

1	Frame in openings at new ground floor kitchenette and line with 10 Fyrelite both sides	8	m2	150.00	1,200
2	New sound and fire rated partitions	21	m2	190.00	3,990
3	New fire rated partition	11	m2	170.00	1,870
4	New non-fire rated partitions	39	m2	160.00	6,240
5	Line over existing partition with 10 Fyrelite both sides, replace trim, paint, etc	216	m2	130.00	28,080
6	Extra value for extending 1st floor fire rated partition into roof space	20	m	300.00	6,000
7	Extra value for removing borrowed light glazing	1	no	100.00	100
8	Line over existing partition with 10 Fyrelite both sides, replace trim, paint, etc; curved on plan	9	m2	200.00	1,800
9	Fire rate wall penetrations as required	1	item	2,000.00	2,000
					51,280

INTERNAL DOORS

1	Single door and frame	3	no	1,000.00	3,000
2	Single fire rated door and frame	4	no	1,500.00	6,000
3	Single fire rated door and frame in existing partition, remove existing	3	no	1,750.00	5,250
4	Relocate existing fire rated door, form new opening and make good redundant opening	1	no	1,500.00	1,500
5	Remove door at ground floor flat 2 stair lobby	1	no	500.00	500
6	Magnetic door hold open device	2	no	2,000.00	4,000
7	Modify pair of external gates at SW & SE corners of building to prevent padlocking	2	no	150.00	300
					20,550

FLOOR FINISHES

1	Vinyl flooring (lift existing and make good)	37	m2	125.00	4,625
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Elemental Estimate

RAWLINSONS

Project: Ch Ch City Mission Womens Accommodation
Building: Ch Ch City Mission Womens Accommodation

Details: WOMEN'S ACCOMMODATION (NOV 2014)

Item	Description	Quantity	Unit	Rate	Total
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FLOOR FINISHES

(Continued)

2	Carpet flooring (lift existing and make good)	46	m2	70.00	3,220
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7,845

WALL FINISHES

1	Line over internal face of external ground floor walls with 16 Fyrelime, remove and reinstate trim, fittings, etc and paint	225	m2	90.00	20,250
2	Make good adjoining surfaces	1	item	5,000.00	5,000

25,250

CEILING FINISHES

1	Line over ground floor ceiling with 13 Fyrelime, solid block at sheet joints, remove and reinstate light fittings, trim, etc and paint	253	m2	105.00	26,565
2	Extra value for lining underside of stairs with 16 Fyrelime	1	item	2,000.00	2,000
3	Line over external ground floor soffits with 13 Fyrelime and Hardiflex, remove and reinstate trim, etc and paint	25	m2	150.00	3,750
4	Fire rate ceiling penetrations	1	item	1,500.00	1,500
5	Replace the fluteboard lining over the ground floor flat stair lobby	8	m2	150.00	1,200
6	Make good adjoining surfaces to altered areas	1	item	2,500.00	2,500
7	Fire rated bulkheads, etc to structural frames as required	1	item	2,500.00	2,500

40,015

FITTINGS AND FIXTURES

1	Take delivery and fix only kitchenette (supplied by others)	2	no	750.00	1,500
2	Take delivery and fix bathroom mirror (client supply)	3	no	35.00	105
3	Sundry hardware and signage	1	item	500.00	500
4	Fix only curtains and blinds	1	item	1,000.00	1,000
5	Fix only clothes line	1	no	150.00	150
6	Fix only pantry	2	no	100.00	200

3,455

PLUMBING

1	Disconnect ground floor bathroom fittings and leave ready for new	1	item	1,000.00	1,000
2	Remove Zip above sink	1	no	150.00	150
3	Shower (client supplied)	3	no	500.00	1,500
4	WC (client supplied)	1	no	250.00	250
5	Basin (client supplied)	2	no	250.00	500
6	Instant HWC (client supplied)	3	no	500.00	1,500
7	Plumb in washing machine (client supplied)	3	no	250.00	750
8	Underbench HWC	3	no	1,500.00	4,500

Elemental Estimate

RAWLINSONS

Project: Ch Ch City Mission Womens Accommodation
Building: Ch Ch City Mission Womens Accommodation

Details: WOMEN'S ACCOMMODATION (NOV 2014)

Item	Description	Quantity	Unit	Rate	Total
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PLUMBING

(Continued)

9	Plumbing to kitchenette	2	no	2,000.00	4,000
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14,150

HEATING AND VENTILATION SERVICES

1	Split system heat pump	3	no	5,000.00	15,000
2	Builders work	1	item	2,500.00	2,500

17,500

ELECTRICAL SERVICES

1	Disconnect and remove redundant services	1	item	25,000.00	25,000
2	Electrical to kitchenette (3 No)	1	item	included	
3	Power for washing machines and instant hwc's	1	item	included	
4	New power point ground floor bedroom	1	no	included	
5	Rewire flat 3 to existing outlets	1	item	included	
6	Take delivery and install appliances	1	item	included	
7	Emergency lighting and exit signs	1	item	included	
8	Carry out modifications to DB's as required	1	item	included	

25,000

FIRE SERVICES

1	Upgrade existing sprinkler system to suit new room layouts	1	item	25,000.00	25,000
2	Monitored back-flow preventer at street boundary	1	item	25,000.00	25,000
3	Remove existing fire alarm system and panel and install new type 5 system	1	item	12,500.00	12,500
4	New fire extinguisher	5	no	60.00	300

62,800

EXTERNAL WORKS

1	1200 High timber paling fence	32	m	150.00	4,800
2	Extra value for gate	2	no	200.00	400
3	Connect existing gate to new fence	1	no	100.00	100
4	Grass to new courtyard	44	m2	20.00	880
5	New asphalt carpark area	79	m2	75.00	5,925
6	Line marking	32	m	5.00	160

12,265

PRELIMINARIES

1	Preliminaries and general	1	item	21,390.00	21,390
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21,390

Elemental Estimate



Project: Ch Ch City Mission Womens Accommodation	Details: WOMEN'S ACCOMMODATION (NOV 2014)
Building: Ch Ch City Mission Womens Accommodation	

Item	Description	Quantity	Unit	Rate	Total
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CONTRACTOR'S MARGIN

(Continued)

1	Contractor's margin	1	item	23,000.00	23,000
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23,000

CONTINGENCY

1	Design and estimating contingency	1	item	33,000.00	33,000
2	Project contingency	1	item	36,000.00	36,000

69,000

Estimate Total					395,000
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DRAFT BUDGET**Income**

Council Grant*	54,000				
Rent received	29,200	29,200	29,200	29,200	29,200
TOTAL Income	83,200	29,200	29,200	29,200	29,200

200 pw per tenant
less 10 wks x 1

Expenditure	Year 1	Year 2	Year 3	Year 4	Year 5
ACC levies	100	102	105	107	109
Recruitment	750				
Insurance*	5,361	5,361	5,361	5,361	5,361
Printing & Stationery	50	50	50	50	50
Photocopying	20	20	20	20	20
Rent and r: Share rate:	1,750	1,838	1,929	2,026	2,127
Building compliance	3,250	3,250	3,250	3,250	3,250
Repairs and maintena	2,000	2,000	2,000	2,000	2,000
Wages anc 10 hrs pw	12,251	12,496	12,746	13,001	13,261
Kiwi Saver	368	375	383	391	399
Legal Expenses	0	0	0	0	0
Staff expenses	20	20	20	20	20
Cleaning	2,000	2,060	2,121	2,185	2,251
Rubbish removal	200	0	0	0	0
Security keys	1,000	1,000	1,000	1,000	1,000
Telephone Mobile	550	550	550	550	550
	1,484	1,456	1,476	1,498	1,520
TOTAL Expenditure	31,153	30,578	31,010	31,458	31,918

2% increase for each year
1st year only
Being checked with Aicare
staff
staff
5% increase each year. 1/2 rates for 275
property
2% increase for each year
2% increase for each year
staff
Full cleans incl ovens 3% increase
Payment for wheelie bins,
keys and replacements for
staff
5% contingency on total costs
Total expenditure includes 5% loading

Net Surplus/(Deficit) 52,047 (1,378) (1,810) (2,258) (2,718)

*Note: Council Grant required to be allocated in the first year. Can assume that wages and salaries likely to be greater in year 1 and two, with a view to reduction in years 3-5

*Insurance cost may reduce, estimate only actual figures being obtained from insurers

10. RICCARTON RACECOURSE – LOCAL BILL TO AMEND THE CHRISTCHURCH RACECOURSE RESERVE ACT 1878

This report will be separately circulated.

11. REPORT OF THE HEARINGS PANEL ON THE PARKS AND RESERVES BYLAW 2015

Author:	Hearings Panel
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1. PURPOSE AND ORIGIN OF REPORT

- 1.1 On 26 June 2014 the Council resolved to consult the community on a proposal for a Parks and Reserves Bylaw 2014 (the draft Bylaw). After public consultation and hearings, the Hearings Panel made recommendations to the Council on 13 November 2014. At this meeting, the Council determined there were unresolved issues and recommended that the Hearings Panel reconvene to address those specific areas of the Bylaw. This report outlines the Hearings Panel decision making process and their updated recommendations to the Council.

2. EXECUTIVE SUMMARY

- 2.1 The Christchurch City Council Parks and Reserves Bylaw 2008 was reviewed as part of the Council's 10 year rolling programme of bylaw reviews. As a result of the review the draft Bylaw was open for written submissions and twenty-two submissions were received.
- 2.2 On 18 September 2014 the Hearings Panel of Councillors David East (Chair) and Glenn Livingstone, and Community Board member David Cartwright heard submitters and deliberated on the submissions. On 24 September 2014 the Hearings Panel continued their consideration of the written and oral submissions and of the advice provided by staff.
- 2.3 Following deliberations, the Hearings Panel recommended amendments to the notified version of the Bylaw and when these were presented to the full Council on 13 November 2014, the Council identified three areas of concern. These recommendations included:
- the addition of drones to the bylaw
 - amendments to Clause 9 in respect to vehicles and parking in reserves and specifically the use of the word "ordinarily"
 - deletion of 6.1(e) in respect of the scattering or burial of ashes and amendment of 6.2(c) so that permission is required to "Dig a hole in any grassed area or garden, or scatter or bury any thing".
- 2.4 The Council resolved that the Hearings Panel reconvene to address these areas in more detail.

3. DELIBERATIONS

- 3.1 The Hearings Panel reconvened on 4 February 2015 to reconsider the clauses identified above. In relation to the burial or scattering of ashes, the Hearings Panel invited the four submitters who submitted specifically on this issue to attend the meeting to elaborate on their original submission. Two of the submitters declined the invitation.
- 3.2 Iaeen Cranwell appeared for Mahaanui Kurataiao Ltd (MKT) on behalf of the papatipu runanga. While MKT's formal submission is that this activity should be prohibited in parks and reserves, Mr Cranwell acknowledged that it is not practicable to prevent people from scattering ashes in public areas. He advocated strongly that this activity should (at least) be restricted to identified locations in Council controlled parks and reserves. MKT would much prefer ashes be buried rather than scattered for the wind to disperse and would encourage the education of the public as to the cultural impact this activity has on Maori and wahi tapu.
- 3.3 Adrian Te Patu presented via teleconference on behalf of the Lyttelton/Mt Herbert Community Board. Mr Te Patu reiterated the Board's position that they do not want to prevent people from scattering ashes, but that they preferred the restriction of scattering of ashes (and burial of placenta) to designated areas or urupa.

3 Cont'd

- 3.4 The Hearings Panel considered they had sufficient information on the other two areas (drones and clause 9) to not need to rehear submissions on these issues.

4. CLAUSE 9 – ORDINARILY

- 4.1 The inclusion of the word *ordinarily* within clause 9.1(a) caused concern for some submitters as they considered there could be different interpretations of the word “ordinarily”. The intention of the clause was to restrict the use of vehicles to permitted areas such as those listed in the clause. To avoid any potential confusion, the word *ordinarily* was removed and the proposed clause rewritten to read as follows:

- 9.1 No person may drive, ride, or otherwise bring any vehicle into a reserve, except-
- (a) on any part of the reserve set aside by the Council for vehicular traffic (for example, driveways, parking areas, shared paths or cycle tracks), and then only in accordance with any controls or restrictions imposed by the Council; or
 - (b) where permission has been granted by an Authorised Officer.

5. DRONES

- 5.1 A submitter had raised the issue around the use of drones in Council parks and reserves. At the Council meeting on 13 November 2014, there was some uncertainty about how clause 13 of the proposed Bylaw would in fact apply to drones.
- 5.2 With the inclusion of "unmanned aerial vehicles (ie drones)" in the definition of aircraft, clause 13 of the Bylaw will apply to drones. The general rule in clause 13.1 is that no person may, without the written permission of an authorised Council officer, land an aircraft in a reserve or take off in an aircraft from a reserve. However, there are some exceptions for power driven model aircraft, and in certain cases power driven model aircraft may be used in a Council park or reserve as set out in clause 13.3. The Hearings Panel considers that a drone is a power driven model aircraft, and therefore clause 13.3 will apply to drones.
- 5.3 The Hearings Panel considered that the issues raised by the submitter are dealt with under legislation and that drones comfortably fit with the list of other devices capable of flight listed under “Aircraft” in clause 4 - Interpretation. For clarity, the Hearings Panel also decided to amend the explanatory note to clause 13 to read as follows:

The general intent of this clause is to address noise and nuisance issues. Issues concerning privacy and aviation safety and rules are covered by separate legislation.

6. CLAUSE 6 – SCATTERING OF ASHES

- 6.1 After hearing from the two submitters again (refer above), the Hearings Panel deliberated at some length on the issues surrounding the scattering of ashes as they relate to clauses 6.1 (e) and 6.2 (c).
- 6.2 The Hearings Panel recognised that the scattering of ashes is a contentious issue which polarises different groups within the community. The Hearings Panel consequently felt that the four submissions on this clause did not reflect the diversity of community views on this matter and that Council did not have enough information available for a properly informed decision. The Panel recommended that the Council further engage with MKT, the funeral industry, the wider community and other interested parties before making any decision. The Hearings Panel identified a number of interim measures that could help alleviate some of the issues raised. These included:

6 Cont'd

- provide a pamphlet to Funeral Directors for distribution when ashes are claimed outlining, amongst other topics, some of the cultural and environmental issues associated with the scattering of ashes
- ensure signs are installed around Council maintained rose gardens outlining the damage caused by the scattering of ashes.

6.3 The Hearings Panel decided to amend clause 6.1 by deleting subclause (e) ~~bury or scatter the ashes of a deceased person~~. It was also decided that clause 6.2 (c) should be amended to remove any reference to the scattering of ashes and to read as follows: *dig a hole in any grassed area or garden* (refer to Attachment 1 for a tracked change version of the Bylaw).

7. HEARINGS PANEL RECOMMENDATION

The Hearings Panel recommends that the Council:

- 7.1 Resolve to approve the Christchurch City Council Parks and Reserves Bylaw 2015 which will come into force on 1 April 2015 (Attachment 2 to this report).
- 7.2 Resolve that the scattering and burial of ashes of a deceased person is an important issue for the community; that the Bylaw proceed with the deletion of clause 6.1(e) and amendment to clause 6.2(c) wording without any reference to the scattering of ashes; and that the Council appropriately engage with Mahaanui Kurataiao Ltd, the funeral industry, the wider community, and other interested parties to establish an acceptable resolution.
- 7.3 Resolve that staff be authorised to review the Christchurch City Council Parks and Reserves Bylaw 2015 for spelling, grammar and clause referencing and make appropriate changes.

MARKED UP VERSION OF BYLAW SHOWING CHANGES

DELETED TEXT = STRIKETHROUGH
NEW TEXT = BOLD AND UNDERLINED

CHRISTCHURCH CITY COUNCIL PARKS AND RESERVES BYLAW ~~2014~~2015

Pursuant to the Local Government Act 2002 and the Reserves Act 1977, the Christchurch City Council makes this Bylaw.

1. SHORT TITLE

This Bylaw is the Christchurch City Council Parks and Reserves Bylaw ~~2014~~2015.

2. COMMENCEMENT

This Bylaw comes into force on [~~insert date~~] 15 April 2015.

3. PURPOSE

The purpose of this Bylaw is to provide for the orderly management and control of parks and reserves vested in, administered by or under the control of the Council for the benefit and enjoyment of all users of those parks and reserves.

4. INTERPRETATION

In this Bylaw, unless the context requires otherwise-

Aircraft

- (a) means any man-made device capable of flight, including, but not limited to aeroplanes, helicopters, gliders, hang-gliders, unmanned aerial vehicles (ie drones), hot air balloons and radiocontrolled model aircraft; but
- (b) does not include kites and balloons which are controlled from the ground via strings.

Authorised Officer

- (a) means an officer or other person appointed by the Council to perform duties required under this Bylaw, irrespective of the designation given to that officer or person; and
- (b) includes any rangers appointed by the Council under the Reserves Act 1977; and
- (c) includes reserve committee members appointed by Community Boards.

Animal means any mammal, bird, reptile, amphibian, fish or related organism, insect, crustacean or organism of every kind but does not include a human being.

Camp means to reside in or sleep in a structure, tent or vehicle e.g. caravan, campervan.

Christchurch City means the district of the Christchurch City Council.

Council means the Christchurch City Council.

Enforcement Officer

- (a) means a person appointed by the Council to enforce the provisions contained in this Bylaw; and

- (b) includes any rangers appointed by the Council under the Reserves Act 1977; and
- (c) includes any sworn member of the NZ Police acting in the course of his or her duty.

Foreshore means the land edging the sea, estuaries and rivers that is regularly submerged and exposed by the sea's tidal ebb and flow, that is, the area between the line of mean high water springs level and the mean low water springs level.

Park or Reserve

- (a) means any land which is vested in or administered by the Council under the provisions of the Reserves Act 1977; or
- (b) any park, domain, foreshore or greenspace area under the control or ownership of the Council; but
- (c) does not include any such land, park, domain or greenspace area which is subject to a lease that has been granted by the Council under the Local Government Act 2002 or the Reserves Act 1977.

Sign includes a notice, label, inscription, billboard, plaque or placard.

Vehicle

- (a) means a man-made device for land transport, including, but not limited to cars, trucks, heavy machinery, motorbikes, bicycles; but
- (b) does not include prams, strollers, wheelchairs or other mobility scooters used by persons with physical or neurological impairment.

Vessel includes, but is not limited to, a ship, boat, hovercraft or any other description of vessel used or designed to be used in the sea or river.

Part 1 - Access to reserves

5. ACCESS

- 5.1 A reserve will be open to the public at all times, except –
 - (a) during such hours as the Council may from time to time otherwise determine; or
 - (b) when the Council has determined that it is necessary to temporarily close the reserve or part of it, and has provided appropriate signage to inform the public of such closure; or
 - (c) when the Council or an Authorised Officer has temporarily set aside the whole or part of a reserve, for the exclusive use of an organised event in terms of Clause 14 of this Bylaw.
- 5.2 No person may enter any reserve or part of a reserve which is set apart for the cultivation or protection of plants or other special purposes, without the prior permission of an Authorised Officer.
- 5.3 No person, other than an Authorised Officer may enter or remain in the reserve or the part of a reserve that is closed to the public.

Part 2 -Prohibited and restricted activities in reserves

6. INTERFERENCE WITH RESERVES

6.1 Without the prior written permission of an Authorised Officer, no person may in a reserve —

- (a) remove, destroy, damage, deface or interfere with any thing or any part of anything in or enclosing a reserve; including any:
 - (i) structure or building
 - (ii) sign
 - (iii) path, track, lawn, step, gravel, sand, soil or border
 - (iv) tree, shrub, or plant of any kind including hedges, flowers or flowerbeds
 - (v) area prepared for any sport or game.
- (b) erect, construct, make, bolt, fix or place any structure, path or track, climbing aid, recreational or play equipment, or sign.
- (c) plant any tree, shrub or plant or part of any tree, shrub or plant, or sow or scatter the seed of any plant of any kind.
- (d) pollute or render unfit for purpose any water.
- ~~(e) — bury or scatter the ashes of a deceased person.~~
- ~~(f e)~~ take or destroy or injure or disturb or interfere with or cause distress to any animal or bird or other fauna or the nest or egg of any bird, or attempt to do so.
- ~~(g f)~~ introduce any substance that may be injurious to animal or plant life.

6.2 Without the prior permission of an Authorised Officer (which may be given verbally), no person may in a reserve —

- (a) walk on any flowerbed, or grass plot, or any other place where walking is prohibited by a notice to that effect; or
- (b) take or attempt to take fruit or nuts from any tree or plant in a manner that damages or is likely to damage the tree or plant; or
- (c) dig a hole in any grassed area or garden, ~~or scatter or bury any thing including any animal or ashes of any animal.~~

6.3 ~~Subclauses (1) and (2) Clauses 6.1 and 6.2~~ do not apply to any volunteer activities in a reserve if the Council has entered into an agreement with any person or body in relation to those activities and those activities are bound by the conditions of that agreement.

7. BEHAVIOUR IN RESERVES

7.1 No person in a reserve may —

- (a) intentionally obstruct, disturb, or interfere with any other person's use or enjoyment of a reserve; or

- (b) drive or ride a vehicle within any reserve area where vehicles are allowed in a manner, which having regard to all the circumstances of the case, is or might be dangerous to the public or to any person.

The following note is explanatory and does not form part of the Bylaw but is intended to explain its general effect: This clause should be read in conjunction with the Summary Offences Act 1981, the Crimes Act 1961, the Trespass Act 1980 and any statute that generally regulates behaviour that may occur in reserves.

8. ANIMALS

- 8.1 No person may bring any animal into a reserve or allow any animal in his or her custody, charge or control to be within a reserve, unless —
 - (a) a Council bylaw has allowed the animal in the reserve, such as through a dog control bylaw and the related dog control policy; or
 - (b) the Council has authorised the presence of animals through a reserve management plan, licence or other similar document; or
 - (c) permission has been granted by an Authorised Officer; or
 - (d) the reserve has been booked for an event allowing the presence of animals.
- 8.2 The Council (either generally or in any particular case), may seize and confine any loose animal found within any reserve.
- 8.3 Except with the permission of an Authorised Officer, no person may —
 - (a) Bring or drive any horse or other animal on to any part of the Avon Heathcote Estuary; or
 - (b) Permit any horse or other animal in his or her custody, charge or control to wander on to or remain on any part of the Avon Heathcote Estuary.
- 8.4 The Council may seize and confine any horse or other animal found on any part of the Avon Heathcote Estuary in breach of this Bylaw.
- 8.5 The Avon Heathcote Estuary means that area shown in the attached plan in Schedule ~~3~~ **4**.

The following note is explanatory and does not form part of the Bylaw but is intended to explain its general effect: For control of dogs upon reserves in Christchurch City see the current version of the Christchurch City Council Dog Control Bylaw.

The Council has the power under the Reserves Act 1977 to make Bylaws in respect of reserves located outside Christchurch City where the Council is the administering body of the reserve, eg Kennedy's Bush, Cass Peak, Otahuna Reserve, Coopers Knob, Ahuriri Scenic Reserve, and Orongamai Reserve. Section 94(1)(b) of the Act however makes it an offence to allow an animal to trespass onto a reserve, and therefore a Bylaw is not required to control dogs on these reserves.

The restrictions in clause 8.3 are intended to protect wildlife and other environmental values associated with the Estuary.

9. VEHICLES, VESSELS AND MECHANICAL DEVICES

- ~~9.1 No person may take, ride or drive any vehicle into or on any reserve —~~
 - ~~(a) except in areas where vehicles are ordinarily allowed, such as driveways, parking areas, shared paths or cycle tracks; or~~

(b) — ~~unless permission has been granted by an Authorised Officer.~~

9.1 No person may drive, ride, or otherwise bring any vehicle into a reserve, except-

(a) on any part of the reserve set aside by the Council for vehicular traffic (for example, driveways, parking areas, shared paths or cycle tracks), and then only in accordance with any controls or restrictions imposed by the Council; or

(b) where permission has been granted by an Authorised Officer.

9.2 No person may without the permission of an Authorised Officer —

(a) stop or leave any vehicle so that the vehicle obstructs an entrance to, or path or track in, the reserve; or

(b) park any vehicle, other than a bicycle, in any reserve except in a place set aside by the Council for the parking of vehicles, and unless the person in control of the vehicle intends to remain in the reserve while the vehicle is parked.

9.3 ~~Nothing in this Bylaw limits the Council from setting aside a~~ Any place in the a reserve that has been set aside for the parking of vehicles may be as a restricted parking area under the Christchurch City Council Traffic and Parking Bylaw 2008.

The following note is explanatory and does not form part of the Bylaw: The Council will enforce any restricted parking area in a reserve in accordance with the Land Transport Act 1998 and any regulations made under the Land Transport Act 1998.

9.4 No person may abandon or dump any vehicle in a reserve.

The following note is explanatory and does not form part of the Bylaw: The Council in enforcing this clause will use a procedure under the Reserves Act 1977 or the Land Transport Act 1998 or the Local Government Act 2002 or the Local Government Act 1974.

9.5 No person may use a reserve or the foreshore as a storage site for any vessel or other watercraft for a continuous period exceeding 7 days while that vessel or watercraft is not being used in the water, unless —

(a) the person has obtained the prior written permission of an Authorised Officer; or

(b) it is in an area specially set aside for this purpose.

9.6 No person may use or attempt to use any public address system, amplified sound system, motorised model boat, portable generator, stationary motor, compressor, chainsaw, post hole borer or any other type of portable mechanical plant or equipment in a reserve except —

(a) in an emergency; or

(b) with the prior permission of an Authorised Officer.

10. FIRES

10.1 No person may light a fire in a reserve except with the prior written permission of an Authorised Officer.

10.2 Except that the permission of an Authorised Officer is not required for —

(a) the lighting of a fire in a fireplace specially provided for that purpose; or

- (b) the use of any gas fired barbeque or other similar self contained cooking device which does not use solid fuel.

10.3 Nothing in this clause authorises the lighting of any fire in the open air, if doing so would constitute a breach of any other Bylaw, Act or Regulation (including the Christchurch City Council Urban Fire Safety Bylaw, and any rule in a district or regional plan under the Resource Management Act 1991).

11. CAMPING

11.1 No person may camp in a reserve unless –

- (a) it is in an area specifically set aside by the Council for camping, and the person has paid any camping fees set by the Council from time to time; or
- (b) that person has obtained the prior written permission of an Authorised Officer to do so.

12. TENTS, STALLS, AMUSEMENT DEVICES ETC.

12.1 No person may put up or erect any stall, booth, tent, (excluding any casual shade tent) amusement device or portable play equipment in a reserve unless that person has–

- (a) obtained the prior written permission of an Authorised Officer to do so; and
- (b) paid any applicable fees set by the Council from time to time.

12.2 To avoid any doubt, if a person complies with clause 11, that person is not required to comply with this clause.

The following note is explanatory and does not form part of the Bylaw, but is intended to explain its general effect: This clause is intended to apply to tents for circuses, carnivals and for corporate hospitality, to stalls, booths, amusement devices e.g. merry-go-rounds or noddy trains and to portable play equipment such as bouncy castles.

13. AIRCRAFT

13.1 No person may, without the written permission of an Authorised Officer, and having paid any applicable fees set by the Council from time to time —

- (a) land an aircraft in a reserve, or take off in an aircraft from a reserve; or
- (b) use an aircraft to set down, pick up, or recover anything in a reserve; or
- (c) parachute into a reserve.

13.2 Nothing in ~~subclause (1)~~ **clause 13.1** prevents an aircraft from being used in or over a reserve in an emergency situation.

13.3 Despite ~~subclause (1)~~ **clause 13.1**, a person may operate power driven model aircraft in a reserve if —

- (a) the Council has set aside an area for that purpose, and then only in accordance with such conditions that are set by Council; or
- (b) with the prior written permission of an Authorised Officer; or
- (c) the model aircraft:

- (i) is radio-controlled and either battery or electric powered; and
- (ii) has a total flying weight of not more than 1 kilogramme; and
- (iii) does not cause annoyance or inconvenience to other users or to animals on the reserve; and
- (iv) does not over-fly the boundaries of the reserve; and
- (v) does not fly in a reserve referred to in ~~subclause (4)~~ **clause 13.4**.

13.4 The Council may by resolution determine any reserve where model aircraft which are radio-controlled and either battery or electric-powered may not be flown.

13.5 The Council may by resolution subsequently amend or revoke any resolution made under ~~subclause (4)~~ **clause 13.4**.

*The following notes ~~is~~ **are** explanatory and does not form part of this Bylaw, but ~~is~~ **are** intended to explain its general effect:*

The general intent of this clause is to address noise and nuisance issues. Issues concerning privacy and aviation safety and rules are covered by separate legislation.

*Any resolutions made under clause ~~13(4)~~ **13.4** will be recorded in a register and the register will be available on the Council's website or from Council Service Centres.*

14. SPORTING AND OTHER ORGANISED EVENTS

14.1 Sporting events or games may only be held in areas of reserves set aside for that purpose or with the approval of an Authorised Officer.

*The following note is explanatory and does not form part of this Bylaw: Clause ~~14(1)~~ **14.1** is not intended to restrict the playing of impromptu games on reserves. ~~by small groups of people~~*

14.2 No person may enter or remain on a marked sports ground area in a reserve when an organised sports game is in progress, unless he or she is a player or is administering the game in some capacity (for example, refereeing or providing first aid assistance).

14.3 No person may, without the permission of an Authorised Officer and having paid any applicable fees, hold or organise any organised event in a reserve.

14.4 The Council may specify in its permission whether the person —

- (a) may charge an entry fee for the event; or
- (b) has the exclusive use of a reserve, or any part of a reserve, for the duration of the event.

The following note is explanatory and does not form part of this Bylaw, but is intended to explain its general effect: An organised event can be a one-off event or a series of events. Events requiring permission include pre-arranged sports games between teams, athletics or cycling events, fairs, festivals, family or other reunion events, church, school, work or social group outings and performances.

Permission will generally not be required for a small gatherings in reserves e.g. small a group picnic or impromptu games. The Council's fees and charges for the use of reserves for organised events are set out in the Council's current Annual Plan. For further information contact the Council on 941-8999 or on the Council's website.

Part 3 - Special Areas

Additional provisions dealing with specific parks and reserves or facilities.

15. HAGLEY PARK

A plan of Hagley Park is contained in Schedule 1

15.1 To avoid any doubt, nothing in this Bylaw limits the application of the Christchurch City Council (Reserves) Empowering Act 1971.

156. CHRISTCHURCH BOTANIC GARDENS

A plan of the **Christchurch** Botanic Gardens is contained in Schedule **4 2**.

156.1 Except with the permission of an Authorised Officer, no person may within the **Christchurch** Botanic Gardens –

- (a) play any organised sports game; or
- (b) ride a bicycle.

156.2 No person may climb any tree within the **Christchurch** Botanic Gardens.

156.3 No person may climb any structure within the **Christchurch** Botanic Gardens, unless the structure is purposely built for climbing, such as in a playground area.

The following note is explanatory and does not form part of this Bylaw, but it is intended to explain its general effect: Christchurch's Botanic Gardens were established in 1863 and possess a collection of exotic and indigenous plants, many of which are rare, and, as such, require a higher degree of protection than other reserve areas.

167. RAWHITI GOLF COURSE

A plan of the Rawhiti Golf Course is contained in Schedule **2 3**.

167.1 No person may walk across or remain on any part of the Rawhiti Golf Course unless that person is engaged in a game of golf or is accompanying a person playing golf, or unless they are on a designated public walkway through the golf course.

167.2 ~~Subclause (1)~~ **Clause 17.1** does not apply if the Council has waived this clause, in the public interest, for the purposes of a tournament, competition, or any other occasion.

Part 4 – Other Matters

178. BREACHES OF BYLAW

178.1 Every person who breaches this Bylaw, must on request by an Enforcement Officer immediately stop the activity, and leave the reserve if so requested by the Enforcement Officer to do so.

178.2 Any person failing with all reasonable speed to comply with a request under ~~subclause (1)~~ **clause 18.1** commits a further offence against this Bylaw.

