

DRAFT COMMUNITY DEVELOPMENT STRATEGY

**(incorporating Community Group Grants
Review and Community Facilities Plan)**

October 2006

Acknowledgments

The Christchurch City Council would like to extend a warm thank you to the many contributing players, including members of the public, representatives from the community and voluntary sector, government agencies, and others, who were involved in developing this document. The input, ideas and guidance of our key stakeholders helped make this strategy clear, succinct and considerate of the wider community issues, concerns and priorities.

Executive Summary

Community development is defined as a process through which a community identifies its aspirations and goals, and works collectively to achieve these.

The Community Development Strategy is a framework to guide the Council's contribution, as a strategic partner, to achieve this work at all levels of the community. This work will be based on sound knowledge of community trends and issues and strong relationships within the community.

Community development is recognised as important in building strong communities, giving people a sense of belonging and encouraging them to take part in contributing to the social, cultural, economic and political wellbeing of their community.

Community and voluntary organisations are recognised by the Strategy as making a significant contribution to the wellbeing of the city.

The Strategy identifies the Council's key challenges to building stronger communities as:

- An ageing population.
- Increasing cultural and ethnic diversity.
- Differing levels of disadvantage between population groups.
- The complexity of factors which contribute to social exclusion, such as poverty, poor health, mobility problems, lack of education and employment opportunities, and discrimination.
- The capacity of voluntary and community groups.
- Decreasing civic engagement.

Council's approach to community development will be guided by:

- Strong communities
- Diversity
- Participation
- Valuing the community and voluntary sector
- Partnership
- Treaty of Waitangi
- Sustainability
- Effectiveness

The Community Development Strategy's eight key goals will be:

1. Understanding and documenting community trends, issues and imperatives.
2. Promoting collaboration among key stakeholders, including government agencies and community and voluntary organisations, to identify and address key community issues.
3. Increasing community engagement and participation in local decision-making.
4. Helping build and sustain a sense of local community identity.
5. Ensuring that communities have access to community facilities that meet their needs.
6. Increasing participation in community leisure and recreation programmes and events.
7. Enhancing community and neighbourhood safety.

8. Improving basic life skills so that all residents can participate fully in society.

As a result, Council's involvement in community development will:

- Become more goal-focused and outcome oriented.
- Will place greater emphasis on promoting collaboration and working in partnership to address issues of importance to the community.
- Will put more effort into research, monitoring, evaluating, and reporting back to the Council, Community Boards and the community.

Community Group Grants Scheme

The Christchurch City Council has a proud history of supporting its community through a number of initiatives, including grant funding.

Under the Community Grants Review the aim has been to create a clearer, more structured and coherent alignment of community grant funding schemes and the Council's strategic directions, strategies and priority areas of work to deliver the agreed outcomes under the LTCCP.

It has also sought to address a concern with public confusion around the number of different schemes and also double-dipping by some organisations.

Five new schemes are proposed which will enable the Council to build and support strong communities with robust social cohesion and high levels of engagement and participation in the community.

These proposed new schemes will annually distribute \$8.312 million in community grants to community, voluntary and not-for-profit agencies, groups and organisations. These are:

- **Strengthening Communities Fund**
 - An annual contestable round of funding.
 - Grants of \$5000 to \$120,000.
 - Majority of grants will be three-year key relationship contracts. Annual contracts will also be available.
- **Small Projects Fund**
 - An annual contestable round of funding.
 - For grants up to \$5000.
 - The two categories for funding will be community development and sport and recreation.
- **Discretionary Response Fund**
 - For grants up to \$15,000.
 - The fund will have no closing date, the fund closing each year when funding is exhausted.
 - It can not be used for "second-bite" funding if a project has been declined in other Council annual funding rounds.
- **Principal Organisations Fund**
 - An annual contestable round of funding.

- For grants in excess of \$50,000.
 - This is key relationship funding with contracts for up to three-year.
- **Community Loan Scheme**
 - Continuation of current scheme.
 - Low-interest loans for capital works.
 - Two annual contestable rounds.

Proposed funding under each scheme:

	Strengthening Communities Fund	Small Projects Fund	Discretionary Response Fund	Principal Organisations Fund
Metropolitan	\$3,500,000	\$400,000	\$170,000	\$1,600,000
Community Board	\$1,720,000	\$532,000	\$390,000	
Total	\$5,220,000	\$932,000	\$560,000	\$1,600,000

Community Facilities

Community facilities are identified as focal points in the community which play a critical role, through the hosting of activities, to social wellbeing. These are places for people to meet, play and learn, fulfilling a wide variety of social, educational and recreational needs.

The City Council owns 55 community halls and centres which cost the community between \$1.5 million to \$2 million in annual maintenance and operational costs. The replacement value for these is \$30 million.

Community use of these facilities varies significantly due to the age, condition, functionality, accessibility, publicity and management arrangements.

Council involvement in community facilities has resulted from there being insufficient demand for some types of facilities to be provided by the private sector and other players in the marketplace, but which are identified as important in promoting community identity and wellbeing.

The Community Development Strategy recognises the development of community facilities in Christchurch has been sporadic and ad hoc, and as a result, the quality and distribution of these facilities, and the needs they meet, vary widely.

To best meet the objectives of the Strategy, it is essential for Council to clearly identify the rationale and role for its continued involvement in providing community facilities.

Equity, community connectedness, accessibility, affordability and sustainability have been identified as the key principles to direct the Council's provision of community facilities in the future.

To best meet the needs of the community, it is envisaged Council will encourage community access to a mix of facilities through a range of different roles:

- Funding – financial assistance or contribution towards costs.
- Provision – supply of facilities through ownership or lease arrangements.

- Support – assistance by staff through working with users and potential users of facilities.

It is envisaged the Council's ownership of community facilities should be focused more on facilities which serve suburban needs, through the development of a network of multi-functional suburban facilities that are distributed equitably across the city.

It is proposed to work closely with community groups and actively pursue partnerships for the management of facilities, and to consider the development of a separate funding source for specific facilities.

Following the adoption of the Community Development Strategy, a Community Facilities – Implementation Plan will be developed to provide a framework to manage the Council's provision of community facilities for existing and future generations.

It is noted that the Council's LTCCP 2006-16 plan identified a 20% saving in the activity of community facilities. This proposed savings does not necessarily mean community facilities will need to close. Savings could be achieved through a number of options, such as:

- Increasing revenue by maximising the use of facilities.
- Joint ventures with other organisations to share costs.
- Improving management systems.
- Reducing maintenance costs.
- Selling assets.

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1. Introduction

This Community Development Strategy is a framework to guide the Council's contribution to community development of *all* sectors of Christchurch's community. It

- defines what community development means for the Council;
- places the Council's community development role in the context of its responsibilities under the Local Government Act 2002;
- identifies the key challenges we face as a city in building stronger communities;
- sets out a vision, principles and goals for Council's role in community development; and
- states how, in broad terms, the Council intends to achieve these goals.

This strategy is not a comprehensive plan for either community development or social service delivery in the city. It does not cover all the ways Council contributes to building strong communities, nor is it simply a business plan for Council's community development team. It is a strategy to guide the whole of Council's contribution to community development.

The aim is that it will have a life of 10 years. The key issues to be worked on, specific objectives, and the success of the strategy, will be regularly reviewed during this time.

Please note that the scope of this strategy excludes work done by Canterbury Development Corporation (CDC). For a glossary of common terms used throughout this document, please see the appendix I.

Process of Strategy Development

The process of developing the Christchurch City Council's Community Development Strategy started in late 2005. Three project teams were created: a Community Development Strategy Team; a Community Grants Review Team; and a Community Facilities Plan Team. The three teams reflected the distinct, but strongly interconnected, strands of the Strategy being developed. These teams consisted of staff working directly in those areas, co-ordinated by staff in the Council's Strategy and Planning Group. The project teams' responsibilities included: researching and analysing the City Council's role in community development; advising on the structure of the community grants review and the role of Council-owned community facilities; drafting the Community Development Strategy and documents for discussion; and undertaking a variety of community consultation processes to ensure stakeholder views were understood and considered.

The Christchurch City Council has been involved in receiving updates (including community advice) and giving direction on the Community Development Strategy - both as the Strong Communities Portfolio Group and Council as a whole.

What is community development?

Community development is a *process* through which a community identifies its aspirations and goals, and works collectively to achieve them. The process uses the community's own skills and strengths where possible, but may draw on external resources. These resources might include planning assistance, governance advice, or help building relationships with key partners, networking, or identifying sources of funding.

Community development can take place on a small scale, such as a church group setting up monthly lunches for older adults in their community. At a neighbourhood level, it might involve local residents, businesses, schools, the Police, youth groups and the Council effectively working together to reduce graffiti, increasing community safety and neighbourhood pride. At a city-wide level, community development could involve strategically building relationships among groups, community organisations and government agencies to expand the Refugee and Migrant Centre to better meet migrant and refugee needs in the city.

Community development is also an *outcome*, where as a result of people's shared vision and effort, communities become better places to live.

Community development is different from the government's provision of social services to individuals: community development is about communities working to achieve the things that are important to them, reflected in a flourishing community and voluntary sector, rich informal networks, and effective community involvement in local decision-making.

Why is it important?

In its Strategic Directions for 2006-16, Council has recognised the importance of strong communities in achieving its Community Outcomes and vision for the city. Strong communities give people a sense of belonging and encourage them to take part in social, cultural, economic and political life. This participation and the support that such communities can offer in times of stress promote the wellbeing of individuals and families/whanau.

Community development builds strong communities. It strengthens bonds within a community, and also links it to a wider community - locally, regionally, nationally or even internationally - so helping to increase skills, to build mutual understanding and trust, and to broaden the resources on which a community can draw to identify its own assets and address local issues. Communities that have both strong internal bonds, and healthy links to other communities, are strong communities: they make good use of their members' skills, and are more able to attract and generate the resources they need. As a result, they are more resourceful and adaptable and better able both to care for those who need support and to take part in decisions that affect them.

The international evidence shows that strong communities:

- Have higher democratic participation.
- Are cleaner and safer.
- Have better educational achievement.
- Have higher economic growth.
- Have lower mortality rates.
- Have a healthier environment.
- Are more attractive places for people to live, visit and invest.

The strength of our community as a whole depends on the extent to which all its members are able to participate and contribute. Social isolation and exclusion have high costs both for the individuals and families involved and for the wider community.

Strong communities underpin the achievement of Christchurch's Community Outcomes for 2006-16¹:

★ *A Safe City* ★ *A City of Inclusive and Diverse Communities* ★
★ *A City of People who Value and Protect the Natural Environment* ★
★ *A City of Lifelong Learning* ★ *An Attractive and Well-Designed City* ★
★ *A Well-Governed City* ★ *A Prosperous City* ★
★ *A Healthy City* ★ *A City for Recreation, Fun and Creativity* ★

¹ To access the full version of Community Outcomes, see www.ccc.govt.nz/LTCCP/CommunityOutcomes/CommunityOutcomes20062012FullDocument

2. The Context

Overall demographic trends

The overall population is forecast to grow by around 9% between 2006 and 2026, from 355,900 people to 388,800^{2 3}. The main reason for this projected growth is external migration (people coming from other countries to live in Christchurch).

Christchurch's population is ageing, with the median age of residents rising from 31 years in 1986 to 42.5 years by 2026^{4 3}.

Currently, Christchurch's population is less ethnically diverse than the New Zealand population as a whole, but it is becoming more diverse; the number of residents identifying as Maori, Pacific Peoples, and Asian is expected to increase by 32%, 42% and more than 100% respectively between 2001 and 2016⁵.

Households and family structures are also changing, with the average number of people living in each household getting smaller as more people live alone, there are more couples without children, and the number of one-parent families increases⁶.

Community connectedness and participation

In the Community Outcomes for 2006-16, Christchurch people have stated that they want to live in a city of inclusive and diverse communities, where our diversity is seen, heard, valued and celebrated, and all people feel a sense of belonging and participate in their community.

Overall, most Christchurch people feel well-connected to their communities, with the majority of people feeling a sense of community with others in their local neighbourhood⁷, rarely or never lonely or isolated, and that people can generally be trusted⁸.

There is, however, a small but significant proportion of Christchurch residents who do feel isolated at least some of the time (17% in 2004). At that time, one in 10 reported that they rarely or never have someone they can turn to in times of stress. Nationally, the groups found to be significantly more at risk of feeling lonely or isolated were people living in low-income households; young people; and people of Asian or Indian descent, and Pacific People⁸ (although the latter is likely to reflect a variety of other causes, such as separation from family, poor social networks, language and cultural differences, and lower income levels).

Other factors affecting the extent to which people contribute, and feel they belong, to communities include low levels of disposable income; gaps between high and low income groups; physical disabilities; poor communication skills, including English and literacy abilities; discrimination; low self-esteem; emotional or health problems; pressure and stress; the quality of local community facilities and public space; and the level of communication and understanding between different groups⁹.

² Unless otherwise indicated, figures include Banks Peninsula.

³ Statistics New Zealand, Subnational Population Projections (2001 Base), Feb 2005 release

⁴ The median age is the point at which half the population is older.

⁵ Statistics New Zealand, Subnational Ethnic Population Projections (2001 Base), Aug 2005 release

⁶ Statistics New Zealand, Census of Population and Dwellings 2001

⁷ Survey of Residents, Christchurch City Council 2001

⁸ The Big Cities Quality of Life Project, Quality of Life 2004

⁹ Community Mapping Project, *Summary Report*, 2004, www.library.christchurch.org.nz/communitymapping/

Access to electronic communications is an increasingly important element of social connectedness. Christchurch people have similar rates of internet, phone and fax use as other New Zealanders, and as in other parts of the country, people aged 55 and older, and low-income households, are less likely to use email and the internet than other age and income groups⁸.