189. EXEMPTIONS

189.1 This Bylaw does not apply to any person who commits an act that is done —

- (a) in accordance with a valid contract for services with the Council; or
- (b) by a member of the emergency services in the course of carrying out his or her duties as a member of the emergency services; ~~or~~
- ~~(c) in accordance with any operative reserve or park management plan, or pursuant to any resource consent under the Resource Management Act 1991.~~

1920. PERMISSION UNDER THIS BYLAW

1920.1 A permission given under this Bylaw may relate to –

- (a) an activity or event or a series of activities or events, as the case may be;
- (b) one or more clauses under this Bylaw as is appropriate in the circumstances.

1920.2 Any permission given under this Bylaw may be subject to such terms and conditions as the Council or Authorised Officer giving the permission thinks fit.

1920.3 The permission must set out –

- (a) the activity or event or activities or events which is, or are permitted; and
- (b) the duration of the permission; and
- (c) the reserve or reserves to which the permission relates. The Council may review any permission given under this Bylaw.

1920.4 Where this Bylaw refers to written permission, that permission may be in electronic form.

The following note is explanatory and does not form part of this Bylaw, but is intended to explain its detail: The Council will consider giving generic permissions to groups to enable them to carry out activities on Council reserves where those reserves are not dedicated areas for the playing of sport.

201. REVOCATIONS AND SAVINGS

201.1 The following Bylaw is revoked by this Bylaw:

Christchurch City Council Parks and Reserves Bylaw 2008

201.2 Any approval, permission or authorisation under the Christchurch City Council Parks and Reserves Bylaw 2008 that is in effect at the commencement of this Bylaw, continues to have full force and effect for the purposes of this Bylaw, but is subject to the application of any relevant clause in this Bylaw.

201.3 The revocation of the Bylaw under ~~subclause (1)~~ **clause 21.1** does not prevent any legal proceedings, criminal or civil, being taken to enforce the bylaw and such proceedings continue to be dealt with and completed as if the Bylaw had not been revoked.

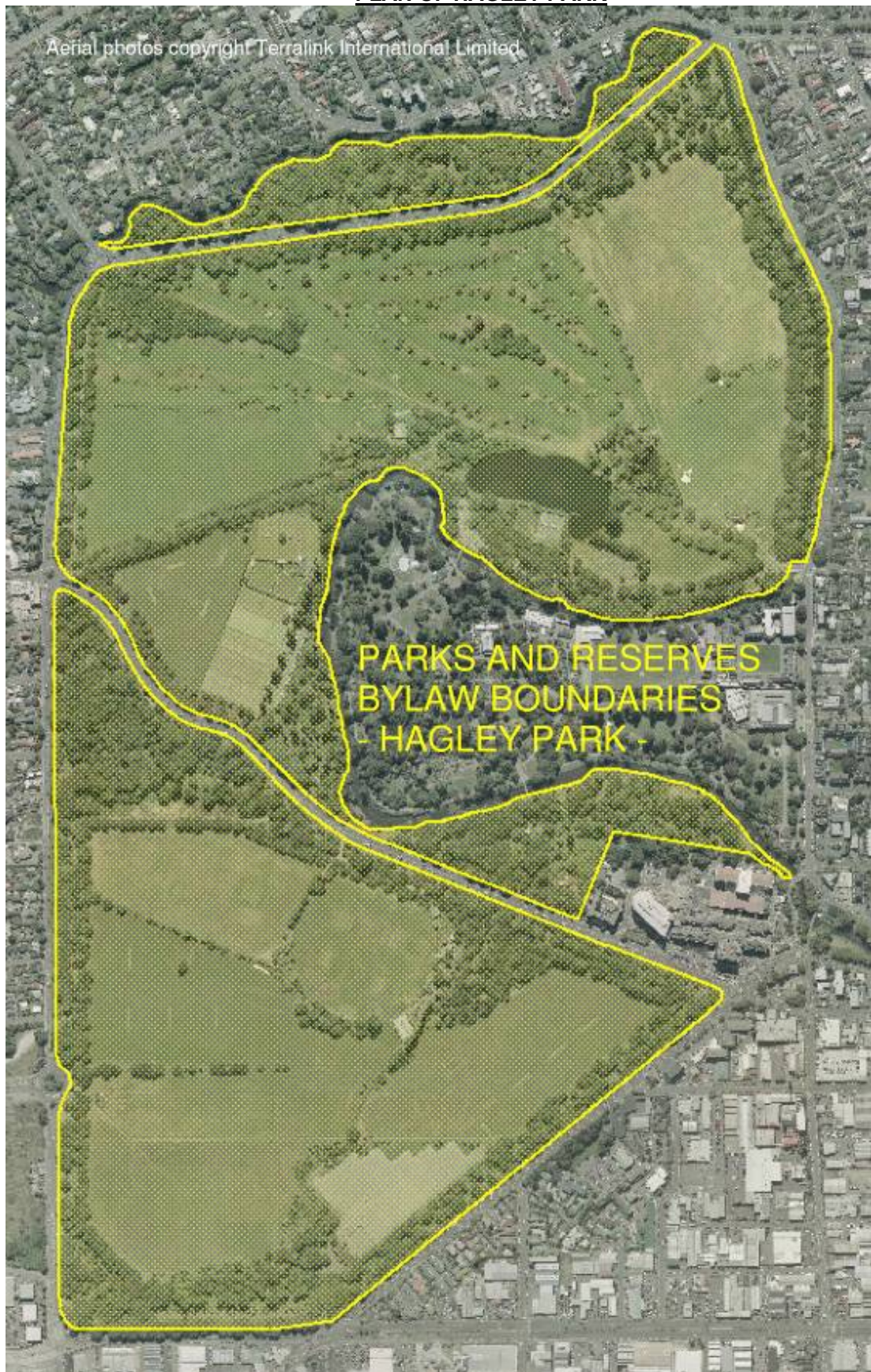
242. CHRISTCHURCH CITY COUNCIL GENERAL BYLAW 2008

The provisions of the Christchurch City Council General Bylaw 2008 and any Bylaw passed in amendment or substitution are implied into and form part of this Bylaw.

The initial resolution to make this Bylaw was passed by the Christchurch City Council at a meeting of the Council held on 26 June 2014 and was confirmed following consideration of submissions received during the special consultative procedure, by a resolution of the Council at a subsequent meeting of the Council held on [insert date].

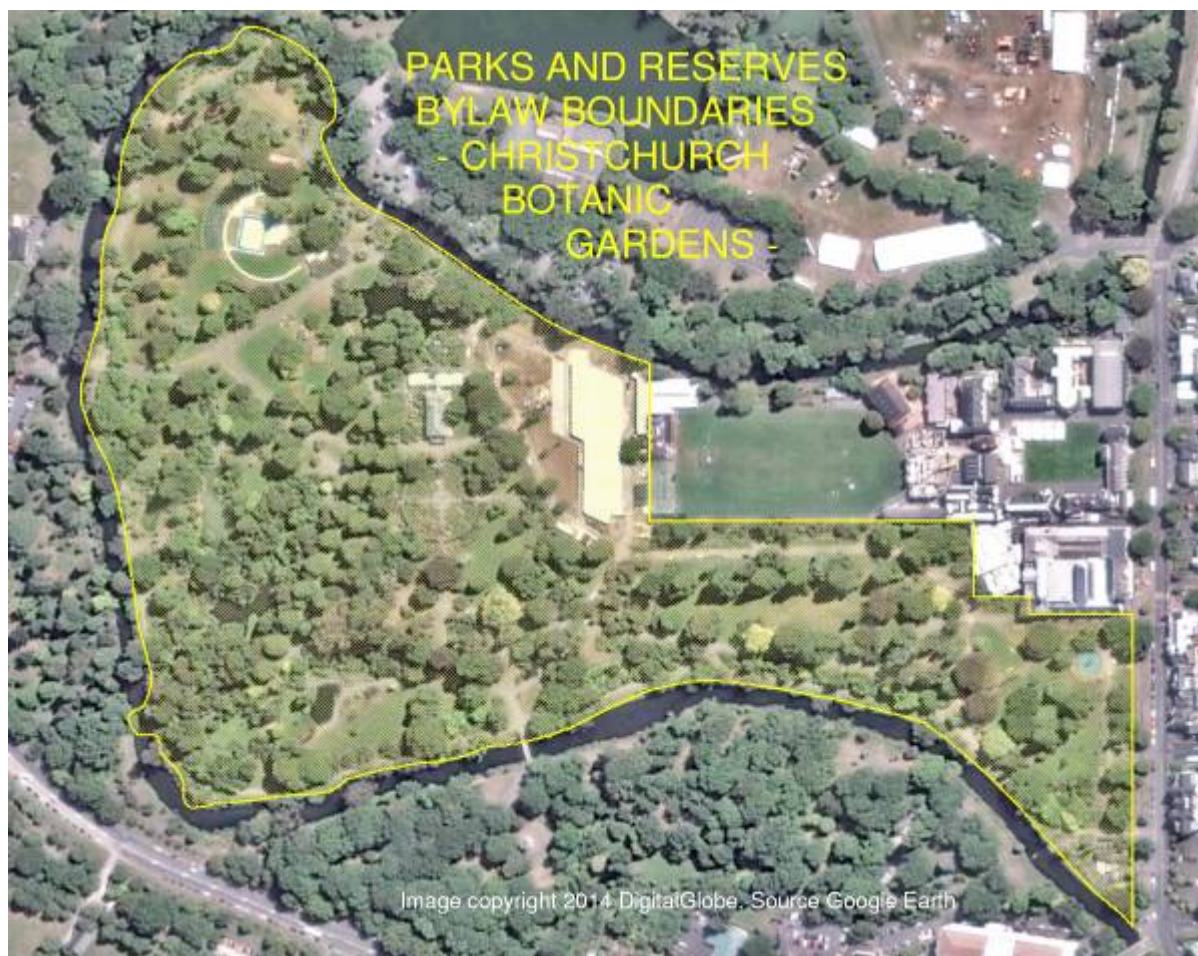
SCHEDULE 1

PLAN OF HAGLEY PARK

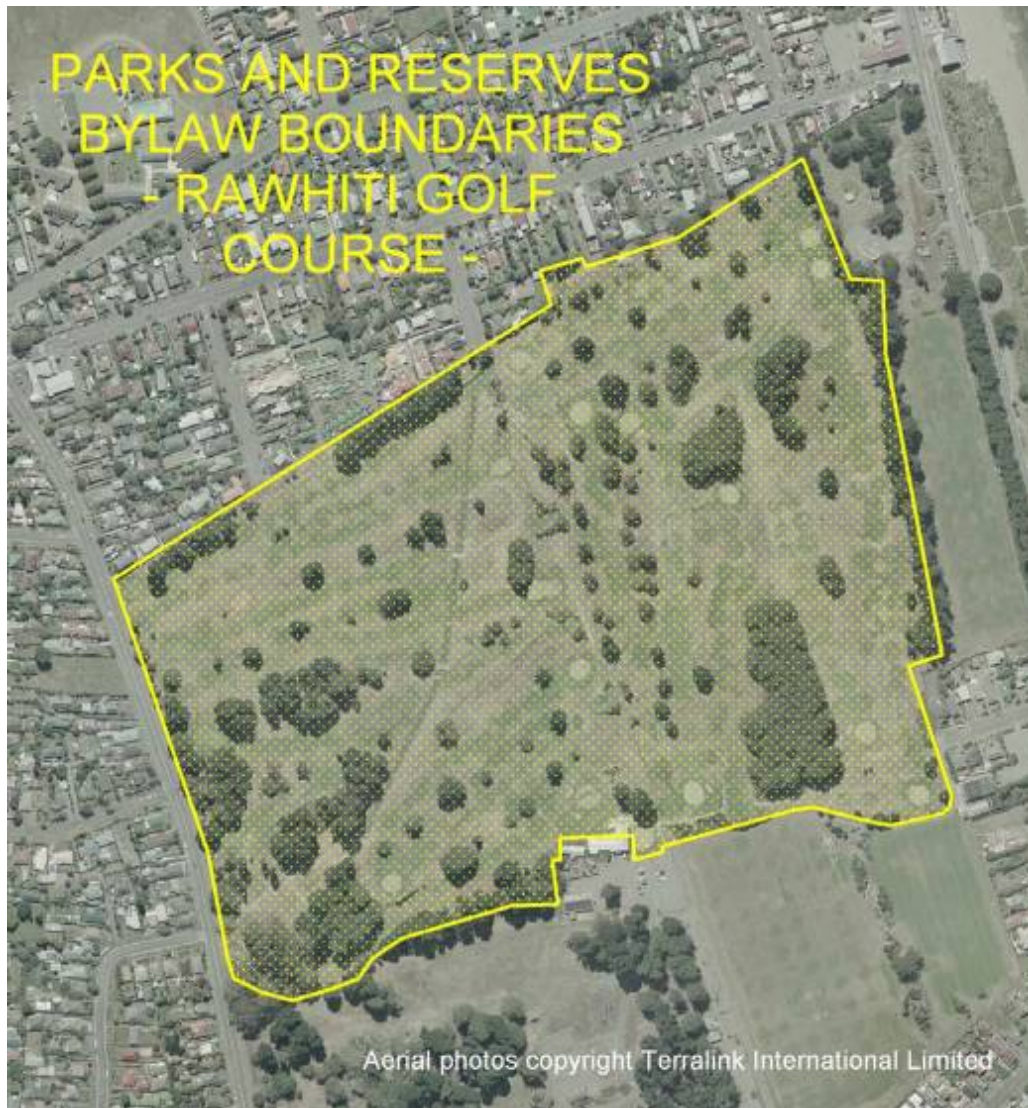


SCHEDULE 4₂

PLAN OF CHRISTCHURCH BOTANIC GARDENS



SCHEDULE 2 3
PLAN OF RAWHITI GOLF COURSE



SCHEDULE 3 4

PLAN OF AVON HEATHCOTE ESTUARY



CHRISTCHURCH CITY COUNCIL PARKS AND RESERVES BYLAW 2015

Pursuant to the Local Government Act 2002 and the Reserves Act 1977, the Christchurch City Council makes this Bylaw.

1. SHORT TITLE

This Bylaw is the Christchurch City Council Parks and Reserves Bylaw **2015**.

2. COMMENCEMENT

This Bylaw comes into force on 15 April 2015.

3. PURPOSE

The purpose of this Bylaw is to provide for the orderly management and control of parks and reserves vested in, administered by or under the control of the Council for the benefit and enjoyment of all users of those parks and reserves.

4. INTERPRETATION

In this Bylaw, unless the context requires otherwise-

Aircraft

- (a) means any man-made device capable of flight, including, but not limited to aeroplanes, helicopters, gliders, hang-gliders, unmanned aerial vehicles (ie drones), hot air balloons and radiocontrolled model aircraft; but
- (b) does not include kites and balloons which are controlled from the ground via strings.

Authorised Officer

- (a) means an officer or other person appointed by the Council to perform duties required under this Bylaw, irrespective of the designation given to that officer or person; and
- (b) includes any rangers appointed by the Council under the Reserves Act 1977; and
- (c) includes reserve committee members appointed by Community Boards.

Animal means any mammal, bird, reptile, amphibian, fish or related organism, insect, crustacean or organism of every kind but does not include a human being.

Camp means to reside in or sleep in a structure, tent or vehicle e.g. caravan, campervan.

Christchurch City means the district of the Christchurch City Council.

Council means the Christchurch City Council.

Enforcement Officer

- (a) means a person appointed by the Council to enforce the provisions contained in this Bylaw; and

- (b) includes any rangers appointed by the Council under the Reserves Act 1977; and
- (c) includes any sworn member of the NZ Police acting in the course of his or her duty.

Foreshore means the land edging the sea, estuaries and rivers that is regularly submerged and exposed by the sea's tidal ebb and flow, that is, the area between the line of mean high water springs level and the mean low water springs level.

Park or Reserve

- (a) means any land which is vested in or administered by the Council under the provisions of the Reserves Act 1977; or
- (b) any park, domain, foreshore or greenspace area under the control or ownership of the Council; but
- (c) does not include any such land, park, domain or greenspace area which is subject to a lease that has been granted by the Council under the Local Government Act 2002 or the Reserves Act 1977.

Sign includes a notice, label, inscription, billboard, plaque or placard.

Vehicle

- (a) means a man-made device for land transport, including, but not limited to cars, trucks, heavy machinery, motorbikes, bicycles; but
- (b) does not include prams, strollers, wheelchairs or other mobility scooters used by persons with physical or neurological impairment.

Vessel includes, but is not limited to, a ship, boat, hovercraft or any other description of vessel used or designed to be used in the sea or river.

Part 1 - Access to reserves

5. ACCESS

- 5.1 A reserve will be open to the public at all times, except –
 - (a) during such hours as the Council may from time to time otherwise determine; or
 - (b) when the Council has determined that it is necessary to temporarily close the reserve or part of it, and has provided appropriate signage to inform the public of such closure; or
 - (c) when the Council or an Authorised Officer has temporarily set aside the whole or part of a reserve, for the exclusive use of an organised event in terms of Clause 14 of this Bylaw.
- 5.2 No person may enter any reserve or part of a reserve which is set apart for the cultivation or protection of plants or other special purposes, without the prior permission of an Authorised Officer.
- 5.3 No person, other than an Authorised Officer may enter or remain in the reserve or the part of a reserve that is closed to the public.

Part 2 - Prohibited and restricted activities in reserves

6. INTERFERENCE WITH RESERVES

6.1 Without the prior written permission of an Authorised Officer, no person may in a reserve —

- (a) remove, destroy, damage, deface or interfere with any thing or any part of anything in or enclosing a reserve; including any:
 - (i) structure or building
 - (ii) sign
 - (iii) path, track, lawn, step, gravel, sand, soil or border
 - (iv) tree, shrub, or plant of any kind including hedges, flowers or flowerbeds
 - (v) area prepared for any sport or game.
- (b) erect, construct, make, bolt, fix or place any structure, path or track, climbing aid, recreational or play equipment, or sign.
- (c) plant any tree, shrub or plant or part of any tree, shrub or plant, or sow or scatter the seed of any plant of any kind.
- (d) pollute or render unfit for purpose any water.
- (e) take or destroy or injure or disturb or interfere with or cause distress to any animal or bird or other fauna or the nest or egg of any bird, or attempt to do so.
- (f) introduce any substance that may be injurious to animal or plant life.

6.2 Without the prior permission of an Authorised Officer (which may be given verbally), no person may in a reserve —

- (a) walk on any flowerbed, or grass plot, or any other place where walking is prohibited by a notice to that effect; or
- (b) take or attempt to take fruit or nuts from any tree or plant in a manner that damages or is likely to damage the tree or plant; or
- (c) dig a hole in any grassed area or garden.

6.3 Clauses 6.1 and 6.2 do not apply to any volunteer activities in a reserve if the Council has entered into an agreement with any person or body in relation to those activities and those activities are bound by the conditions of that agreement.

7. BEHAVIOUR IN RESERVES

7.1 No person in a reserve may —

- (a) intentionally obstruct, disturb, or interfere with any other person's use or enjoyment of a reserve; or

- (b) drive or ride a vehicle within any reserve area where vehicles are allowed in a manner, which having regard to all the circumstances of the case, is or might be dangerous to the public or to any person.

The following note is explanatory and does not form part of the Bylaw but is intended to explain its general effect: This clause should be read in conjunction with the Summary Offences Act 1981, the Crimes Act 1961, the Trespass Act 1980 and any statute that generally regulates behaviour that may occur in reserves.

8. ANIMALS

- 8.1 No person may bring any animal into a reserve or allow any animal in his or her custody, charge or control to be within a reserve, unless —
 - (a) a Council bylaw has allowed the animal in the reserve, such as through a dog control bylaw and the related dog control policy; or
 - (b) the Council has authorised the presence of animals through a reserve management plan, licence or other similar document; or
 - (c) permission has been granted by an Authorised Officer; or
 - (d) the reserve has been booked for an event allowing the presence of animals.
- 8.2 The Council (either generally or in any particular case), may seize and confine any loose animal found within any reserve.
- 8.3 Except with the permission of an Authorised Officer, no person may —
 - (a) Bring or drive any horse or other animal on to any part of the Avon Heathcote Estuary; or
 - (b) Permit any horse or other animal in his or her custody, charge or control to wander on to or remain on any part of the Avon Heathcote Estuary.
- 8.4 The Council may seize and confine any horse or other animal found on any part of the Avon Heathcote Estuary in breach of this Bylaw.
- 8.5 The Avon Heathcote Estuary means that area shown in the attached plan in Schedule **3 4**.

The following note is explanatory and does not form part of the Bylaw but is intended to explain its general effect: For control of dogs upon reserves in Christchurch City see the current version of the Christchurch City Council Dog Control Bylaw.

The Council has the power under the Reserves Act 1977 to make Bylaws in respect of reserves located outside Christchurch City where the Council is the administering body of the reserve, eg Kennedy's Bush, Cass Peak, Otahuna Reserve, Coopers Knob, Ahuriri Scenic Reserve, and Orongamai Reserve. Section 94(1)(b) of the Act however makes it an offence to allow an animal to trespass onto a reserve, and therefore a Bylaw is not required to control dogs on these reserves.

The restrictions in clause 8.3 are intended to protect wildlife and other environmental values associated with the Estuary.

9. VEHICLES, VESSELS AND MECHANICAL DEVICES

- 9.1 No person may drive, ride, or otherwise bring any vehicle into a reserve, except-

- (a) on any part of the reserve set aside by the Council for vehicular traffic (for example, driveways, parking areas, shared paths or cycle tracks), and then only in accordance with any controls or restrictions imposed by the Council; or
- (b) where permission has been granted by an Authorised Officer.

9.2 No person may without the permission of an Authorised Officer —

- (a) stop or leave any vehicle so that the vehicle obstructs an entrance to, or path or track in, the reserve; or
- (b) park any vehicle, other than a bicycle, in any reserve except in a place set aside by the Council for the parking of vehicles, and unless the person in control of the vehicle intends to remain in the reserve while the vehicle is parked.

9.3 Any place in a reserve that has been set aside for the parking of vehicles may be a restricted parking area under the Christchurch City Council Traffic and Parking Bylaw 2008.

The following note is explanatory and does not form part of the Bylaw: The Council will enforce any restricted parking area in a reserve in accordance with the Land Transport Act 1998 and any regulations made under the Land Transport Act 1998.

9.4 No person may abandon or dump any vehicle in a reserve.

The following note is explanatory and does not form part of the Bylaw: The Council in enforcing this clause will use a procedure under the Reserves Act 1977 or the Land Transport Act 1998 or the Local Government Act 2002 or the Local Government Act 1974.

9.5 No person may use a reserve or the foreshore as a storage site for any vessel or other watercraft for a continuous period exceeding 7 days while that vessel or watercraft is not being used in the water, unless —

- (a) the person has obtained the prior written permission of an Authorised Officer; or
- (b) it is in an area specially set aside for this purpose.

9.6 No person may use or attempt to use any public address system, amplified sound system, motorised model boat, portable generator, stationary motor, compressor, chainsaw, post hole borer or any other type of portable mechanical plant or equipment in a reserve except —

- (a) in an emergency; or
- (b) with the prior permission of an Authorised Officer.

10. FIRES

10.1 No person may light a fire in a reserve except with the prior written permission of an Authorised Officer.

10.2 Except that the permission of an Authorised Officer is not required for —

- (a) the lighting of a fire in a fireplace specially provided for that purpose; or
- (b) the use of any gas fired barbeque or other similar self contained cooking device which does not use solid fuel.

10.3 Nothing in this clause authorises the lighting of any fire in the open air, if doing so would constitute a breach of any other Bylaw, Act or Regulation (including the Christchurch City

Council Urban Fire Safety Bylaw, and any rule in a district or regional plan under the Resource Management Act 1991).

11. CAMPING

11.1 No person may camp in a reserve unless –

- (a) it is in an area specifically set aside by the Council for camping, and the person has paid any camping fees set by the Council from time to time; or
- (b) that person has obtained the prior written permission of an Authorised Officer to do so.

12. TENTS, STALLS, AMUSEMENT DEVICES ETC.

12.1 No person may put up or erect any stall, booth, tent, (excluding any casual shade tent) amusement device or portable play equipment in a reserve unless that person has–

- (a) obtained the prior written permission of an Authorised Officer to do so; and
- (b) paid any applicable fees set by the Council from time to time.

12.2 To avoid any doubt, if a person complies with clause 11, that person is not required to comply with this clause.

The following note is explanatory and does not form part of the Bylaw, but is intended to explain its general effect: This clause is intended to apply to tents for circuses, carnivals and for corporate hospitality, to stalls, booths, amusement devices e.g. merry-go-rounds or noddy trains and to portable play equipment such as bouncy castles.

13. AIRCRAFT

13.1 No person may, without the written permission of an Authorised Officer, and having paid any applicable fees set by the Council from time to time —

- (a) land an aircraft in a reserve, or take off in an aircraft from a reserve; or
- (b) use an aircraft to set down, pick up, or recover anything in a reserve; or
- (c) parachute into a reserve.

13.2 Nothing in clause 13.1 prevents an aircraft from being used in or over a reserve in an emergency situation.

13.3 Despite clause 13.1, a person may operate power driven model aircraft in a reserve if —

- (a) the Council has set aside an area for that purpose, and then only in accordance with such conditions that are set by Council; or
- (b) with the prior written permission of an Authorised Officer; or
- (c) the model aircraft:
 - (i) is radio-controlled and either battery or electric powered; and
 - (ii) has a total flying weight of not more than 1 kilogramme; and

- (iii) does not cause annoyance or inconvenience to other users or to animals on the reserve; and
- (iv) does not over-fly the boundaries of the reserve; and
- (v) does not fly in a reserve referred to in clause 13.4.

- 13.4 The Council may by resolution determine any reserve where model aircraft which are radio-controlled and either battery or electric-powered may not be flown.
- 13.5 The Council may by resolution subsequently amend or revoke any resolution made under clause 13.4.

The following notes are explanatory and do not form part of this Bylaw, but are intended to explain its general effect:

The general intent of this clause is to address noise and nuisance issues. Issues concerning privacy and aviation safety and rules are covered by separate legislation.

Any resolutions made under clause 13.4 will be recorded in a register and the register will be available on the Council's website or from Council Service Centres.

14. SPORTING AND OTHER ORGANISED EVENTS

- 14.1 Sporting events or games may only be held in areas of reserves set aside for that purpose or with the approval of an Authorised Officer.

The following note is explanatory and does not form part of this Bylaw: Clause 14.1 is not intended to restrict the playing of impromptu games on reserves.

- 14.2 No person may enter or remain on a marked sports ground area in a reserve when an organised sports game is in progress, unless he or she is a player or is administering the game in some capacity (for example, refereeing or providing first aid assistance).
- 14.3 No person may, without the permission of an Authorised Officer and having paid any applicable fees, hold or organise any organised event in a reserve.
- 14.4 The Council may specify in its permission whether the person —
- (a) may charge an entry fee for the event; or
 - (b) has the exclusive use of a reserve, or any part of a reserve, for the duration of the event.

The following note is explanatory and does not form part of this Bylaw, but is intended to explain its general effect: An organised event can be a one-off event or a series of events. Events requiring permission include pre-arranged sports games between teams, athletics or cycling events, fairs, festivals, family or other reunion events, church, school, work or social group outings and performances.

Permission will generally not be required for a small gatherings in reserves e.g. small a group picnic or impromptu games. The Council's fees and charges for the use of reserves for organised events are set out in the Council's current Annual Plan. For further information contact the Council on 941-8999 or on the Council's website.

Part 3 - Special Areas

Additional provisions dealing with specific parks and reserves or facilities.

15. HAGLEY PARK

A plan of Hagley Park is contained in Schedule 1

- 15.1 To avoid any doubt, nothing in this Bylaw limits the application of the Christchurch City Council (Reserves) Empowering Act 1971.

16. CHRISTCHURCH BOTANIC GARDENS

A plan of the Christchurch Botanic Gardens is contained in Schedule 2.

- 16.1 Except with the permission of an Authorised Officer, no person may within the Christchurch Botanic Gardens –
- (a) play any organised sports game; or
 - (b) ride a bicycle.
- 16.2 No person may climb any tree within the Christchurch Botanic Gardens.
- 16.3 No person may climb any structure within the Christchurch Botanic Gardens, unless the structure is purposely built for climbing, such as in a playground area.

The following note is explanatory and does not form part of this Bylaw, but it is intended to explain its general effect: Christchurch's Botanic Gardens were established in 1863 and possess a collection of exotic and indigenous plants, many of which are rare, and, as such, require a higher degree of protection than other reserve areas.

17. RAWHITI GOLF COURSE

A plan of the Rawhiti Golf Course is contained in Schedule 3.

- 17.1 No person may walk across or remain on any part of the Rawhiti Golf Course unless that person is engaged in a game of golf or is accompanying a person playing golf, or unless they are on a designated public walkway through the golf course.
- 17.2 Clause 17.1 does not apply if the Council has waived this clause, in the public interest, for the purposes of a tournament, competition, or any other occasion.

Part 4 – Other Matters

18. BREACHES OF BYLAW

- 18.1 Every person who breaches this Bylaw, must on request by an Enforcement Officer immediately stop the activity, and leave the reserve if so requested by the Enforcement Officer to do so.
- 18.2 Any person failing with all reasonable speed to comply with a request under clause 18.1 commits a further offence against this Bylaw.

19. EXEMPTIONS

- 19.1 This Bylaw does not apply to any person who commits an act that is done —
- (a) in accordance with a valid contract for services with the Council; or
 - (b) by a member of the emergency services in the course of carrying out his or her duties as a member of the emergency services.

20. PERMISSION UNDER THIS BYLAW

- 20.1 A permission given under this Bylaw may relate to —
- (a) an activity or event or a series of activities or events, as the case may be;
 - (b) one or more clauses under this Bylaw as is appropriate in the circumstances.
- 20.2 Any permission given under this Bylaw may be subject to such terms and conditions as the Council or Authorised Officer giving the permission thinks fit.
- 20.3 The permission must set out —
- (a) the activity or event or activities or events which is, or are permitted; and
 - (b) the duration of the permission; and
 - (c) the reserve or reserves to which the permission relates. The Council may review any permission given under this Bylaw.
- 20.4 Where this Bylaw refers to written permission, that permission may be in electronic form.

The following note is explanatory and does not form part of this Bylaw, but is intended to explain its detail: The Council will consider giving generic permissions to groups to enable them to carry out activities on Council reserves where those reserves are not dedicated areas for the playing of sport.

21. REVOCATIONS AND SAVINGS

- 21.1 The following Bylaw is revoked by this Bylaw:
- Christchurch City Council Parks and Reserves Bylaw 2008
- 21.2 Any approval, permission or authorisation under the Christchurch City Council Parks and Reserves Bylaw 2008 that is in effect at the commencement of this Bylaw, continues to have full force and effect for the purposes of this Bylaw, but is subject to the application of any relevant clause in this Bylaw.
- 21.3 The revocation of the Bylaw under clause 21.1 does not prevent any legal proceedings, criminal or civil, being taken to enforce the bylaw and such proceedings continue to be dealt with and completed as if the Bylaw had not been revoked.