The community and voluntary sector in Christchurch

Community and voluntary organisations are at the heart of community development and the foundation of strong communities: they are the primary means by which individuals come together to work for the good of the community. These organisations make a significant contribution to the wellbeing of the city. The Council greatly acknowledges, values and thanks the many individuals and groups that generously give their time, effort and immeasurable positive contribution through voluntary work to the city.

The community and voluntary sector has a wide range of purposes, and also varies in size, in how entities operate (local or national; predominantly volunteers or paid professionals), and in where their funding comes from. The Sector encompasses Central Government agencies based in Christchurch, such as Ministry of Social Development (Family and Community Services); city wide significant networks, such as the Council of Social Services and the Canterbury Youth Workers Collective; as well as local networks and forums; such as the Halswell Networking Forum and the Fendalton/Waimairi Community Network.

The following table illustrates examples of the range of agencies, groups and networks currently active in Christchurch and Banks Peninsula.

Central Government Christchurch based	City wide networks	Local networks mainly facilitated by CDA Advisers
Ministry of Social Development	Safer Christchurch	Shirley Networking Forum
Ministry of Youth Development	Healthy Christchurch	Broomfield Network
Office for the Community and Voluntary sector	Canterbury Abuse Intervention Project	Safer Banks Peninsula
Dept of Internal Affairs	CSPIN	Akaroa Youth Trust
Ministry of Pacific Island Affairs	He Oranga Pounamu	Akaroa Resource Collective Trust (Heartlands)
Te Puna Kokiri	Intercultural Assembly	Fendalton/Waimairi Ethnic Liaison Group
Community and Public Health	Council of Social Services	Hoon Hay Networking Forum
Ministry of Justice (Banks Peninsula)	Housing Forum	Older Adults Networking Forum

In Christchurch as in the rest of New Zealand, the number of community and voluntary organisations has increased significantly over the last decade. Registered community groups rose to just less than 6000 in 2006¹⁰, incorporated societies increased by 26% from 1993 to 2000, and the number of charitable trusts more than doubled over the same period⁹.

¹⁰ Christchurch City Council, *CINCH Database*, [librarydata.christchurch.org.nz/web2/tramp2.exe/goto/A0cl2hlp.000?screen=Community Info](http://librarydata.christchurch.org.nz/web2/tramp2.exe/goto/A0cl2hlp.000?screen=Community%20Info)

Voluntary Work

Volunteering is an example of social connectedness. Spending time providing services and support to others without financial reward has been identified as one of the ways in which people build and maintain social networks that help society to function effectively¹¹.

Christchurch and New Zealand have similar rates of participation in unpaid work. Almost 85% of Christchurch's population participated in one or more unpaid activities in 2001, with the majority of unpaid work being based in the home, while child minding also had a high participation rate, with more than 1 in 4 identifying this as unpaid work⁶. Nationally, unpaid work outside the home is more likely to be undertaken by women, and by Maori rather than non-Maori. Older age groups are also more likely to participate in unpaid work, with 66% and 65% in the 35-44 and 55-64 year age groups respectively working as volunteers¹².

Looking at formal voluntary work specifically (as distinct from unpaid work such as caring for dependents or doing housework), around 13% of Christchurch people were involved in such work in 2001, compared with 15% of New Zealanders as a whole⁶.

For a more detailed version of key trends and issues, see Appendix III.

Key challenges

The key challenges to building strong communities identified in the 2006-16 Long Term Council Community Plan (LTCCP) are:

- *An ageing population*
Demand for housing, health, and other services will increase. Council needs to make sure not only that these services are available but also that older people can participate in and contribute to society.
- *Increasing cultural and ethnic diversity*
As Christchurch becomes more diverse, it is important that all cultural and ethnic groups feel part of the city and want to participate in its social, cultural, economic and political life, and that different groups are able to live together successfully.
- *Differing levels of disadvantage between population groups*
Maori and Pacific Island people in particular are more disadvantaged in social and economic terms, but other groups also face barriers to participation in the life of the city.
- *The complexity of factors which contribute to social exclusion*
"Social exclusion" means a lack of access to opportunities that enable an individual to have, or aspire to, a decent standard of living. The underlying causes of social exclusion are many, including poverty, poor health, mobility problems, lack of education and employment opportunities, and discrimination. These factors can work independently or together resulting in a continuing cycle of social exclusion.
- *The capacity of voluntary and community groups*
Community groups do not always have the skills and resources they need to be effective. Changing work patterns and lifestyles may affect people's willingness or ability to get involved in community and voluntary groups.

¹¹ Ministry of Social Development (2003) *The Social Report 2003*, Ministry of Social Policy, Wellington

¹² Statistics New Zealand, Time Use Survey, 1999, www.stats.govt.nz/people/arts/time-use

- *Decreasing civic engagement*
As with elsewhere in the developed world, people are becoming less involved in local democratic processes in Christchurch.

3. The Council and community development

In the 35 years that Christchurch City Council and other local authorities in the city have been involved in community development, there have been many changes, both in the focus of this work and how it has been carried out. Initially, Christchurch City Council employed community workers who focused on both portfolio areas and neighbourhoods, but in recent years, the Council's community development staff have taken more of a coordination and advisory role.

A Summary of the History of Christchurch City Council's Role with Community Development¹³

The history of the community development priorities, practices and personalities within Council has changed regularly and dramatically over the years since its inception in 1971. Community workers were initially attached to Planning Departments, before they developed their own identity, often alongside leisure activities. To begin with, the community development role involved co-ordinating community services and establishing community-based programmes.

Before 1989, community development work focused on to both core issues, such as mental health, housing, and women, and neighbourhoods, and to its communities, such as Woolston, Linwood, and Phillipstown.

One of the most significant changes occurred in October 1989, when Christchurch City Council amalgamated with the smaller councils of Riccarton, Paparua, Waimairi and Heathcote. Six service centres were set up in Beckenham, Fendalton, Linwood, Papanui, Shirley and Sockburn. Work at a metropolitan level became more policy focused with the community development service delivery focused at the service centres. The policy work at the Civic Offices changed largely focussed on issue-based work which included Maori, Pacific Island, youth, employment, childcare, housing and mental health.

In 1996 the Council adopted a policy later renamed the Social Wellbeing Policy. It acted as an umbrella policy, covering all Council unit policy and practice. In 1998, following a review of Council's role in community development, there was a split of reporting lines between community development and community recreation, with community development staff becoming 'guardians' of the consultation policy.

In 2002 the Local Government Act provided a social mandate for the Council to deliver community development and subsequently in 2003 a range of Council's functions were brought together to form a significant mass of community focused services.

Since 2004 the Council has continued to deliver community development services including an increased emphasis on community engagement

The Local Government Act 2002 poses new challenges for Council in terms of its role in promoting the wellbeing of its community, which in turn place new demands on the Council and its role in community development. This strategy sets out how Council intends to respond to these challenges.

The Local Government Act 2002

Since 2002, with the passing of the new Local Government Act (LGA), councils have for the first time been explicitly expected to promote the social and cultural, as well as environmental and economic wellbeing of their communities. They are required to facilitate a process of

¹³ For a detailed version of the history of CCC's role with Community Development, see Appendix IV

identifying Community Outcomes, and to coordinate collaborative action, by non-governmental organisations (NGOs), government agencies and other key stakeholders, to achieve these outcomes. The Act has also increased expectations regarding how councils engage with their communities when they are making decisions.

The Act does not necessarily imply that local government must undertake a broader range of functions. However, it does envisage councils leading collaborative work to address a broad range of community issues, including issues where the Council has a minor or no role as service provider, such as education and health¹⁴.

These expectations potentially place high demands on councils. The Council therefore needs to consider how it can be most effective in contributing to community wellbeing not only through its roles in town planning and providing services such as water supply, sewage treatment, libraries, and recreation facilities, but also in working alongside communities, NGOs, government agencies, and other key stakeholders, to achieve the Community Outcomes.

Council's current role in community development

Supporting community development is one of the range of ways that Council contributes to building strong communities. It complements the Council's other roles and provision of services in this area, which are pictured in the illustration below.



¹⁴ Institute of Policy Studies, 2006, Local Futures Research Project, *Local Government, Strategy and Communities*, pp. 32-33, Wellington

The Council currently supports community development by:

- providing information, advice and support to community organisations: for example, to help them to meet their legal obligations, plan for the future, develop networks, or access funding;
- researching community needs and issues, and assisting with evaluating community projects;
- advocating on behalf of communities to government agencies and funding bodies;
- participating in partnerships to address social needs, (for example, the Safer Christchurch Interagency Group, or the Aranui Community Renewal project)
- supporting community participation in Council business.

The Council works at both the city-wide level, with its metropolitan community development staff liaising with and supporting communities of interest and key organisations that operate across the city, and at the local level, through its community boards and ward-based community development, engagement and recreation staff.

Banks Peninsula

Before amalgamation with Christchurch City Council, the Banks Peninsula District Council did not have a dedicated community development function or a history of direct or formal involvement in community development initiatives. The two Councils' Memorandum of Understanding ring-fences existing levels of service to Banks Peninsula communities for five years. Over time, however, as part of aligning services for city and Peninsula residents, the Council will need to consider what support it should provide for community development on the Peninsula.

Community Group Grant Funding Schemes

The Council is a significant funder of community organisations, through its community group grants schemes. Council allocates \$8.2m grant funding on an annual basis to community organisations, with funding allocated primarily through the following grants schemes incorporated within the 2006 grants review and annual plan allocations.

Current Community Grant Funding Schemes

Current Grant Funding Schemes	Summary description
Metropolitan Community Discretionary Fund (\$190,000)	<ul style="list-style-type: none"> • mostly smaller grants (less than \$15,000) for new projects/short-term operational shortfall cover until other funding is secured • includes Metropolitan Strengthening Communities Action Plan funding
Community Development Scheme (\$450,000)	<ul style="list-style-type: none"> • small grants for organisations that build community leadership and participation to achieve positive changes, especially for disadvantaged communities • metropolitan and local community funding committees allocate funds
Social Initiatives Fund (\$1,100,000)	<ul style="list-style-type: none"> • supports mainly community-initiated and delivered projects aimed at prevention

	<p>of/early intervention into health and social problems, reducing disadvantage, and increasing community participation</p> <ul style="list-style-type: none"> • three-year funding intended to enable groups with a good track record to concentrate on community-building work rather than chasing funding
Major Grants Scheme (\$3,240,000)	<ul style="list-style-type: none"> • for Christchurch community organisations which make a significant contribution to the City's social or cultural wellbeing, recreation or sports • the total amount has grown over the years since 1989/90 as more organisations have secured grants; current fund level confirmed in December 2003.
Metropolitan Citywide Projects (\$494,000)	<ul style="list-style-type: none"> • grants to major community development organisations which have become line items.
Community Organisations Loans Scheme (variable)	<ul style="list-style-type: none"> • low-interest loans to non-profit organisations (including sports clubs) to improve existing or develop new facilities—no other scheme funds facility development.
Community Board Project, Discretionary, Strengthening Communities Action Plan and Community Worker Funding (\$2,340,000)	<ul style="list-style-type: none"> • elements of this budget established at different times since 1989 • boards set own priorities and objectives within Community Outcomes and Council Strategic Directions. • each city board¹⁵ allocates \$390,000 per annum and can retain \$60,000 as a discretionary fund to allocate throughout the year. • boards have delegated authority for \$60,000 discretionary only.

Grants not included in this review

- The Mayor's Welfare Fund is not included in the scope of this review, because it makes grants to individuals rather than community groups, but additional money for this fund can come from Major Grants Fund.
- Council also makes grants from other budgets for heritage, the environment, economic development and events.
 - these grants may contribute to social outcomes, but this is not their primary purpose.
- Banks Peninsula District Council community grants were not included in the initial review, however in the 2006/07 year, groups located in the former Banks Peninsula

¹⁵ Since this work commenced amalgamation between the Christchurch City Council and Banks Peninsula District Council has taken place. The sections later in this report that cover future community group grant schemes include the funding available for Banks Peninsula community boards' allocation.

District Council area are eligible to apply for Christchurch City Council grants and these funding lines have been incorporated into the proposed schemes.

Community Facilities

Community facilities refer to the space available for community activities to take place that meet community needs. This definition includes a wide range of amenities which are highlighted in the figure below.



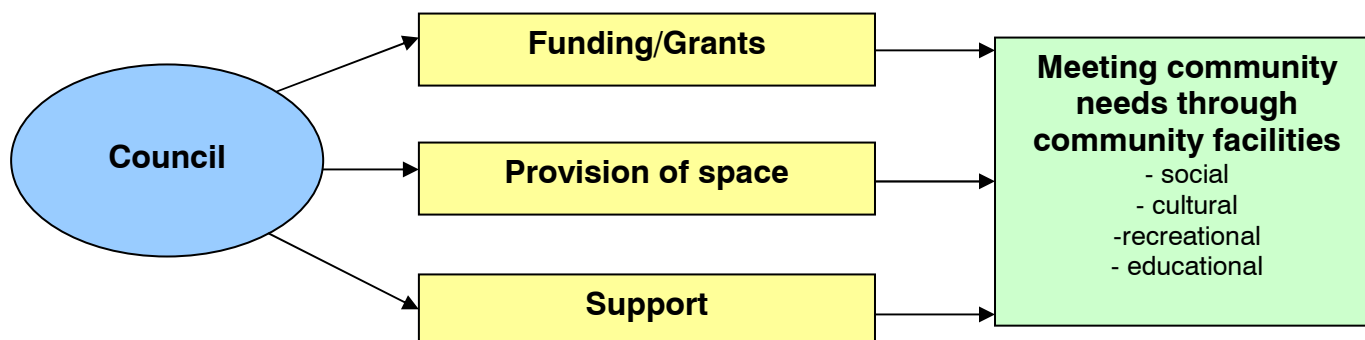
What are community facilities?