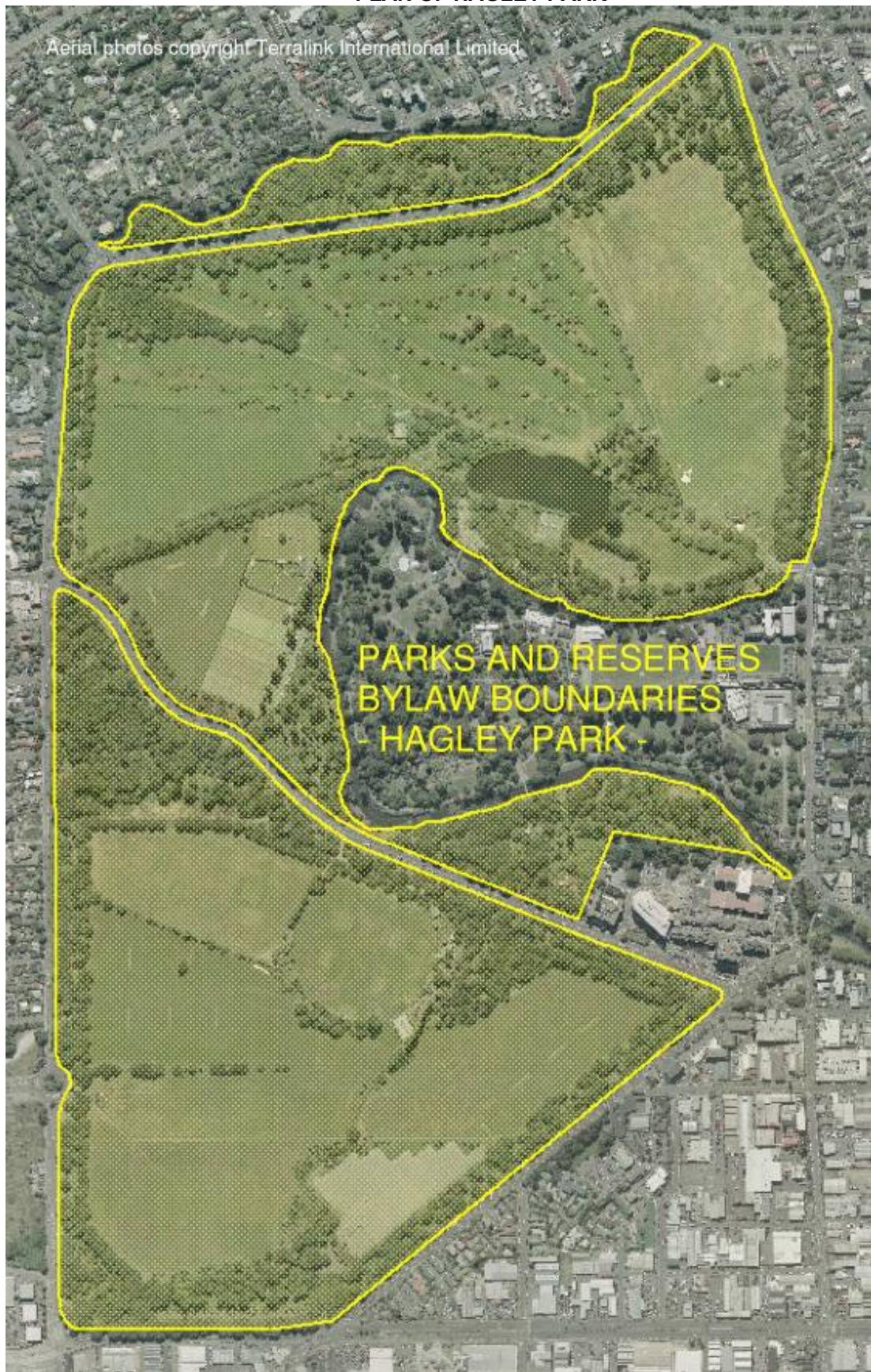
22. CHRISTCHURCH CITY COUNCIL GENERAL BYLAW 2008

The provisions of the Christchurch City Council General Bylaw 2008 and any Bylaw passed in amendment or substitution are implied into and form part of this Bylaw.

The initial resolution to make this Bylaw was passed by the Christchurch City Council at a meeting of the Council held on 26 June 2014 and was confirmed following consideration of submissions received during the special consultative procedure, by a resolution of the Council at a subsequent meeting of the Council held on [insert date].

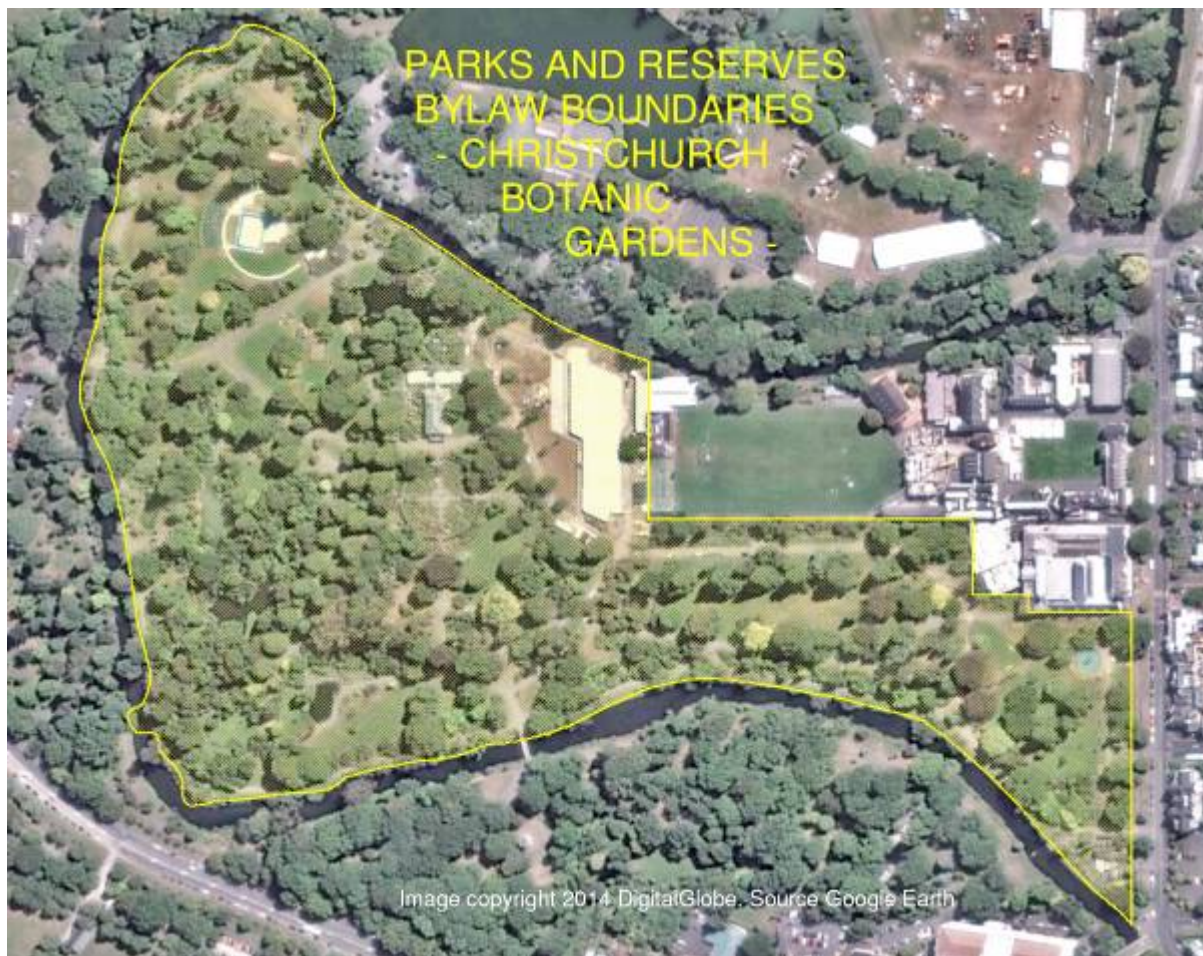
SCHEDULE 1

PLAN OF HAGLEY PARK

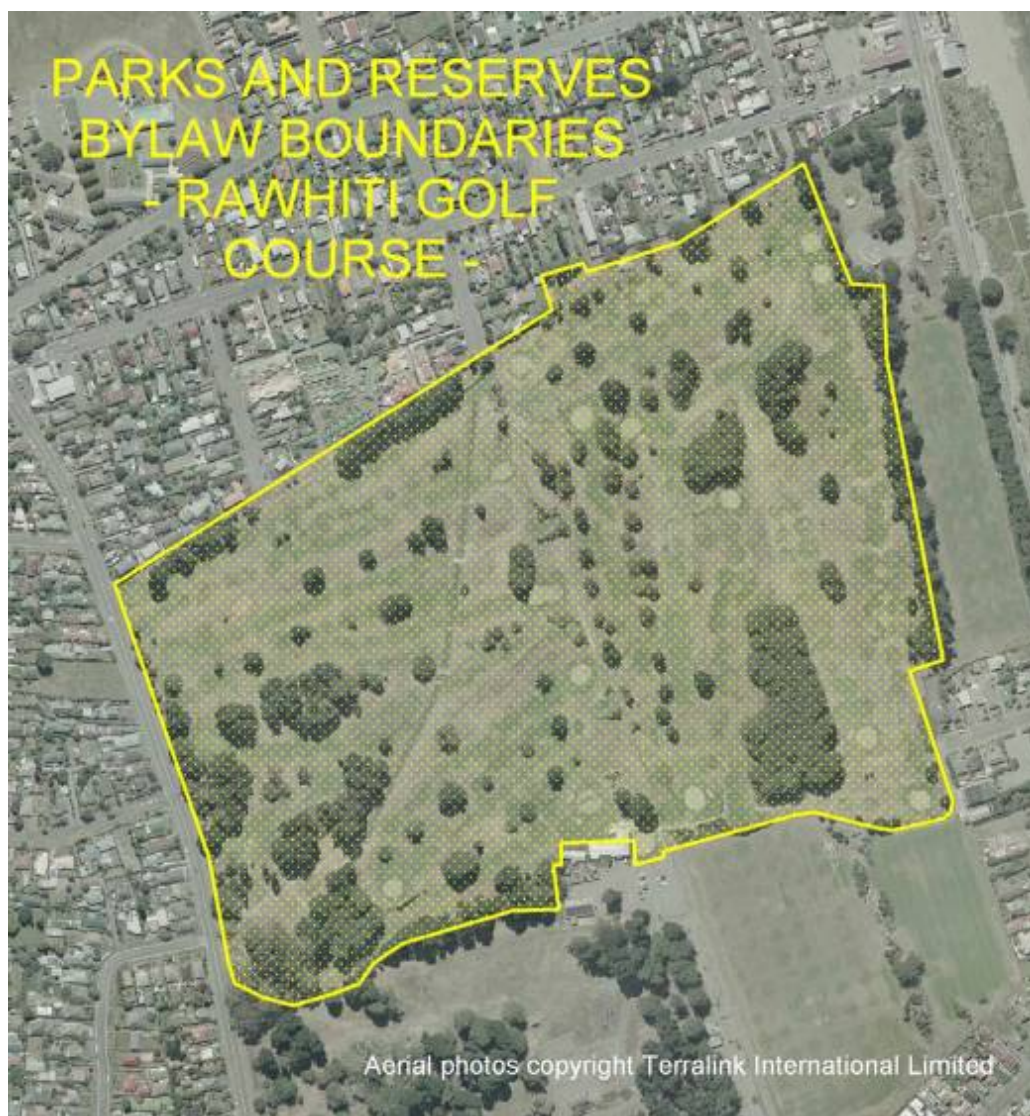


SCHEDULE 2

PLAN OF CHRISTCHURCH BOTANIC GARDENS



SCHEDULE 3
PLAN OF RAWHITI GOLF COURSE



SCHEDULE 4
PLAN OF AVON HEATHCOTE ESTUARY



12. DUDLEY CREEK FLOOD REMEDIATION UPDATE

		Contact	Contact Details
Executive Leadership Team Member responsible:	Director, Council Facilities and Infrastructure	N	
Officer responsible:	Unit Manager, Stormwater and Land Drainage Rebuild	Y	DDI 941 8071
Author:	Marc Palmer, Project Manager Land Drainage Recovery Programme	N	

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 At its meeting on 11 December 2014, Council resolved to (9.3):

Undertake further analysis of two options downstream of Petrie Street, being: Option A Warden Street Bypass and Banks Avenue Channel works, and Option B Warden Street Bypass, Marian College, Richmond Park and Residential Red Zone Bypass, by:

9.3.1 Technical analysis and comparison of the advantages and disadvantages of the two options

9.3.2 Further engagement and consultation on both options with the community including the Banks Avenue residents, Marian College, and other affected landowners

9.3.3 Ongoing discussions with the Ministry of Education, the Roman Catholic Bishop of Christchurch and any other Landowners on options for an open channel bypass along varied alignments.

- 1.2 This report seeks the Council's retrospective approval for the appointment of Beca as the design consultant for the Dudley Creek Remediation Project in the sum of \$5,022,147.00.

- 1.3 This report also seeks the Council's approval to:

1.3.1 Make a formal request to Canterbury Earthquake Recovery Authority's (CERA) Chief Executive asking him to exercise his power under sector 53 of the Canterbury Earthquake Recovery Act 2011 for the Dudley Creek Remediation Project, because that power will need to be exercised no matter which option is chosen for the remediation works, as all of the options require an easement, or widening of an existing easement, across residential red zone land.

Significance and Engagement

- 1.4 Whilst this is a high significance project, in relation to the Christchurch City Council's Significance and Engagement Policy, the decisions to be made are of relatively low significance. On balance the significance of the decisions are as follows:

1.4.1 The decision to discuss RRZ easements with CERA, is low as it marks the commencement of a process which will be concluded by formal agreement subject to later approval.

1.4.2 The report on progress of the options analysis and consultation is provided by way of a briefing and no decision is required.

1.4.3 The decision to retrospectively approve the appointment of the project design consultant is of low significance.

- 1.5 In accordance with section 76 of the Local Government Act 2002, this report contains:

1.5.1 Sufficient information about the options and their benefits and costs, bearing in mind the significance of the decision; and

- 1.5.2 A process of community engagement to determine and consider the views and preferences of affected and interested parties keeping in mind the significance of the decision.

2. EXECUTIVE SUMMARY

- 2.1 CERA were requested in writing on 22 December 2014 to give their agreement in principle to ensure future access to the RRZ to construct and operate a stormwater bypass channel or pipe. In response the CERA CEO wrote 29 January to say that agreement in principle would need to be granted under section 53 of the CER Act 2011 and to do so he would need to see an analysis of the proposal that satisfies the statutory tests in Section 3 (purposes) and Section 10 (powers to be exercised for purposes of the Act). The Council is advised that a resolution should be sought to formally request the CEO exercise his powers a meeting with CERA, as all of the options being considered will require the CERA CEO to exercise powers under s53.
- 2.2 Engagement and consultation has continued with the community and affected landowners on the alternative bypass Option A. Discussions have also been held with CERA to investigate the comparative benefits of the two options (the other being the existing channel remediation along Banks Avenue) and how to jointly engage and consult with the interested parties. This will continue as the mix of technical solutions is developed by the appointed consultant and conclude in a recommendation to the Council, which is anticipated in early July.
- 2.3 Following an open market tender invitation and a comprehensive evaluation and negotiation, a contract was agreed with Beca to provide consultancy services for the design, consenting, procurement and client's agent services for the Dudley Creek Remediation Project. This contract was awarded on 9 March in the sum of \$5,022,147.00 and the consultant's team started work immediately thereafter. The Council's retrospective approval is sought for this contract action.

3. BACKGROUND

- 3.1 Following the Christchurch earthquakes of 2010 and 2011, land settlement, lateral spreading, liquefaction and siltation in Dudley Creek and tributary streams has resulted in a large reduction in hydraulic capacity and a significant increase in the frequency and severity of flood events within the Dudley catchment.
- 3.2 The Dudley catchment contains a large number of houses where flood risk has risen significantly since the earthquake events. Given this situation, the Council has prioritised the investigation of damage and options for remedial works, including the potential timeframes for their delivery.
- 3.3 The Council has been investigating capacity upgrade options since 2012. The Mayoral Flood Taskforce triggered works within the catchment, including the Tay Street Drain pump station (PS202) and some widening and in channel works to remove potential restrictions. PS202 works are nearing completion and will become operational in April 2015.
- 3.4 Optimisation of the options following the taskforce concluded with one option being presented to the community in November 2014. The feedback identified a community preference for an alternative bypass route.
- 3.5 On 11 December 2014 the Council resolved to proceed with the works upstream to Hills Road and undertake further analysis and consultation of two options downstream of Petrie Street.

4. DISCUSSION

4.1 CERA Residential Red Zone Approvals Process

- 4.1.1 At the Council meeting on 11 December 2014 (carried over to 12 December) agreement was given to investigate alternative alignments for the Dudley Creek

Remediation Project. This includes the main Banks Avenue existing channel and the alternative bypass option passing through Marian College, Richmond Park and the RRZ.

- 4.1.2 CERA were requested in writing on 22 December 2014 to give their agreement in principle to ensure future access to the RRZ to construct and operate a stormwater bypass channel or pipe. In response the CEO John Ombler wrote 29 January to say that granting agreement in principle would be a decision under section 53 of the CER Act 2011. Before he could make such a decision and to do so he would need to see an analysis of the proposal that satisfies the statutory tests in section 3 (purposes) and section 10 (powers to be exercised for purposes of the Act).
- 4.1.3 Meetings have subsequently been held with Council and CERA technical and legal staff to better understand the issue and the tests required.
- 4.1.4 Due to the sensitivities involved, the test for providing easements for new infrastructure through the RRZ is very high and consenting has not been delegated down by the CERA CEO. It should be noted that even the widening of the existing Dudley Creek to improve capacity should the Banks Avenue option be selected will require RRZ easements, although the bar for this is not so high, as the existing function of this land includes the passage of floodwater and the impact of the required access is less.
- 4.1.5 We understand that the decision on whether Crown land can be used will involve assessing what is necessary to achieve the social, cultural, environmental and economic wellbeing of greater Christchurch communities. That means weighing up factors such as the efficacy of the proposal, any adverse effects which might affect other residents or communities, the relative benefit of the proposal compared with other options, etc. In essence, the Council must not only make a sound case for RRZ access, but demonstrate to CERA's CEO that they have considered alternatives and that they have selected the 'best' option.
- 4.16 Officers from the Council and CERA have recommended that a meeting (Council and CERA CEOs) be held prior to the Council's decision, to attempt to reach a consensus on how the 'best' option is to be determined. If agreement can be reached in principle then this should significantly reduce the risk of RRZ easements not being approved, due to CERA being unable or unwilling to grant consent. Officers from the Council and CERA will work towards providing an appropriate multi-criteria analysis assessment to this meeting.
- 4.17 Legal advice is to seek a resolution from the Council that the Council formally requests the CERA CEO exercise his section 53 powers, even though a final decision cannot yet be made by him at this stage (until he has received further information). This will minimise the risk of any delays at a later stage, as it is clear that for all of the options being considered by the Council the CERA CEO will need to exercise powers under s53.
- 4.1.8 Although the Council wished to make a decision on the downstream options in March, this has had to be deferred to early July to enable investigations and public consultation to be completed, although the overall works completion date remains unchanged.
- 4.1.9 Note that a joint meeting between CEOs may also provide an opportunity to establish agreement in principle for other priority projects requiring RRZ easements such as Knights Drain channel and stormwater pumping station, and the Northern Relief Wastewater Project.

4.2 **Alternative Bypass Options**

- 4.2.1 A number of alternative bypass options were proposed during and prior to the consultation period late last year. These alternative alignments are generally intended at minimising the works required in-stream, particularly in the Banks Avenue Reach.

4.2.2 The alternative alignments did have considerable merits but at increased costs. The next highest scoring was the extension to the Warden Street Bypass. This came at an additional cost of approximately \$5 million. This option negates the works along Banks Avenue and would avoid the need to remove a significant number of trees along Banks Avenue but would require greater land acquisition and would impact on existing parks, some trees and recreational facilities.

4.2.3 Engagement has progressed with Richmond Park Sports clubs and the Anglican Diocese regarding Marian College. Feedback from these initial meetings indicates a clear preference for an alternative bypass to be constructed below ground (rather than an open channel). The Diocese also indicated alignment preferences. Ongoing work on the alternative bypass may present modifications to the form or alignment of this option.

4.3 **Award of the Consultancy Contract**

4.3.1 It was identified that there would be significant overall project efficiencies to procuring design consultancy services and construction supervision services in a single contract, albeit at the cost an initial delay in investigations due to procurement processes. The Council Procurement Policy necessitated an engagement with the open market for the estimated fee for this contract through a Request for Proposal (RFP). It was not possible to direct appoint the previous consultant, Jacobs, as the contract greatly exceeded existing delegations for direct appointment. Jacobs were open to bid on the RFP which was released on 21 January 2015.

4.3.2 On the 11 February 2015 four proposals were received and assessed for non-price attributes. The Beca proposal was assessed as being of the highest quality. Price negotiations with Beca and their primary sub-consultant Opus concluded with an Evaluation Report recommending the acceptance of a contract sum of \$5,022,147. On 9 March a letter of award was sent to Beca.

4.3.3 Programme delivery risks have been reduced with the award of the contract and the consultant will focus on two initial tasks: progressing the options assessment for the downstream portion of the works and developing the design of the upstream works. During these initial tasks the consultant will be identifying works packages which could be rapidly progressed to construction in accordance with the Council's desire to deliver early wins.

4.4 **Targeted Rates**

4.4.1 Targeted rates were the subject of formal and informal feedback from the community (Facebook, Press articles, Stuff commentary) which highlighted that this is a contentious and potentially misunderstood issue that is not supported by submitters.

4.4.2 The merits of applying a targeted rate to fund the Proposed Option have been considered and have been reported to the Mayor and Deputy Chair of the Strategy and Finance Committee in accordance with resolution 14.6 from the 23 October 2014 Report.

4.4.3 The advice provided is that a targeted rate is not recommended and that payment should continue by way of the existing Land Drainage and General rates. The full reasons are set out in the report.

5. **PROGRAMME**

5.1 The procurement approach adopted for the consultancy services will minimise ongoing programme risks. The consultant will be tasked with preparing material to support a report to Council on the downstream works in early July 2015. They will also develop a physical works contract for award prior to August 2015.

- 5.2 The four month delay in the downstream work reported to the Council, from the intended March to July should not threaten the final works completion date.
- 5.3 The following key dates have been identified and will be part of an integrated programme to be developed with the design consultant.

Commencement of Design Consultant	9 March 2015
Approval of Optimised Procurement Plan	24 April 2015
Alternative Bypass Options Report	5 May 2015
Bypass Options Workshop	3 June 2015
Full Council Approval Bypass Option	Early July 2015
Commence Upstream Works	August / September 2015
Commence Downstream Works	Early 2016
Complete All Work	Autumn 2017

- 5.4 There are a number of assumptions in developing this programme, including: favourable weather conditions, a smooth consenting process and positive responses to access agreements from affected land owners.

6. FINANCIAL IMPLICATIONS

- 6.1 The financial implications of the scheme were outlined in the 11 December report. As described in that report the Proposed Option is provisionally within the Horizontal Infrastructure Rebuild programme but is yet to be approved. The scope of the Proposal and eligibility within the Funding Agreement between the Crown and the Council ("Cost Share Agreement") will need to be confirmed during the next design stage. These discussions will confirm any funding split.
- 6.2 The Earthquake Commission has been considering the appropriate compensation for damages related to increased flood risk associated with ground settlement. It is currently assessing properties that are potentially affected by increased flood vulnerability (IFV). EQC have indicated that they will not be providing payments direct to the Council.
- 6.3 The Council may need to fully fund the Proposed Option should other avenues for funding not be available.
- 6.4 The current cost estimate for the Proposed Option is up to \$48 million which includes an allowance for design consultancy sufficient to fund the Beca Consultancy Contract.
- 6.5 Progressing the Proposed Option as a matter of high priority may limit the funds available within the current budgetary allowance to progress other lower priority schemes elsewhere within the city. These other schemes are being, or will be, developed within the LDRP within the overall planned funding constraints.
- 6.6 Given the level of uncertainty with the funding for the Proposed Option it is recommended that further work be undertaken prior to awarding any construction contracts. In awarding the consultancy services contract council is at risk of having to fully fund these activities should the Proposed Option be ineligible within the Cost Share Agreement.

7. NEXT STEPS

- 7.1 Develop, consult and report on downstream options.
- 7.2 Detailed design and procurement of upstream scheme.

8. STAFF RECOMMENDATION

It is recommended that the Council:

- 8.1 Receive the report.
- 8.2 Approve the appointment of Beca as the design consultant for the Dudley Creek Remediation Project in the sum of \$5,022,147.00.
- 8.3 Formally request that the Chief Executive of the Canterbury Earthquake Recovery Authority exercise his power under sector 53 of the Canterbury Earthquake Recovery Act 2011, to grant an easement, or the widening of an existing easement, across residential red zone land for the purposes of the Dudley Creek Remediation Project (a final decision depending on which option best meets the requirements of the CER Act).

13. VISITOR STRATEGY REVIEW

		Contact	Contact Details
Executive Leadership Team Member responsible:	Chief Planning Officer	Y	PA, Diane Campbell 03-941-8281
Officer responsible:	Unit Manager Strategic Policy Unit	Y	03-941-8876
Author:	Senior Policy Analyst	Y	03-941-8834

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 A discussion document (**Attachment 1**) outlining the value of the visitor sector and a process for developing a new Visitor Strategy, has been developed under the leadership of Christchurch International Airport Limited (CIAL) in collaboration with an Advisory Group made up of representatives from Christchurch City Council, Canterbury Development Corporation, Christchurch and Canterbury Tourism, Ministry of Business Innovation and Employment, Tourism NZ, and the Canterbury Earthquake Recovery Authority (CERA).
- 1.2 This report recommends the Council receives the discussion document; requests the Chief Executive to review the current Visitor Strategy 2007-17; and report back to the Council with a new draft Strategy.

2. SIGNIFICANCE

- 2.1 Staff have assessed the proposal to review the current Visitor Strategy 2007-17 and develop a new Strategy as being of medium significance in relation to the Christchurch City Council's Significance and Engagement Policy. Reasons for this assessment are:
 - The economic value of the visitor sector (for small-large businesses and jobs) and the role it can play in the rebuild as well as providing a vibrant city for residents.
 - The number of people affected and the likely impact on them is considered to be medium for stakeholder organisations and individuals and low for the wider community.
 - There are no implications in terms of Council's strategic assets.
 - The strategy review and development process will include an appropriate stakeholder and community engagement process.
- 2.2 There may be actions that result from the reviewed Strategy that have higher levels of significance. These will be considered at the time of any proposed implementation.
- 2.3 The work undertaken to date has been done in collaboration with several of the key visitor sector stakeholders, which is in itself an engagement approach. For these reasons, staff are of the view no further engagement or consultation is required for this decision to review the current Strategy.

3. BACKGROUND

Existing Christchurch Visitor Strategy

- 3.1. The current Christchurch Visitor Strategy was adopted by the Council in August 2007 to support tourism in Christchurch, recognizing the importance of tourism to the economy of both the City and Banks Peninsula. It is timely the strategy be comprehensively reviewed leading up to 2017 to ensure that the Strategy remains relevant in the current situation.

13 Cont'd

- 3.2 The 2011 earthquake, in particular, severely impacted the visitor sector removing \$277m per annum of visitor expenditure from the economy since 2008. The City's market share of national visitor spend has fallen from 9.6 per cent in 2008 to 7.3 per cent in 2013 with international market share falling from 12.1 per cent to 8.4 per cent. This revenue previously supported around 2,000 jobs and many local businesses that also served the needs of residents as well as visitors¹. The context for the existing Visitor Strategy has therefore changed significantly since it was adopted in 2007.

The Discussion Document

- 3.3 The discussion document provides data and commentary presenting a picture of the Christchurch visitor economy in 2014 to establish a baseline starting point. The analysis draws on publically available data, a SWOT analysis, and proprietary information provided by consultants Fresh Information. It should be noted that while the document identified a need for an overarching Visitor Strategy that covered the entire visitor economy e.g. leisure, business, visiting friend and family, education, major events and conventions it did not note that the Council has a current 2015-2025 Events and Festival Activity Management Plan and 2007 - 2017 Events Strategy.² The latter Strategy is planned to be updated during the period of the Council Long Term Plan.
- 3.4 The discussion document:
- Describes the role the visitor sector can play in enhancing Christchurch's profile, liveability and prosperity.
 - Describes the critical importance of local and central government in this process (in establishing the environment for tourism growth).
 - Identifies an aspirational annual growth path for the Christchurch visitor economy for the period 2015–2025.
 - Defines a 'place' proposition that articulates the visitor experience Christchurch will deliver in 2025.
 - While the discussion document does not include detailed forward proposals for the final shape of a new Visitor Strategy it does outline a strategic framework to guide visitor-related thinking, decision-making and investment over the next decade.
 - The framework identifies a range of 'beyond-BAU growth enablers' as critical success factors for a new Visitor Strategy.

4. COMMENT*Scope of Review*

- 4.1 The purpose of the review and development of a new Strategy is to ensure the Visitor Strategy is 'fit for purpose' in the current context; is making visitors a key part of the City's recovery by growing the sector; and enabling Christchurch to maximise the social and economic benefits this brings.
- 4.2 The scope includes domestic and international tourism, business visitors and international education. The strategy review will consider the following:
- An appropriate structure with a city-wide mandate to centralise and manage all aspects of the visitor economy.
 - The need and timing for developing supporting visitor-related plans and strategies.

¹ Destination 2025, Dacy Carroll Consulting and Fresh Information Ltd for the Christchurch International Airport Ltd

² Page 37, Destination 2025, Dacy Carroll Consulting and Fresh Information Ltd for the Christchurch International Airport Ltd

13 Cont'd

- Processes for using the Christchurch 'story' to inform a post-earthquake destination brand.
- Funding options for implementation of the new Strategy.

*Review process and timeline***4.3 A staged approach is recommended:**

- (a) The review and new Strategy development be undertaken between April - June with a report back to the Council including implementation and funding recommendations.
- (b) A report focused on developing appropriate structures including high level timeline for implementation be undertaken concurrently.

This timeframe allows for an high level of consultation and engagement with key stakeholders and the wider visitor sector industry including regional partners given the City's position as the 'southern gateway'.

- 4.4 It is proposed that a detailed project plan be prepared for Chief Executive sign-off giving consideration to contracting a suitable consultant with experience in the visitor sector and visitor strategy development to contribute to the strategy review and also the engagement process. CIAL, CDC, CCT are identified as key strategic partners in the development and delivery of the strategy.

5. FINANCIAL IMPLICATIONS

- 5.1 The resources to undertake the review are budgeted for in the existing City and Community Long-Term Planning activity budget. Further budget allocation after June 2015 from the 2015-16 City and Community Long-Term Planning activity budget is dependent on the Council approving the 2015-16 work programme.
- 5.2 Costs arising from the implementation of a new Visitor Strategy are not covered by this report and are not included in the draft 2015-25 Long Term Plan. Details of any future costs will be covered in future reports on the draft Strategy.

6. STAFF RECOMMENDATION

It is recommended that the Council:

- 6.1 Receives the document "Destination 2025 – A Discussion Document on Capturing the Economic and Social Development Opportunities from Christchurch's Visitor Economy".
- 6.2 Agrees that the Chief Executive:
 - Establishes a process to enable the Council to consider an overarching visitor strategy including any further supporting plans or strategies that may be required and the appropriate structure to support the implementation of such a strategy.
 - Report back to the Council before July 2015 with a draft Strategy and timetable for final completion.

Destination 2025

A DISCUSSION PAPER ON CAPTURING THE ECONOMIC AND SOCIAL
DEVELOPMENT OPPORTUNITIES FROM CHRISTCHURCH'S VISITOR ECONOMY







Our place in the world

CHRISTCHURCH IN 2025

Otautahi (Christchurch) – front door to the world's natural playground.

Christchurch is a destination with a rich and engaging story to tell. A modern city set within a garden, it is the front door to the beauty and diverse experiences of New Zealand's South Island and the gateway to the mysterious scientific wonders of Antarctica. While history's hand forever connects it to its past, the city is firmly focused on where it is going as New Zealand's newest city, seamlessly integrating its abundant green spaces and the South Island's natural gifts into its modern urban environment. Our city's world class education facilities produce a hotbed of innovation in bio-tech, Antarctic, IT and climate science.

With a clear commitment to Kaitiakitanga (guardianship), Christchurch is globally recognised for the way people and place connect to create a truly sustainable visitor destination. It is a place where warm dry summers and crisp clear winters are framed by nature's dazzling carpet of spring flowers and autumn's rich tapestry of golden colour, all cascading through an intimate CBD. Filled with a compelling concentration of urban intimacy, its old heart beats firmly within its new skin, the many dining options emit an enticing aroma that drifts lightly above the buzz of the retail, arts and convention precincts, all cradled by the tranquillity of the Avon River and its iconic gardens.

Christchurch is the front door to the South Island and beyond to Antarctica. Within easy reach of the refined comfort of its modern centre abounds breath-taking coastal and alpine scenery, world renowned wildlife encounters, crystal-clear star gazing, cycling and hiking trails along with a wide range of winter and alpine sports and recreation options. Our residents loved what Christchurch was and are now in love with what it is becoming. They are intensely proud of their city, its journey and its resilience. In the spirit of Manaakitanga (love and respect for people), we welcome visitors as short term residents and farewell them as future ambassadors.