Community facilities are not simply buildings. They are focal points for activities to occur that contribute to social wellbeing. Community facilities allow activities to take place which fulfill a wide variety of social, educational and recreational needs. They provide places for people to meet, play and learn. It is through these activities that community facilities play a critical role in strengthening communities and meeting the objectives of the Community Development Strategy.

The Council operates and supports a wide range of facilities where community activities take place including community centres, swimming pools, childcare centres, libraries and recreation centres. Many of these activities are managed through a number of related strategic plans including the Aquatic Facilities Plan, Metropolitan Sports Facilities Plan (currently being developed) and the Libraries 2025 Plan (currently being developed). With respect to community facilities, the Community Development Strategy focuses specifically on community centres, community halls and community offices.

In addition to the role that Council plays, there are numerous others players involved in the provision of community facilities and the activities that occur in them, including sports clubs and community groups.

The Council currently owns 55 community halls and centres¹⁶. Annual maintenance and operational costs of these facilities is \$1.5M to \$2.0M. These assets have a replacement value of about \$30M. However, Council's role in the provision of community facilities is not limited to the facilities that it owns. Through a variety of means, the Council also supports community activities taking place in a range of community facilities. This concept is summarised in the following diagram.



Council's role in the provision of community facilities

The Council supports the provision of community facilities through three key means: funding; provision of space; and support.

Funding

- Financial assistance or contribution towards costs.
e.g. Rental contribution for Dallington Community Trust using Dallington Community Cottage.

Space

- The supply of facilities through ownership or lease arrangements.
e.g. Hei Hei Community Centre (ownership); Acheson Avenue one-stop shop (lease).

Support

- Assistance by staff through working with users and potential users of facilities (Council and non-Council owned).
e.g. Liaising with Yaldhurst Residents Association to help operate Yaldhurst Hall; the operation of recreation programmes from Halswell Baptist Church.

How does Council manage the community facilities it owns?

The Council employs a range of different models for the management of its community facilities including:

- Managed directly by Council staff, e.g. Riccarton Community Centre;
- Contracts management to a third party, e.g. Shirley Community Centre;
- Leases space to third parties, e.g. Fendalton Playcentre;
- A combination of models, e.g. Parklands Community Centre.

Council has often worked with community groups to assist with the management of facilities as a means of fostering community identity and connectedness. The Community Development Strategy recognises that enabling facilities to be managed by community groups is an effective means of fostering community connectedness and can help build the capacity of the

¹⁶ For a map showing Council owned community halls and centres, see Appendix V

community to manage local affairs. It can also help ensure that the activities that take place in these facilities are responsive to local needs.

In many cases, the Council has retained responsibility for maintenance of facilities and allowed voluntary management committees to collect revenue from rentals as a means of offsetting the management costs which include electricity, telephone and cleaning. However, the effectiveness of this arrangement has been mixed. In some cases, there needs to be greater clarification of the roles and responsibilities of the Council and management committees.

Many Council facilities are well used and host a wide variety of activities that contribute to strong communities. However, some facilities are relatively underutilised. The reasons for these differences in use are often multi-faceted and include the following facility attributes:

- Age
- Condition
- Functionality
- Accessibility
- Publicity
- Management arrangements

The Council's role in context

The Council is only one of many government organisations that work with and support community and voluntary organisations and networks.

- A number of central government agencies are involved in funding, or purchasing services from non-profit or voluntary organisations in the city, including
 - Family and Community Services, and Work and Income (both part of the Ministry of Social Development)
 - Department of Internal Affairs
 - Lottery Grants Board
 - Te Puni Kokiri
 - Ministry of Education
 - Crime Prevention Unit
 - Creative New Zealand
 - Sports & Recreation New Zealand (SPARC)
- Other central government agencies have an advisory and liaison role: Ministry of Pacific Island Affairs, Office of Ethnic Affairs, Ministry of Youth Development, Office for Disability Issues, Office for Senior Citizens, Office for the Community and Voluntary Sector.
- The Canterbury District Health Board also contracts community providers to deliver health services, and Canterbury Development Corporation funds community employment initiatives as part of its employment development work.

Community and voluntary organisations also receive income from philanthropic trusts, gaming machine trusts, corporate and individual donations and bequests, and fees for service.

This complex situation can make effective, coordinated action to address key issues difficult. In 2004, the Christchurch Community Mapping Project¹⁷ found that:

- A lack of coordination and collaboration between central and local government and community agencies was compromising the effectiveness of support provided to communities.

¹⁷ Christchurch City Council et al, 2004, *Community Mapping Project*, www.library.christchurch.org.nz/communitymapping/

- Existing funding mechanisms tended to provide short-term/one-off, and often “silo”, funding, or to involve the purchase of narrow and easily-measurable outputs. These mechanisms multiply costs for funders and recipients, and jeopardise the long-term viability of the community sector as well as its ability to take an integrated approach to issues.
- Joint planning, policy development, consultation, and evaluation, as well as a greater commitment to partnerships between central and local govt, Iwi/Maori and community organisations, would make efforts to build stronger communities more effective.

A survey of the funding environment carried out as part of the Council’s current community group grants review found that these issues continue to affect the effectiveness and ongoing viability of community organisations.

What does this mean for the Council?

Despite being only one among many stakeholders in community development in Christchurch, the Council is in a unique position for four reasons:

1. It is responsible under the Local Government Act 2002 for promoting the long-term social, cultural, economic and environmental wellbeing of Christchurch and Banks Peninsula in their entirety.
2. It has a mandate under the Local Government Act 2002 to facilitate collaborative action to address community issues.
3. It is able to focus on building community strength, connectedness and resourcefulness, not just on the provision of social services to individuals.
4. It can contribute in a range of ways through its own activities to building stronger communities more generally, and to community development in particular.

There are some major strengths in the Council’s current approach to its role in community development. Council is valued for the facilitation, advice and networking role at both metropolitan and local levels, and for its ability to respond flexibly - with funding as well as other forms of support - to community needs and issues.

The breadth of Council’s current work, however, diffuses its resources and makes it difficult to focus on addressing key community issues in an integrated, whole-of-organisation way. The Council therefore needs to define its own role and priorities more clearly if it is to respond effectively to the expectations of councils in the Local Government Act 2002, and make the most difference for its community.

4. Vision for Council's role in community development

The Council acts as a strategic partner in community development, based on a sound knowledge of community trends and issues, and strong, productive relationships with community and voluntary organisations and other key stakeholders.

Council support helps to sustain a flourishing community and voluntary sector, rich informal networks, and effective community participation in local decision-making. It builds resilient, resourceful and ultimately, self-sustainable communities to which all residents feel they belong.

5. Principles

The following principles will guide the Council's approach to its role in community development:

Strong Communities

The Council will actively contribute to community connectedness, social cohesion and social inclusion, recognising that these are crucial to a strong community.

Diversity

The Council welcomes the diversity of identities, ethnicities, interests and abilities in the Christchurch area, and the positive contribution that this diversity makes to the life of our community.

Participation

The Council will support the participation of all individuals and groups in community life and local decision-making, and contribute to removing barriers to participation.

Valuing the community and voluntary sector

The Council honours the contribution that community and voluntary organisations make to the life of the city and the wellbeing of its residents, and respects the independence of the sector. It intends to support the community and voluntary sector to develop effective, collaborative responses to community issues.

Partnership

The Council will seek to form healthy and purposeful partnerships and strategic alliances with community and voluntary organisations, government agencies, and other key stakeholders to enhance community wellbeing. It recognises that not all community and voluntary organisations will have an interest in forming relationships with the Council.

Treaty of Waitangi

The Council recognises and respects its responsibilities under the Treaty of Waitangi (as detailed in the Local Government Act 2002) and is committed to working with local iwi and hapu, and the wider Maori community.

Sustainability

The Council will give preference to community development activities that enhance or sustain community benefits beyond the duration of Council involvement. The Council will also undertake community development activities that contribute to its wider environmental, economic, social and cultural outcomes.

Effectiveness

The Council will focus its finite resources where they will be of most benefit in achieving the vision and goals of the strategy.

It will:

- take an evidence-based approach;
- collaborate with others;
- support action to reduce or prevent future areas of need;
- ensure that the primary benefit of all initiatives goes to communities (*rather than to individuals or the organisations themselves*); and
- establish appropriate accountability and evaluation processes.

Managing risk

The Council will seek to manage risks appropriately, without sacrificing the ability to find innovative solutions to community issues.

6. Goals

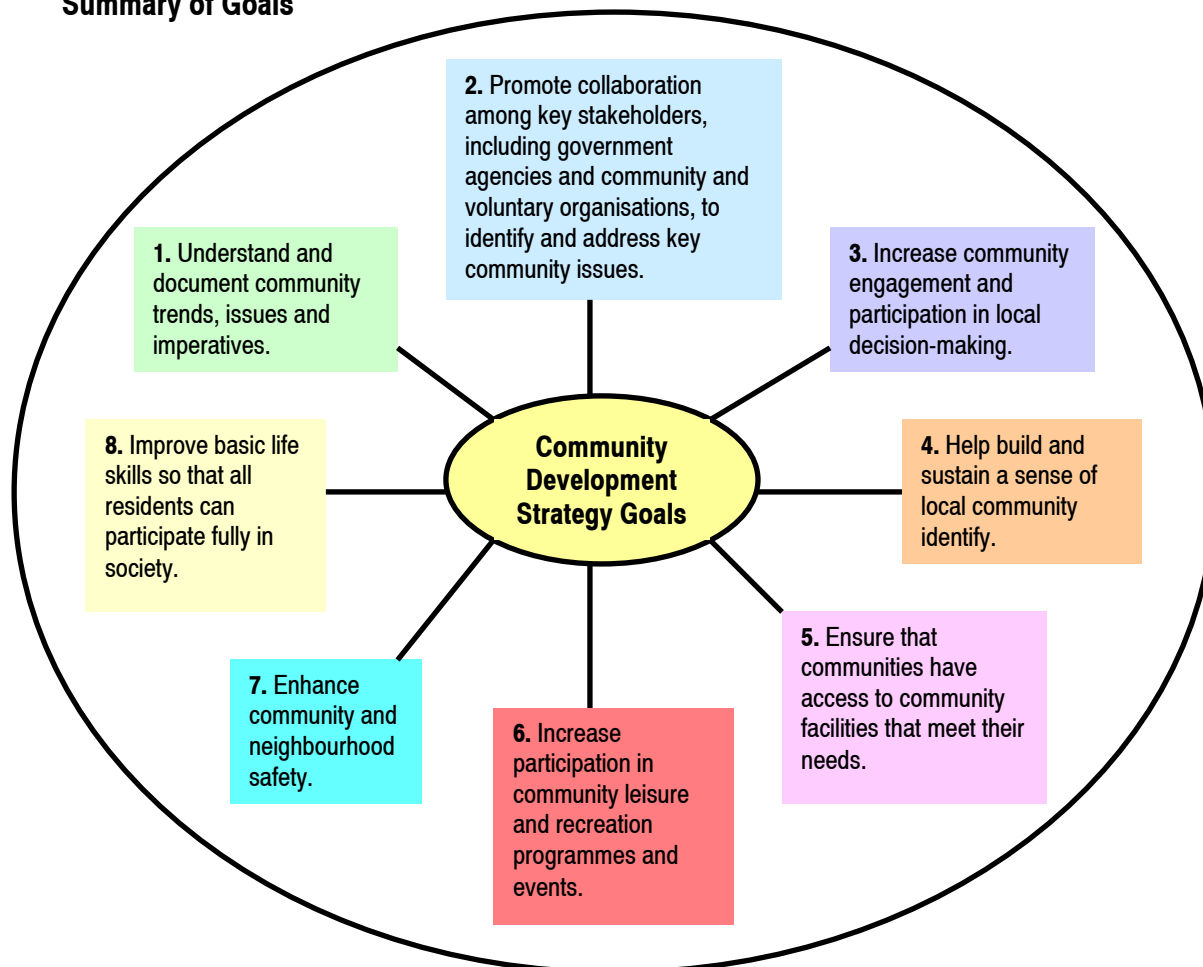
The following are the Council's community development goals for the life of this Strategy.

Goals 1 to 3 reflect Council's response to the expectations set out in the Local Government Act 2002. They signal a greater emphasis in future on:

- maintaining a well-researched and well-documented overview of community issues;
- promoting collaboration around key issues; and
- increasing community engagement.

Goals 4 to 8 define the core areas in which the Council intends to contribute directly - through funding and other forms of support for community initiatives, including partnerships, and through the provision of facilities - to community development.

Summary of Goals



1. *Understand and document community trends, issues and imperatives*

In order to promote the social, economic, environmental and cultural wellbeing of its community, the Council needs to understand ongoing and emerging issues, both city-wide and at a local level, as well as what is being done by community and voluntary organisations, government agencies, and other stakeholders to respond to these issues.

This information must inform the Council's own planning, decision-making, monitoring and review processes, and the process of identifying, monitoring and reporting against Community Outcomes as set out in the Local Government Act 2002. This body of knowledge then translates into a well-informed basis for the effective implementation of subsequent Council work. This information should also be available to other organisations, and communities themselves, to inform their planning processes and to support collaborative efforts to address community issues.