Welcome to Our Place in the World!

Foreword

Visitor flows within New Zealand have historically followed well-established patterns. Changing these patterns has proved challenging over the last century and they have only really altered as a result of major events. Up until the 2010/11 seismic events in Christchurch, our city enjoyed a position as the primary gateway to the South Island and secondary gateway to New Zealand for our international visitors. Within a few short months, over a century of established visitor patterns were disrupted and Christchurch's ability to participate in many sectors of the visitor economy was compromised by the damage to facilities, infrastructure, visitor perceptions and confidence.

This of course was nobody's fault and the city, country, visitor industry and visitors had to adapt to the reality of what had occurred. Despite the best efforts of many people, Christchurch was impacted across a number of visitor sectors - export education (loss of international students), leisure tourism (compromised ability as gateway to the South Island) and conventions (loss of the convention centre, hotels and CBD) to name a few.

Over the last four years there has been effort by many people and companies put in to minimising these impacts where possible and it is important that this is recognised within the context of what were incredibly challenging times for Christchurch's visitor economy. Around 90% of pre-earthquake attractions in the city have been brought back into operation and the Canterbury Tourism Partnership (CTP) was formed between Christchurch Airport, Christchurch City Council and MBIE. Being administered by Christchurch and Canterbury Tourism the CTP has undertaken a series of tactical activities to mitigate impacts where possible, mainly targeted at the leisure market. The

Christchurch Conventions Bureau has also remained active despite the loss of key facilities such as the convention centre and hotels.

In 2015 we can look forward over the next decade and clearly see a number of major stepping stones that will transform our visitor proposition, bring us new facilities and deliver New Zealand's newest, intimate CBD. In addition, New Zealand's visitor economy is in one of its strongest growth phases in the last decade. The ingredients are there for our city to afford itself optimism and aspiration.

The visitor economy is not confined to leisure travel – it covers all visitor segments including leisure, visiting friends & relatives, business, major events and export education (to name but a few). Each sector has different drivers and value outcomes and needs different development strategies and investment so each can contribute to Christchurch's outcomes over the next decade. It's like saying the answer is '10' and we want it to be 11. We need to understand if $10 = 9+1$, or $12-2$ or $5+6-1$. Until we understand how the equation is made up

we can't understand what numbers we can change to make 11 the answer. The visitor economy is no different – we need to break it down into its parts to understand the equation and what our levers of opportunity are.

This paper seeks to understand where some of our key visitor segments are right now and what is driving these outcomes so we can understand what business as usual might look like over the next decade. That's the starting point to finding creative ways to lift outcomes above BAU over the next decade. Residents and visitors have a symbiotic set of needs and desires from a city/destination, the main difference being that visitors are prepared to pay more than residents for them. The benefits of this are however shared with residents. This paper does not seek to discuss the last four years - it is forward looking and focused on discussing strategic options that could lift Christchurch's visitor economy above BAU to deliver both social and economic benefits for our city.

Malcolm Johns
CEO, Christchurch Airport



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Christchurch 2025 at a glance

The major shift in travel patterns caused by the earthquakes has impacted Christchurch's role as both a primary destination and the main gateway to the South Island.

There is a risk that these new travel patterns will persist and intervention is required over the next decade to positively disrupt visitor flows to redirect visitors to and through Christchurch. Success for Christchurch is expanding the visitor economy well beyond the current BAU growth projection and

reclaiming its pre-earthquake role and share within the wider South Island travel market. In economic terms this means expanding Christchurch's visitor economy from \$1.26 billion in 2013 to \$2.1 billion in 2025 and in social terms it means using the energy and expenditure of visitors to re-establish





Christchurch as the beating heart of the South Island. Success will initiate a virtuous cycle of social and economic improvement in Christchurch that ultimately delivers a more vibrant, intimate city and higher living standards for residents.

Taking ownership of the opportunity is the first step towards success. This can be achieved by developing an overarching Visitor Strategy that identifies the big things Christchurch needs to do to succeed. This paper proposes a strategic framework for Christchurch to help guide visitor-related thinking and provide a consistent reference point for decision-making and investment over the next decade. The framework has been designed to evolve with Christchurch and is therefore likely to require only minor refinements over time. Use of this framework would allow Christchurch to adopt a consistent strategic approach to beyond-BAU growth in the visitor economy over the next decade.





Executive summary

*This discussion paper investigates the important role visitors can play in delivering beyond “business as usual” (BAU) social and economic outcomes for Christchurch¹ and the wider South Island over the next decade. It describes the current situation in Christchurch, paints a clear picture of what success might look like and provides a framework that can be used to develop an overarching Visitor Strategy to achieve that success. Central to the discussion is the concept of visitors as high spending **temporary residents**, and residents as visitors in their own city. Details around the organisational structures and investment levels required to achieve success are beyond the scope of this paper and need to be considered at a later stage.*

Why are visitors important to Christchurch?

Visitation is a key driver of social and economic development in Christchurch. The most tangible benefit is the money visitors spend which creates jobs and enhances social amenity by enabling the city to sustain a larger commercial footprint than its residents could otherwise support. Visitation also delivers a range of benefits that are more difficult to measure but no less important to Christchurch including energy, excitement, confidence and pride; opportunities to make deals,

exchange knowledge and expand networks; the opportunity for Christchurch to be domestically and globally connected; and the likelihood that some visitors will choose to relocate their talents and capital to Christchurch in support of key areas of excellence.

With careful management these benefits can initiate a virtuous cycle of social and economic improvement that delivers a more vibrant city for residents with higher living standards. The resulting city-wide impact on confidence and pride will have far-reaching benefits locally, regionally and

¹ Greater Christchurch, which for practical reasons may extend beyond standard municipal boundaries.



nationally. Once this cycle has been initiated it will become increasingly self-sustaining over time as confidence grows and private sector capital starts flowing. Kick-starting this virtuous cycle requires a clear vision of what success looks like and how it might be achieved, supported by *courageous leadership, confidence to compete for outcomes, industry-wide collaboration and*

long-term funding commitments from key public and private sector players.

Why does Christchurch need an overarching Visitor Strategy?

The major shift in travel patterns caused by the earthquakes has impacted Christchurch's role as both a primary destination and the main gateway to the South Island. While

Christchurch has been busy taking the first steps on its recovery journey, the balance of the New Zealand visitor economy has been undergoing its own evolution through one of the strongest growth cycles of the last decade. Visitor flows are difficult to influence once they become established so the post-earthquake travel patterns will need to be actively disrupted over the next

Figure 1: Virtuous cycle initiated by growth in the visitor economy





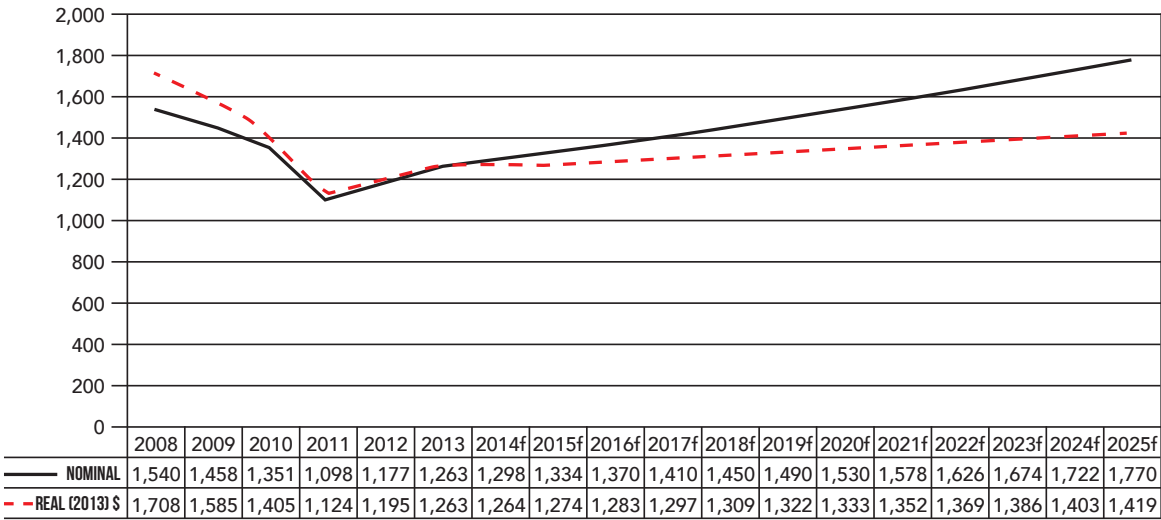
decade in favour of Christchurch to rebalance visitor flows to and through the city, delivering beyond-BAU benefits to Christchurch and many other areas of the South Island.

An independent BAU projection suggests that the visitor economy will grow from \$1.26

billion p.a. in 2013 to \$1.85 billion p.a. in 2025, leaving the real (inflation adjusted) value of Christchurch's visitor economy well below pre-earthquake levels. Christchurch will therefore need to go beyond BAU if it wants to regain its traditional role and

position within the national visitor economy. Having an overarching Visitor Strategy will provide the level of coordination and focussed thinking required to plot a clear pathway to beyond-BAU success for Christchurch's visitor economy.

Figure 2: Current growth projection for Christchurch's visitor economy (\$m excl. GST)





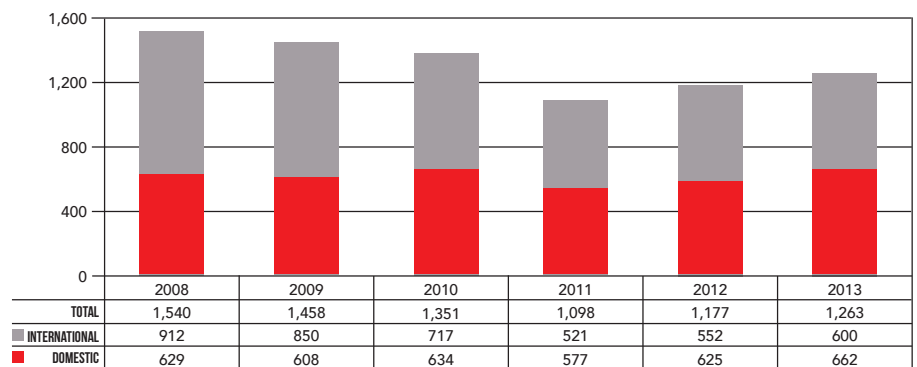
Where are we now?

Christchurch currently has New Zealand's fourth largest visitor economy by value at \$1.26 billion² which is \$277 million p.a. or 18% less than it was worth prior to the earthquakes, in 2008. Christchurch's market share of national visitor spend has fallen from 9.6% in 2008 to 7.3% in 2013 with domestic market share falling from 7.0% to 6.5% and international market share falling from 12.1% to 8.4%.

An analysis of visitor flows shows that it is very important to view Christchurch's visitor economy within the wider context of the South Island visitor economy. This is because 42% of total expenditure in Christchurch, and 82% of international holiday expenditure, is currently generated by people whose primary destination is not Christchurch. The structure of the visitor economy and the role Christchurch plays in the wider South Island travel market have important implications that need to be reflected in the proposed Visitor Strategy:

- Christchurch's high gateway value means that the strength of the South Island brand and visitor proposition is very important to Christchurch's success as a visitor destination. It also means that

Figure 3: Visitor spend in Christchurch by market (\$m excl. GST)



Christchurch's association with the South Island in the minds of travellers is equally important.

- The main attraction for international leisure visitors is the South Island, or, the South Island is Christchurch's iconic attractor within this segment. As well as promoting itself as a primary destination Christchurch should actively position itself as the primary gateway to the South Island

in order to maximise its share of the South Island visitor market. This has positive implications for regional South Island because 70% of international visitors who arrive in Christchurch visit other South Island regions. This ratio can be as low as 7% for visitors arriving through other entry points.

- Taking Christchurch's visitor economy beyond BAU will require targeted

² Excluding air services, education services and GST (MBIE)

interventions at a variety of levels, reflecting the diversity of sectors within the visitor economy. Factors to be considered include:

- When to promote Christchurch as a primary destination and when to promote and build Christchurch's association with the Canterbury region and the wider South Island. An approach that takes into account both the target market (e.g. local, South Island, North Island, Australia, long-haul) and segment (e.g. holiday, VFR, events, conventions) is required. Understanding the market at this level will allow messaging to be more targeted and better aligned with visitor preferences and expectations.
- Investing incrementally in these positions to ensure that each year's investment builds on the last. This will allow the delivery of consistent messages into key markets that will ultimately add cumulative value to Christchurch's destination and gateway positions.
- Understanding the actions that will disrupt post-earthquake visitor flows in favour of Christchurch and regional South Island and identifying the best levers to grow major markets or segments e.g. growing the international holiday market will require a different approach to growing the domestic VFR market.
- Ensuring that Christchurch's finite resources are used as productively as possible by undertaking targeted interventions aimed at maximising long-term outcomes for Christchurch and building towards a common goal over the next decade.

Table 1: Structure of Christchurch's visitor economy

Visitor segment	Destination value (\$m)	Gateway value (\$m)	Total value (\$m)	Destination share of value	Gateway share of value
Domestic visitors	493	169	662	74%	26%
Holiday	70	32	102	69%	31%
VFR	215	25	241	89%	11%
Business	104	11	115	90%	10%
Other	38	10	48	79%	21%
Day visitors	66	90	157	42%	58%
International visitors	241	360	600	40%	60%
Holiday	67	304	371	18%	82%
VFR	81	33	114	71%	29%
Business	28	10	38	74%	26%
Other	65	13	78	83%	17%
All visitors	734	529	1,263	58%	42%

What does success look like?

Visitation has an important long-term role to play in increasing living standards and economic prosperity in Christchurch, and with careful management it can also help to accelerate the rebuild process and activate key public spaces for the benefit of visitors and residents alike. This ambition requires a clear vision for the place Christchurch wants to become and a strong but achievable economic aspiration to support that vision.

class education facilities produce a hotbed of innovation in bio-tech, Antarctic, IT and climate science.

With a clear commitment to Kaitiakitanga (guardianship), Christchurch is globally recognised for the way people and place connect to create a truly sustainable visitor destination. It is a place where warm dry summers and crisp clear winters are framed by nature's dazzling carpet of spring flowers and autumn's rich tapestry of golden colour, all cascading through an intimate CBD. Filled with a compelling concentration of urban intimacy, its old heart beats firmly within its new skin, the many dining options emit an enticing aroma that drifts lightly above the buzz of the retail, arts and convention precincts, all cradled by the tranquillity of the Avon River and its iconic gardens.

Christchurch is the front door to the South Island and beyond to Antarctica. Within easy reach of the refined comfort of its modern centre abounds breath-taking coastal and alpine scenery, world renowned wildlife encounters, crystal-clear star gazing, cycling and hiking trails along with a wide range of winter and alpine sports and recreation options. Our residents loved what Christchurch was and are now in love with what it is becoming. They are intensely proud of their city, its journey and its resilience. In the spirit of Manaakitanga (love and respect for people), we welcome visitors as short term residents and farewell them as future ambassadors.

Welcome to Our Place in the World!

OUR PLACE IN THE WORLD – HOW CHRISTCHURCH MIGHT BE DESCRIBED IN 2025 (PLACE ASPIRATION)

Otago (Christchurch) – front door to the world's natural playground.

Christchurch is a destination with a rich and engaging story to tell. A modern city set within a garden, it is the front door to the beauty and diverse experiences of New Zealand's South Island and the gateway to the mysterious scientific wonders of Antarctica. While history's hand forever connects it to its past, the city is firmly focused on where it is going as New Zealand's newest city, seamlessly integrating its abundant green spaces and the South Island's natural gifts into its modern urban environment. Our city's world

GROWING THE VISITOR ECONOMY BEYOND BAU (ECONOMIC ASPIRATION)

In economic terms success means increasing the visitor economy from \$1.26 billion p.a. in 2013 to \$2.10 billion p.a. in 2025, representing growth of \$837 million or 4.3% per annum. This beyond-BAU aspiration will be achieved by:

- Increasing domestic visitor expenditure by \$238 million from \$662 million p.a. in 2013 to \$900 million p.a. in 2025, representing growth of 36% or an average 2.6% per annum.
- Doubling international visitor expenditure from \$600 million p.a. in 2013 to \$1.2 billion p.a. in 2025, representing average growth of 5.9% per annum.

The incremental uplift in value beyond BAU will be \$100 million per annum in 2020 and \$330 million per annum in 2025. The cumulative uplift is estimated at **\$1.4 billion** between 2013 and 2025.

HOW DO WE ACHIEVE SUCCESS?

The first step is getting organised to deliver beyond-BAU outcomes for Christchurch. This would involve:

- Establishing a fully supportive platform to develop and deliver an overarching Visitor Strategy.
- Enhancing and/or developing supporting strategies for key segments such as leisure, major events, conventions and export education.
- Developing strong and consistent messages and collateral built around the Christchurch Story that can be used in key markets, differentiated by segment.

The next step is implementing the strategic framework that has been developed to guide visitor-related thinking, decision-making and investment over the next decade. The framework has been designed to evolve with Christchurch and should require only minor refinements over time. Use of this framework would allow Christchurch to adopt a consistent strategic approach to growing the visitor economy beyond BAU over the next decade.

Long-term success will be achieved by pursuing two interrelated outcomes simultaneously:

- **Growing demand for Christchurch as both a destination and gateway**

and proactively targeting high value markets and segments. This will be achieved through the implementation of five “above the line” beyond-BAU growth drivers (engage residents, grow air networks, target marketing, attract events & conventions, and leverage industry). The focus on growing demand will play a critical role in attracting the private sector investment in product and ancillary services required to materially improve both the visitor experience and the living experience for residents.

- **Continuously enhancing the visitor experience.** Success will be achieved through implementation of three “below the line” beyond-BAU growth drivers (certainty and momentum in rebuild, be visitor friendly, and develop major attractors) which are focussed on creating an exceptional place to live and visit. Christchurch’s visitor proposition needs to be built around its story and its competitive advantages to create a unique point of difference i.e. it must focus on things that it can do better than, and differently to, competing destinations.

Figure 4: Accelerated growth path for Christchurch’s visitor economy (\$m excl. GST)

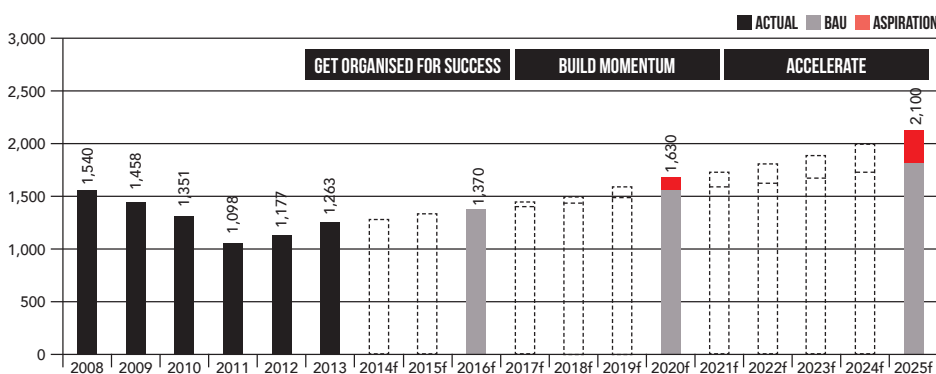


Figure 5: Strategic framework for beyond-BAU growth in visitation to Christchurch



The priority given to each beyond-BAU growth driver will vary with time depending on how the rebuild is progressing and what has been achieved previously. An indicative prioritisation of each is shown in the table below.

Table 2: Prioritisation of beyond-BAU growth drivers

Beyond-BAU growth driver	Get organised for success (2015-16)	Build momentum (2017-20)	Accelerate (2021-25)
Grow demand & target value (above the line)			
Target marketing	Low	Medium	High
Attract events and conventions	Medium	High	High
Leverage industry	Medium	High	High
Engage residents	High	High	High
Grow air networks	High	High	High
Enhance the visitor experience (below the line)			
Rebuild as planned – certainty & momentum	High	High	Medium
Develop major attractors	Medium	High	High
Be visitor friendly	High	High	High

The growth drivers will generate the right conditions for beyond-BAU growth but Christchurch’s ability to realise its full potential will depend critically on the removal of constraints and obstacles. A smooth path will help to offset the head start competitors have received from the market-altering setbacks experienced by Christchurch. The following beyond-BAU growth enablers have been identified as critical success factors for Christchurch:

- Long-term vision & courageous leadership
- Partnership & collaboration
- Research & insight
- Supporting infrastructure e.g. Christchurch Airport, accommodation capacity, venues, cruise facilities

Successful delivery of beyond-BAU outcomes will also depend critically on certainty and momentum in a small number of catalyst projects. For example, the timing, scale and quality of the convention centre will have a major impact on convention outcomes in Christchurch, as will the redevelopment of the CBD, the construction of new hotel infrastructure and the completion of the Avon River precinct. Certainty and momentum in the sequencing and timing of catalyst projects is required to incentivise investment and maximise utilisation of key strategic assets.

There are also various economic development considerations that will play an important role in enabling the desired growth to occur e.g. investing in Christchurch as the primary gateway to the South Island, facilitating the development of iconic visitor attractions that positively disrupt visitor flows in favour of Christchurch, promoting Christchurch as a premium destination for leisure travel, significantly increasing convention and export education outcomes, and attracting and using major events to build Christchurch’s profile as a destination.

It is proposed that Christchurch continuously evolves its promotional activities to ensure that the approach is dynamic, builds on itself around a common theme over the next decade and aligns with travel preferences and the stage that Christchurch is at in the rebuild process. It is anticipated that Christchurch would leverage the South Island’s iconic status relatively strongly in the short/medium

term with a gradual shift towards primary destination marketing over time. However, the strength of the South Island brand is likely to mean that Christchurch will always benefit from a strong association within some visitor segments e.g. the international leisure market.

THE STRATEGIC FRAMEWORK IN ACTION

A key component of the Visitor Strategy will be the formulation of detailed plans to grow specific segments of the market and/or positively disrupt visitor flows in favour of Christchurch. Coordination across visitor segments will be important because each one is capable of contributing to a common outcome, but not necessarily in the same

way. The table below demonstrates how the strategic framework can be used to develop beyond-BAU action plans for specific visitor segments. Only high-level actions have been considered at this stage and it is anticipated that a lot more detail would be added by the eventual developer and owner of the Visitor Strategy.

	Leisure segment	Major event segment	Convention segment	Export education segment
Success measures	<ul style="list-style-type: none"> Economic targets TBC Strong association with SI brand Primary gateway to SI for international visitors 	<ul style="list-style-type: none"> Economic targets TBC Reintroduce ChCh to the world Balanced portfolio to enhance liveability, attract visitors and promote ChCh 	<ul style="list-style-type: none"> Economic targets TBC Reintroduce ChCh to the world Greater knowledge exchange, networking, connectivity and innovation 	<ul style="list-style-type: none"> Economic targets TBC
Grow demand & target value (above the line)				
Target marketing	<ul style="list-style-type: none"> More prominent positioning of ChCh within the SI story Promote ChCh as primary destination and main gateway to the SI 	<ul style="list-style-type: none"> Promote ChCh domestically and internationally as a premium major event destination Promote events locally to develop an events culture 	<ul style="list-style-type: none"> Promote ChCh domestically and internationally as a premium destination for conventions 	<ul style="list-style-type: none"> Promote ChCh domestically and internationally as a premium education destination
Attract events & conventions	<ul style="list-style-type: none"> Leverage events to promote ChCh as a holiday destination 	<ul style="list-style-type: none"> Aggressively pursue major events 	<ul style="list-style-type: none"> Aggressively pursue conventions 	<ul style="list-style-type: none"> Aggressively pursue domestic and international students
Leverage industry	<ul style="list-style-type: none"> SI Inc working together to develop key international markets 	<ul style="list-style-type: none"> SI Inc working together to secure major events (some attendees will travel beyond ChCh before/after events) 	<ul style="list-style-type: none"> Work with key industries to secure conventions for ChCh 	<ul style="list-style-type: none"> Partner with existing institutions
Engage residents	<ul style="list-style-type: none"> Promote locally to counter seasonality, build awareness and encourage word-of-mouth promotion 	<ul style="list-style-type: none"> Maximise local attendance to enhance liveability and underwrite the commercial success of events 		
Grow air networks	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets 	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets 	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets 	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets
Enhance the visitor experience (below the line)				
Rebuild as planned to deliver certainty & momentum	<ul style="list-style-type: none"> Completion of CBD and social/cultural precincts by 2020 New hotels (incentivised by convention centre and events) 	<ul style="list-style-type: none"> Creatively use existing facilities and spaces Completion of metro sports facility and the stadium so ChCh can once again participate Completion of CBD and social/cultural precincts by 2020 New hotels (incentivised by convention centre and events) 	<ul style="list-style-type: none"> Completion of convention centre by 2018 Completion of CBD and social/cultural precincts by 2020 New hotels (incentivised by convention centre and events) 	
Develop major attractors	<ul style="list-style-type: none"> At least one major attractor by 2020 with enough gravity to redirect visitor flows towards ChCh (>200k pax p.a.) 			
Be visitor friendly	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest 	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest 	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest 	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest





SUMMARY OF CATALYST ACTIONS TO DELIVER BEYOND-BAU GROWTH

The following catalyst actions provide a starting point for thinking about the major interventions required over the next decade to deliver beyond-BAU growth and reclaim Christchurch's pre-earthquake role and market share within the wider South Island travel market.



Table 3: Initial set of catalyst actions for Christchurch

Phase	Catalyst actions
Get organised for success 2015-16	<ul style="list-style-type: none"> • Use this discussion paper as a starting point to refine and adopt a comprehensive Visitor Strategy within Christchurch's Economic Development Framework • Ensure the city can execute the Visitor Strategy across all relevant sectors and areas of development • Secure long-term funding commitments for the Visitor Strategy (with appropriate KPIs) to develop key visitor segments including leisure, major events, conventions and export education • Develop strong and consistent marketing messages and collateral built around the Christchurch Story that can be invested in over the next decade to ensure each year's investment builds on the previous • Complete and adopt the 2025 Christchurch Event Strategy (which will cover major events and conventions) • Complete and adopt the 2025 Christchurch Export Education Strategy • Appoint a single person/entity to represent the interests of the visitor economy across the rebuild with a major focus on timely delivery • Establish the basis for local/central and private development of an iconic attractor which can positively disrupt visitor flows in favour of Christchurch • Work with Christchurch Airport to implement its 2025 aviation development strategy in order to maximise Christchurch's gateway value, creating strategic partnerships that support aviation network development
Build momentum 2017-20	<ul style="list-style-type: none"> • Establish at least one iconic attractor by 2020 (attracting >200k pax p.a.) • Build a balanced portfolio of events for Christchurch that enhances liveability, increases visitation and promotes Christchurch externally • Deliver local marketing campaigns to engage residents on the journey • Work with Christchurch Airport to implement its 2025 aviation development strategy in order to maximise Christchurch's gateway value, leveraging strategic partnerships that support aviation network development • Support the Antarctic Endeavour strategy • Complete cruise ship access at Lyttleton • Work with education providers to grow export education
Accelerate 2021-25	<ul style="list-style-type: none"> • Build on the two previous phases

Introduction

Background

Christchurch has a unique opportunity to reinvent itself as a vibrant 21st century city that delivers higher living standards and better economic outcomes for its residents as well as those living elsewhere in the South Island. As the largest city in the South Island and the second largest city in New Zealand it is imperative that Christchurch capitalises on this opportunity because the flow-on effects, both positive and negative, will affect the rest of New Zealand.

The current focus is the physical rebuild of Christchurch. With decisions made now having the potential to affect social and economic outcomes for many generations to come it is important to ensure that decision-making processes are fully informed. It is also important to think beyond the rebuild and consider how these physical spaces can be activated to deliver maximum social amenity. This discussion paper investigates the important role visitors can play in delivering beyond “business as usual” (BAU) social and economic outcomes for Christchurch over the next decade. It describes the current

situation in Christchurch, paints a clear picture of what success might look like and provides a framework that can be used to develop an overarching Visitor Strategy to achieve success. It has been developed to align thinking across a diverse range of stakeholders, inform the rebuild process and provide the first step towards a clear pathway to social and economic success for Christchurch. Details around the organisational structures and investment levels required to achieve success are beyond the scope of this paper and need be considered at a later stage.



³ Regional Tourism Estimates, MBIE. Excludes air services, education services and GST.

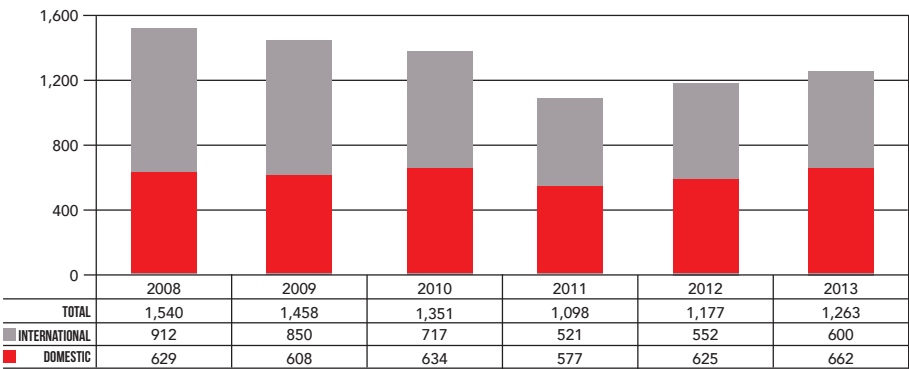
VISITOR CONTEXT

The terms ‘visitor’ and ‘tourist’ mean the same thing. Tourism is a broad term used to describe the temporary movement of people, typically for a period of up to one year. It is most commonly associated with leisure travel but actually encompasses all forms of temporary travel undertaken for *any* reason e.g. business, visiting friends and relatives, events, conventions, education etc. The term ‘visitor’ is used widely in this document to emphasise the breadth of activity being considered.

The sum of all expenditure by visitors to a destination is referred to as the ‘visitor economy’. New Zealand’s visitor economy is currently worth \$24 billion and provides employment and income for 210,000 people (Tourism Satellite Account, Statistics New Zealand). It is New Zealand’s second largest export earner behind dairy, accounting for 15% of total export value, and makes a significant contribution to local and regional economies throughout New Zealand. Christchurch currently has New Zealand’s fourth largest visitor economy by value at \$1.26 billion³ and is one of only five regions (out of 30) with visitor expenditure of more than \$1 billion, alongside Auckland (\$4.78 billion), Wellington (\$1.46 billion), Queenstown (\$1.37 billion) and Waikato (\$1.00 billion).

Christchurch’s visitor economy was worth \$1.54 billion in 2008 placing it second behind Auckland at \$4.49 billion and comfortably ahead of Wellington at \$1.29 billion. The earthquakes have therefore had a profound impact on visitation to Christchurch with \$277 million per annum of visitor expenditure removed from the economy since 2008. Christchurch’s market share of national visitor spend has fallen from 9.6% in 2008 to 7.3% in 2013

Figure 3: Visitor spend in Christchurch by market (\$m excl. GST)
Source: Regional Tourism Estimates, MBIE



with domestic market share falling from 7.0% to 6.5% and international market share falling from 12.1% to 8.4%. This is a major loss of revenue that previously created around 2,000 jobs, supported local, regional and national supply chains and sustained businesses that served the needs of residents as well as visitors. The fall in visitation has also had a noticeable impact on Christchurch’s social fabric. Visitors play a key role in enhancing the social environment for residents through the businesses and services their expenditure sustains (which residents have the option of using) and also through the energy and vibrancy they bring to the city. These dynamics are difficult to observe in steady-state environments but have been laid bare by the sudden contraction in Christchurch’s visitor economy.

A gradual recovery in Christchurch’s visitor economy is expected as the rebuild

progresses and the negative perceptions created by the earthquakes subside. However, there is no guarantee that the destination that emerges from the rebuild will be compelling enough to disrupt the new visitor patterns and behaviours that have developed since the earthquakes, and without intervention there is a risk that Christchurch’s role as both a gateway and major visitor destination will stagnate or diminish further over time. The current circumstances make it very difficult for Christchurch to participate in many aspects of NZ Inc’s activities, and the longer this persists the more difficult it will be for Christchurch to bounce back. Re-establishing Christchurch as a world-class visitor destination that is capable of participating in NZ Inc’s national and international activities should therefore be a priority for Christchurch, the South Island and New Zealand.