2. Promote collaboration among key stakeholders, including government agencies and community and voluntary organisations, to identify and address key community issues

Many of the issues that have a significant impact on the wellbeing of our communities are complex and require a coordinated response from many organisations and individuals.

Examples include the following:

- reducing the impact of child poverty,
- reducing levels of homelessness,
- reducing levels of teenage pregnancy,
- addressing the needs of an ageing population.

The Local Government Act 2002 envisages councils taking a more active role than in the past in promoting collaborative action to address such issues (*Key provisions are Part 2 and s. 91-92.*). Christchurch City Council recognises the importance of this collaboration, and its potential role in it, but it also needs to focus its resources if genuine progress is to be made on key issues.

The Council intends to achieve this goal by:

(a) Working with key stakeholders from the government and community and voluntary sectors to identify specific collaborative goals for a defined period.

These goals will address an issue on which there is potential to make significant, measurable progress through collaborative action, and where it is appropriate for Council to facilitate that collaboration. The Council will then commit to be involved in, and in some cases lead, this collaboration for a defined period of time.

This commitment does not mean that the Council will take on a major service delivery role in areas that are the responsibility of other agencies. Rather, it will focus on identifying existing initiatives and stakeholders and working alongside them, to encourage collaboration and co-ordination of effort.

It is anticipated that only one goal of this type will be identified at a time and normally for a three-year period. This will enable sufficient focus of the Council's community development effort over a reasonable period to start gaining traction on the goal area.

Work to select the first of these focused goals for the Council to target will be determined once the Community Development Strategy has been completed.

The Council will use the following criteria to guide the identification of this goal:

- Close alignment with the key challenges to building strong communities identified in the LTCCP (listed on page 6 of this document).
- Close alignment with the Strategy's definition of community development.
- Contribution to achieving the Strategy's vision.
- Evidence based.
- Commitment of Council and other key stakeholders.

- An issue of city-wide significance (although work to address the issue could take place at a local level).
- Measurable outcomes.
- Merits attention for at least a three-year period (to align with LTCCP cycle).
- Ongoing collaborative effort is likely to be sustainable after the end of the Council's focus.
- Ongoing future benefits to the residents of Christchurch.

(b) Advocating to central government on behalf of its communities.

Strong advocacy to central government on behalf of the communities of Christchurch, especially those who are less able to make their views heard because of a lack of resources, skills or other barriers. This is an essential complement to the collaborative approach set out under (a) above. In some cases, such advocacy will be necessary to prepare the ground for collaboration.

Once again, in order to be effective Council will need to ensure that its advocacy efforts are focused and evidence-based.

(c) Establishing key relationship funding agreements with community and voluntary sector organisations that make a major contribution to achieving the vision and goals of this Strategy, either at the city-wide or local level.

The aim of these agreements, which will be for up to three years, is to recognise the work of effective organisations and to enable them to concentrate on their work without the worry or need to reapply annually for Council funding. Identifying key relationships will also enable Council to direct its funding to organisations it believes have the greatest ability to deliver for their communities, and to encourage organisations working on similar issues to collaborate.

Appropriate monitoring, evaluation and review processes will be negotiated to ensure that Council resources are being used effectively.

3. Increase community engagement and participation in local decision-making

Effective community engagement is crucial to a strong, connected community. It helps to build shared understanding and trust within communities, increases confidence in government decision-making processes, and leads to better decisions.

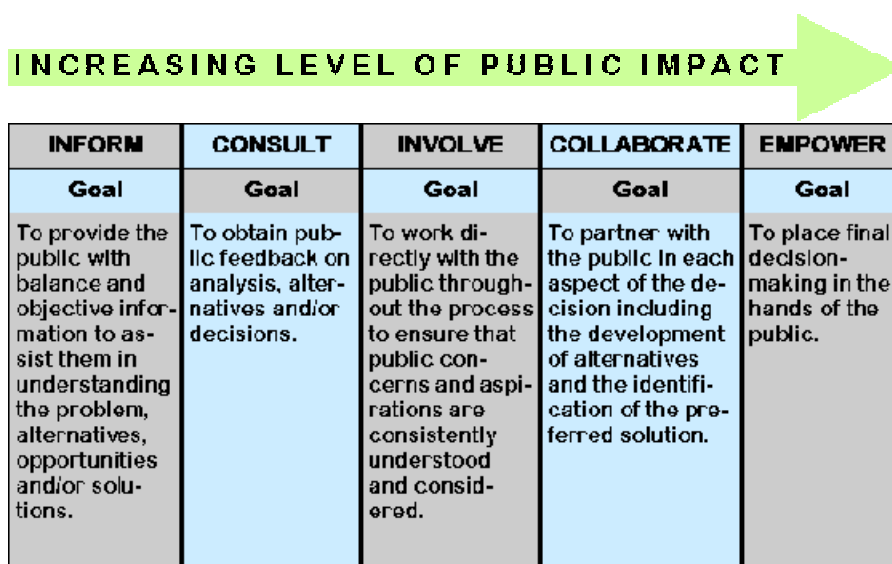
Reflecting on an increasing international awareness of the benefits of meaningful public participation in local decision-making, the Local Government Act 2002 requires councils to conduct their business in an open, transparent, and democratically accountable manner, and to take account of the diversity of community views when making decisions. It also specifically requires councils to provide opportunities for Maori to contribute to its decision-making processes, and consider ways to develop Maori capacity to contribute to those processes.

Christchurch City Council values community engagement both in its own decision-making processes and in public life more generally. It will work to ensure that all communities are able

to participate in its own decision-making processes at the city-wide and local level, and to identify and remove barriers to participation where these exist.

It is important to recognise, however, that differing levels of public participation will be appropriate depending on the circumstances. There is a spectrum of public participation, from *informing* people what will be happening and why, to *empowering* them to find solutions themselves.

Public Participation Spectrum¹⁸



Although processes towards the right-hand end of the spectrum are most consistent with a community development approach, in cases where public input is unlikely to have much impact on the decision, it is more honest simply to inform people of what has been decided. The Council needs to be explicit about where along the continuum it is operating for each decision-making process.

The Council will work hard to ensure that in increasing community engagement and participation in decision-making processes it does not raise expectations that it will be unable to meet. It will be important that the constraints around decisions are made clear from the outset to those participating in the process. In addition those participating will need to be made aware of the full context for the decision, the choices to be made and their impacts.

4. Help build and sustain a sense of local community identity

For many people, a sense of connection to and involvement in their local community provides a positive sense of identity and belonging, and support in times of stress. Christchurch people value a sense of local community identity, and the proportion who state that they feel a sense of community with others in their local neighbourhood has been increasing over the last five years, but there are still significant numbers who do not feel such a sense of connection¹⁹.

¹⁸ IAP2, *International Association for Public Participation*, 2005, www.iap2.org.au/spectrum

¹⁹ The Big Cities Quality of Life Project, *Quality of Life 2003*; and Survey of Residents, Christchurch City Council

Through its eight community boards, the Council will work to build and sustain a sense of local community identity by

- Being able to respond flexibly to local trends and issues.
- Promoting and providing opportunities for communities to participate in Council decision-making processes at a city wide and local level.
- Funding local community organisations and projects that align to the strategic directions and relevant Council strategies.
- Providing support and advice to local community groups to help them become more effective, with a focus on encouraging groups to work collaboratively.

The local knowledge of Community Boards is a key contributory factor in achieving this goal.

5. *Ensure that communities have access to community facilities that meet their needs*

Within Christchurch and Banks Peninsula, there are numerous players involved in the provision of community facilities²⁰. The Council proposes to work more collaboratively with these other providers to ensure community access to facilities for all. This could be achieved, for example, by working with churches, schools and sports clubs to facilitate access to groups needing meeting space.

In order to enhance community connectedness, opportunities will be provided for community involvement in the use and management of Council facilities. This would include entering into partnerships with community groups to manage facilities of behalf of the Council, and supporting the concept of “living buildings” by having a staff presence (not necessarily Council appointed) to enhance accessibility, for example Avebury House.

Over time it is envisaged that Council ownership of community facilities should be focused more on modern, multi-purpose facilities that serve suburban needs. This would be achieved through the development of a network of suburban facilities that are distributed equitably across the city.

It is also proposed to consider the development of a separate funding source specific for facilities. This approach would complement some of the work of the Community Grants Review and could help ensure that there is financial assistance for other providers which operate programmes that are aligned with the objectives of the Community Development Strategy.

6. *Increase participation in community recreation programmes and events*

Community recreation refers to the process of enhancing the quality of life of individuals and communities in Christchurch. This is achieved by raising the awareness of the value of recreation as an integral part of daily life and providing or facilitating accessible and meaningful opportunities for participation by everyone.

²⁰ For an illustration of the range of Community Facilities in Christchurch, refer to Appendix VIII.

Supporting community recreation will continue to be one of the primary ways that Council contributes to community development in Christchurch. This is because community recreation has key benefits to individuals and the wider community, including:

- Improved personal health.
- Balanced human development.
- Improved quality of life.
- Reduced self destructive and anti social behaviour.
- Strong families and healthy communities.
- Reduced health care, social service, police and justice costs.

The key areas of focus will be:

- Advice and resources.
- Promotion and facilitation of recreation opportunities for everyone.
- Leisure education and leadership training.
- Research, planning and development.

7. *Enhance community and neighbourhood safety*

This goal supports the Council's commitment to the interagency *Safer Christchurch Strategy*, which aims to make Christchurch the safest city in New Zealand.

The objectives of the *Safer Christchurch Strategy* include providing active support to locally-led initiatives to reduce injury, improve safety on roads, and enhance safety from crime by reducing the incidence and effects of crime. The Council is the lead agency in the Safer Christchurch Interagency Group, and is itself involved in a range of community-based safety initiatives, such as

- Road Safety Initiatives, i.e. Walking Wednesdays;
- Graffiti projects;
- Youth-at-risk programmes; and
- Neighbourhood Support.

It also participates in inter-agency initiatives such as the Council-Police Youth Workers and the Community Violence Reduction Project and, through its urban design and planning roles, can contribute to creating safer physical environments through the application of Crime Prevention through Environmental Design (CPTED) principles.

The inclusion of this goal within the Community Development Strategy confirms that enhancing community and neighbourhood safety will continue to be a major focus for Council's community development work over the life of the strategy.

8. *Improve basic life skills so that all residents can participate fully in their community*

The majority of Christchurch residents over the age of 15 have some form of formal qualification. There is still a significant number, however - 23% in 2001 - who have no

qualifications²¹. Those with poor basic life skills are more likely to earn low incomes or be unemployed, to have poor health outcomes and their children are also likely to have poor educational achievement.²²

The Council recognises that improving the skills and knowledge of Christchurch people is critical to both economic growth and creating a strong, inclusive society. It is also conscious that many education and learning outcomes are the responsibility of central government (Ministry of Education and Ministry of Social Development). This is particularly the case around formal education and improving educational achievement (as measured by qualifications).

The Council therefore intends to complement rather than duplicate the government's roles. It plans to collaborate with other stakeholders to support *community-based* initiatives to build the basic life skills that enable people to participate in the social and economic life of the city, and for which suitable government support is not available. When Council says 'community-based' in this context, we mean those services/activities provided by community groups.

The basic life skills that enable residents of all ages to participate include the following:

- Budgeting and other daily living skills.
- The ability to use information and communications technology.
- Running a healthy household.
- Parenting skills.
- Basic language skills for migrants and refugees.
- Communication and conflict resolution.
- Early childhood education.

It is recognised that on many occasions these learning opportunities also provide the means to improve individual 'soft' skills, like confidence and aspirations. This contributes to breaking down social isolation and can lead people on to other opportunities for increased participation in all areas of education and employment.

7. How will we achieve our vision and goals?

In order to achieve the vision and goals of this strategy, Council will need to change some aspects of how it currently operates.

What will stay the same?

Council will continue to work at a city-wide and local level with communities, community and voluntary organisations, government agencies, and other key stakeholders to promote community development. It recognises that the hopes of Christchurch people will only be realised if all partners contribute their strengths and expertise.

The Council will continue to listen to the community and provide opportunities for the community to participate in Council decision-making.

It will ensure that communities continue to have access to community facilities that meet their needs and that appropriate funding schemes for community development initiatives, both new and ongoing, continue. Council also recognises the importance of being responsive and finding

²¹ Christchurch City Council, Community Outcomes Monitoring, www.ccc.govt.nz, 2006.

²² Ministry of Education, *Briefing to the Incoming Minister, 2002*, www.minedu.govt.nz, Ministry of Education, Wellington, 2002.

innovative solutions to community issues and will continue to work in this way where appropriate.

Council's role in community development will continue be one of a range of ways that it contributes to building strong communities. It will complement the provision of libraries and social housing, and support for festivals, events, and other initiatives that protect and promote the city's heritage character and history.

What will change?

Council's involvement in community development will become more goal-focused and outcome oriented.

While Council will work to achieve better liaison with and understanding of communities in its general planning work, Council needs to have a clear understanding of its own role and priorities in order to ensure its resources are not spread too thinly, and that its work delivers real, and demonstrable, benefits for the community. This will mean that work that falls outside the goals of the Strategy will no longer be a priority for community development support from the Council.

Council will place greater emphasis on promoting collaboration and working in partnership to address issues of importance to the community.

The Local Government Act 2002 envisages councils collaborating with community and voluntary groups, government agencies and other stakeholders, to identify, and find solutions to, community issues. Council intends to be an effective partner in this collaboration, taking a whole-of-organisation approach to the contribution it can make. It will also lead collaboration around some issues. At the city-wide and local level, it will encourage and assist groups to collaborate on issues, in order to achieve an agreed goal.