ACCUMULATED ADVANTAGE VS. ACCUMULATED DISADVANTAGE

Accumulated advantage arises when gains build up incrementally over time to create a position of strength that is difficult for competitors to overcome. Conversely, accumulated disadvantage arises when deficits reinforce one another to create a position of weakness and vulnerability that becomes overwhelming and difficult to reverse. Both situations have the potential to influence aspiration, pride and confidence at all levels within a city, but in opposite ways.

The earliest decisions in these time periods are ultimately the most important because they establish the initial direction of the journey. A simple question that should be asked during the early stages of an important decision-making process is “will the outcome of this decision support accumulated gain or accumulated deficit when looked at over time?” An example could be the impact of ongoing regional success on the accumulated confidence of communities and residents and how that flows into their belief in outcomes for themselves, their community, their city and their region.

Canterbury has historically been one of the traditional powerhouses of New Zealand rugby and this has given the region a sustained series of successes which have positively fed into regional belief and confidence. This regional success has become a structural advantage because many top rugby players from other regions view Canterbury as a positive stepping stone in their careers. This external confidence builds internal confidence that contributes positively to the rugby team, the city, the region and beyond. However for the past three years (and counting) Canterbury has been unable to host an All Blacks test and is unlikely to be able to participate in the upcoming Lions Tour, a once-every-12-years mega event. While it is possible to estimate the economic impact of not participating in the Lions Tour the

more relevant and overarching measure for Canterbury is the cumulative disadvantage of no longer being the natural second city for the All Blacks in New Zealand. This has consequences for the confidence, aspiration and spirit of the region that go well beyond what can be measured through a purely financial lens, in the same way accumulated success does. The inability to participate in any area, not just rugby, risks seeing areas of historical accumulated advantage reversing into accumulated deficit over time, or worse, becoming areas of structural disadvantage.

In 2025 there will be 15 year old residents with no memory of the earthquakes for whom the decision of which university to attend, where to complete an apprenticeship and where to start their career will be approaching. Their confidence and belief in their region and city will naturally influence these decisions and, as always, the brightest, most motivated and capable people will be of greatest interest to competing cities, and also the most mobile.

The visitor economy is one of several areas that the concept of accumulated advantage has directly relevance to. Up until 2011 Christchurch had the second largest visitor economy in New Zealand but circumstances beyond its control have seen it slip to number four. However, circumstances within its control over the next decade, including immediate decisions that will establish the initial direction of the journey, will ultimately determine whether Christchurch regains its traditional position within the national visitor economy or settles for its diminished position as New Zealand's fourth largest visitor economy (or worse). Investment decisions essentially pit the cost of owning the status quo against the cost of owning the future.

KEY ORGANISATIONS

Nine organisations have been identified that have a significant interest in visitation to Christchurch and/or have a key role to play in Christchurch's success as a visitor destination.

Local Organisations

- **Christchurch City Council (CCC)**
 - Provides leadership and funding for Christchurch & Canterbury Tourism and is also responsible for the delivery of community events, sporting events and major events in the city. It is a major player in the rebuild process and has direct responsibility for several anchor projects.
- **Canterbury Development Corporation (CDC)** – Leader in regional economic development strategy (CEDS framework) and principle advisor on economic development for Christchurch city Council.
- **Christchurch & Canterbury Tourism (CCT)** – A marketing organisation that is responsible for promoting Christchurch and Canterbury as a visitor destination to media, travel trade, conventions and directly to visitors. With the help of Christchurch City Council, Christchurch Airport and various business partners CCT actively markets the region through its websites and affiliated social media, domestic and international campaigns, trade events, and media and trade familiarisations.
- **Christchurch International Airport Limited (CIAL)** – The main gateway to the South Island. It has a 3,288 metre runway that is capable of handling the largest aircraft and is not subject to any operational constraints. The airport recently completed a major terminal expansion project and is well placed to manage future growth in passenger numbers.
- **Canterbury Earthquake Recovery Authority (CERA)** – The agency leading and coordinating the ongoing recovery effort following the earthquakes of September 2010 and February 2011. It is a major player in the rebuild process and has direct responsibility for several visitor-related anchor projects.
- **Te Rūnanga o Ngāi Tahu (Ngāi Tahu)**
 - The principal iwi of the South Island incorporating both Christchurch and the greater Canterbury region. Ngāi Tahu is working closely with all of the major rebuild stakeholders.

National Organisations

- **Ministry of Business, Innovation and Employment (MBIE)** – The agency charged with representing the New Zealand Government in the Christchurch recovery, facilitating the delivery of the Economic Recovery Programme for Christchurch, supporting the on-going development of the Christchurch Innovation Precinct and ensuring that the right labour and materials are in the right place at the right time to enable an effective rebuild.
- **Tourism New Zealand (TNZ)** – The crown entity responsible for marketing New Zealand internationally as a visitor destination.
- **Tourism Industry Association (TIA)** – The largest representative body of tourism operators in New Zealand. It exists to lead the tourism industry and create an environment that supports a vital and healthy visitor economy in New Zealand.

Creating a common understanding of visitation across this diverse range of organisations will be a critical success factor for Christchurch.



STRATEGIC ALIGNMENT

The plans and strategies in the following table have been reviewed during the development of this discussion paper to exploit the knowledge within them and achieve direct alignment where possible. A review of each document is provided in the accompanying research document.

Table 4 : Relevant plans and strategies

Plan/strategy	Owner(s)	Overview
Recovery Strategy for Greater Christchurch	CERA	The key reference document that guides and coordinates the various work programmes under the CER Act. The Strategy sets out a shared vision and the Government's overall approach to recovery. It: <ul style="list-style-type: none"> • Describes in broad terms the pace and phases of recovery • Identifies work programmes, and which organisations will lead specific projects • Identifies priorities for recovery efforts
Central Christchurch Recovery Plan	CERA, CCDU, CCC, Ngāi Tahu	Builds on Christchurch City Council's draft Central City Plan and sets out how the vision for central Christchurch to become the thriving heart of an international city can be achieved. It defines the form of the central city, sets out the locations of key anchor projects needed to optimise recovery, and outlines block plans that show what the city could look like in the future.
Public Sector Programme of Works	CERA, MBIE	A visual timeline of all the major rebuild projects
Christchurch and Canterbury Tourism Five Year Strategic Plan	CCT	Presents a review of the region's tourism sector over the post earthquake period (2011 – 2013), identifies market challenges over the next five years (2013/14 – 2018/19), sets out two primary growth goals for the region and subsequently outlines eight strategic priorities for CCT to achieve these.
Christchurch Visitor Sector Recovery Plan (CVSRP)	CCT	Outlines the specific impacts of the earthquakes on visitor sector capability and defines six key projects that will assist in accelerating the recovery of visitor flows to the city and region: <ul style="list-style-type: none"> • Creating new inner city tourism infrastructure that delivers a viable "Pop Up" Transitional City • Fast track rebuilds and new builds of commercial accommodation • Getting a new Christchurch Convention Centre built and operational by 2016 • Air Service Developments – reinstating Trans Tasman capacity and opening up two new routes from Asia by 2015 • Development of a sports tourism strategy • Prioritise the Avon River Park precinct
Christchurch Sports Tourism Strategy Plan	CCC, CCT	A direct response to the CVSRP. The plan articulates how CCC and CCT will work with sports organisations and event managers to ensure that potential events are accurately evaluated, the most productive events are attracted to the city, maximum use of the facilities is ensured and that the economic benefits for the city are delivered.
Christchurch Economic Development Strategy (CEDS)	CCDU, CCC	Background paper: provides the base information that the CEDS is based on. Main paper: brings together the views of various businesses and agencies to identify ways to optimise the economy so that by 2031 Christchurch has a higher quality of life, better income, greater employment and is a vibrant and growing city attracting people from around the globe.
The Shape of Christchurch in 2025	BERL Economics (CIAL)	Three growth scenarios for Christchurch based on a business-as-usual (no earthquake) projection and assumptions about the success of the rebuild process.
Real Growth 2025	CIAL	Outlines what success would look like for Christchurch Airport in 2025.
Tourism 2025	TIA	A growth framework for New Zealand's visitor economy. It establishes a cohesive framework that has been created by industry, for industry, to grow its size, value and profitability over the next decade.

PUBLIC SECTOR REBUILD

The table below provides a summary of the public sector programme of work as at August 2014. Only projects considered directly relevant to visitation have been included.

Table 5: Public sector rebuild – programme of work as at August 2014

Lead agency	Project	First full year of operation
Canterbury Earthquake Recovery Authority	Bus interchange	2016
	Avon River Precinct	2016
	East & North Frame	2016
	Accessible City – Stage 1	2017
	Canterbury Earthquake Memorial	2017
	The Square	2017
	Convention Centre	2018
	South Frame	2017
	Metro Sports Facility	2018
	Stadium	2025
Christchurch City Council	Art Gallery	2016
	Performing Arts Precinct	2018
	Central Library	2018
	Heritage & Commercial Rebuild	2018
	Town Hall	2018
CPIT	Engineering & Architectural Studies Building	2016
	Administration Hub	2016
	Campus Development & Refurbishment	2019
Lincoln Hub Partners	Lincoln Hub	2018
University of Canterbury	Structures Earthquake Lab	2016
	Regional Science & Innovation Centre Phase 1	2017
	Regional Science & Innovation Centre Phase 2	2020
	Rebuild & Betterment Programme	2025

most of the key anchor projects are scheduled for completion by 2020 and the main elements of the CBD should be rebuilt and open for business by then. Construction activity will therefore be very intensive over the next five years and the visitor offering will continue to evolve as projects are completed. The period between now and 2020 is therefore a transitional stage that will need to be carefully managed in order to get the most out of it from a visitor perspective.

After 2020 it is anticipated that most of the visitor-related infrastructure projects will be complete (assuming everything is delivered as planned). If the rebuild is successful and the Visitor Strategy has been properly implemented Christchurch will be perfectly placed to capitalise on its position not only as the primary gateway to Canterbury, the South Island and Antarctica, but also as one of the world's most modern and visitor friendly destinations.

This discussion paper aligns with the anticipated rebuild profile and aims to maximise the outcomes for the visitor economy during each stage by defining three distinct phases, as shown in the table below. These phases are not intended to impose constraints or restrictions on the Visitor Strategy – they are largely conceptual but help to manage expectations around what can be achieved, and what should be prioritised, as the rebuild evolves.

A common theme across all three phases is the application of a visitor lens to all relevant public sector projects to ensure that visitor needs are properly considered and designed in if necessary.

ALIGNMENT WITH THE REBUILD

The current situation in Christchurch and the staging of the rebuild imposes practical constraints on what can be achieved from a visitor perspective in the short-term. Fortunately the next 1-2 years can be used very productively to get Christchurch into a position where it can take ownership of the visitor opportunity and begin the long process of re-establishing itself as a highly aspirational visitor destination both domestically and internationally. The rebuild is just beginning in Christchurch and will continue for many years. However,

Table 6: Proposed visitor strategy phases

Plan/strategy	Owner(s)	Overview
Get organised for success	2015-16	Putting all necessary measures in place to ensure that Christchurch is properly organised and resourced to take full ownership of the opportunity.
Build momentum	2017-20	Targeted delivery of the Visitor Strategy focussing on rebuild oversight, product development and the use of events and innovative marketing campaigns to begin re-introducing Christchurch to the world.
Accelerate	2021-25	Full and unconstrained delivery of the Visitor Strategy to drive significant growth in the visitor economy, building on the excellent product, profile and capability developed over the past 6 years.

Why are visitors important to Christchurch?

Visitation is a key driver of social and economic development in Christchurch. The most tangible benefit is the money visitors spend in the local economy which raises the productivity and profitability of local businesses and creates new jobs (including excellent career opportunities for youth and less skilled workers). The resulting increase in demand for local goods and services grows spending power in Christchurch and incentivises new investment which enables the city to sustain a larger commercial footprint than its residents could otherwise support. This increase in scale is welfare enhancing because it increases competition and provides residents with more things to see and do.

Visitors spend a high percentage of their money on the same things as residents and often share the same spaces. The growing overlap between the consumption patterns of visitors and residents has reached the point where visitors could reasonably be described as **temporary residents**. A key difference is that visitors spend around six times as much as residents each day (on a like-for-like basis), which happens because visitors are pure consumers while residents divide their time between producing and consuming. Another key difference is that visitors impose less pressure on the city in terms of infrastructure and land use because they have a much smaller accommodation

and transport footprint. Visitors are therefore highly desirable customers both in terms of their spending power and their modest consumption of scarce local resources.

The convergence between visitor and resident consumption patterns also creates attractive investment synergies because residents benefit from visitor-related products and infrastructure and visitors benefit from general investments in public spaces and place-making initiatives. This is particularly relevant to Christchurch as it enters the rebuild phase, and it emphasises the need to apply a visitor lens to all relevant development projects to identify and exploit these synergies.

Visitation also delivers a range of benefits that are more difficult to measure but no less important to Christchurch. These depend on the attributes of the visitor and the reason for the visit but include the energy and vibrancy they bring to the city, the opportunity for deal making and knowledge exchange, the potential for residents to expand their personal and professional networks, and the likelihood that some visitors will choose to relocate their talents and capital to Christchurch in support of key areas of excellence.

With careful management these types of benefits can initiate a virtuous cycle of social and economic improvement that ultimately provides residents with a more vibrant city and higher living standards. Once this cycle has been initiated it will become increasingly self-sustaining over time as confidence grows and private sector capital starts flowing to the city. Kick-starting this virtuous cycle requires a clear vision of what success looks like as well as courageous

leadership, confidence to compete for outcomes, industry-wide collaboration and long-term funding commitments from key public and private sector players.

THE ROLE VISITORS CAN PLAY IN THE RECOVERY

Visitors can play an important role in helping Christchurch to resurrect itself physically, psychologically, socially and economically during the rebuild phase. This period will be challenging for Christchurch not only because of the widespread construction activity, but also because of the time it will take to reactivate public spaces and start redefining Christchurch's social fabric. With careful management Christchurch could use visitation to:

- Advance the rebuild by growing spending power and strengthening investment business cases
- Re-activate the CBD and re-establish it as a vibrant, intimate and exciting social hub
- Create a broader platform for telling and selling Christchurch's story
- Showcase Christchurch to potential residents and investors
- Increase utilisation of strategic assets e.g.

Christchurch Airport, convention centre, venues

If Christchurch embraces the concept of visitors as high spending temporary residents and proactively grows visitation it can use the spending power and energy of visitors to speed up the recovery process. The alternative is to adopt a less interventionist approach which carries a variety of risks including the possibility that Christchurch never regains the scale or vitality it once had.

Figure 8: Virtuous cycle initiated by growth in the visitor economy

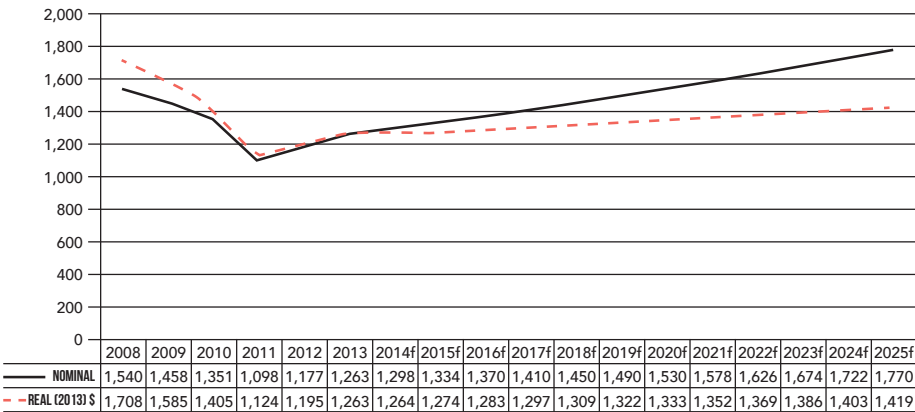


Why does Christchurch need a Visitor Strategy?

The major shift in travel patterns caused by the earthquakes has diminished Christchurch's role as both a primary destination and the main gateway to the South Island. While Christchurch has been busy taking the first steps on its recovery journey, the balance of the New Zealand visitor economy has been undergoing its own evolution through one of the strongest growth cycles of the last decade. Visitor flows are difficult to influence once they become established, so the post-earthquake travel patterns will need to be actively disrupted over the next decade in favour of Christchurch to redirect visitors to and through the city.

An independent "business as usual" (BAU) projection of Christchurch's visitor economy suggests that visitor expenditure will grow from \$1.26 billion in 2013 to \$1.85 billion in 2025⁴. This represents nominal growth of 3.2% per annum and real (inflation adjusted) growth of 1.4% per annum which is well below the Tourism 2025 growth aspiration of 5% per annum and well short of what Christchurch is capable of achieving (based on historical performance). A Visitor Strategy is required to accelerate growth in the visitor economy as far beyond BAU growth as possible in order to maximise the social and economic outcomes for Christchurch over the next decade and beyond.

Figure 8: BAU growth path for Christchurch's visitor economy (\$m excl. GST)



The well-publicised damage to Christchurch's infrastructure has had an adverse impact on Christchurch's brand which is a major impediment to growth. Rebuilding Christchurch's brand is a long-term process that depends on a variety of factors, many of which are currently beyond the direct control or influence of key tourism stakeholders. A Visitor Strategy will help Christchurch to align its thinking around the visitor proposition and act as a catalyst for the development of strong and consistent marketing messages and collateral built around the Christchurch Story.

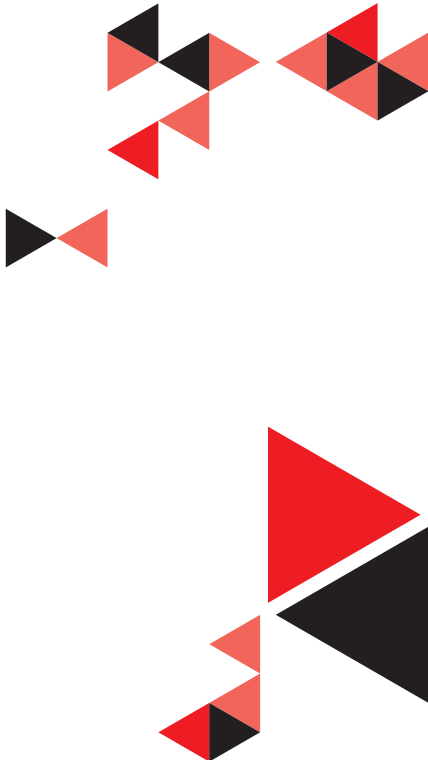
There is also a need for greater alignment across the key organisations involved in the visitor space including the main rebuild agencies that will play a key role in re-shaping the visitor experience over the next decade. While there are reasonable

levels of coordination across these organisations their plans and activities are not currently integrated enough to deliver optimal outcomes for the visitor economy, and visitor needs are not prominent in rebuild documents. A key outcome of having a Visitor Strategy will be a better understanding of the visitor economy across all key organisations and greater consideration of visitor needs in their plans.

More generally, the rebuild process is an unprecedented opportunity for Christchurch to reinvent itself as both a place and a destination. A Visitor Strategy will play a key role in helping to fully exploit this opportunity by providing the level of coordination and focussed thinking required to plot a clear pathway to beyond-BAU success for Christchurch.

⁴The projection is based on international expenditure forecasts produced by MBIE, domestic expenditure forecasts produced by The Fresh Information Company and a gradual recovery in the share of national expenditure captured by Christchurch to 90% of pre-earthquake levels.

Rationale for public sector investment



Public sector agencies have a key role to play in growing and developing visitation to Christchurch for the following reasons:

- **Social and economic development** – The successful implementation of this Visitor Strategy will have a material impact on social and economic outcomes across the city and should therefore be a priority for Christchurch City Council.
- **Public goods and services** – Public goods and services play a major role in creating the physical and sensory environment visitors experience e.g. venues, museums, art galleries, public transport, regional parks, streetscapes and public spaces. As major investors in the city's visitor assets both Christchurch City Council and Environment Canterbury have an important role to play in creating an environment that is attractive to visitors. This will require ongoing investment in public goods and services that enhance the vibrancy, attractiveness and functionality of key areas in Christchurch.
- **Regulatory environment** – Christchurch City Council and Environment Canterbury have a key role to play in creating a business environment that enables the visitor economy to grow at an accelerated rate. This includes developing a planning and policy environment that incentivises growth in the visitor economy and responding quickly and positively to the needs of businesses.

- **Dispersion of benefits (market failure)** – The benefits of visitation are spread widely across the resident population through direct interactions and flow-on effects. This dispersion of benefits can lead to a common form of market failure where investments that would be good for the city are not made because private investors cannot secure enough of the benefits. In such cases the public sector has a mandate to intervene and invest on behalf of ratepayers to ensure that valuable opportunities are not missed.
- **Market failure in building awareness and intention to visit** – It is unusual for the private sector to invest in activities that build destination awareness and intention to visit because it is difficult for individual businesses to secure enough of the benefits to achieve a sufficient return on investment. As a result, government-funded agencies generally focus on growing destination awareness and intention to visit and private businesses invest in converting that intention into actual demand where they have a greater chance of converting their efforts into commercial returns.

Public sector leadership, investment and collaboration is therefore absolutely essential if Christchurch wants to grow the social and economic benefits of visitation beyond current BAU levels.



SOURCED: CERA

Where are we now?

Structure of the visitor economy

The entire South Island visitor economy was worth \$5.52 billion in 2013 excluding air services, education services and GST. Around 22% of this money (\$1.26 billion) was spent in Christchurch, with domestic visitors spending \$662 million and international visitors spending \$600 million. This expenditure created employment for around 13,530 people which includes both direct and indirect employment, and is measured in terms of total full-time and part-time employees.

DOMESTIC MARKET

The \$662 million of domestic expenditure in 2013 can be broken down into spend by overnight visitors whose primary destination was Christchurch (\$427 million), overnight visitors whose primary destination was **not** Christchurch (\$79 million) and day visitors (\$157 million). Data constraints make further analysis of day visitors difficult but it is likely that most of the \$100 million spent by visitors from the North Island was caused by Christchurch being used as a gateway to the South Island. This suggests that up to one quarter of all domestic expenditure in Christchurch was attributable to being the main gateway to the South Island.

The visiting friends and relatives (VFR) market accounted for 50% of primary overnight visitation by value (\$215 million), business travellers 24% (\$104 million) and holiday makers 16% (\$70 million). Primary overnight visitation can also be segmented geographically with visitors from the North Island accounting for 48% by value (\$204 million), visitors from Canterbury 14% (\$58 million) and visitors from elsewhere in the South Island the remaining 39% (\$165 million).

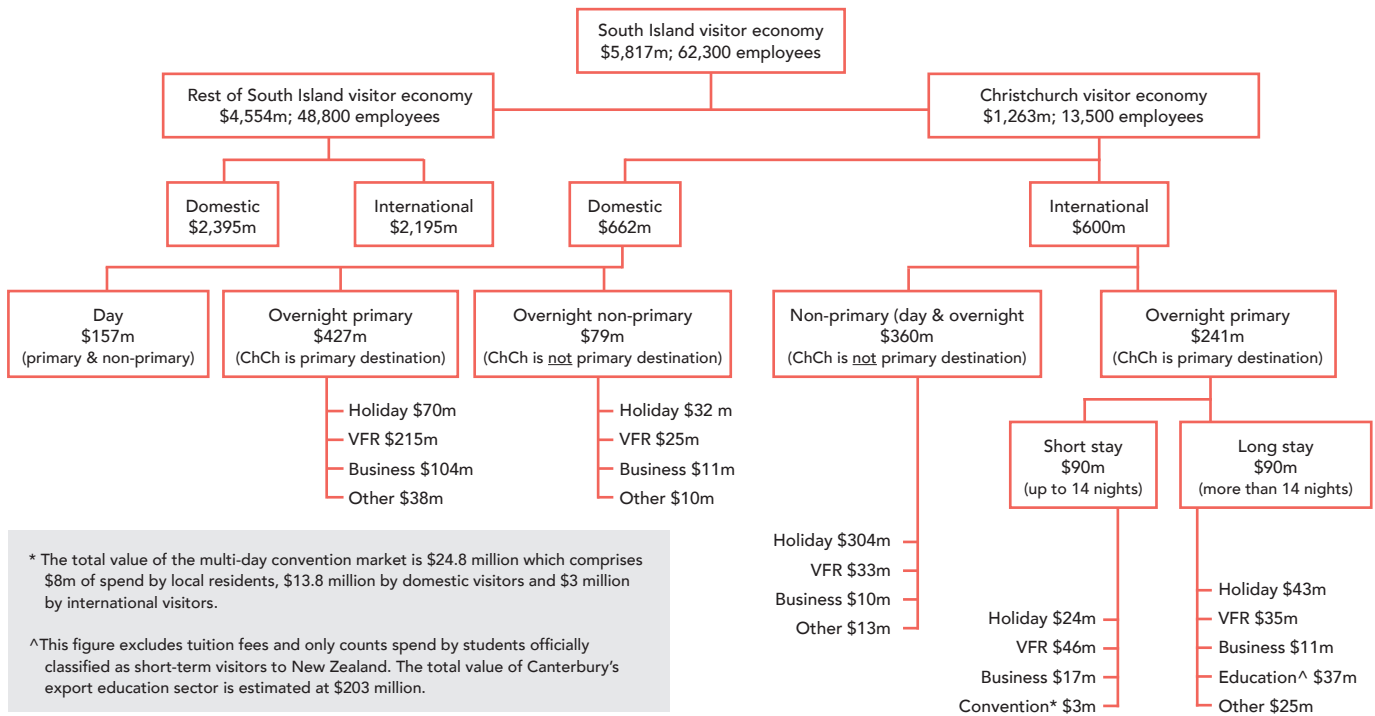
INTERNATIONAL MARKET

Of the \$600 million spent in Christchurch by international visitors in 2013 \$241 million was spent by visitors whose primary destination was Christchurch and within this segment \$90 million was spent by people staying up to 14 nights (a reasonable proxy for the 'traditional' visitor market) and \$151 million is spent by long-stayers (more than 14 nights). The remaining \$360 million was spent by visitors using Christchurch as a gateway to the South Island and of that amount around 84% (\$304 million) was generated by holiday travellers. This means that 60% of Christchurch's international visitor economy in 2013 was attributable to its position as the main gateway to the South Island rather than its appeal as a primary destination.

Just over half of the \$90 million of short-stay expenditure was generated by those visiting friends and relatives (\$46 million) and \$24 million was spent by people holidaying primarily in Christchurch. Australia was the largest international source market for Christchurch in 2013 at \$212 million followed by UK & Europe at \$148 million and Asia at \$131 million.

Figure 9: Structure of Christchurch's visitor economy by segment in 2013

Source: International Visitor Survey, AA Traveller, Fresh Info Co, Tourism Satellite Account

**Figure 10: Structure of Christchurch's visitor economy by market in 2013**

Source: International Visitor Survey, AA Traveller, Fresh Info Co, Tourism Satellite Account

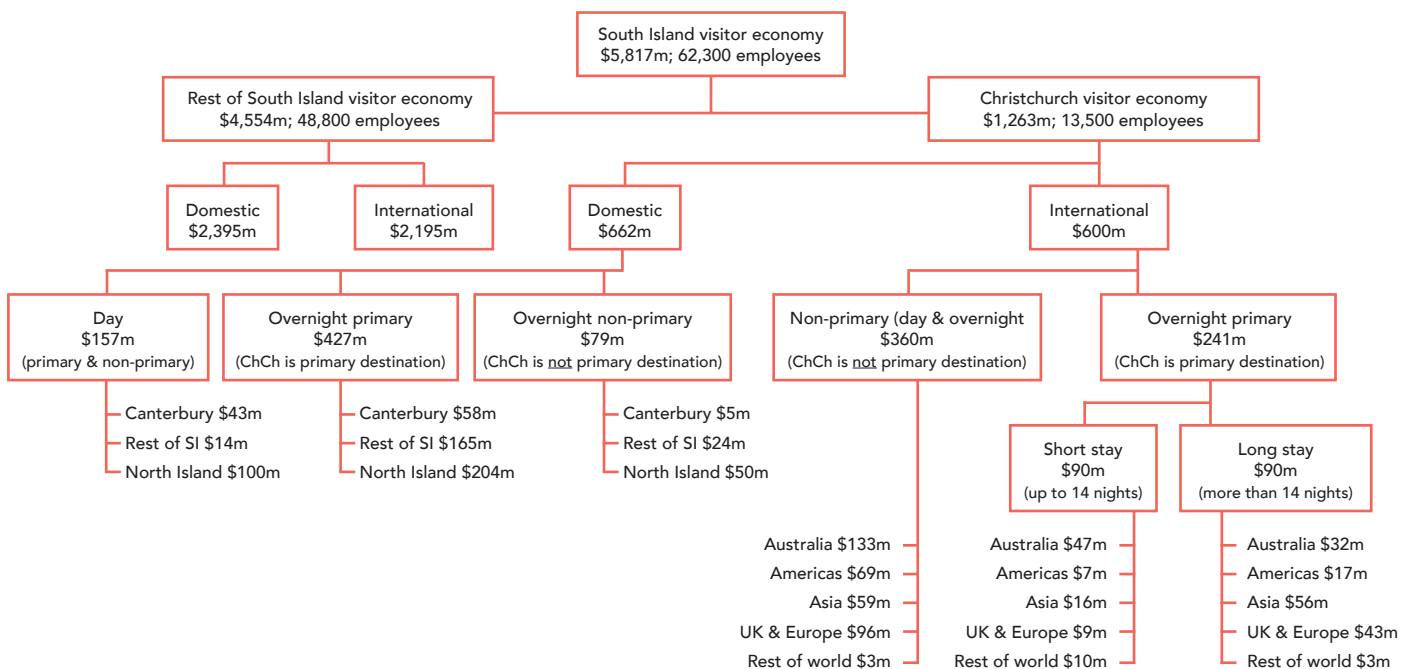


Table 7: Analysis of Christchurch's visitor economy in 2013

Source: International Visitor Survey, AA Traveller, Fresh Info Co

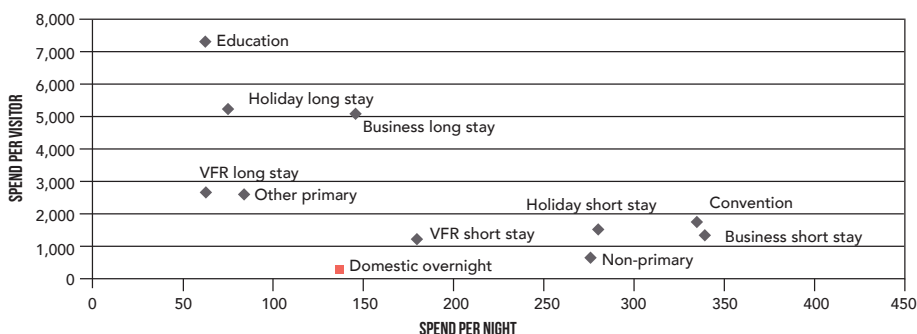
Visitor segment	Visitors	Visitors nights	Nights per visitor	Spend (\$m)	Spend per visitor(\$m)	Spend per night(\$m)
Domestic	3,287,430	3,640,200	1.1	662	201	182
Overnight visitors	1,545,500	3,640,200	2.4	506	327	139
Day visitors	1,741,930	0	0.0	157	90	n/a
International	604,388	3,816,614	6.3	600	993	157
Holiday short stay	17,032	85,559	5.0	24	1,411	281
Holiday long stay	8,346	557,171	66.8	43	5,166	77
VFR short stay	39,667	258,996	6.5	46	1,158	177
VFR long stay	12,452	584,661	47.0	35	2,802	60
Business short stay	12,525	50,653	4.0	17	1,362	337
Business long stay	2,149	75,269	35.0	11	5,001	143
Education	5,109	603,307	118.1	37	7,217	61
Convention	1,860	9,110	4.9	3	1,620	331
Other primary	9,586	300,560	31.4	25	2,601	83
Non-primary	495,663	1,291,329	2.6	360	726	279
Total	3,891,817	7,456,814	1.9	1,263	324	169

VISITOR SEGMENT CHARACTERISTICS

Domestic overnight visitors to Christchurch spent an average of \$139 per night (including GST) and day visitors spent an average of \$90 per visit (based on information sourced from the now defunct Domestic Travel Survey). Short-staying business travellers had the highest per night spend rate among international visitors at \$337, followed by convention delegates at \$331 and short-staying holiday travellers at \$281. Short-staying VFR visitors also had a relatively high spend rate at \$177 per night. The spend rates of long-staying visitors are a lot lower but their overall spend is generally a lot higher than short-staying visitors. This trade-off between the amount of money spent per night and overall spend has important implications for Christchurch. Visitors with high daily expenditures tend to be the most profitable from a business perspective so growth in these segments is likely to improve business performance and stimulate additional private sector investment. Visitors with lower daily expenditures also add significant value to the economy and should continue to be pursued but their consumption patterns are likely to be more similar to those of residents than short-staying visitors.

Figure 11: Spend per night vs. spend per visitor in 2013

Source: International Visitor Survey, AA Traveller, Fresh Info Co



IMPLICATIONS FOR CHRISTCHURCH

The structure of Christchurch's visitor economy and the role Christchurch plays in the wider South Island travel market have important implications that need to be reflected in the Visitor Strategy:

- Around 42% (\$529 million) of Christchurch's visitor economy is currently attributable to Christchurch's position as the main gateway to the South Island, rather than its appeal as a primary destination. The strength of the South Island brand and proposition is therefore very important to Christchurch's success as a visitor destination.
- The main attraction for international holiday visitors is the South Island, not Christchurch, as demonstrated by the very high (82%) gateway value and correspondingly low (18%) destination

value for this segment. Christchurch needs to understand this and promote itself in a way that aligns with travel preferences and maximises Christchurch's share of the South Island travel market.

- Expenditure in the South Island by international visitors that don't visit Christchurch is currently close to \$1 billion. Christchurch should focus on expanding its role as a gateway to capture a share of this market.
- Christchurch's 'traditional' holiday market (short stay, primary destination) is relatively modest at \$94 million (\$70 million domestic and \$24 million international) which is around 7% of Christchurch's overall visitor economy. The share of resource allocated to this segment should take this into account.
- Maximising Christchurch's visitor economy will require interventions at a variety of levels, reflecting the diversity of the visitor economy. Factors to be considered include:
 - When to promote Christchurch as a primary destination and when to promote Christchurch's association with the wider South Island. An approach that takes into account both the target market (e.g. local, South Island, North Island, Australia, long-haul) and segment (e.g. holiday, VFR, events, convention) is required. Understanding the market at this level will allow messaging to be more targeted and better aligned with visitor preferences and expectations.
 - Identifying the appropriate levers and actions to grow major visitor markets or segments e.g. growing the international holiday market will require a different approach to growing the domestic VFR market.
 - Understanding the actions that will positively disrupt post-earthquake visitor flows in favour of Christchurch.
 - Ensuring that Christchurch's finite resources are used as productively as possible.

Table 8: Overview of the South Island visitor economy in 2013

Visitor Segment	Spend in Christchurch	Spend in rest of South Island	Spend in South Island
ChCh is primary destination	734	n/a	n/a
Domestic overnight visitors	427	13	440
Domestic day visitors*	66	n/a	n/a
International visitors	241	17	258
ChCh is not primary destination	529	n/a	n/a
Domestic overnight visitors	79	184	263
Domestic day visitors*	90	n/a	n/a
International visitors	360	1,151	1,511
Those who didn't visit ChCh	0	n/a	n/a
Domestic	0	n/a	n/a
International	0	991	991
All visitors	1,263	4,554	5,817
Domestic visitors	662	2,395	3,057
International visitors	600	2,159	2,759

*Rough estimate based on limited information available

Table 9: Structure of Christchurch's visitor economy in 2013

Visitor Segment	Destination value	Gateway value	Total value	Destination share of value	Gateway share of value
Domestic visitors	493	169	662	74%	26%
Holiday	70	32	102	69%	31%
VFR	215	25	241	89%	11%
Business	104	11	115	90%	10%
Other	38	10	48	79%	21%
Day visitors*	66	90	157	42%	58%
International visitors	241	360	600	40%	60%
Holiday	67	304	371	18%	82%
VFR	81	33	114	71%	29%
Business	28	10	38	74%	26%
Other	65	13	78	83%	17%
All visitors	734	529	1,263	58%	42%

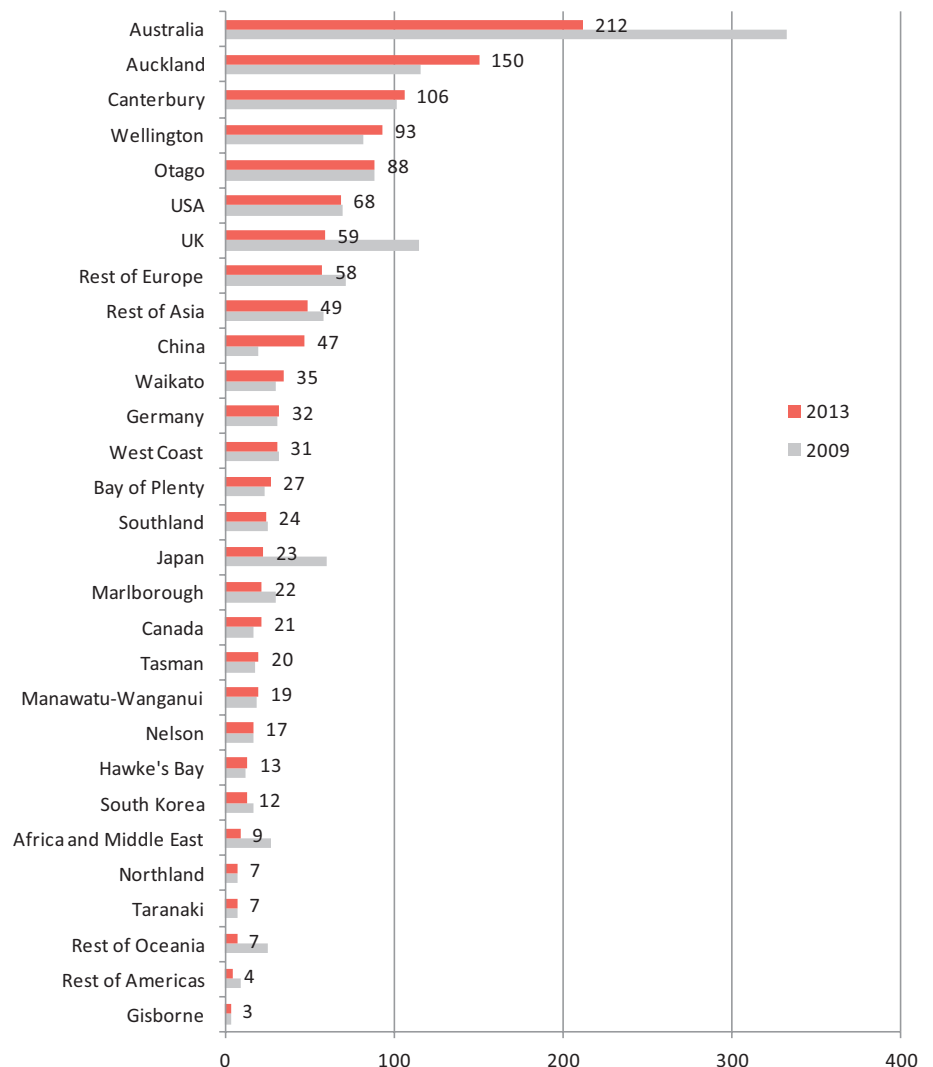
*Rough estimate based on limited information available

Value by market

Australia was the largest source market for Christchurch in 2013 at \$212 million, followed by Auckland at \$150 million and Canterbury at \$106 million. Spend by Australian visitors has fallen by \$120 million since 2010 while spend by visitors from Auckland has increased by \$35 million, mainly due to rebuild-related activity. Other notable falls include the United Kingdom (down \$56 million) and Japan (down \$37 million). Spend by Chinese visitors is up \$28 million since 2010.

Figure 12: Spend by origin of visitor (\$m excl. GST)

Source: Regional Tourism Estimates, MBIE

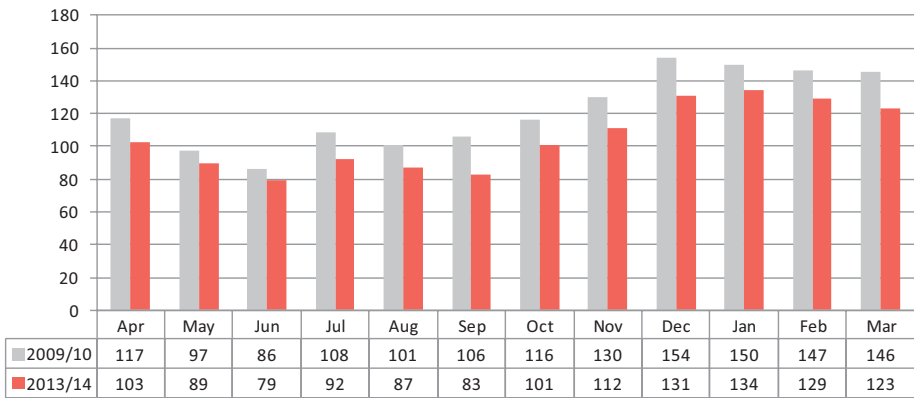


Seasonality

Visitor expenditure in Christchurch is highest in January (\$134 million in 2014) and lowest in June (\$79 million in 2013). The earthquakes have reduced spend across all months while leaving the seasonal pattern largely unchanged.

Figure 13: Visitor spend in Christchurch by month (\$m excl. GST)

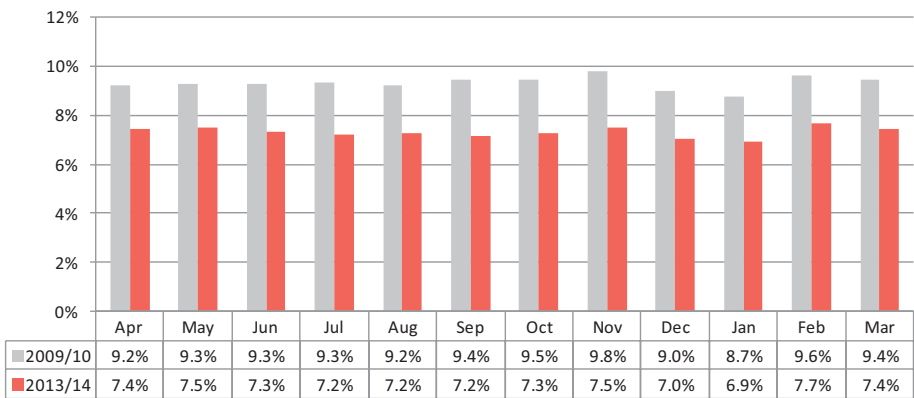
Source: Monthly Regional Tourism Estimates, Fresh Info Co



Christchurch's current share of national visitor spend varies between a high of 7.7% in February and a low of 6.9% in January. Market share is lowest during the first two months of summer when competing destinations are more popular.

Figure 14: Christchurch's market share of national visitor spend

Source: Monthly Regional Tourism Estimates, Fresh Info Co



Air services

Air services are critical drivers of the national visitor economy, particularly the \$10.3 billion p.a. international market. Around 99% of international visitors to New Zealand arrive by air and as an island national many miles from its nearest neighbour there will always be a direct correlation between air network capacities and visitor arrivals.

Around three quarters of Christchurch's current visitor economy (domestic & international) is attributable to visitors that arrive in the city on a domestic or international air service. Christchurch is also one of the southernmost long-haul international airports in the world and is often the origination or termination point for several routes within the Asia Pacific network.

Maintaining the integrity and intent of the 'Open Skies' policy will be critical to ensuring the recovery of Christchurch and future regional economic development opportunities for the South Island remain accessible in practical terms. This includes ensuring that there is good understanding of the practical impacts at a local, regional and national level of both the independent

and cumulative outcomes of structures that might seek to compromise the intended competitive outcomes for international airline competition under Open Skies.

Christchurch's visitor economy will have a directly symbiotic relationship with its aviation network i.e. growth in the visitor economy will need to be driven and supported by air services, and both must grow in tandem to be sustainable. Strengthening strategic relationships, partnerships, and collaborations that sustain, expand and extend Christchurch's aviation networks will be a critical driver of visitor-related outcomes.

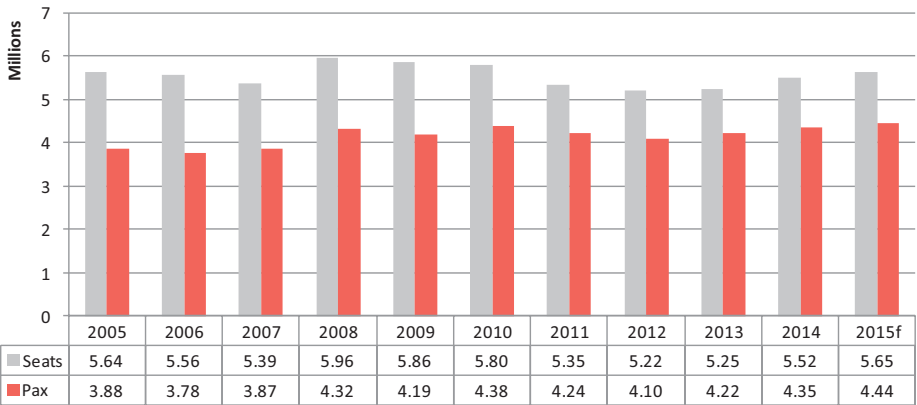
A credible economic develop plan for the visitor economy is essential for growing relationships and partnerships that will support growth in aviation networks for Christchurch.

DOMESTIC AIR SERVICES

Christchurch Airport handled 4.35 million domestic passenger movements in the year ending August 2014, down slightly from the pre-earthquake figure of 4.38 million in the year ending August 2010. These figures include all passengers on domestic flights, including international visitors travelling on domestic routes. Domestic seat capacity is down from 5.80 million in the year ending August 2010 to 5.52 million in the year ending August 2014.

Figure 15: Domestic seats and passenger movements at Christchurch Airport (YE August)

Source: Christchurch Airport



The annual load factor for domestic services was 79% in the year ending August 2014 which is well above the pre-earthquake level of 72%.

Figure 16: Domestic load factor at Christchurch Airport (YE August)

Source: Christchurch Airport

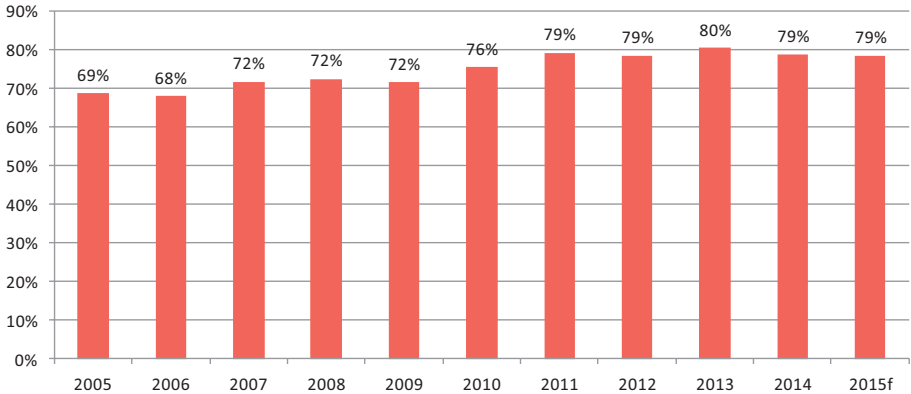


Figure 17: International seats and passenger movements at Christchurch Airport (YE August)

Source: Christchurch Airport

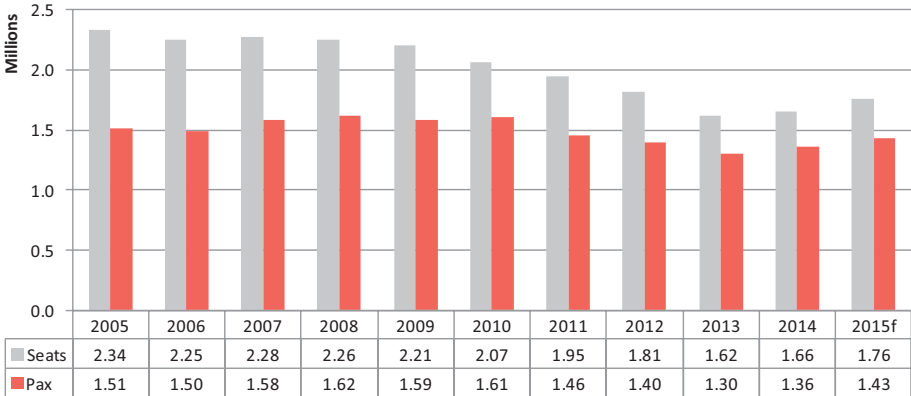
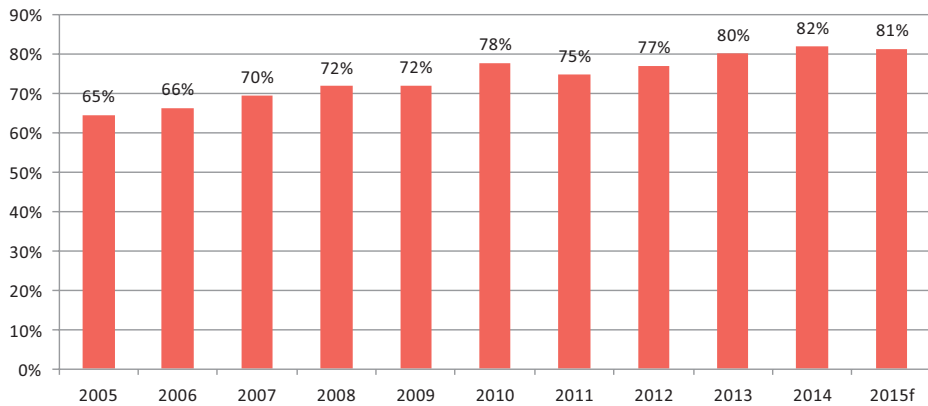


Figure 18: International load factor at Christchurch Airport (YE August)

Source: Christchurch Airport



INTERNATIONAL AIR SERVICES

Christchurch Airport handled 1.36 million international passenger movements in the year ending August 2014, down from the pre-earthquake figure of 1.61 million in the year ending August 2010. These figures include all passengers on international flights, including New Zealand residents. International seat capacity is down from 2.07 million in the year ending August 2010 to 1.66 million in the year ending August 2014.

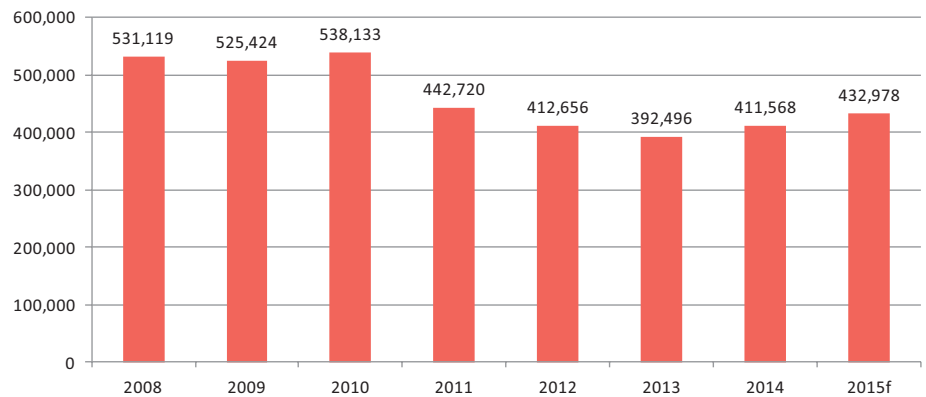
The annual load factor for international services was 82% in the year ending August 2014 which is comfortably above the pre-earthquake level of 78%.

International visitor arrivals

International visitor arrivals through Christchurch Airport have fallen from 538,133 in the year ending August 2010 to 411,568 in the year ending August 2014.

Figure 19: International visitor arrivals through Christchurch Airport (YE August)

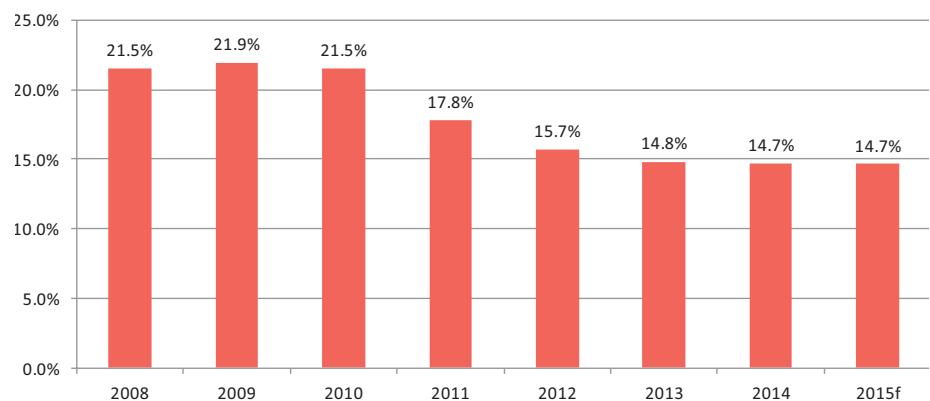
Source: International Travel and Migration Data, Statistics New Zealand



Christchurch Airport's market share of international visitor arrivals to New Zealand has fallen from 21.5% in the year ending August 2010 to 14.7% in the year ending August 2014.

Figure 20: Christchurch's share of international visitor arrivals to New Zealand (YE August)

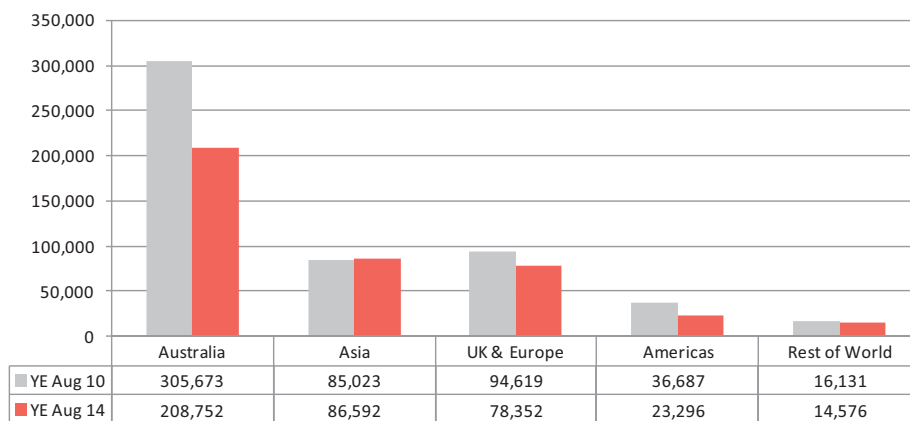
Source: International Travel and Migration Data, Statistics New Zealand



Visitor arrivals from Australia have fallen by almost 100,000 since the earthquakes to their current level of 208,752. Asia is the only market that has not fallen since the earthquakes, mainly due to the strength of the Chinese market.

Figure 21: International visitor arrivals through Christchurch Airport by market

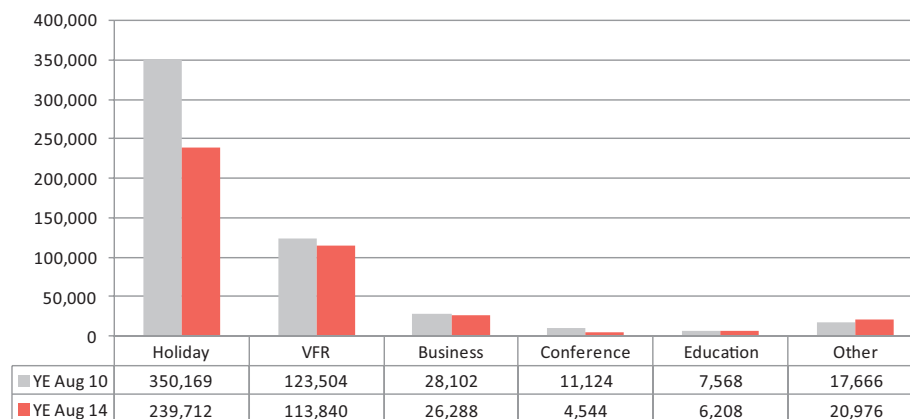
Source: International Travel and Migration Data, Statistics New Zealand



The holiday market has experienced the largest decline with international holiday arrivals to Christchurch falling from 350,169 in the year ending August 2010 to 239,712 in the year ending August 2014. The convention market has also been heavily impacted with convention arrivals sitting at 40% of their pre-earthquake levels.

Figure 22: International visitor arrivals through Christchurch Airport by purpose of trip

Source: International Travel and Migration Data, Statistics New Zealand



Commercial accommodation

Christchurch currently has 289 commercial accommodation establishments collectively providing 7,492 rooms/units and 9,328 beds. The number of commercial rooms/units available is down 2,732 (36%) relative to pre-earthquake levels and the number of commercial beds available is down 5,077 (35%). Hotels have experienced the largest drop in capacity with the number of rooms declining by 2,370 (56%) and the number of beds declining by 3,871 (55%).

Table 10: Commercial accommodation capacity – rooms/units available

Source: Christchurch & Canterbury Tourism

	Number of establishments	Capacity pre-earthquake	Current capacity	Change	Growth
Rooms/units					
Hotel	21	4,265	1,895	-2,370	-56%
Motels	124	1,819	1,859	40	2%
Backpackers	27	781	463	-318	-41%
B&Bs	105	338	286	-52	-15%
Apartments/lodges	12	289	257	-32	-11%
Total	289	7,492	4,760	-2,732	-36%
Beds					
Hotel	21	7,102	3,231	-3,871	-55%
Motels	124	4,039	4,101	62	2%
Backpackers	27	2,316	1,195	-1,121	-48%
B&Bs	105	460	391	-69	-15%
Apartments/lodges	12	488	410	-78	-16%
Total	289	14,405	9,328	-5,077	-35%

HOTEL ROOM PROJECTIONS

An additional 410 hotel rooms are expected to come online in calendar year 2015, 88 in 2016, 200 in 2017 and 795 in 2018. The large increase in 2018 is timed to coincide with the opening of the Convention Centre. Cumulative growth in hotel rooms is estimated at 2,093 over the next 11 years with 1,643 expected to be operating by 2019. Based on these growth projections Christchurch's hotel stock would still sit slightly below the pre-earthquake level of 4,265 in 2025.

Table 11: Expected growth in hotel room capacity 2014-25

Source: Fresh Info Co

Calendar year	3-4 star	4.5-5 star	Total	Cumulative growth
2014	1,118	777	1,895	
2015	1,524	781	2,305	410
2016	1,612	781	2,393	498
2017	1,612	981	2,593	698
2018	1,772	1,616	3,388	1,493
2019	1,922	1,616	3,538	1,643
2020	1,922	1,616	3,538	1,643
2025	2,222	1,766	3,988	2,093

Conventions

Using information sourced from MBIE's Convention Research Programme it is estimated that the value of Christchurch's multi-day convention market was around \$24.8 million in the year ending September 2014. This represents the total amount of money spent in Christchurch by people attending multi-day conventions, including local residents. Visitors account for around two thirds (\$16.8 million) of this figure with domestic delegates spending \$13.8 million and international delegates spending \$3.0 million.

Table 12: Convention activity in Christchurch (YE September 2014)

Source: Convention Activity Survey, Convention Delegate Survey, Fresh Info Co

	Local delegates	Domestic delegates	Australian delegates	Other international delegates	Total
Delegates	9,980	8,980	1,020	840	20,820
Delegate days	25,760	26,880	3,260	3,300	59,200
Visitor nights in Christchurch	n/a	27,810	4,420	4,690	36,920
Value to Christchurch (\$m)	8.0	13.8	1.4	1.6	24.8

Export education

Using information sourced from an economic study commissioned by Education New Zealand it is estimated that the value of Canterbury's export education market was around \$203 million in 2012/2013⁵. This represents the total amount of money spent by international students studying in the Canterbury region on tuition fees and living expenses, including students who are not officially classified as short-term visitors to New Zealand. In addition to this expenditure previous research has found that each international student generates an additional 0.6 international visits by friends and family members.

Table 13: Export education activity in Canterbury in 2012/2013

Source: Education New Zealand, Fresh Info Co

	Canterbury	New Zealand	Canterbury share
International students	7,344	98,182	7.5%
Gross spend (\$m)	203	2,491	8.1%
Gross spend per student	27,641	25,371	n/a

⁵ It is assumed that a high percentage of this value accrued to Christchurch as the primary education hub in the Canterbury region.



Growth in international travel demand

Forecasts of outbound trips from New Zealand's major markets have been developed to assess growth potential over the next decade. All outbound trips are considered for Australia but only long-haul trips are considered for the other markets (to isolate the travel market that is most relevant to New Zealand, and therefore Christchurch). The results suggest that:

- China will generate 25.6 million long-haul outbound trips in 2025 - 16.3 million more than the 9.30 million it is currently generating. This represents an average growth rate of 8.8% per annum.
 - Long-haul outbound trips by residents of the United States will increase by 6.5 million over the next decade, growing at an average rate of 2.4% per annum.
 - Indian departures will increase by 6.1 million over the next decade, growing at an average rate of 5.6% per annum.
 - The United Kingdom and Germany will continue to be strong, mature source market for long-haul travel, growing at annual rates of 2.4% and 1.4% respectively.
 - Australian outbound travel will continue to grow at a rate of around 2.8% per annum.
- Significant growth in international travel demand is therefore expected over the next decade. Christchurch is well placed to capitalise on this growth if it can market itself effectively and develop the necessary air networks to satisfy demand. The highest growth rates in outbound travel are forecast for the Asia Pacific region; hence simply maintaining Christchurch's market share of outbound travel will result in significant growth in international visitor arrivals over the next decade.

Table 14: Projected growth in international outbound travel

Source: Fresh Info Co

	2013	2025	Growth 2013-25	Change 2013-25	Annual growth rate
Australia	9,017,400	12,544,148	3,526,748	39%	2.8%
United States	19,973,628	26,497,362	6,523,734	33%	2.4%
United Kingdom	11,825,291	15,651,142	3,825,850	32%	2.4%
Germany	23,253,713	27,352,422	4,098,709	18%	1.4%
Japan	4,789,529	5,260,056	470,528	10%	0.8%
South Korea	4,418,517	6,181,777	1,763,260	40%	2.8%
China	9,301,880	25,619,255	16,317,375	175%	8.8%
India	6,629,391	12,721,318	6,091,927	92%	5.6%
Brazil	3,073,036	5,078,928	2,005,893	65%	4.3%
Argentina	1,470,620	2,624,701	1,154,080	78%	4.9%

SWOT analysis

Interviews were conducted with ten key stakeholders (from both inside and outside Christchurch) to assess Christchurch's current strengths, weaknesses, opportunities and risks as a visitor destination. There was a broad consensus among stakeholders that Christchurch has all the attributes of a highly successful gateway destination as well as a story that is both compelling and marketable. With careful management it is clear that Christchurch can become a world-class visitor destination if it works in a coordinated manner, makes bold decisions, leverages its strengths and capitalises on the opportunity to reinvent itself as one of the most modern and interesting cities in the world.

The key impediments to realising this potential are not taking ownership of the opportunity, assuming that the rebuild will deliver optimal outcomes for visitors without intervention, allowing current perceptions of Christchurch to persist, and not having the resources and momentum to build a new and exciting future for the city. A summary of the SWOT analysis is provided below.