As a consequence of this emphasis on collaboration and partnerships, fewer resources (both staff time and grant funding), will be available for working with other groups.

Council will put more effort into research, monitoring, evaluating, and reporting back to the Council, Community Boards, and its community.

In order to build shared understanding of community issues, and commitment to addressing them, Council will take a more evidence-based approach to all aspects of its work. It will identify specific issues, track trends and gather evidence to give direction and a clear mandate to its work.

This evidence will support more effective advocacy on behalf of its communities, and will also enable Council to work more effectively across the organisation, ensuring all units contribute to achieving the Strategy's goals. This means demonstrating better links between different parts of Council.

Council will also develop monitoring and reporting processes both for individual projects and initiatives and for the Strategy as a whole. This will ensure that all projects and initiatives are being delivered effectively and are having the desired effect. These monitoring and reporting processes will also tell staff, elected members, and the community Council is doing, where it is struggling, and where it is doing well. This will help improve and develop ideas (and the Strategy). It will tell other stakeholders how effective projects have been. It will also properly account for the public money being spent.

8. Community Group Grant Funding

Christchurch City Council has a proud history of supporting the community of Christchurch with a number of initiatives and enabling mechanisms, including grant funding. Council works at a city-wide and local level to assist the community development focused endeavours of a number of communities of interest, community and voluntary organisations and other key stakeholders.

The Community Development Strategy reaffirms the application of grants funding to support the Council's contribution to community development in Christchurch.

What are the key drivers for Community Grant Funding?

- Council affirms its responsibilities under the Local Government Act 2002 to promote social, cultural, economic and environmental wellbeing.
- Council confirms that in its Strategic Directions for 2006-16, it recognises the importance of strong communities to achieving the Community Outcomes and its own vision for the city.
- Council recognises that community and voluntary organisations are the primary way in which individuals come together to work for the good of the community.
- Council will continue to work at a city-wide and local level with communities, community and voluntary organisations, government agencies, and other key stakeholders to promote community development.
- Council acknowledges that it is only one of several government and non-government funding bodies that work with and support community and voluntary organisations and networks.
- Council asserts that is not a primary funder of services and organisations or institutions that are the core responsibility of government departments or agencies in such areas such as, but not limited to, health, education, housing, justice, immigration and benefit entitlements.
- Council is in a unique position to fund the delivery of services, programmes and community-focused outcomes along the full spectrum of the 'funding continuum' – ranging from small unconditional grants through to significant contracts for service delivery.
- Council's involvement in community development will become more goal-focused and outcome oriented.
- Council's involvement in community development will become more evidence-based.
- Council will ensure that sound accountability principles and practices continue to be applied and that public resources will be managed with integrity.
- Council will actively seek to ensure that other funding sources noted by groups do actually commit to funding so that project viability can be ensured.

Proposed Community Grant Funding Schemes

Council has signalled, in the 2006-2016 LTCCP, that it will operate community grants schemes as one of the key means of contribution to its strategic direction of building strong communities.

The community group grant funding schemes covered in the review predominantly respond to the social and cultural well-being requirements that Council is responsible for promoting under the Local Government Act 2002.

Council proposes the following five schemes, with a total value of \$8.312m for the community grant funding programme for community, voluntary and not-for-profit agencies, groups and organisations.

Grant Fund Scheme	Information
Strengthening Communities Fund	<ul style="list-style-type: none"> • For grants greater than \$5,000, with maximum of \$120,000. • Projects and/or organisations will make positive contribution to achieving Council's Strategic Outcomes and priorities. • Contribution will be across several Council strategies. • Annual contestable funding round. • Majority of grants will be 3-year key relationship contracts, although annual contracts will be available. • Contracts aligned to goals of relevant Council strategies. • Metropolitan and local allocation. • Local funding aligned with Community Board objectives which are consistent with Council goals. • Community Boards may decide in conjunction with Council units to deliver activities for their local communities. • Higher level of accountability and evidence-based processes. • Invites collaboration with other funders.
Small Projects Fund	<ul style="list-style-type: none"> • For grants less than and up to \$5,000. • Projects will make positive contribution to achieving Council's Community Development Strategy and Physical Recreation and Sports Strategy. • Annual contestable round • Two categories only: <ul style="list-style-type: none"> ○ Community Development ○ Sport and Recreation • Metropolitan and local components. • Small grants that cover a wide number of community groups. • Basic application form and accountability process.
Discretionary Response Fund	<ul style="list-style-type: none"> • For grants up to \$15,000. • Projects and/or organisations will make positive contribution to achieving Council's Strategic Outcomes and priorities. • Contribution will be across several Council strategies. • Fund has no formal closing date, but once the annual allocation to the fund is exhausted – the fund is closed until the next financial year. • The fund will have a minimum one month turn around. • Metropolitan and local components. • For new projects that did not apply to other annual funding rounds. • For emergency funding for unforeseen situations. • Not for 'second bite' opportunity if project has been declined from other Council annual funding rounds (unless the reason for decline is solely on the basis that the funds from the other

	<p>rounds were fully allocated denying the applicant the opportunity for a full and considered assessment).</p> <ul style="list-style-type: none"> • Not for missing out on funding from another agency, if already in receipt of Council funding. • Staff delegations for Metropolitan (\$15,000) and Local (\$1,000) to Unit Manager and Department Manager. • Community Boards may decide in conjunction with Council units to deliver activities for their local communities.
Principal Organisations Fund	<ul style="list-style-type: none"> • For significant grants in excess of \$50,000. • Projects and/or organisations will make significant contribution to achieving Council's Strategic Outcomes and priorities. • Contribution will be across several Council strategies. • Annual contestable funding round. • Key relationship contracts for up to 3 years. • Contracts aligned to goals of relevant strategies. • Metropolitan level only. • High annual accountability and evidence-based processes. • Recipients are not eligible for other metropolitan Council community group funding.
Community Loan Scheme	<ul style="list-style-type: none"> • Continuation of current scheme. • Low interest loans for capital works. • Two contestable rounds per annum. • Metropolitan and local groups eligible. • All applications considered by Metropolitan Allocation Committee.

N.B. A number of these proposed grants schemes will operate at metropolitan and local levels. Definitions of which applications should be treated at a metropolitan level and which at a local level are provided in Appendix VI to help provide clarity to potential applicants as well as decision makers.

Proposed Budget Allocations for the Community Grant Funding Schemes

	Strengthening Communities Fund	Small Projects Fund	Discretionary Response Fund	Principal Organisations Fund
Metropolitan	\$3,500,000	\$400,000	\$170,000	\$1,600,000
Community Board	\$1,720,000	\$532,000	\$390,000	
Total	\$5,220,000	\$932,000	\$560,000	\$1,600,000

The proposed allocations reflect a 68 : 32 split between metropolitan and local community funding, reflecting Council's desire to prioritise a whole-of-city approach, while still retaining the strength and ability to be flexible and responsive at the local level.

There is a 63 : 11 : 7 : 19 ratio across the four grant funding schemes giving effect to the key driver of working towards the strategic goal of building strong communities, encouraging and enabling participation across the community with groups and organisations of all sizes.

The allocations for the proposed schemes are indicative and include the two Banks Peninsula-based Community Board funding lines which were not in the original review.

Funds totalling \$92,000 have been included for the two Banks Peninsula based Community Boards in the proposed new schemes. Of this amount, a total of \$40,000 (\$20,000 per board) is tagged for funding that must go to projects or initiatives focused on reserves within the respective boards' area. The remaining allocations totalling \$52,000 for both Banks Peninsula based Community Boards, are accommodated within the Small projects Fund (total of \$22,000) and the Discretionary Response Fund (total of \$30,000).

It is not intended that these proposed allocations be permanently fixed, however, it is anticipated that an annual analysis of the scheme expenditure with a view to noting any emergent trends or patterns, including under-expenditure, will be conducted with proposed amendments, if any, put forward to Council for consideration.

The annual allocation from the Community Organisations Loan Scheme is variable and is dependant on the repayment schedule for existing loan recipients.

Rationale for the Proposed Community Grant Funding

The primary rationale for the five proposed schemes is the need to work towards a clearer, more structured and coherent alignment for the community grant funding schemes and the Council's Strategic Directions, strategies and priority areas of work in responding to, and delivering on the agreed outcomes approved in the 2006-2016 LTCCP.

The proposed five schemes also seek to address a concern of public confusion around the number of different schemes currently in existence. The proposed schemes also address the key drivers that support the application of grant funding as an enabling mechanism for Council to build and support strong communities with robust social cohesion and high levels of engagement and participation in the community.

It is also opportune to ensure that Council's schemes and processes are meeting good practice principles for managing public funds. This is particularly important given the new era of scrutiny and accountability for use of public resources and the need to give effect to the achievement of good public benefit.

What are the Current Community Grant Funding Schemes that are being replaced?

The proposed grant funding schemes supersede the current grants schemes. The schemes being replaced have been developed and shaped on an incremental basis over a period of time with many of the schemes dating back to the period immediately preceding local government amalgamation back in 1989/90. The number of schemes and the long-lived nature of some of these schemes have caused a reasonable degree of confusion for the Council and the community alike. A translation pathway to the proposed schemes is noted below.

Current Grant Funding Schemes	Proposed Grant Funding Schemes
<ul style="list-style-type: none"> • Annual Grants (part) • Banks Peninsula Community Grants (part) • Community Board Community Worker Funds • Community Board Project Funds (part) • Community Board SCAP Funds • Social Initiatives Fund 	Strengthening Communities Fund (Metropolitan and Local)
<ul style="list-style-type: none"> • Banks Peninsula Community Grants (part) • Community Board Project Funds (part) • Community Development Scheme (metropolitan and local) 	Small Projects Fund (Metropolitan and Local)
<ul style="list-style-type: none"> • Community Board Discretionary Funds • Banks Peninsula Community Grants (part) • Metropolitan Citywide Funds (part) • Metropolitan Discretionary Funds • Metropolitan SCAP Funds 	Discretionary Response Fund (Metropolitan & Local)
<ul style="list-style-type: none"> • Annual Grants (part) • Metropolitan Citywide Funds 	Principal Organisations Fund
<ul style="list-style-type: none"> • Community Organisations Loan Scheme 	Community Organisations Loan Scheme

What is the effect of the proposed changes?

It is anticipated the change will affect a number of different parties and the following impacts may result.

For the Community	<ul style="list-style-type: none"> ▪ Continued grant funding support for the community and voluntary sector. ▪ Fewer funding schemes therefore less confusion. ▪ Clearer criteria and application process. ▪ Access to a range of grants from small local projects to multi-year major grants. ▪ Appropriate compliance costs and processes according to significance of grant. ▪ Security of funding for multiple years in appropriate cases.
For Community Boards	<ul style="list-style-type: none"> ▪ Same total amount of funding available but divided into three main schemes. ▪ Same delegation for Discretionary funding. ▪ New delegation for Small Projects Fund. ▪ Retain ability to set local priorities. ▪ Local priorities aligned with Community Outcomes and Council Strategies. ▪ Retain ability to fund local components of metropolitan organisations' projects. ▪ Removal of youth development grants for individuals.

	<ul style="list-style-type: none"> ▪ Retention of local funding allocation committees for Small Projects Fund (with community representation). ▪ Retain ability to fund additions to local capital development. ▪ Ability to be both proactive and responsive to local needs.
At the Metropolitan level	<ul style="list-style-type: none"> ▪ Retain Metropolitan Funding Committee with community representation for Small Projects Fund. ▪ Reduction of schemes. ▪ Improved alignment with Strategies and Outcomes. ▪ Ability to be both proactive and responsive to citywide needs. ▪ Increased collaboration with other funders.

Community Board Project Funds 2007/8

In order to enable a smooth transition to the new arrangements described in this document, the Council has decided not to implement changes to the funding schemes at the community board level until the 2007/8 financial year.

In relation to Community Board Project Funds for 2007/8, the Council resolved to continue with existing Community Board Funding Schemes, processes and timelines for 2007/08 funding round.

9. Community Facilities

Christchurch and Banks Peninsula is served by a wide range of facilities that meet different community demands. Some facilities accommodate activities that primarily meet local needs, such as community cottages, school halls and toy libraries. Other community facilities cater for a much wider audience and will attract users from across the city, such as shared office space and community centres which cater for communities of interest. The distribution of facilities across the city can be classified on the basis of the types of activities each attracts and the different local/regional needs met.

- **Metropolitan Facilities**

- Meet a diverse range of citywide needs; serving regional communities of interest and giving identity to the city. Characterised by some attributes that are recognised regionally or nationally.

e.g. Christchurch Town Hall, Risingholme Community Centre, and Mona Vale.

- **Suburban Facilities**

- Serve suburban catchment with a radii of about 2km to 5km. These facilities attract users across different neighbourhoods at the sub-regional level and typically accommodates a range of different activities.

e.g. Fendalton Community Centre, Shirley Community Centre, and Papanui Club.

- **Neighbourhood Facilities**

- Designed to meet local/neighbourhood needs within a radii of 1 to 2km. Typically, these facilities offer a limited range of activities.

e.g. Rowley House, St Martins Scout Den, and Dallington Community Cottage.

- **Rural Facilities**

- Situated in a rural or isolated community. These facilities typically accommodate a range of activities.

e.g. Little River Community Centre, Yaldhurst Hall, Ouruhia Hall, and Kainga Hall.