STRENGTHS AS A VISITOR DESTINATION

- Gateway to Canterbury, South Island and Antarctica
- Largest city in the South Island with necessary gateway and visitor infrastructure e.g. accommodation, rental vehicles, airport with no major constraints
- Natural beauty within the city (e.g. Avon River, Hagley Park, Botanic Gardens) and within the wider Canterbury region
- It has an interesting story to tell (past, present and future)
- Vibrant hospitality and arts sectors complimented by creative transitional facilities
- Proud sporting heritage and strong brand value through the Crusaders and links to the All Blacks

WEAKNESSES AS A VISITOR DESTINATION

- Lack of identity and confused sense of place – no compelling USP at present
- Lack of iconic (large scale) attractions/activities – no compelling reason to visit or stay in Christchurch
- Negative perceptions of Christchurch following earthquakes
- No natural hub for the city – currently divided across three main villages
- Noise and disruption caused by construction activity not attractive to visitors
- No events strategy for the city
- Financial resources are limited and divided across multiple agencies and focuses
- Limited ability for council to fund new things due to financial constraints
- Visitor needs are not prominent in rebuild documents
- Lack of entertainment, sporting and meeting venues (simply can't participate)
- Loss of direct international flights to Queenstown (trans-Tasman) and Auckland (long-haul)
- True value of the visitor economy not well understood or communicated
- No overarching Visitor Strategy that covers the entire visitor economy e.g. leisure, VFR, business, education, major events and conventions



SOURCED: CERA

OPPORTUNITIES AS A VISITOR DESTINATION

- Ability to build compelling USP by reinventing itself as New Zealand's most modern and interesting city
- Government investment in anchor projects
- High growth Asian markets
- Develop cruise ship access at Lyttleton Port
- Establish Christchurch as a world class export education centre e.g. Antarctic, biotechnology, agriculture, viticulture, horticulture
- Leverage the Antarctica connection/story
- Create a commercial market for Christchurch's story
- Better use of events (including conventions) to attract visitors and re-introduce Christchurch to domestic and international target markets (ideally uniquely associated with the city)
- Leverage sports tourism (including cycle trails & planned mountain bike park)
- Leverage industry e.g. agriculture, technology, Antarctica, museum, Arts Centre, Science Alive, Google
- Develop iconic attractions around unique stories e.g. Antarctica & Christchurch's journey
- Leverage fifth freedom Tasman carriers e.g. China Airlines
- The South Island Story
- Cruise market

RISKS AS A VISITOR DESTINATION

- Lack of progress on rebuild/delays in anchor projects
- Trying to rebuild the past rather than embracing the opportunity of what Christchurch could become (new & different)
- Lack of confidence to be bold/compete/reinvent
- The rise of Queenstown as a gateway to the South Island (fuelled by AKL/ZQN alliance)
- Air NZ's Auckland-focussed long haul international air services strategy plus the cumulative effects of the Ministry of Transport's ongoing approval of international airline alliances has seen Air NZ's control of long haul international airlines seats at Auckland Airport grow from 41% to 68% over the past four years. While in Christchurch it has grown to 100%. Jetstar now controls circa 21% of domestic airline seats, with Air NZ controlling circa 79%.
- Not being able to regain what's been lost since the earthquakes due to structural changes in visitor flow patterns and behaviour
- Assuming that everything will take care of itself once the rebuild starts (build it and they will come)

- Development around city edges pulling people away from the centre- better to lift the centre up rather than pulling the edges down
- Persistent indecision and uncertainty
- Competition from other destinations (domestic and international)
- Poor experiences during the rebuild damage Christchurch's brand and reputation further
- Over-reliance on others to "take the lead"
- Slow recovery reduces investor confidence and impedes growth
- Low investment confidence leads to a low level of accommodation replacement and higher accommodation costs (which will suppress travel demand)





What does success look like?

Visitation has an important long-term role to play in increasing economic prosperity and living standards in Christchurch. With careful management it could also help to accelerate the rebuild process and activate key public spaces for the benefit of visitors and residents alike. This ambition requires a bold vision for the place Christchurch wants to become and a strong but achievable economic aspiration that supports this vision.

Our place in the world – Christchurch in 2025

Otautahi (Christchurch) – front door to the world's natural playground.

Christchurch is a destination with a rich and engaging story to tell. A modern city set within a garden, it is the front door to the beauty and diverse experiences of New Zealand's South Island and the gateway to the mysterious scientific wonders of Antarctica. While history's hand forever connects it to its past, the city is firmly focused on where it is going as New Zealand's newest city, seamlessly integrating its abundant green spaces and the South Island's natural gifts into its modern urban environment. Our city's world class education facilities produce a hotbed of innovation in bio-tech, Antarctic, IT and climate science.

With a clear commitment to Kaitiakitanga (guardianship), Christchurch is globally recognised for the way people and place connect to create a truly sustainable visitor destination. It is a place where warm dry summers and crisp clear winters are framed by nature's dazzling carpet of spring flowers and autumn's rich tapestry of golden colour,

all cascading through an intimate CBD. Filled with a compelling concentration of urban intimacy, its old heart beats within its new skin, the many dining options emit an enticing aroma that drifts lightly above the buzz of the retail and arts precincts, all cradled by the tranquillity of the Avon River and its iconic gardens.

Christchurch is the front door to the South Island and beyond to Antarctica. Within easy reach of the refined comfort of its modern centre abounds breath-taking coastal and alpine scenery, world renowned wildlife encounters, crystal-clear star gazing, cycling and hiking trails along with a wide range of winter and alpine sports and recreation options. Our residents loved what Christchurch was and are now in love with what it is becoming. They are intensely proud of their city, its journey and its resilience. In the spirit of Manaakitanga (love and respect for people), we welcome visitors as short term residents and farewell them as future ambassadors.

Welcome to Our Place in the World!



**Christchurch is the front door to
The world's natural playground.**

Growing the visitor economy beyond BAU

Growing the visitor economy beyond BAU should be one of the key objectives of the Visitor Strategy. A beyond-BAU economic aspiration has been developed for Christchurch based on a variety of information sources including:

- Global trends in domestic and international travel
- MBIE's forecasts of international visitor arrivals and expenditure
- Christchurch's pre-earthquake shares of domestic and international visitor expenditure
- Reasonable assumptions about growth in visitation, average length of stay and average spend per night, applied at the market and segment level.

Implicit in the aspiration is a preference for high value visitor segments that Christchurch has the products and infrastructure to serve. The beyond-BAU aspiration therefore aligns with expected patterns of growth in domestic and international travel, and seeks to grow the visitor portfolio in a way that increases spend at a higher rate than the

number of visitors or visitor nights. This will increase the yield derived from each visitor, leading to growth in the productivity and profitability of local businesses.

The result of this process is an aspiration to increase Christchurch's visitor economy from \$1.26 billion in 2013 to \$2.10 billion in 2025, representing growth of \$837 million or 4.3% per annum. The beyond-BAU aspiration will be achieved by:

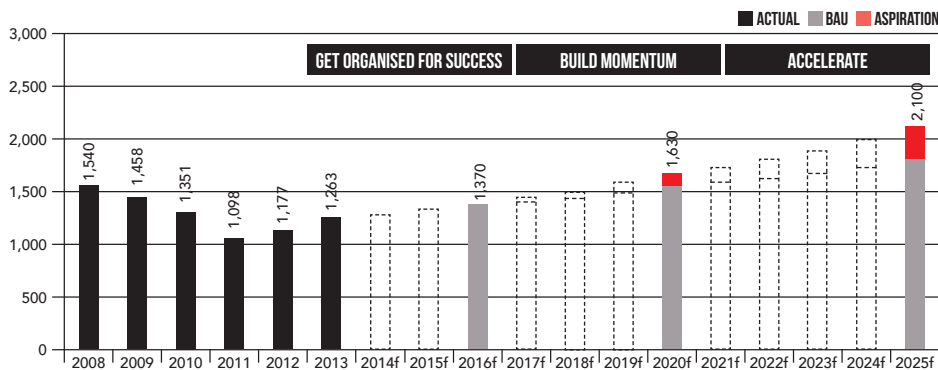
- Increasing domestic visitor expenditure by \$238 million from \$662 million in 2013 to \$900 million in 2025, representing growth of 36% or 2.6% per annum.
- Doubling international visitor expenditure from \$600 million in 2013 to \$1.2 billion in 2025, representing growth of 5.9% per annum.

The incremental uplift in value beyond BAU will be \$100 million per annum in 2020 and \$330 million per annum in 2025. The cumulative uplift is estimated at \$1.4 billion between 2013 and 2025 (based on the assumption of linear growth within each phase).

Table 15: Beyond-BAU growth path for Christchurch's visitor economy

	BAU	Aspiration	Variance
2008 actual	\$1,540m	\$1,540m	
2009 actual	\$1,458m	\$1,458m	
2010 actual	\$1,351m	\$1,351m	
2011 actual	\$1,098m	\$1,098m	
2012 actual	\$1,177m	\$1,177m	
2013 actual	\$1,263m	\$1,263m	
2016f	\$1,370m	\$1,370m	\$0m
2020f	\$1,530m	\$1,630m	\$100m
2025f	\$1,770m	\$2,100m	\$330m
CAGR 2013-16 (Get organised for success)	2.8%	2.8%	0.0%
CAGR 2016-20 (Build momentum)	2.8%	4.4%	1.6%
CAGR 2021-25 (Accelerate)	3.0%	5.2%	2.2%
CAGR 2013-20	2.8%	3.7%	0.9%
CAGR 2013-25	2.9%	4.3%	1.5%



Figure 23: Beyond-BAU growth path for Christchurch's visitor economy

Harnessing the growth in travel demand out of Asia will be a critical success factor with growth of 8.4% per annum required to achieve the aspiration. A strong recovery in the Australian market is also required and should be achievable with the right interventions given the popularity of Christchurch as a destination prior to the earthquakes. The beyond-BAU growth rates for the domestic market are more modest due to its fixed size and relative maturity.

Table 16: Going beyond BAU – growth by market

Market	Spend in Christchurch (\$m)			Change 2013-25	Annual growth rate	Real annual growth rate
	2013	2025	Growth 2013-25			
All markets	1,263	2,100	837	66%	4.3%	2.4%
Domestic	662	900	238	36%	2.6%	0.7%
Canterbury	106	145	39	37%	2.7%	0.8%
Rest of SI	202	279	77	38%	2.7%	0.9%
North Island	355	476	121	34%	2.5%	0.6%
International	600	1,200	600	100%	5.9%	4.0%
Australia	212	408	197	93%	5.6%	3.7%
Americas	94	163	69	74%	4.7%	2.8%
Asia	131	345	214	164%	8.4%	6.4%
UK & Europe	148	252	104	70%	4.5%	2.6%
Rest of World	16	32	16	103%	6.1%	4.1%

In addition to growing geographic markets Christchurch must also target specific segments, particularly those that local businesses consider to be high value. High-than-average growth rates are targeted in the holiday segment and also in the 'other' segment which includes potential high growth (and high value) segments such as

major events, conventions and education. Achieving the beyond-BAU growth rates will require Christchurch's gateway value to increase by \$373 million over the next decade which represents 44% of the total targeted uplift. Maximising its gateway value therefore needs to be a priority for Christchurch.

Table 17: Going beyond BAU – growth by segment

Segment	Spend in Christchurch (\$m)			Change 2013-25	Annual growth rate	Real annual growth rate
	2013	2025	Growth 2013-25			
All segments	1,263	2,100	837	66%	4.3%	2.4%
Domestic	662	900	238	36%	2.6%	0.7%
Holiday	70	105	35	50%	3.4%	1.5%
VFR	215	291	75	35%	2.5%	0.7%
Business	104	135	31	30%	2.2%	0.3%
Other	38	59	21	55%	3.7%	1.8%
Day visitors (primary destination)	66	86	20	30%	2.2%	0.3%
ChCh is not primary destination	169	224	55	33%	2.4%	0.5%
International	600	1,200	600	100%	5.9%	4.0%
Holiday	67	138	70	105%	6.2%	4.2%
VFR	81	162	81	101%	6.0%	4.0%
Business	28	55	27	97%	5.8%	3.9%
Other	65	168	103	159%	8.3%	6.3%
ChCh is not primary destination	360	678	318	88%	5.4%	3.5%
ChCh is primary destination	734	1,198	464	63%	4.2%	2.3%
ChCh is not primary destination	529	902	373	71%	4.6%	2.6%

Gateway or primary destination?

There is no direct trade-off between being a gateway and a primary destination so Christchurch should aspire to be both. While primary visitation is generally preferred, being a gateway allows Christchurch to capture value from visitors that would not otherwise visit the city. At present being a gateway contributes \$529 million per annum to Christchurch's visitor economy compared with \$734 million from primary visitation.

Achievement of the beyond-BAU growth targets will require Christchurch to strengthen its position as the main aerial gateway to the Canterbury region and South Island. The main opportunity is to simultaneously grow demand for Christchurch, Canterbury and the South Island in order to expand the South Island travel market, rather than trying to capture a larger share of a static market. The benefits for Christchurch of a larger South Island travel market include more visitation and expenditure by people who would not have visited Christchurch if it was not the gateway, and greater destination awareness as a result of the association with the South Island brand.

Christchurch is also the main aerial gateway to Antarctica. Each summer research teams from the United States, Italy, South Korea and New Zealand complete around 100 flights to Antarctica and move over 5,500 passengers and 1,400 tonnes of cargo. These nations base their support operations in Christchurch and the Council of Managers of National Antarctic Programmes secretariat is also headquartered there. A study conducted in 2013 found that the direct economic impact of Antarctica-related activities was around \$100 million per annum for the Canterbury economy, highlighting the value to Christchurch of being a gateway to Antarctica.

There is also the potential for Christchurch to act as a gateway for cruise ship passengers by developing cruise ship facilities at Lyttleton which is only 12km from Christchurch's CBD (18 minutes drive time). Cruise ship activity is currently concentrated in Akaroa which is around 80km from Christchurch (80 minute drive time). Previous research shows that an average cruise passenger spends around \$130 on local goods and services each time they visit a port.





How do we achieve success?

Get organised for success

Developing and successfully delivering a long-term Visitor Strategy for Christchurch will require a high level of unity, organisation and capability. Christchurch needs to act quickly to get itself into a position where it can take ownership of the opportunity and begin the long process of re-establishing itself as an aspirational visitor destination both domestically and internationally.

ESTABLISH A FULLY SUPPORTIVE STRUCTURE TO DELIVER THE VISITOR STRATEGY

Christchurch needs a well funded structure with a city-wide mandate to centralise and manage all aspects of the visitor economy. The details of this structure are beyond the scope of this document but its core functions could include:

- Destination marketing (demand focus)
- Destination management (supply focus)
- Major event attraction and facilitation
- Business event attraction and facilitation
- Facilitation of export education growth and development

A key benefit of having all of these functions delivered within a single structure is the ability to maximise social and economic outcomes by leveraging synergies and areas of cross-over between tourism, major events, conventions and export education (and possibly priority industries/sectors, depending on scope).

The structure would need a long-term funding platform that allowed it to compete effectively with the likes of ATEED and WREDA while providing enough certainty to operate strategically and in the best long-term interests of the city.

DEVELOP AND LEVERAGE THE CHRISTCHURCH STORY

The Christchurch Story needs to capture and clearly communicate Christchurch's personality, values, unique attributes and competitive advantages. It should encapsulate Christchurch's post-earthquake identity, providing a platform that a wide range of businesses can use to build a strong, consistent profile for Christchurch both domestically and internationally. The Christchurch Story will consistently inform all of Christchurch's tourism and event messaging and collateral.

Using the Christchurch Story to inform the development of a new destination brand for Christchurch is beyond the scope of this document. However, some guidance on process and scope is provided in Appendix 2.

PLAN FOR THE FUTURE

In addition to a Visitor Strategy the following long-term action plans are required to organise thinking and provide clarity of purpose and direction:

- Christchurch Event Strategy (covering major events and conventions)
- Export Education Strategy

Development of these strategies is beyond the scope of this document. However, some guidance on process, scope and cost for the Christchurch Event Strategy is provided in Appendix 1.



Beyond-BAU growth drivers

Eight growth drivers have been identified to organise thinking and accelerate growth in Christchurch's visitor economy beyond the current BAU growth path - five that focus primarily on "above the line" market development initiatives and three that focus on "below the line" destination development initiatives. These growth drivers are discussed in more detail below.

Table 18: Beyond-BAU growth drivers for Christchurch's visitor economy

Above the line drivers (market development)	Below the line drivers (destination development)
Target marketing	Certainty and momentum in the rebuild
Attract events & conventions	Develop major attractors
Leverage industry	Be visitor friendly
Engage residents	
Grow air networks	

TARGET MARKETING

Christchurch must maximise the ROI on its scarce resources over the next decade by identifying target visitor segments and finding the most effective ways of influencing them. It is anticipated that Christchurch would leverage the South Island brand relatively strongly in the short/medium term with a gradual shift towards primary destination marketing over time. However, the strength of the South Island brand is likely to mean that Christchurch will always benefit from a strong association with the South Island to some visitor segments e.g. the international leisure market. Maximising the value of Tourism New Zealand's marketing and media programmes is also essential in order to grow international visitation, length of stay and expenditure.

Other successful marketing initiatives that have been used elsewhere include:

- The development of strategic joint ventures - opportunities exist to access substantial distribution networks by forming strategic joint ventures with the owners of those networks. ATEED has already had some success with this approach, striking an innovative deal with Flight Centre in the middle of 2012 that delivered an additional 15,000 international visitors to Auckland in its first year.
- Appoint regional ambassadors - regional ambassadors could be a highly effective

channel for promoting Christchurch to residents and potential visitors. The ambassadors would need to be carefully selected from a range of high profile personalities across a range of sport, culture, business and media sectors. The chosen ambassadors would be highly respected and influential people with large networks or fan bases that are of interest to Christchurch.

- Deliver high impact promotions - using innovative, high impact promotions could be an effective way of announcing that the new and improved Christchurch is open for business. Significant media exposure can be secured through high impact promotions as demonstrated by Tourism Queensland's 2009 "Best Job in the World" campaign. These kinds of initiatives are generally built around innovative, entertaining and often sensational ideas that are worth sharing with others, resulting in wide distribution across social media channels and extensive media pick up. 'Going viral' is not easy, but is worth pursuing if the right idea can be developed.

It is proposed that Christchurch continuously evolves its promotional activities to ensure that the approach is dynamic, builds on itself around a common theme over the next decade and aligns with travel preferences and the stage that Christchurch is at in the rebuild process.

ATTRACT MAJOR EVENTS & CONVENTIONS

Major events and conventions have the potential to deliver a wide range of social, economic, profile and legacy outcomes for Christchurch. Major events have the potential to deliver strongly against all four outcome categories although research shows that it is rare for a single event to deliver strongly against more than one at the same time (the main exceptions being mega events like the Rugby World Cup and the ICC Cricket World Cup which are capable of delivering all four outcomes simultaneously).

The benefits delivered by conventions are mainly economic and usually measured in terms of the amount of money spent by visiting attendees (which is much higher than average on a per night basis, making convention delegates highly attractive visitors). However, conventions have the potential to deliver a much broader range of benefits by bringing people together to exchange knowledge and ideas, build business relationships, and in the longer-term, enhance investment and talent flows. These types of benefits are hard to measure in monetary terms but they play an important role in connecting people and accelerating innovation and creativity - all critical drivers of long-term economic growth and prosperity, particularly in geographically remote cities like Christchurch.

The benefits of major events and conventions are now widely recognised and many cities have strategies in place to direct thinking and guide investment. This sharp increase in demand has created a highly competitive marketplace for events, making it more difficult, and more expensive, to secure the ones that deliver the types of outcomes cities are seeking. To be competitive as a destination for major events and conventions Christchurch will need to:

- Develop well considered strategies for attracting major events and conventions to Christchurch (some guidance on process, scope and cost for the development of the Christchurch Event Strategy is provided in Appendix 1).
- Ensure that Christchurch has the right infrastructure in place to host major events and conventions.

- Establish an events fund that it can use to attract, deliver and leverage major events and conventions. The fund should be large enough to allow Christchurch to compete with Auckland and Wellington and flexible enough to allow funds to be carried forward so that provisioning for future events can occur across multiple years if required.

- Develop robust due diligence and evaluation processes to inform investment decisions and measure outcomes.
- With the right approach Christchurch could start attracting some large events to Christchurch relatively quickly (within the next 2-3 years). These events could be used as a promotional platform to announce Christchurch's re-emergence as a highly attractive place to visit, live, invest and do business, particularly during the "build momentum" phase.

LEVERAGE INDUSTRY

Opportunities exist to connect with leading companies and organisations to grow visitation. There is potential to extract more value from existing industry-related visitation by ensuring that visitors and their hosts are aware of the visitor offering far enough in advance to schedule leisure activities into their trip. There is also an opportunity to materially grow the number of high-spending visitors to Christchurch by hosting more industry-focussed events. Ensuring that industry-related visitors have a good time in Christchurch is not only good for the visitor economy, it is also good for the businesses that host them and for Christchurch's brand more generally. Target sectors may include agriculture, technology, education and Antarctica.

ENGAGE RESIDENTS

The Canterbury region's 570,000 residents (including Christchurch) spent around \$1.5 billion on domestic travel in 2013 of which just over \$100 million was spent in Christchurch. The Canterbury region should be a key focus for marketing activity not only because of this spending power, but also because raising resident awareness

of what Christchurch has to offer will make them better advocates and better hosts.

Around 65% of all domestic visitor nights in Christchurch are spent in the homes of friends and relatives so residents have considerable influence over what their guests see and do while they're in the city. They are also highly influential marketers through their personal & professional networks, social media and word-of-mouth promotion. In addition to delivering positive visitor outcomes, providing residents with great experiences will increase local pride and living standards.

Local marketing campaigns targeting residents of the Canterbury region could be used to achieve at least four key outcomes:

1. Raising awareness among local residents of what Christchurch has to offer
2. Increasing local consumption of visitor-related goods & services during shoulder and off-peak periods which could have a material impact on productivity and profitability
3. Reducing the amount of money leaving the Canterbury region by providing viable alternatives to outbound travel within the region
4. Reaching a much larger audience cost-effectively by engaging with residents through social media and encouraging/incentivising them to promote Christchurch to their networks

A local engagement programme should be explored in partnership with operators to raise awareness of what Christchurch has to offer and increase local demand during shoulder and off-peak periods.

GROW AIR NETWORKS

Air capacity and connectivity is a critical enabler of travel, trade, investment and knowledge transfer. Christchurch Airport is a well run business with sound strategies in place to grow domestic and international air capacity. However, the success of the airport depends on a variety of factors, some of which are beyond its control e.g. the strength of the visitor proposition and the underlying demand for travel to Christchurch. Working collaboratively with Christchurch Airport to grow demand and air capacity will be a strong growth driver for Christchurch over the next decade.

CERTAINTY & MOMENTUM IN THE REBUILD

The pace and quality of the rebuild is a critical success factor for Christchurch. It is imperative that key projects are completed on time and as specified in order to provide the certainty and momentum the private sector needs to invest e.g. the timing, scale and quality of the convention centre will have a major influence on hotel investment decisions in Christchurch. Priority projects for the Christchurch visitor economy include:

- Avon River Precinct
- The Square
- Convention centre – critical driver of hotel development
- Metro sports facility – to assist with major event attraction
- Stadium (currently deferred to 2025 but needs to be brought forward to assist with major event attraction)

A visitor lens will need to be applied to all major projects throughout the rebuild process to ensure that visitor needs are designed into the new physical environments. Working with rebuild officials to ensure that the Christchurch Story is embedded in rebuild plans should also be a priority.

DEVELOP MAJOR ATTRACTORS

Christchurch needs one or more iconic attractors with sufficient gravity to redirect visitor flows towards Christchurch. The current view is that the throughput of such an attractor would need to be at least 200,000 people per annum. While 90% of Christchurch's pre-earthquake visitor attractions are still operating, it will be very difficult for Christchurch to grow beyond BAU levels without a "must do" attractor that rivals others in New Zealand e.g. Waitomo Caves, Te Puia, Kaikoura Whalewatch, Te Papa, Sky Tower, Hobbiton, Milford Sound.

A contestable Product Development Fund (PDF) is proposed to incentivise investment in product development during the critical "build momentum" phase. A co-investment model would be used whereby an applicant could apply for up to \$1 of funding for every private sector dollar invested in the project (similar to MBIE's Tourism Growth Partnership but with criteria and thresholds developed specifically for Christchurch).

BE VISITOR FRIENDLY

Providing a visitor friendly environment is a critical success factor for any destination. A visitor lens must be applied to all major developments to ensure that visitor needs are taken into account. The key pillars of visitor friendliness are:

- Making visitors feel safe and welcome - Christchurch must embrace the spirit of Manaakitanga by providing its guests with a warm welcome, ensuring that they are well cared for, and being respectful of their needs. Visitor satisfaction should be regularly monitored to identify areas of weakness and appropriate steps should be taken to improve visitor friendliness across the city.
- Providing visitors with the information they need to have a great experience. Visitor services play a key role in influencing the visitor experience and can have a material impact on awareness of opportunities, activity levels and expenditure. A critical success factor for Christchurch is the provision of information, resources and signage to help visitors understand what the city has to offer and how they can access and experience it in the best possible way. The rebuild gives Christchurch a unique opportunity to review and optimise the way it delivers visitor information through both physical and digital channels.
- Ensuring visitors receive consistently high levels of customer service.
- Making it easy for visitors to get to the places they want to visit.



A ten year strategic framework for Christchurch

A strategic framework has been developed for Christchurch to guide visitor-related thinking, decision-making and investment over the next decade. The framework has been designed to evolve with Christchurch and is therefore likely to require only minor refinements over time. This will allow Christchurch to adopt a consistent strategic approach to growing the visitor economy over the next decade, although some elements of the framework may become more or less of a priority over time.

Figure 24: Strategic framework for beyond-BAU growth in visitation to Christchurch



The centre of the strategic framework is the Aspiration for 2025. The ultimate objective is to use visitation to increase the prosperity and living standards of Christchurch residents beyond BAU levels. This will be delivered by the 4,500 new jobs created by the expansion of the visitor economy from \$1.26 billion in 2013 to \$2.10 billion in 2025 and also by the increase in social amenity

and vibrancy a material increase in visitation will deliver.

Wrapped around the core aspiration are two high level outcomes that are essential to Christchurch's success as a visitor destination:

- 1. Growing demand for Christchurch as a destination and gateway and proactively targeting high value**

markets and segments. This will be achieved through the implementation of the five “above the line” beyond-BAU growth drivers which are focused on increasing destination awareness and intention to visit, ultimately driving more visitation, longer stays and higher levels of expenditure. This focus on growing demand will play a critical role in attracting the private sector investment in product and ancillary services required to materially improve both the visitor experience and living standards for residents.

2. Continuously enhancing the visitor experience. This outcome encompasses a complex range of issues in the current environment, but it is a critical success factor for Christchurch and therefore needs to be a key focus both now and

in the future. Success will be achieved through implementation of the three “below the line” beyond-BAU growth drivers which are focussed on creating an exceptional place to live and visit. Product and experience differentiation is a critical success factor for Christchurch because it is surrounded by destinations with strong visitor offerings. Christchurch’s visitor proposition needs to be built around its story and its competitive advantages to create a unique point of difference i.e. it must focus on things that it can do better than/ differently to competing destinations. There are strong and inextricable links between these two outcomes and it will be very difficult to achieve the place and economic aspirations without achieving both of them simultaneously.

PRIORITISATION OF BEYOND-BAU GROWTH DRIVERS

The priority given to each beyond-BAU growth driver will vary with time depending on how the rebuild is progressing and what has been achieved previously. An indicative prioritisation of each is shown in the table below.

Table 19: Prioritisation of beyond-BAU growth drivers

Beyond-BAU growth driver	Get organised for success (2015-16)	Build momentum (2017-20)	Accelerate (2021-25)
Grow demand & target value (above the line)			
Target marketing	Low	Medium	High
Attract events & conventions	Medium	High	High
Leverage industry	Medium	High	High
Engage residents	High	High	High
Grow air networks	High	High	High
Enhance the visitor experience (below the line)			
Certainty and momentum in the rebuild	High	High	Medium
Develop major attractors	Medium	High	High
Be visitor friendly	High	High	High

Beyond-BAU growth enablers



The growth drivers will generate the right conditions for beyond-BAU growth but Christchurch's ability to realise its full potential will also depend on the removal of political, organisational and physical constraints. The following beyond-BAU growth enablers have been identified as critical success factors for Christchurch:

- **Long-term vision & courageous leadership** - Public and private sector leaders need to make a long-term commitment to the Visitor Strategy in order for it to succeed. This will require long-term vision and courageous leadership that extends well beyond election cycles. All public and private sector decisions that have the potential to materially affect visitation or the visitor experience must align with the spirit and intent of this plan.
 - **Partnership & collaboration** - The desired outcomes of the Visitor Strategy can only be achieved through collaboration and partnership with industry operators, the wider business community and the various private and public sector organisations that shape and influence the visitor industry. It will need to be widely disseminated so that everyone understands what it is trying to achieve for Christchurch.
 - **Research & insight** - Access to timely, relevant information will be critical to the long-term success of the visitor economy. Christchurch should regularly review its information sources and requirements to ensure it is always using the most relevant, accurate and up-to-date information to base decisions on.
 - **Supporting infrastructure** - A critical success factor for Christchurch is the ability of its essential visitor infrastructure to fully support the growth aspiration while delivering an experience that aligns with the city's high standards and brand promise:
- *Christchurch Airport* - A well run business with sound strategies in place to grow domestic and international air capacity. It has a 3,288 metre runway that is capable of handling the largest aircraft and is not subject to any operational constraints. The airport recently completed a major expansion project that will allow it to absorb all of the projected growth in this discussion document.
 - *Accommodation capacity* - A critical barrier to growth for Christchurch. The successful implementation of a Visitor Strategy will generate a positive environment for the development of new accommodation, leading to new investment and fewer impediments to visitor growth in the future.
 - *Venues* - If the rebuild proceeds according to plan Christchurch will eventually have an enviable portfolio of modern venues that will play a key role in supporting the implementation of a Visitor Strategy including the Christchurch Convention Centre, a Stadium, the Metro Sports Facility and a performing arts venue. All of these venues are large enough to accommodate the growth that will be realised through the successful implementation of a Visitor Strategy (based on current rebuild specifications).
 - *Cruise facilities* - If Christchurch wants to benefit from the fast growing cruise tourism market it will need to develop a cruise ship facility at Lyttleton which is only 12km from the CBD. The current drive time of around 80 minutes each way between Akaroa and Christchurch is a significant hurdle for passengers who only have a few hours to explore the area.

The strategic framework in action

This section demonstrates how the strategic framework can be used to develop beyond-BAU action plans for specific visitor segments. Only high-level actions have been considered at this stage and it is anticipated that a lot more detail would be added by the eventual owner of the Visitor Strategy.

Table 20: High level action plans to deliver beyond-BAU outcomes for the leisure & major event segments

Leisure segment		Major events
Success measures	<ul style="list-style-type: none"> Economic targets TBC Strong association with SI brand Primary gateway to SI for international visitors 	<ul style="list-style-type: none"> Economic targets TBC Reintroduce ChCh to the world Balanced portfolio that enhances liveability, attracts visitors and promotes ChCh
Grow demand & target value (above the line)		
Target marketing	<ul style="list-style-type: none"> More prominent positioning of ChCh within the SI story Promote ChCh as primary destination and main gateway to the SI 	<ul style="list-style-type: none"> Promote ChCh domestically and internationally as a premium major event destination Promote events locally to develop an events culture
Attract events & conventions	<ul style="list-style-type: none"> Leverage events to promote ChCh as a holiday destination 	<ul style="list-style-type: none"> Aggressively pursue major events
Leverage industry	<ul style="list-style-type: none"> SI Inc working together to develop key international markets 	<ul style="list-style-type: none"> SI Inc working together to secure major events (some attendees will travel beyond ChCh before/after events)
Engage residents	<ul style="list-style-type: none"> Promote locally to counter seasonality, build awareness and encourage word-of-mouth promotion 	<ul style="list-style-type: none"> Maximise local attendance to enhance liveability and underwrite the commercial success of events
Grow air networks	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets 	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets
Enhance the visitor experience (below the line)		
Rebuild as planned to deliver certainty & momentum	<ul style="list-style-type: none"> Completion of CBD and social/cultural precincts by 2020 New hotels (incentivised by convention centre and events) 	<ul style="list-style-type: none"> Creatively use existing facilities and spaces e.g. Ice Fest Completion of metro sports facility and the stadium so ChCh can once again participate nationally and internationally Completion of CBD and social/cultural precincts by 2020 New hotels (incentivised by convention centre and events)
Develop major attractors	<ul style="list-style-type: none"> At least one major attractor by 2020 with sufficient gravity to redirect visitor flows towards ChCh (>200k pax p.a.) 	
Be visitor friendly	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest 	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest

Table 21: High level action plans to deliver beyond-BAU outcomes for the convention & export education segments

Conventions		Export education
Success measures	<ul style="list-style-type: none"> Economic targets TBC Reintroduce ChCh to the world Greater knowledge exchange, domestic/international networking, business connectivity and innovation 	<ul style="list-style-type: none"> Economic targets TBC
Grow demand & target value (above the line)		
Target marketing	<ul style="list-style-type: none"> Promote ChCh domestically and internationally as a premium destination for conventions 	<ul style="list-style-type: none"> Promote ChCh domestically and internationally as a premium education destination
Attract events & conventions	<ul style="list-style-type: none"> Aggressively pursue conventions 	<ul style="list-style-type: none"> Aggressively pursue domestic and international students
Leverage industry	<ul style="list-style-type: none"> Work with key industries to secure conventions for ChCh 	<ul style="list-style-type: none"> Partner with existing institutions
Engage residents		
Grow air networks	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets 	<ul style="list-style-type: none"> Grow connectivity and capacity into key target markets
Enhance the visitor experience (below the line)		
Rebuild as planned to deliver certainty & momentum	<ul style="list-style-type: none"> Completion of convention centre by 2018 Completion of CBD and social/cultural precincts by 2020 New hotels (incentivised by convention centre and events) 	
Develop major attractors		
Be visitor friendly	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest 	<ul style="list-style-type: none"> Information that is easy to access and understand Signage to direct visitors and promote areas of interest

Appendix 1: Developing an event strategy

Our recommendation would be to develop a single plan for events called the Christchurch Event Strategy that covered major events and conventions. The main reason for doing this would be to encourage the development of a comprehensive thinking framework for events and an approach to measurement that could be applied consistently across major events and conventions.

The Christchurch Event Strategy should present a clear aspiration for the contribution of events to Christchurch, supported by an investment road map and a tangible set of actions to align thinking, identify opportunities, and direct public and private sector investment.

The thinking and measurement frameworks should be built around the outcomes Christchurch is seeking from events. These should be broadly classified under four headings:

1. Social
2. Economic
3. Profile
4. Legacy

The social outcomes of events are typically measured in terms of the number of residents impacted by the event (positively or negatively) as well as some measure or valuation of the average quality of their experiences.

Economic outcomes are usually based on the impact the event has on local GDP, measured relative to an appropriate counterfactual (alternative scenario). The

most common determinants of the GDP impact are:

- The amount of additional visitor expenditure caused by the event
- The change in local output caused by the operation of the event budget
- Additional spend in the economy through other channels e.g. sponsor leverage, direct purchases of local goods and services by event owners.

While there are well established methods for estimating these effects, results can still vary quite significantly depending on who is conducting the analysis.

Profile outcomes are driven by media exposure and are typically measured in terms of the size of the audience, the quality of the audience (how it aligns with key target markets) and the quality of the content (how effectively it showcases the city's strengths and competitive advantages).

Legacy outcomes are difficult to measure but generally fall into one of three categories:

- Infrastructure e.g. new facilities developed specifically for an event that can be used long after the event has finished.
- Capability – skills or insights acquired during an event are retained by the city and applied across a variety of fields (often beyond events) to deliver better outcomes.
- Inspiration – attending an event can often be the catalyst or motivation for pursuing higher levels of performance or participation, leading to better social outcomes for the people involved and higher levels of achievement.

The following process has been used successfully in other cities to develop event plans and we would suggest that Christchurch uses this as a starting point for development of the Christchurch Event Strategy.

1. Define the outcomes Christchurch is seeking from major events and conventions and clearly communicate why these outcomes are desirable and why they're worth investing in.

2. Build an evaluation framework around these outcomes to ensure that everything is measureable. The evaluation framework will need to be designed so that it can be applied consistently across the pre-event (due diligence) and post-event phases. An estimate of return on regional investment (RORI) should be a key measure within the evaluation framework (calculated as change in GDP divided by total regional investment in the event).

3. Develop an 'event matrix' to enable effective visualisation, comparison and presentation of event outcomes (see below). The event matrix should be the centrepiece of the Christchurch Events Plan.

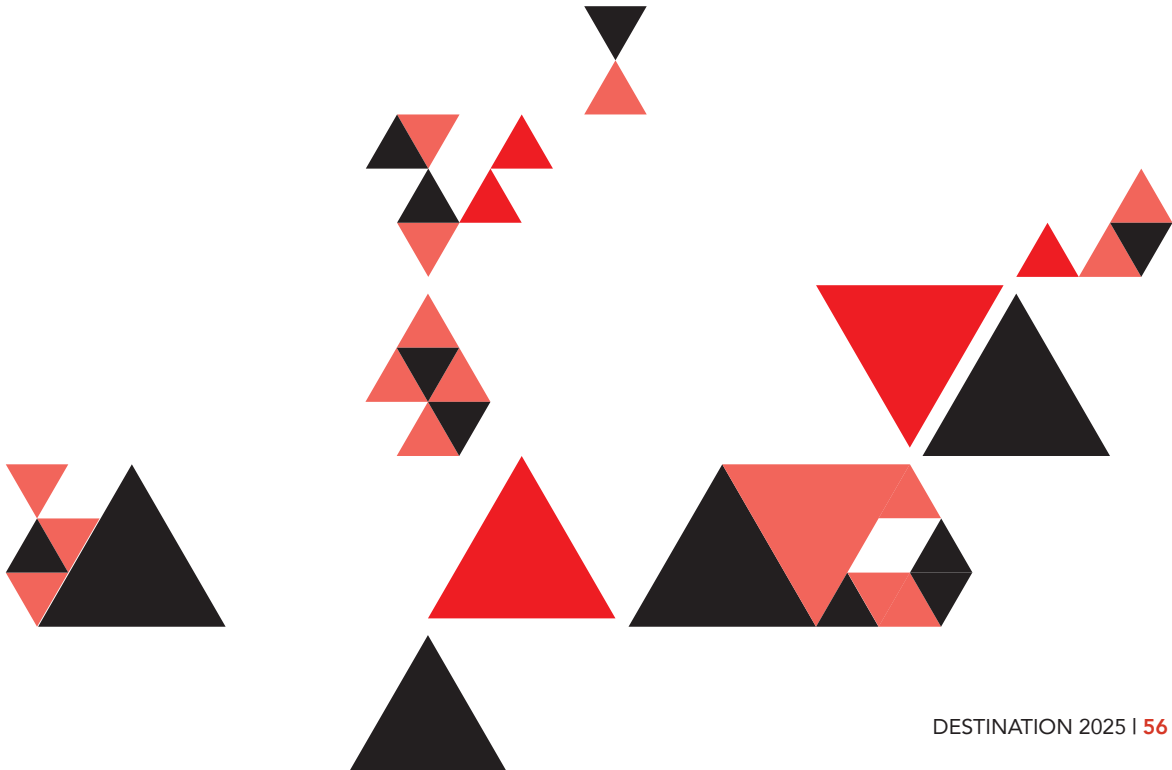
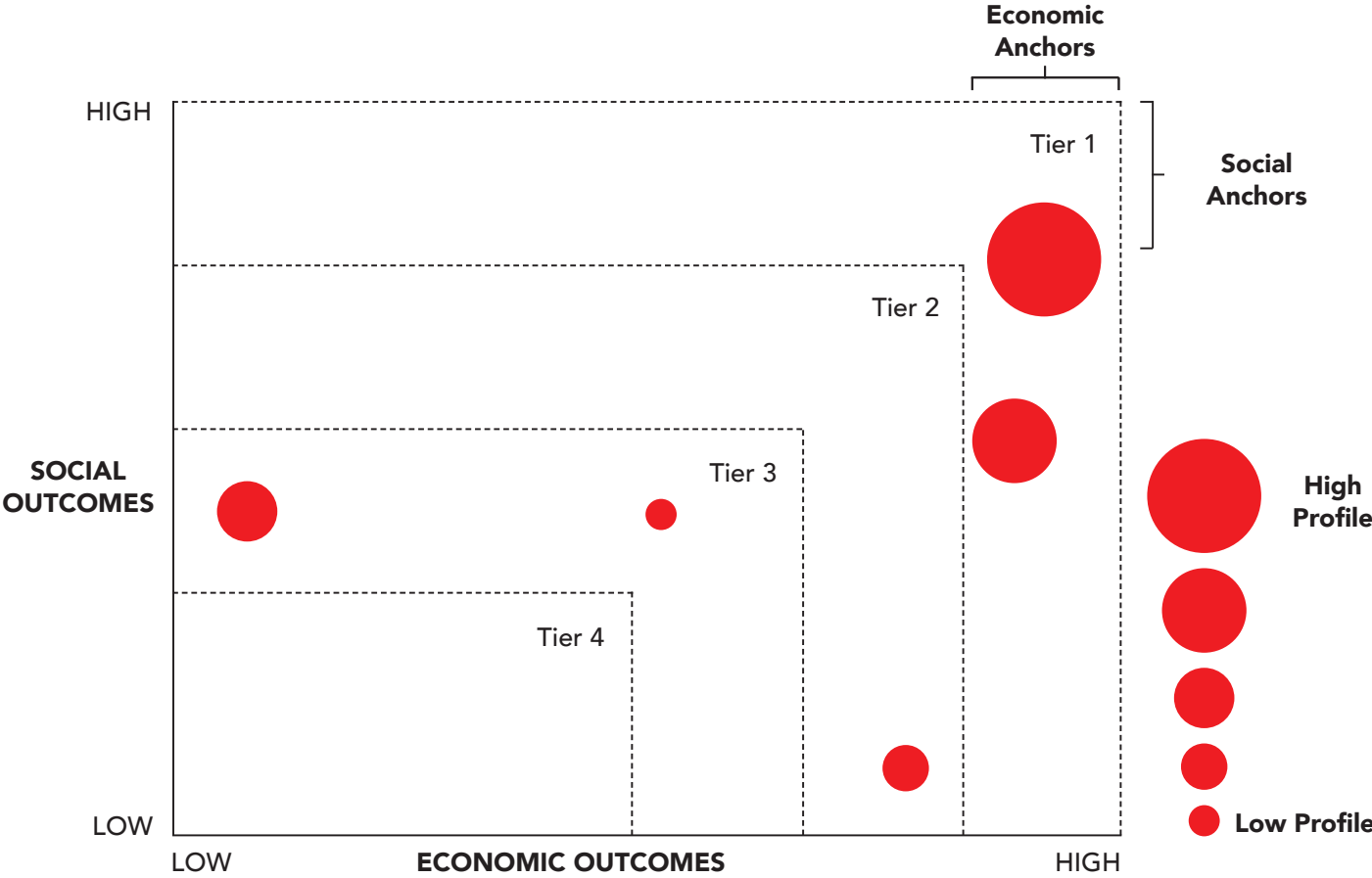
4. Conduct a retrospective evaluation of Christchurch's existing event portfolio to measure the outcomes delivered by individual events and across the entire portfolio. Present these outcomes in the event matrix.

5. Use the event matrix to build an aspiration for an 'optimised' but achievable event portfolio for Christchurch. The aspiration should include annual targets for Tier 1 and 2 events e.g. one Tier 1 event by 2017, three by 2020 and five by 2025. It should also provide clear guidance around Tier 3 and 4 events - other cities consider Tier 4 events to be of little strategic value and Tier 3 events to be of limited strategic value unless they have the potential to become Tier 1 or 2 events over time.

6. Develop a well considered action plan that will allow the aspiration to be achieved. Key considerations include organisation structure, capability and funding.

Careful management of key public and private sector stakeholders during this process is a critical success factor, and we would recommend a similar approach to that prescribed in this discussion document. Development of the Christchurch Events Plan would take at least three months to complete.

Figure 25: Possible event matrix for Christchurch



Appendix 2: Developing a destination brand

We would recommend testing Christchurch's existing Destination Christchurch brand to validate and/or evolve it so that it can inform all areas that impact on the city's reputation as a destination e.g. visitor experience, product development, event attraction, marketing, etc. The main reason for doing this would be to achieve a brand positioning that is supported by the activity within an overarching Visitor Strategy and to ensure that Christchurch can audit itself against its brand promise going forward.

This is a validation and evolution process to ensure that the brand Destination Christchurch invests in over the next decade is appropriate, compelling and enduring. A destination brand for the city should:

- **Be a distillation of the Christchurch place aspiration.** The place aspiration articulates the unique selling proposition for visitors to Christchurch, with the destination brand providing the 'outward facing' distillation and encapsulation of this.
- **Have a clear understanding both of its purpose and of who will use it and how.** Critical to the development of an effective destination brand is a clear and in-depth understanding of who it is targeting and what it is trying to get them to do. It is also essential that clear guidelines are developed outlining who will use it and how it will be used.
- **Provide consistency, yet have the flexibility to be relevant and compelling across different markets.** While a key objective of a destination brand is to ensure consistency across multiple channels and contact points, it must also provide the flexibility to ensure that it remains relevant and deliverable across multiple markets e.g. international and domestic, and within different contexts e.g. leisure tourism, business, export education, etc.

- **Be anchored in truth and be distinct across key markets.** The Christchurch brand must be anchored in truth, yet provide room for the city to 'grow into it' as it continues to evolve physically and culturally over the next ten years. It should also be distinct and 'ownable' in the context of consumers' competitive sets.
- **Be developed from the outside-in and inside-out.** While it is imperative that the destination brand is developed with a visitor lens, it also has to mean something to both external (e.g. visitors) and internal stakeholders (e.g. residents and industry). As place reputation is derived from a host of sources beyond tourism marketing itself (e.g. personal experience, word of mouth, the media, etc.) it is critical that a destination brand is delivered in a consistent and cohesive manner across all contact points, whether it be the product experience on the ground, the type of events a city seeks to attract or the marketing communications that it develops. Focus group testing during development can be helpful, both from outside-in and inside-out groups.
- **Be supported by a comprehensive and well-resourced implementation plan.** The development of a compelling destination brand is only the first step. A comprehensive well-resourced and on-going implementation plan, designed to engage both external and internal stakeholders, must be developed and implemented for the destination brand to have a chance of being successful.

The following process has been used successfully in other cities to develop a destination brand and we suggest that Christchurch uses this as a starting point for development of the Christchurch destination brand.

1. **Set up.** The first stages of the process comprise three key functions:
 - Securing the commitment (including resources) of the highest management of key stakeholders (external and internal) to the process. Clear communication outlining the benefits of both the process and the outcome is critical.
 - Forming branding and action groups of relevant stakeholders to lead, coordinate

and manage the destination brand development and implementation process.

- Establishing a communications plan to ensure visibility and transparency of the process. This will assist in securing future buy-in of the outcome.

2. Analysis and assessment.

A comprehensive analysis incorporating in-depth consumer feedback needs to be undertaken to determine what Christchurch's place in the world is. This includes building on the vision outlined in the place aspiration by:

- Undertaking robust analysis of the market; e.g. competitors, consumer trends, etc.
- Defining the markets and segments that are of interest and identifying their motivations and needs.
- Understanding existing perceptions of the Christchurch brand (both external and internal), including reviewing previous work.
- Identifying Christchurch's key strengths/competitive advantages.

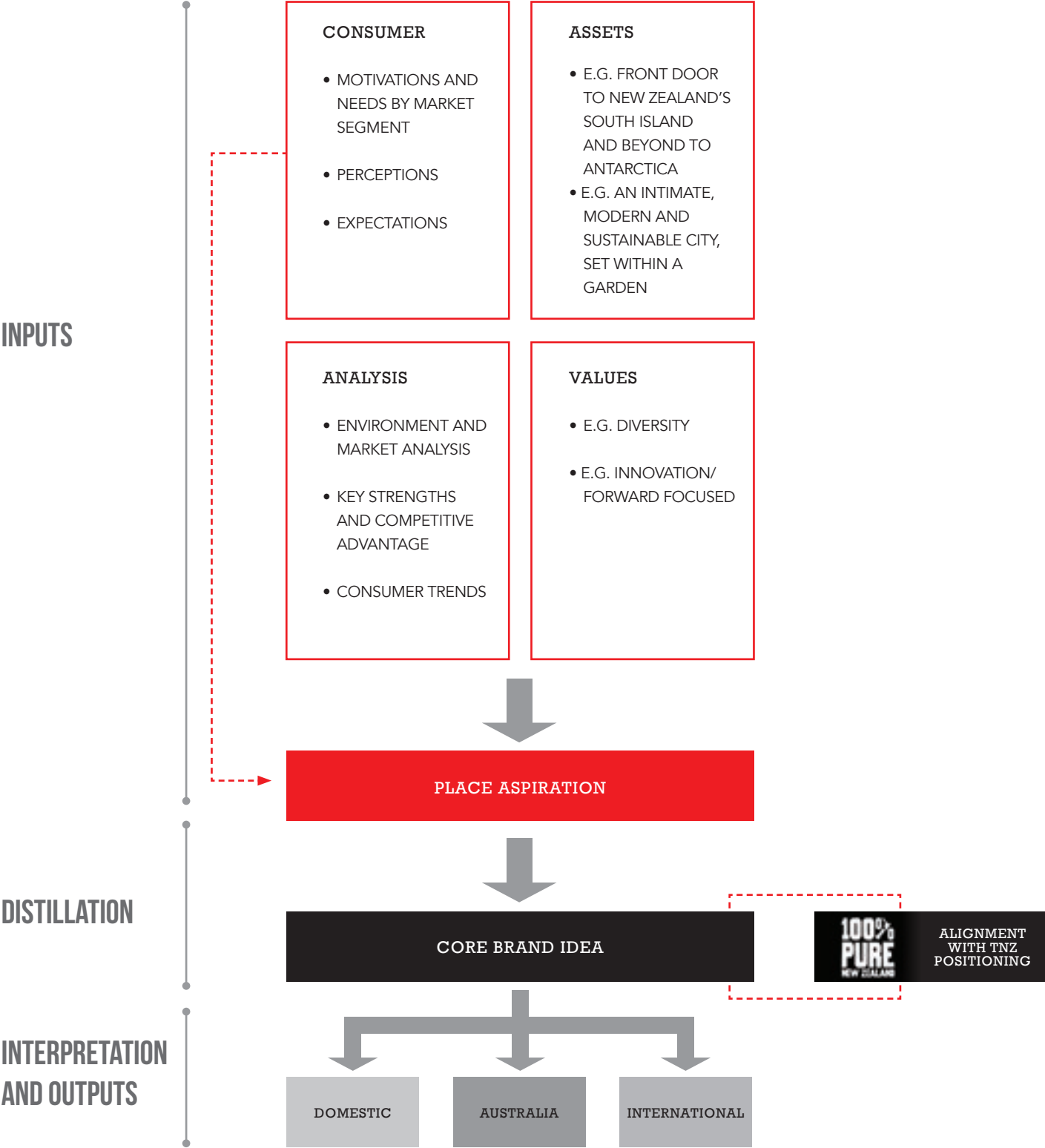
3. **Forming brand identity.** Building on the findings of the analysis and assessment stage, the next step is to develop the brand proposition/core idea. The core idea will be a product of the identified brand assets and brand values and should be a distillation of the place aspiration. Once the core idea has been identified, consultation and testing with stakeholders (external and internal) is usually undertaken with subsequent fine adjustments made.

4. Launch and implementation.

Consideration needs to be given to how and in what form the brand will be introduced to internal and external stakeholders (including the media) to achieve optimum buy in, engagement and ultimately, advocacy. This should be accompanied by a comprehensive implementation plan that sets out how the brand is to be used and where it is applicable (across both internal and external stakeholders), visual look, timelines, costs and responsibilities. On-going evaluation of the implementation and success of the brand should be undertaken with subsequent refinements made.

Validation and/or evolution of the Christchurch destination brand could take up to six months to complete.

Figure 26: Framework for the development of a destination brand





This discussion paper was commissioned by Christchurch International Airport Limited.
It was compiled by Dacy Carroll Consulting and Fresh Information Limited.
Input was sought from Christchurch & Canterbury Tourism, Christchurch City Council,
Canterbury Development Corporation, Canterbury Earthquake Recovery Authority,
Ministry for Business, Innovation and Employment, Tourism New Zealand.

14. CHRISTCHURCH EARTHQUAKE MAYORAL RELIEF FUND: APPLICATIONS

		Contact	Contact Details
General Manager responsible:	Unit Manager Community Governance and Support	N	
Officer responsible:	Strategic Initiatives Manager	N	
Author:	Project and Funding Adviser	Y	Emma Pavey, 941 5214

1. PURPOSE AND ORIGIN OF REPORT

- 1.1 The purpose of this report is to seek the Council's consideration and agreement on the grant allocations from the Christchurch Earthquake Mayoral Relief Fund as detailed below.
- 1.1.1 That the Council considers and approves a grant of \$294,434.00 to the Christchurch City Mission towards the Emergency Homelessness Accommodation project.
- 1.1.2 That the Council considers and approves a grant of \$38,399.00 to BUG 4/2 towards the Imagination Station works.
- 1.1.3 That the Council considers and approves a grant of \$54,388.00 to ShowBiz Christchurch towards the sprung wooden flooring works.
- 1.2 This is a staff initiated report.

2. EXECUTIVE SUMMARY

- 2.1 The purpose of the Christchurch Earthquake Mayoral Relief Fund as adopted by the Council on 12 May 2011 is set out in paragraph 2.2 below. As trustee for the Fund, the Council is bound to apply the monies only for the purposes specified in the Council resolution of 12 May 2011.
- 2.2 At the Council meeting of 12 May 2011 it was resolved:
- (b) That the Christchurch Earthquake Mayoral Relief Fund was established, and will continue to be maintained, by the Council as a "public fund" (as described in section LD 3(2)(d) of the Income Tax Act 2007) exclusively for the purpose of providing money for any one or more charitable, benevolent, philanthropic or cultural purposes related to and in particular to provide relief to the people of Christchurch from the adverse effects of the 4 September 2010 and 22 February 2011 earthquakes, and associated aftershocks, by providing money for any activity or work required as a result of those events that:*
- (i) contributes to the rebuilding of the social and physical infrastructure of Christchurch, and*
- (ii) assists in:*
- *remedying hardship suffered by individuals, groups, community organisations and businesses, and/or*
 - *protecting, repairing damage to or enhancing the physical fabric of the city.*
- 2.3 The applicant organisations seeking funding assistance have requested a total of \$387,171.00. Detail of the requests has been provided in the Comments section of this report.
- 2.4 Staff recommends that the Council makes grants totalling \$387,171.00 to the applicant's projects.

3. BACKGROUND

- 3.1 The Christchurch Earthquake Mayoral Relief Fund was established to provide relief to the people of Christchurch from the adverse effects of the 4 September 2010 and 22 February 2011 earthquakes and associated aftershocks, by providing money for any activity or work required as a result of those events that:
 - 3.1.1 Contributes to the rebuilding of the social and physical infrastructure of Christchurch, and;
 - 3.1.2 Assists in remedying hardship suffered by individuals, groups, community organisations and businesses, and/or protecting, repairing or enhancing the physical fabric of the city.
- 3.2 Eligible organisations who meet the criteria make an application to the Christchurch Earthquake Mayoral Relief Fund. Eligibility assessments and additional information requests are undertaken by staff, with recommendations discussed with the Mayor with a report being put to the Council for consideration.
- 3.3 As at 31 October 2014, the Fund had received \$7,982,363.00 in donations and interest. Grant allocations to over fifty projects totalling \$7,053,549.00 have reduced the remaining funds on hand as at 18 March 2015 to \$928,814.00.

4. COMMENT

- 4.1 Christchurch City Mission is seeking funding assistance of \$294,434.00.
 - 4.1.1 Christchurch City Mission (Mission) is a Charitable Trust with a history dating back to 1919 when the Mission opened a 'Meal Room in St Luke's Church and then later founded a 'Home for Help' on Antigua Street which became the Mission's base for the next 30 years. The Mission is currently based at 276 Hereford Street.
 - 4.1.2 The focus of the Mission has changed over the years to react to the need at the time. Over 1942 to 1945 the Mission's base became a 'home away from home' for servicemen serving in World War II. By 1970 the Mission had purchased two houses on Hereford Street where the rear of the houses acted as the House for Help and the front of the houses acted as an Opportunity and Furniture shop.
 - 4.1.3 The Mission recognises the housing issues post earthquake in Christchurch with people frequently moving, increased rents and the burden that this can have on individuals and families. The Mission provides emergency housing to 30 men and seven women and is looking to extend its services and provide emergency housing for families.
 - 4.1.4 This project would assist families with children on benefits or low incomes who are homeless in the first instance. Housing will be provided for three families at a reduced market rate. The families will be responsible for all utility bills, keeping the flats clean and tidy, paying for their family food and ensuring the safety and wellbeing of their children. It is anticipated that the average stay will be approximately three months; however there will be flexibility with this timing where necessary.
 - 4.1.5 The Mission will also provide a Worker to assist the families to re-establish their lives by supporting them into permanent accommodation. Assistance will be offered in helping with benefit entitlements, negotiating with landlords and referring families to other social agencies if the need arises.
 - 4.1.6 The City Mission building at 275 Hereford Street was renovated with the intention of renting the space to other organisations and NGO's. With alterations and upgrades the remaining space could be converted to provide three independent flats. The plan is to have one three bedroom flat and the other two flats will be two bedrooms. Each flat will have its own separate entrance. It is anticipated that the flats will be completed within four months of securing funding.

4.1.7 The support and funding secured to date by the Mission includes \$115,000 from the Ministry of Building Innovations and Employment (expiry date 31 March 2015), \$38,971 from Christchurch City Council and \$52,000 from the Christchurch City Council Metropolitan Discretionary Response Fund towards operational costs. The total project cost is \$454,250.00. The Mission is actively fund raising.

4.1.8 The financial statement for the Mission for the year ending 30 June 2014 shows a total income of \$4,565,233 and a total operational expenditure of \$5,423,445. Trust Fund Distribution was \$855,616 with a Net Surplus/(Deficit) for the year (\$64,098).

4.1.9 To enable the project to proceed, the Mission will require the full amount sought.

4.2 BUG 4/2 is seeking funding assistance of \$38,399.00

4.2.1 BUG 4/2 is an Incorporated Charity operating Imagination Station located in Cathedral Junction as part of the Life in Vacant Spaces framework. Imagination Station officially opened in January 2015 with a purpose to bring fun and education to Christchurch's children. In particular it aims to bring families back into Christchurch's earthquake damaged Central Business District.

4.2.2 The location in Cathedral Junction does not have access to water, a heating/cooling system and has below standard electric wiring. With the winter months approaching the group is seeking funding assistance to install an automatic door, an installation to provide access to water, modification to the electric wiring and a heating/cooling system. Quotations have been obtained for this work and it is anticipated that it will be carried out in April 2015.

4.2.3 Imagination Station is free to enter, open seven days a week and is for children between three to 16 years of age. The play area's offer both traditional Lego bricks and Lego Duplo, as well as a range of structured courses that involve LEGO catering for both school groups and individuals. In the first two months Imagination Station has welcomed thousands of visitors and has reported on positive feedback.

4.2.4 A number of courses are offered by Imagination Station in the school holidays and are priced \$10 to \$15 for up to 12 students per course. The group also caters for Birthday parties priced at \$5 per child and welcomes donations.

4.2.5 The financial statement for BUG 4/2 for the year ending 31 March 2013 shows a total income of \$11,396.00 and a total operational expenditure of \$10,109.00.

4.3 ShowBiz Christchurch is seeking funding assistance of \$54,338.00

4.3.1 ShowBiz Christchurch (ShowBiz) is an Incorporated Society which celebrated 75 years in operation in 2013. ShowBiz is a non professional musical theatre organisation which provides opportunities for local performers, musicians and stage crews, to passionately engage and learn from colleagues in musical theatre productions as their careers develop. It also provides opportunities for the community of Christchurch to experience performing arts events.

4.3.2 Following the earthquakes ShowBiz had to relinquish its premises at Balfour Terrace to CERA for the planned development of a Metro Sports Facility. ShowBiz relocated to 369 St Asaph Street in August 2013 and has been carrying out modifications to the building to make it fit for purpose. ShowBiz commenced structural work on two studios and is seeking assistance towards sprung wooden dance flooring for the use of ballet, tap and other dance. The sprung wooden flooring has been prototyped and tested by an international ballet choreographer and director.

4.3.3 ShowBiz continues to work with the Isaac Theatre Royal which hosts their productions, such as the forthcoming performance of The Phantom of the Opera in

April 2015. The Isaac Theatre Royal will also host ShowBiz's future productions including Spamalot, Mamma Mia, Hairspray and Evita.

4.3.4 ShowBiz offers a costume hire service to performance groups, societies and schools throughout New Zealand and Australia. They have a wide selection of complete show costume sets and specialist individual costumes. They also rent their studio space to other like minded organisations and schools at a minimal charge.

4.3.5 The financial statement for ShowBiz for the year ending 31 December 2013 shows a total income of \$203,899 and a total operational expenditure of \$291,534 with a Net Surplus/(Deficit) for the year (87,635). The statements show performance advancements totalling \$344,044.

5. FINANCIAL IMPLICATIONS

5.1 The financial requests for each project are outlined in the comment section of this report. As at 31 July 2014 there was \$928,814.00 in uncommitted funds held by the Christchurch Earthquake Mayoral Relief Fund. If the grants recommended in this report are approved in full, the amount of \$541,643.00 will remain in the fund.

6. RECOMMENDATION

6.1 It is recommended that the Council:

6.1.1 Consider and approve a grant of \$294,434.00 to the Christchurch City Mission towards its Emergency Homelessness Accommodation project.

6.1.2 Consider and approve a grant of \$38,399.00 to BUG 4/2 towards the Imagination Station works.

6.1.3 Consider and approve a grant of \$54,338 to ShowBiz Christchurch towards the sprung wooden flooring works.

15. NOTICES OF MOTION

16. RESOLUTION TO EXCLUDE THE PUBLIC

Attached.

THURSDAY 26 MARCH 2015

COUNCIL

RESOLUTION TO EXCLUDE THE PUBLIC

Section 48, Local Government Official Information and Meetings Act 1987.

I move that the public be excluded from the following parts of the proceedings of this meeting, namely the items listed overleaf.

Reason for passing this resolution: good reason to withhold exists under section 7.

Specific grounds under section 48(1) for the passing of this resolution: Section 48(1)(a)

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or relevant part of the proceedings of the meeting in public are as follows:

COUNCIL 26. 03. 2015

ITEM NO.	GENERAL SUBJECT OF EACH MATTER TO BE CONSIDERED	SUBCLAUSE & REASON UNDER ACT	SECTION	PLAIN ENGLISH REASON	WHEN REPORT CAN BE RELEASED
3 Cont'd	CONFIRMATION OF MINUTES - COUNCIL MEETING OF 12 MARCH 2015	Refer to the previous public excluded reason in the agendas for these meetings.			
17.	REPORT OF THE COMMUNITIES, HOUSING AND ECONOMIC DEVELOPMENT COMMITTEE MEETING OF 5 MARCH 2015	PROTECTION OF HEALTH OR SAFETY OF INDIVIDUALS	7(2)D	SOME OF THE SIGNIFICANT RENTAL INCREASE FIGURES REFERRED TO MAY DISTRESS VULNERABLE TENANTS	AFTER TENANTS HAVE RECEIVED THEIR RENT INCREASE NOTICES OR AT THE TIME OF ANY CONSULTATION REQUIRED FOR A GLOBAL RENT INCREASE
		COMMERCIAL ACTIVITIES	7(2)H	RENTS TO HEAD TENANCY ORGANISATIONS ARE CONDUCTED IN A MORE COMMERCIAL MANNER	AT THE TIME OF TARGETED CONSULTATION TO HEAD TENANCY ORGANISATIONS

Chairperson's

Recommendation: That the foregoing motion be adopted.

Note

Section 48(4) of the Local Government Official Information and Meetings Act 1987 provides as follows:

- "(4) Every resolution to exclude the public shall be put at a time when the meeting is open to the public, and the text of that resolution (or copies thereof):
- (a) Shall be available to any member of the public who is present; and
 - (b) Shall form part of the minutes of the local authority."