Generally, the development of community facilities in Christchurch, and the Council's involvement, has been sporadic and ad hoc. Consequently, the quality and distribution of facilities, and the needs they meet, vary widely. In order to best meet the objectives of the Community Development Strategy, it is essential for the Council to more clearly identify the rationale and role for its continued involvement in the provision of community facilities.

Why is the Council involved in the provision of community facilities?

There is insufficient demand for some types of facilities to be provided by the private sector, or by other players in the marketplace. As a result, the provision of community facilities by local government can help provide a range of public good benefits, such as community identity and wellbeing that may not be regarded as having a marketplace by the private sector.

In many cases, the Council's involvement is a direct response to community desires for local facilities. Often this community desire, or perceived need, has been identified during research or as a result of community feedback to the Council.

Who should the Council provide facilities for?

There are a range of communities that need and use facilities. These communities can be geographic, age-related, cultural, historical or particular interest groups. The Community Development Strategy assumes that everyone in Christchurch and Banks Peninsula should have the opportunity to use community facilities. This Plan proposes that Council's support for community facilities be directed by the following key principles:

Equity

- Facilities meet the diverse social, cultural and recreational needs of the city's population.
- These facilities are distributed equitably across the city.

Community Connectedness

- Facilities are designed and situated to maximise community identity and connectedness.

Accessibility

- Facilities are designed to be inclusive and open to all.
- That the availability of facilities is fair.

Affordability

- That the use of facilities is affordable to the city's residents.
- That the management and maintenance costs of facilities is affordable to Council and ratepayers.

Sustainability

- That the design and location of facilities meets the growth and development needs of the city's population.

How should Council continue to be involved in the provision of community facilities?

Within Christchurch there are a variety of community facilities available that meet a range of community needs. As these facilities are distributed relatively unevenly across the city, some communities have greater access to facilities than others. Consequently, there are opportunities for Council to support the provision of facilities more equitably.

In order to best meet the needs of the community, it is envisaged that the Council will encourage community access to a mix of facilities through a range of different roles (Funding, Support and Provision). However, the Council proposes to be clearer about the types of assistance it will provide at different levels of the regional network. This concept is illustrated in the table below.

Summary of Council's role in the provision of community facilities

	Metropolitan Facilities	Suburban Facilities	Neighbourhood Facilities	Rural Facilities
Space	Some facilities are provided that meet city-wide interests.	A network of facilities is supported to meet suburban needs across the city.	Council ownership of some facilities is reduced (if they fail to meet certain criteria).	Some facilities are retained in Council ownership.
Funding	Funding is made available in a contestable manner.	Funding is made available in a contestable manner.	Funding is made available in a contestable manner.	Funding is made available in a contestable manner.
Support	Programmes are developed that are responsive to city-wide needs.	Programmes are developed that are responsive to suburban needs.	Programmes are developed that are responsive to local needs.	Programmes are developed that are responsive to local needs.

Over time it is envisaged that Council ownership of community facilities should be focused more on facilities that serve suburban needs. This would be achieved through the development of a network of multi-functional suburban facilities that are distributed equitably across the city. This approach recognises it is unaffordable, or realistic, for the Council to own and maintain a network of facilities that meets the entire region's needs at the neighbourhood level. Additionally, there are a range of other providers that successfully operate facilities that meet needs at the neighbourhood level. Therefore, it is important that the Council takes account of these other community facilities by ensuring that Council facilities complements rather than duplicate or compete with other providers.

It is proposed to work closely with community groups, and actively pursue partnerships, for the management of suburban facilities. In many cases, this would involve working with existing facilities and community organisations.

Council will continue to provide for community access to Metropolitan, Rural and Neighbourhood Facilities. However, the Council's role will be more focused on its role in terms of funding and support (as opposed to ownership). It is expected that this would be a gradual transition over the next 1 to 20 years.

With respect to financial assistance for community facilities, it is proposed to consider development of a separate funding source specific for facilities. Funding could be made available in a transparent and contestable manner to some organisations if they met criteria consistent with the Community Development Strategy. This approach has worked successfully in other local authorities and will complement some of the work of the Community Grants Review.

Next Steps

Following the adoption of the Community Development Strategy, a Community Facilities - Implementation Plan will be developed to give effect to the Strategy's principles. This Implementation Plan will provide a framework to manage the Council's provision of community facilities for existing and future generations. It will specify how the community facilities will be delivered at the local and regional level and take account of the following key issues:

- Increasing understanding of the activities carried out in community facilities owned by other providers;
- Encouraging community connectedness and providing opportunities for community involvement in the management and use of Council facilities;
- Working collaboratively with other providers of facilities to ensure community access;
- Maximising opportunities for co-location of community facilities with other facilities (including libraries and recreation centres) and in community hubs;
- Establish transparent criteria for investment/divestment of Council facilities; and performance monitoring (see Appendix VI);
- Making the availability of some funding sources for facilities contestable;
- Implement a transparent rental charge and fees policies; and
- Clarifying role and responsibilities of the Council and management committees.

Facilities in Banks Peninsula

As part of the Memorandum of Understanding between the former Banks Peninsula District Council and Christchurch City Council, levels of service have been ring-fenced for five years. Over time, the Council proposes to align services in Banks Peninsula with those it provides for city residents. However, the Council recognises that rural facilities are an essential means for supporting the unique communities that comprise Banks Peninsula.

LTCCP Savings re community halls

As part of the Council's 10-year plan (Long Term Council Community Plan 2006 – 2016), a number of initiatives have been identified to help minimise rates increases, including making savings in the area of community facilities. Specifically, the LTCCP asks for savings of \$158,800 in 2007/08, and \$397,000 per annum in subsequent years (out of a total of approximately \$2 million available for expenditure on community halls in 2005/06).

The proposed savings do not necessarily mean that community facilities will need to close. Savings could be achieved through a number of options involving:

- Increasing revenue by maximising the use of facilities.
- Joint ventures with other organisations to share costs.
- Improving management systems.
- Reducing maintenance costs.
- Selling assets.

Clearly, if a facility that is primarily serving local needs is well used and there is a strong sense of community connectedness associated with it (as with a number of community cottages), then it is highly unlikely Council will withdraw support. If however, analysis indicates that some facilities are underutilised, and they are not achieving some of the objectives of the Community Development Strategy, then they will be examined further for possible alternative uses.

On the adoption of the Community Development Strategy by Council, specific community centres will be evaluated to determine how they are meeting the Council's objectives²³. As part of the development of the Community Facilities – Implementation Plan, a range of initiatives will be implemented to ensure savings are achieved. Public consultation on the draft Community Facilities – Implementation Plan will take place in 2007.

²³ For an explanation of the criteria for investment, see Appendix VII

10. Strategy monitoring and evaluation

It is important that the effectiveness of the Community Development Strategy is closely monitored and adjustments made where necessary to better achieve the Council's Strategic Directions. In many cases the outcomes the Community Development Strategy aims to contribute to have complex relationships with the actions of the Council and a wide range of other groups and individuals. As a result direct causality between the work carried out to implement the Community Development Strategy and changes in outcome measures will be difficult to determine.

At this strategy level a series of broad outcome measures are identified (below). When the final strategy is approved by the Council a more detailed action plan including specific target milestones and output measures will be developed. As indicated in earlier parts of the Community Development Strategy, the Council intends to increasingly use an evidence based approach. One element of this approach will be greater use of both process and outcome evaluations on projects/activities used to put the strategy in to action.

Community Development Strategy Outcome Measures

Area	Measure	Source
Local Community Identity	Proportion of residents that agree they feel a sense of community with others in their local neighbourhood	Biannual Residents Survey
Participation in Decision Making	Voter turnout at local body elections	TLA Election returns
	Proportion of residents that have taken part in a consultation led by the Council	Biannual Residents Survey
	Residents level of confidence in Council decision making.	Biannual Residents Survey
	Proportion of residents satisfied with the way the Council involves the public in decision-making	Biannual Residents Survey
Participation in Community leisure and Recreation	Proportion of residents identifying that there are barriers that make it difficult for them to take part in leisure activities.	Biannual Residents Survey
	Proportion of residents indicating that it is easy to participate in the arts in Christchurch	Biannual Residents Survey
Community and	Residents' perceptions of safety	Biannual Residents Survey

Neighbourhood safety	whilst walking alone in the dark in their local neighbourhood	
	Injury related mortality and morbidity rates	CDHB
	Road crash fatality and serious injury rates	Land Transport New Zealand
	Rate of reported crime	New Zealand Police
Strong Communities	Proportion of people that participate in formal unpaid work	Census
	Proportion of residents that report they rarely or never feel isolated or lonely	Quality of Life Survey
	Proportion of residents that report that people generally can be trusted	Quality of Life Survey

Community Group Grants Measures

Measure	Source
Funding processes and requirements are complied with	Internal Council measures plus periodic internal auditing
Proportion of grants applicants that find the process easy to access	Survey of grant applicants

Community Facilities Measures

Measure	Source
Level of utilisation of Council owned facilities	Internal Council records and information supplied by management committees
Cost to provide Council owned facilities	Council financial records
Level of user satisfaction with Council community facilities	Survey of users
Degree of community connection to Council owned facilities	Assessment scale to be developed and applied

11. Risks/Risk Management

Any change involves risks and a period of adjustment. Essentially, the Council's Community Development Strategy aims to adopt a strategic partnerships approach to facilitating community development in the city. The strategy will also narrow its focus, in order to provide more effective support in the identified priority areas.

There are ongoing external risks that may result from a change in the wider community development environment. These include possible changes to central government policy, such as funding, arts and welfare. However, direct risks as a result of this Strategy and ways to manage these include:

	Risk	Risk Management
1	Undertaking research in order to ensure an evidence-based approach to work relating to Community Development is a vital component of this Strategy. There is a potential risk that efforts dedicated to researching issues will outweigh action to actually address them, also referred to as 'paralysis by analysis'.	With clear, focussed goals and priorities, research will become more targeted, deliberate, and essentially 'smarter', which can then translate into targeted actions. This means that research will be conducted in a manageable and realistic style, with as much tapping into existing external research and thereby not 'reinventing the wheel' as possible. Monitoring and looking at long-term strategic research will ensure efficiency of efforts. Undertaking appropriate research in order to build up expertise and essential knowledge is fundamental to delivering decisive, positive and measurable outcomes. Effective channels of communication will need to be developed within Council and with external organisations to ensure that the results of research can be used to their maximum in stimulating appropriate action.
2	The public, as well as external agencies may expect that the Council will lead collaboration and coordination of all work identified as a result of this Strategy.	Council resources will, at times, be better used as a strategic partner, rather than leader, in some work. Clear communication and availability of information will ensure Council's role is clarified and justified.
3	Setting a priority goal for the Community Development Strategy and allowing Council to focus its efforts on this for a 3-year period may not align with external agencies' priorities. This could potentially lead to a failure to attract assistance from strategic partners.	The identification of a priority goal for the Strategy will be reached after careful research and consideration to ensure this goal is the right one for Council to focus on. Clear communication, justification and collaboration with external agencies is vital. Regular reviews of the Strategy mean some aspects are flexible.
4	Identified goals to focus Council's efforts and resources on may not correlate with the communities' priorities in Community Development.	The Strategy's goals have been chosen with careful consideration and assessment of Council's role and external gaps in service provision and assistance. Clear communication, justification and collaboration with the community is vital to ensure this is understood and appreciated. Regular reviews of the Strategy mean some aspects are flexible.
5	Changes that will occur as a result of the Community Development Strategy are likely to result in less funding and support for some sections of the community who fall outside priority areas. Subsequently, the future viability of some groups may be jeopardised.	Council may consider a transitional period of funding from the old structure to the new one, along with a co-ordinated funding information approach to community groups. This may include advice and referral to other entities that can assist groups falling outside Council's focus.

Appendix I

Glossary of commonly used terms

- *Community* can relate to a geographically defined area (like a neighbourhood), or a non-spatial, community of interest entity (like a group of people with common religious beliefs). A community can also refer to the residents of a city as a whole (like Christchurch as a community).
- *Community and Voluntary Sector* encompasses groups and organisations involved in formal voluntary, unpaid work, including Central Government agencies, city wide significant networks, as well as local networks and forums.
- *Community Connectedness* means people feel connected with and included in their community, and they feel encouraged to participate and build social cohesion.
- *Community Engagement* means people are involved in issues and decisions that affect them or they have an interest in, and they feel they can make a positive contribution and difference.
- *Community Facilities* refers to the space available for community activities to take place that meets community needs.
- *Community Recreation* means empowering individuals, groups or communities to participate in the identification and development of their recreational needs. The process will involve engagement, capacity building and ultimately sustainability.
- *Community Outcomes* describe the kind of society, community, environment and economy that the people of our community want live in. They are the things which the community thinks are important for its well-being. The people of Christchurch have identified 9 Community Outcomes:

<ol style="list-style-type: none"> 1. <i>A Safe City</i> 2. <i>A City of Inclusive and Diverse Communities</i> 3. <i>A City of People who Value and Protect the Natural Environment</i> 4. <i>A City of Lifelong Learning</i> 	<ol style="list-style-type: none"> 5. <i>An Attractive and Well-designed City</i> 6. <i>A Well-Governed City</i> 7. <i>A Prosperous City</i> 8. <i>A Healthy City</i> 9. <i>A City for Recreation, Fun and Creativity</i>
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- *Key relationship funding agreement* is an arrangement between Council and well-established groups or organisations for significant funding (generally multi-year), which in addition to detailed accountability and monitoring processes, indicates a close working relationship.
- *Not-for-profit* generally refers to a group or organisation established for charitable, educational, or humanitarian purposes and not for the purpose of making a monetary profit.
- *Participation* means people are engaged in and actively get involved with various aspects of community life.

- *Partnership* means relationships that enable a combined approach to funding, supplying, managing or supporting aspects of community development between citizens, communities, organisations and Council.
- *Recreation* means leisure activities that encourage participation, skill development, and social interaction at all levels and contributes to individual and community wellbeing.
- *Social Cohesion* describes the relationship people have with others and the benefits those relationships bring to the individual and society at large.
- *Social Exclusion* describes marginalisation from an adequate quality of life, including employment, income, social networks such as family, neighbourhood and community, and decision making.
- *Social Inclusion* is the process by which efforts are made to ensure that people of all sectors of society, regardless of their experiences and circumstances, can achieve an adequate quality of life, including employment, income, social networks such as family, neighbourhood and community, and decision making.
- *Social Isolation* refers to the exclusion of individuals or groups from full participation in the community where they live, work or recreate.
- *Strategic Partner* is an entity which could be an individual, group or organisation, agency, or company for instance, with whom Council has formed a professional relationship in order to work towards, and ultimately deliver, a desired outcome.

Appendix II

External Reference Group Terms of Reference and Membership

Purpose

To provide independent advice to the Council, share information, and give feedback on the Community Development Strategy, and on the reviews of the grants and facilities components of the Council's community support role, as these are developed.

Functions of the Group

- Provide independent advice to the Council based on expertise, experience, and knowledge about:
 - the communities of Christchurch City and Banks Peninsula, and
 - the concerns and priorities of key stakeholders.
- Liaise with wider networks *as appropriate*; the nature and extent of this liaison will be at the discretion of reference group members, and is not intended to act as a substitute for the Council undertaking other forms of consultation.
- Identify risks.
- Identify future opportunities.
- Advise the Council on the implications of options under consideration.
- Where the member's organisation has a clear position on an issue, the member should express that view; where this is not the case, the member should use their expertise and judgement in providing advice. Members should always signal clearly to the Council whether they are offering their personal view or the view of their organisation.

The Group's independence, and diversity of views, will be respected at all times. Members will not be required to endorse the Council's decisions regarding the Strategy, or to reach a single view on the issues under discussion.

Membership

- Representatives of community and voluntary sector organisations, with broad experience and understanding of community development and of the communities of Christchurch and Banks Peninsula.
- Representatives of government agencies with a role in community development.

The Council's Role

- The strategy, grants review and facilities plan will be developed by a Project Team of Council staff, under the direction of a Project Sponsor.
- The Council will consider advice from the External Reference Group, as well as advice and views from other consultation processes.
- The Council will make the policy decisions, based on this advice and the work of the Project Team.

Responsibilities of the Project Team

- Research and analysis.
- Drafting the strategy and other documents.

- Preparation of material for consideration by internal stakeholders, the Reference Group and other external stakeholders as appropriate.
- Undertaking a variety of consultation processes to ensure that stakeholders' views are understood and considered.
- Provision of material to the Reference Group, in sufficient time to enable members to consider it before the next meeting.
- Preparing and circulating agendas and minutes of Reference Group meetings.
- The Reference Group may wish to choose its own chair to conduct its meetings; the project team would then work with the chair to prepare agendas and other material for meetings.

Responsibilities of Reference Group Members

- Attendance at meetings of one-and-a-half to two hours each during the course of the project; see schedule below.
- Meetings will be held at the Christchurch City Council; community and voluntary sector representatives will be reimbursed for reasonable expenses incurred in attending meetings.
- Punctual attendance, and apologies given in advance if a meeting will be missed; comments on the material under discussion may be sent to the project leader.
- Preparation for meetings, including reading any material sent out beforehand.
- Maintain confidentiality where appropriate, as discussed.

List of Key Stakeholder organisations represented on External Reference Group

Community Organisations

<i>Person</i>	<i>Organisation</i>
Adrienne Carmichael	Waltham Community Cottage
Norm Dewes	Te Runanga o Nga Maata Waka
Andrew Dickerson	Age Concern Canterbury
Michael Greer	Methodist Mission
Sharon Torstonsen/Shona Hickey	Council of Social Services in Christchurch
Lesley MacMillan	Avebury House and Christchurch Community Development Workers Group
Tony McCahon	Delta Community Support Trust
Selwyn Maister	Sport Canterbury
Clare Phillips	Independent contractor
Pam Richardson	Banks Peninsula Federated Farmers, Banks Peninsula Conservation Trust Board and Canterbury Community Trust
Annie Smith	Bishopdale Community Trust
Jenny Smith	Te Whare Roimata
Tania Smith	198 Youth Health Centre
Ann Taylor	Disabled Persons Assembly
Chrissie Williams/Catherine Peet	Sustainable Otautahi Christchurch
Robin Wybrow/Liz Maaka	Wairewa Runanga
Herewini Banks	Rapaki Runanga
Kevin Grimwood	Canterbury Youth Workers Collective

Government Agencies

Name	Organisation
Denise Kidd	Ministry of Social Development
Martin Maguire/Julia Mains	Department of Internal Affairs
David Ormsby	Te Puni Kokiri
To be confirmed	NZ Police
Amanaki Misa	Ministry of Pacific Island Affairs
Grant McMillan and Coralanne Child	Ministry of Education
Mary Richardson/	Community and Public Health, CDHB
David Griffiths	Housing New Zealand
Cecilia Guridi/Deborah Lam	Office of Ethnic Affairs

N.B. The particular individuals attending External Reference Group meetings on behalf of some organisations varied from meeting to meeting.

Appendix III

The Context – Key Trends and Issues – detailed version

Overall demographic trends

Overall population is forecast to grow by around 9% between 2006 and 2026, from 355,900 people to 388,800^{24 25}. The main reason for this projected growth is external migration (people coming from other countries to live in Christchurch).

Christchurch's population is ageing:

- The median age of residents in 1986 was 31 years²⁶: by 2026 it is expected to be 42.5 years^{27 25}.
- By 2026, one in five people will be aged 65 years and over²⁵.
- By 2031, there will be twice as many people aged 85 years and over than there are now²⁵.
- By 2021, people aged over 65 will outnumber children (under 15 years) in Christchurch²⁵.

Christchurch's population is currently less ethnically diverse than the NZ population as a whole, but it is becoming more diverse:

- 90% of Christchurch's population identified as European in 2001, compared with 78% nationally²⁶.
- Numbers of residents identifying as Maori, Pacific Peoples, and Asian increased significantly between 1991 and 2001:
 - 22,533 people (7.2% of Christchurch's population) identified as Maori in 2001; this figure increased from 5.3% in 1991²⁶, and is expected to increase by 32% between 2001 and 2016²⁸.
 - Pacific Islands people were 2.4% of the Christchurch population in 2001, a slight increase from 1.7% in 1991²⁶, and the number of Pacific residents is expected to increase by over 42% by 2016²⁸.
 - 5.6% of Christchurch residents identified as Asian in 2001, compared with 2% in 1991²⁶. It is estimated that the number of Asian residents will more than double between 2001 and 2016²⁸.
- The age structure of different ethnic groups varies. Although the European population is ageing, with large numbers in the 30-44 age group in 2001, a relatively high proportion of the Maori and Pacific populations were aged under 15. The Asian ethnic group has a completely different age profile, with large numbers in the 15-24 age group²⁶.
- Between 1996 and 2001, the number of Christchurch residents born overseas increased from 47,517 (15.4% of the population) to 53,226 (16.8% of the population)²⁶.
- There are now over 160 different ethnicities represented in Christchurch.

²⁴ Unless otherwise indicated, figures include Banks Peninsula.

²⁵ Statistics New Zealand, Subnational Population Projections (2001 Base), Feb 2005 release

²⁶ Statistics New Zealand, Census of Population and Dwellings

²⁷ The median age is the point at which half the population is older

²⁸ Statistics New Zealand, Subnational Ethnic Population Projections (2001 Base), Aug 2005 release

Households and family structures are changing²⁹.

- The average number of people living in each household is getting smaller (2.6 people per household in 2001, compared with 2.9 per household in 1981²⁶):
 - More people are living alone (26.2% of households in 2001, up from 23% in 1991²⁶); this primarily reflects an ageing population.
 - 41% of Christchurch households in 2001 were couples without children, up from 37.2% in 1991²⁶.
 - There are more one-parent families (19.2% of all households in 2001, up from 17.5% in 1991²⁶) while the proportion of two-parent families is declining (down to 40.3% in 2001 from 45.4% in 1991²⁶).

Community connectedness and participation

In the Community Outcomes for 2006-16, Christchurch people have stated that they want to live in a city of inclusive and diverse communities, where our diversity is seen, heard, valued and celebrated, and all people feel a sense of belonging and participate in the community.

Overall, most Christchurch people do feel well-connected to their communities:

- In 2006, 68% of Christchurch residents stated that they feel a sense of community with others in their local neighbourhood, an increase from 47% in 2001³⁰. In 2004, the average for the main urban centres was 61%³¹.
- Connections based on shared interests, culture or beliefs are also important to Christchurch people, with around 60% of residents in 2004 stating that these were the basis of their most important social group or network³⁰. This figure has been consistent since 2000.
- In 2004, 83% of residents said they had rarely or never felt lonely or isolated in the last 12 months and more than 75% said that they always or mostly had someone to turn to when they were stressed³¹.
- Two-thirds of Christchurch residents feel that people can usually or always be trusted³¹.

There is, however, a small but significant proportion of Christchurch residents who do feel isolated at least some of the time (17% in 2004). At that time, one in 10 reported that they rarely or never have someone they can turn to in times of stress³¹. Nationally, the groups found to be significantly more at risk of feeling lonely or isolated were:

- People living in low-income households (especially those in households with annual income under \$20,000)³¹
 - 21.6% of Christchurch households had an annual income of less than \$20,000 in 2001²⁶
 - one-parent families were more likely to be on lower incomes than other family types, with 39% of them having incomes of less than \$20,000 per annum in 2001²⁶
 - There were around 4,000 pre-school children, and close to 10,000 school children (under the age of 15), living in deprived areas of the city (deciles 9 and 10) in 2001³².

²⁹ These figures exclude Banks Peninsula.

³⁰ Survey of Residents, Christchurch City Council

³¹ The Big Cities Quality of Life Project, Quality of Life

- People with disabilities
- Young people (15-24 year-olds)³¹.
- People of Asian or Indian descent, and Pacific peoples³¹; this is likely to reflect factors such as separation from family, poor social networks, language and cultural differences, and lower income levels.

In addition, the Christchurch Community Mapping Project³³, completed in 2004, identified the following factors as affecting the extent to which people contribute, and feel they belong, to communities:

- Low levels of disposable incomes which are inadequate to meet needs.
- Disparity between high and low income groups.
- Reduced physical mobility resulting from physical disabilities.
- Poor English or communication skills, including poor literacy levels.
- Discrimination based on age, ethnicity or mental health.
- Low self-esteem.
- Emotional or health problems.
- Pressure and stress in the lives of individuals.
- Local community facilities and public space receiving adequate maintenance and care to encourage a sense of community identity and pride.
- The level of communication and understanding between ethnic groups, different generations, and members of different geographic communities and communities of choice.

Access to electronic communications is an increasingly important element of social connectedness. Christchurch people have similar rates of internet, phone and fax use as other New Zealanders, and as in other parts of the country, people aged 55 and older, and low-income households, are less likely to use email and the internet than other age and income groups³¹.

The community and voluntary sector in Christchurch

Community and voluntary organisations are at the heart of community development: they are the primary way in which individuals come together to work for the good of the community. These organisations have a wide range of purposes, and also vary in size, in how they operate (local or national; predominantly volunteers or paid professionals), and in where their funding comes from.

The following table illustrates examples of the range of agencies groups and networks currently active in Christchurch and Banks Peninsula

Central Govt Christchurch-based	City wide networks	Local networks mainly facilitated by CDA Advisers
Ministry of Social Development	Safer Christchurch	Shirley Networking Forum
Ministry of Youth Development	Healthy Christchurch	Broomfield network
Office for the Community and Voluntary sector	Canterbury Abuse Intervention Project	Safer Banks Peninsula
Dept of Internal Affairs	CSPIN	Akaroa Youth Trust

³² Monitoring and Research Team, Christchurch City Council, *Profile of Christchurch Children and Youth (0 to 25 Years of Age)*, July 2004, p. 7. Figure excludes Banks Peninsula.

³³ Community Mapping Project, *Summary Report*, 2004, www.library.christchurch.org.nz/communitymapping/

Ministry of Pacific Island Affairs	He Oranga Pounamu	Akaroa Resource Collective Trust (Heartlands)
Te Puna Kokiri	Intercultural Assembly	Fendalton/Waimari Ethnic Liaison group
Community and Public Health	Council of Social Services	Hoon Hay Networking forum
Ministry of Justice(Banks Peninsula)	Housing Forum	Older Adults Networking forum

In Christchurch as in the rest of New Zealand, the number of community and voluntary organisations has increased significantly over the last decade:

- The number of registered community groups in the greater Christchurch area increased from around 4000 in 1994 to just less than 6000 in 2006³⁴.
- From 1993 to 2000 there was a 26% rise in the number of incorporated societies in Christchurch (27% nationally).
- The number of charitable trusts in Christchurch more than doubled over the same period³³.

Voluntary Work

Volunteering is an example of social connectedness. People are motivated to contribute voluntarily to the community for a number of reasons. Most volunteers are motivated by their desire to assist their family or other community members. Spending time providing services and support to others without financial reward has been identified as one of the ways in which people build and maintain social networks that help society to function effectively³⁵.

Christchurch and New Zealand have similar rates of participation in unpaid work. The 2001 Census indicated that almost 85% of Christchurch's population participated in one or more unpaid activities, with the majority of unpaid work being based in the home. Child minding also had a high participation rate, with more than 1 in 4 identifying this as unpaid work²⁶. According to the Time Use Survey 1999³⁶, nationally, unpaid work outside the home is more likely to be undertaken by women, and by Maori rather than non-Maori. Older age groups are also more likely to participate in unpaid work, with 66% and 65% in the 35-44 and 55-64 year age groups respectively being volunteers.

The 2001 Census²⁶ indicated that:

- 84% of Christchurch's population participated in one or more unpaid activities, compared to 82% of New Zealand.
- The most common form of unpaid work was activities based in the home; 79% of responses in Christchurch and 78% in New Zealand participated in household work, including cooking, gardening and repairs.
- Child minding also had high participation rates (26% of Christchurch responses and 29% of New Zealand).

According to the Time Use Survey 1999³⁶:

- 59% of New Zealanders reported undertaking unpaid work outside the home in the four weeks preceding the survey.

³⁴ Christchurch City Council, *CINCH Database*, librarydata.christchurch.org.nz/web2/tramp2.exe/goto/A0cl2hlp.000?screen=Community/Info

³⁵ Ministry of Social Development (2003) *The Social Report 2003*, Ministry of Social Policy, Wellington

³⁶ Statistics New Zealand, Time Use Survey, 1999, www.stats.govt.nz/people/arts/time-use

- A little over half of the time spent on unpaid work outside the home is spent on 'informal unpaid work' and a little under half on 'formal unpaid work' (that is, through an organisation or group).
- Unpaid work outside the home is more likely to be undertaken by women (63%).
- Maori are more likely than non-Maori to undertake unpaid work outside their own home, and on average spend more time doing so. The difference is evident across all age groups, peaking among those aged 55-64 years.
- Older age groups are more likely to participate in unpaid work. In the 35-44 and 55-64 year age groups, 66% and 65% respectively were volunteers.

Looking at formal voluntary work specifically (as distinct from unpaid work such as caring for dependents or doing housework), around 13% of Christchurch people were involved in such work in 2001, compared with 15% of New Zealanders as a whole²⁶.

Appendix IV

The History of the Christchurch City Council's Role with Community Development – detailed version³⁷

The history of the community development priorities, practices and personalities within the Christchurch City Council has changed regularly and dramatically over the years since its inception in 1971. Little written material exists about the history of community development within the City Council, so sourcing has largely taken place through interviews, supplemented by more recent policies and papers.

Similar to councils in Wellington and Auckland, community workers were initially attached to Planning Departments, before they developed their own identity, often alongside leisure activities. To begin with, the community development role involved co-ordinating community services and establishing community-based programmes. Several of these programmes are now fully independent, such as the Citizens Advice Bureau; children and youth programmes, including community creches and after-school and school holiday programmes; and community facilities, including community centres and recreational facilities.

Before 1989, community workers were attached to both core issues and neighbourhoods. The issues identified for community workers were mental health; housing; women; youth; employment; and childcare. Neighbourhoods targeted included Woolston, Linwood, Phillipstown, Shirley, Aranui and the Avon Loop. During this time community workers were instrumental in setting up neighbourhood houses in several of these communities, as well as the Cranmer Centre housing community groups, and the Women's Night Shelter (with the YWCA), and the Violence Against Women Centre.

The smaller councils in Christchurch employed one worker responsible for community development and community recreation activities from the late 1970s or early 1980s up until 1989. Riccarton Borough and Waimari District both employed a Community Activities Officer, and Paparua County a Recreation Officer. Heathcote County Council did not employ anyone in this role.

One of the most significant changes occurred in October 1989, when Christchurch City Council amalgamated with the smaller councils of Riccarton, Paparua, Waimairi and Heathcote. At the same time, Banks Peninsula voted to stay separate from Christchurch city as an independent district council. Following amalgamation, six service centres were set up in Beckenham, Fendalton, Linwood, Papanui, Shirley and Sockburn. Amalgamation represented not only a coming together of the different councils, but also the joining of the community development and community recreation roles. At the same time the work carried out at a metropolitan level became more policy focused with the community development service delivery focused at the service centres.

With the focus of the work at the Civic Offices changing from community development to policy development, several community advisers continued to build on strong networks, skills and experience from their original issues-based community development. This issues-based work

³⁷ Adapted from: Coom et al, *Past, Present and Future: Community Development and the Christchurch City Council*, Christchurch City Council, Christchurch, 2004.

included Maori, Pacific Island, youth, employment, childcare, housing and mental health. In 1990, The Trust Bank Community House was established, due to significant efforts from community advisers in the Civic Offices. In their policy role, reports for council committees were compiled when requested, and when community advisers wanted to highlight particular issues with councillors.

From 1992, following two years of hiatus as a result of events at the Civic Creche, the emphasis in the Community Services Division at the city office changed further, with a large 'Social Indicators' study (a precursor to the national 'Quality of Life' indicator reports now regularly updated in eight New Zealand cities) becoming a key focus.

In 1996, the council adopted the Community Development and Social Well-being Policy. This was later renamed the Social Wellbeing Policy and was an umbrella policy, covering all Council unit policy and practice. In 1998, the City Manager wrote 'the Community, Leisure and Associated Services' (CLAS) review on the delivery and management of leisure and community services at the CCC. This report resulted in leisure services being separated from community development, with all city-based community advisers staying under the new Community Relations Unit, to become "guardians" of the consultation policy (CLAS Review, 1998:4).

At the six neighbourhood-based service centres community advocacy teams were formed to assist the relationship between the community and the Council.

The community development advisers focused on local projects, working on such issues as a multi-cultural centre in Hornby, co-ordination with other agencies in the neighbourhood, funding advice, out-of-school programmes and a Healthy Lifestyles Project

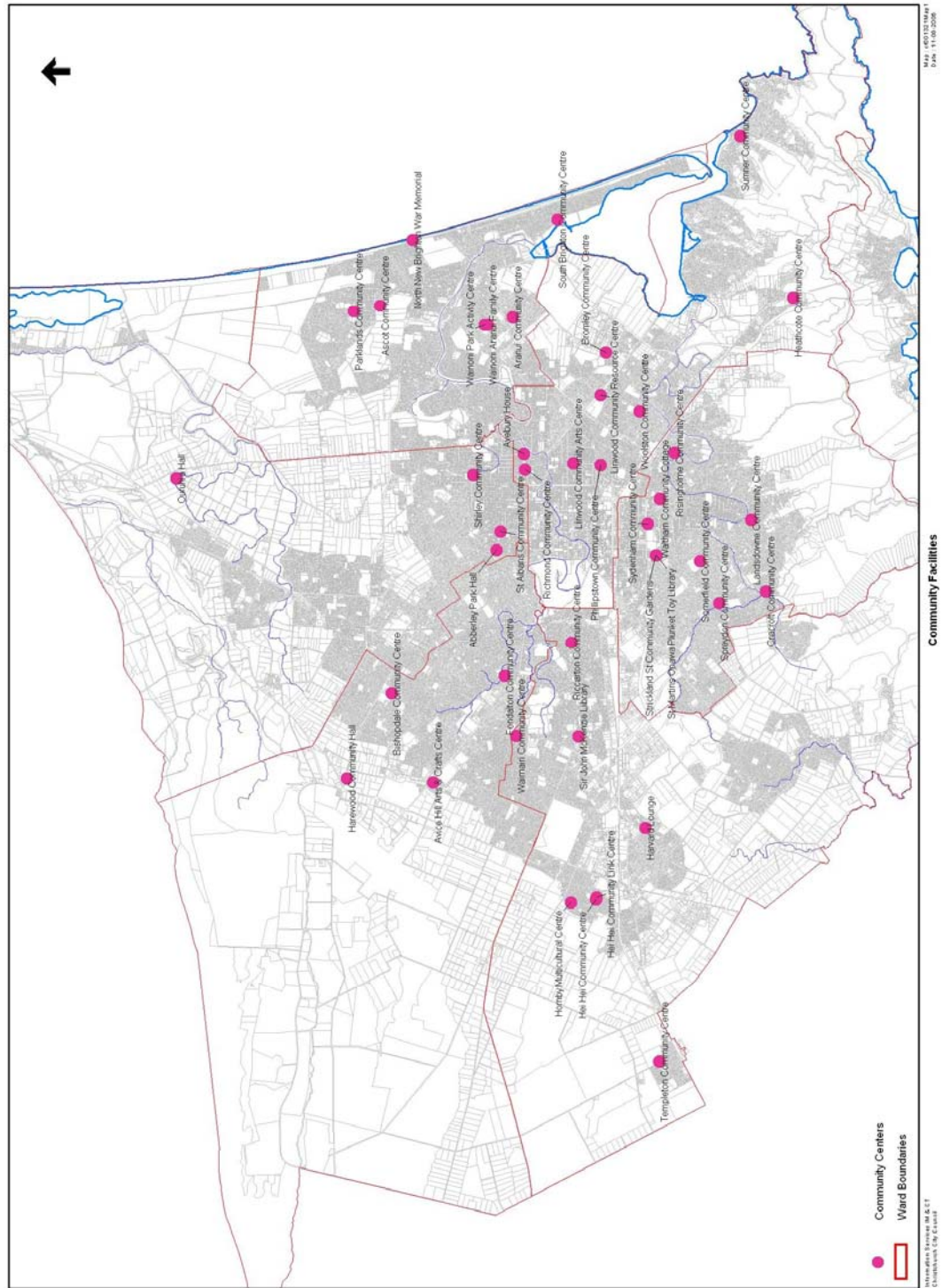
Between 1998 and 2003, it became clear that the delivery of community development services was not fulfilling its considerable potential. The 2002 Local Government Act provided a social mandate for the Council to deliver community development. In 2003, the Mayor's Welfare Fund, community facilities coordination, teams focused on children and youth, service centre based and metropolitan community development activity, community group funding and early childhood centres were brought together to develop a significant mass of community focused services.

Since 2004 the Council has continued to deliver community development services including an increased emphasis on community engagement.

APPENDIX V

Council owned community centres and halls

Christchurch City³⁸



³⁸ Supplied by Christchurch City Council, Information Services, IM&TC

APPENDIX VI

Metropolitan/Local Grants Definitions

Metropolitan

Applications for Council Grant Funding Schemes that meet the following thresholds will be deemed to be a Metropolitan / Citywide Applicant and can only be assessed at the Metropolitan level:

- Applicants whose projects, initiatives, programmes or services are expressly targeted at providing services or benefits from to three or more city-based Community Board areas, or
- Applicants whose projects, initiatives, programmes or services are expressly targeted at providing services or benefits to residents from at least one of the two Community Boards in the former Banks Peninsula District Council area and three or more city-based Community Board areas

Local

The following thresholds will apply for applications that can be considered under Local Community Board level funding.

- Applications for Council Grant Funding Schemes whose projects, initiatives, programmes or services are expressly targeted at providing services or benefits to residents from not more than two city-based Community Board areas, or
- Applicants whose projects, initiatives, programmes or services are expressly targeted at providing services or benefits to residents from one or both of the two Community Boards in the former Banks Peninsula District Council area and no more than two more city-based Community Board areas.

Note: This definition looks to the purpose and scope of the application as submitted by the applicant. It does NOT seek to determine whether a group through its name, purpose or undertakings is a Metropolitan / Citywide group or organisation. It is looking solely at the targeted area where direct benefit and service delivery are provided.

Groups who by their fundamental nature are Metropolitan / Citywide providers, such as Umbrella Organisations are able to have projects considered at the local level if they fall within the definitions as promulgated and they are not in receipt of any concurrent funding from Council that already funds the local services covered in the local application.

Purpose of Definitions

The Purpose of the definitions is to provide some consistent guidelines to determine whether an application for Council community grant funding is to be considered at the metropolitan level or the local level. It is hoped that the definitions will leave no doubt as to the correct and

appropriate decision-making level for all applicants who seek funding from the Council community grant funding schemes.

Rationale for Definitions

Each Community Board area within the city boundaries is estimated to represent some 16% of the total Christchurch City Council area population. The application of three city-based Community Boards to be a proxy for metropolitan / citywide level decision-making is used as this represents a service provision or targeted area comprising some 48% of the population within the Christchurch City Council area.

Appendix VII

Criteria for Investment/Divestment in Facilities

Criteria for Investment in New Facilities or Redevelopment of Existing Facilities

Council will consider investing in a facility when:

- There is a lack of other community facilities in the area.
- There is local demand and an identifiable community need that is supported by research.
- It will complement, rather than, compete with other existing community facilities.
- It complements future growth and takes account of changing demographics (as highlighted, for example, by the Urban Development Strategy). Facilities should therefore be situated close to major transport routes and community focal points.
- Provision is consistent with the concept of the regional network.
- There are opportunities to maximise Community Outcomes through a partnership approach (land and/or capital), including through possible co-location with other providers.
- There is intrinsic value of the facility (e.g. heritage, cultural).

Criteria for divestment

Council will consider divesting in a facility when:

- There is a lack of community ownership of the facility.
- The facility is not meeting community needs.
- There are other facilities available in the area that meet community demands.
- It is underutilised.
- There are significant ongoing maintenance costs which outweigh the benefits of redevelopment.
- The facility design is no longer meeting community needs.
- There is a better alternative use for the land or buildings.

Divestment options could include:

- Selling the facility; and using the sale proceeds for investment in other community facilities.
- Council using the facility for non-community purposes e.g. commercial use/lease.
- Using the facility as leverage for community based partnership.
- Gifting the facility to another organisation that meets community outcomes.

