

**COMMUNITY, RECREATION AND CULTURE  
COMMITTEE  
AGENDA**

**TUESDAY 31 JULY 2012**

**AT 9AM**

**IN COMMITTEE ROOM 1, CIVIC OFFICES, 53 HEREFORD STREET**

**Committee:** Councillor Yani Johanson (Chairperson),  
Councillors Peter Beck, Helen Broughton, Tim Carter, Barry Corbett, Jimmy Chen, Jamie Gough,  
and Glenn Livingstone.

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- PART A - MATTERS REQUIRING A COUNCIL DECISION**
- PART B - REPORTS FOR INFORMATION**
- PART C - DELEGATED DECISIONS**

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**COUNCIL 23. 8. 2012**

**COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012**

**1. APOLOGIES**

Nil.

**2. DEPUTATIONS BY APPOINTMENT**

**2.1 MARK GERRARD, HISTORIC PLACES CANTERBURY**

To include:

- Christchurch City Council insurance of listed Heritage Buildings
- Christchurch City Council logistic support of Trusts, Societies
- Owning/administrating listed Heritage Buildings
- National Government Organisation (NGO) input in the Council process
- Canterbury Earthquake Recovery Authority (CERA) Heritage Recovery Strategy.

**COMMUNITY, RECREATION AND CULTURE COMMITTEE 31.7.2012**

**3. TEMPORARY REPAIR OF CENTENNIAL RECREATION AND SPORTS CENTRE**

<b>General Manager responsible:</b>	General Manager Community Services, DDI 941-8607
<b>Officer responsible:</b>	Recreation and Sports Manager
<b>Author:</b>	John Filsell Recreation and Sports Manager

**PURPOSE OF REPORT**

- The purpose of this report is to seek confirmation that the Council spend \$170,000 on Stage 1 of investigating the potential temporary repair of Centennial Recreation and Sports Centre.

**EXECUTIVE SUMMARY**

- Centennial Recreation and Sports Centre (Centennial) was extensively damaged in the February and June 2011 earthquakes and is closed indefinitely. On 26 June 2012 the Council resolved to:

*“Request that staff report back on the feasibility and cost within two months of a temporary repair to the Centennial Pool to provide central city swimming facilities whilst stage 1 of the Central City Multi-Sport facility is being constructed.”*

- In February 2012 at a cost of \$49,000 Beca produced a report on the damage to Centennial to quantify whether the level of damage exceeded sum insured. The sum insured is \$7,200,000. This report is attached as **Attachment 1** of this report. Section 9 on page 9 concludes that:

- The estimated cost of repair exceeds the sum insured, \$7,200,000.
- At least \$9,500,000 should be allowed to have a high level of confidence in the total cost of the assumed scope of the repair (this does not allow for geotechnical land remediation).
- There is an overarching risk that the assumed scope of the repair is low, i.e. more damage will be discovered increasing the cost.
- It may not be possible to repair some elements to the level of insurance entitlement, i.e. same condition as pre-quake.

- In April 2012 the Council received a Statement of Position from its insurers confirming that the cost of the damage exceeded the sum insured, \$7,200,000.

- In July 2012 Beca provided the Council officers information of the key issues, timeframe and cost of a process to potentially effect a temporary repair to Centennial. Beca propose a three stage approach that is summarised in the table below:

<b>Stage</b>	<b>Scope</b>	<b>Timeframe</b>	<b>Cost</b>
Stage 1	<ul style="list-style-type: none"> <li>▪ Discuss and agree with CCC the acceptable standards of a repair</li> <li>▪ Safety audit for facility access to enable investigation</li> <li>▪ Initial structural modelling</li> <li>▪ Preliminary foundation / geotech design</li> <li>▪ Site survey</li> <li>▪ Preliminary estimate of construction costs if repair possible</li> </ul>	5 to 8 weeks	\$150,000 Plus Council costs of \$20,000
Stage 2	<ul style="list-style-type: none"> <li>▪ Comprehensive site and building investigations</li> <li>▪ Develop the design of options</li> <li>▪ Cost estimate with more confidence</li> </ul>	15 weeks	\$165,000 to \$245,000
Stage 3	<ul style="list-style-type: none"> <li>▪ Detailed design and construction documentation, ready to tender</li> </ul>	8 to 10 weeks	\$185,000 to \$275,000

- Beca stand by the conclusions of their report of February 2012 (see section 3 of this report above) but stress that it is highly probable that the cost of a repair will be greater. This is primarily because investigations could potentially find more damage and the severity of the damage could be greater than anticipated.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 3 Cont'd

7. The Council aim to repair buildings to 100 per cent New Building Standard (NBS) especially those buildings that are extensively used by vulnerable populations. Centennial fits into this category as many users are children. At present Centennial does not meet 100 per cent NBS so additional rehabilitation of the building may be necessary over and above the cost of repair resulting in increased cost. It may not be possible through a repair, to meet 100 per cent NBS.
8. If repair is possible and the Council chooses to proceed, the tendering and construction would be about 50 weeks including a period of four weeks to report to the Council with the relevant decision making information. The Council will have to decide whether the project is "significant". If so, a further consultative process will be necessary.
9. The best indication to date of capital cost of a repair is \$9,500,000. This is from the Beca report of February 2012 and comes with significant uncertainties with cost implications. Insurance proceeds total \$7,200,000. However the insurance proceeds from Centennial have been identified to contribute to the cost of the Central City Multi-Sport Facility. This means the capital cost of a Centennial repair will have to be funded by additional borrowing or prioritised over another project.
10. The gross operational cost of Centennial pre-quake was \$2,087,757 per annum this was off-set against a revenue of \$1,342,296. The nett operating cost being \$745,461. Centennial relied on free-heat from the neighbouring Whispertech plant to off set energy costs. The Whispertech plant has now been demolished.
11. Centennial relied on three main areas of revenue. Memberships from central city workers, a swim school and patronage of inner city residents. The swim school has been successfully transferred to the neighbouring Graham Condon Recreation and Sport Centre; swim education is now operating at higher than pre-quake levels. The number of inner city residents and workers has fallen dramatically and is not predicted to rebound until the central city re-build gathers momentum in three years plus. This is when the new Central City Multi-Sport Facility will open.
12. Should the Council decide to repair Centennial there is a high probability of a significantly higher nett operating cost due to an increase in costs (primarily energy) and a reduction in revenue. Officers have investigated lowering the service level from a potentially repaired Centennial. Due to the compact nature and design of the facility this is not practical.
13. In order to obtain further information on the scale and feasibility of a temporary repair, it is recommended that the Council engage Beca to carry out further investigations identified as Stage 1 in section 5 of this report. The cost is a total of \$170,000 and the timeframe is five to eight weeks. This will give the Council a clearer picture on the probability of success and cost of a repair. Officers would report back to the Council within 10 weeks with a recommendation on whether to proceed with Stage 2.

#### FINANCIAL IMPLICATIONS

14. There is uncertainty in the cost of a repair and if a repair is possible. There is a high probability that operating costs will not be sufficiently off-set by revenue to avoid a significantly increased operating deficit over and above pre quake levels (see sections 10, 11 and 12 of this report).
15. Should the costs of a temporary repair come to less than the insured value of \$7,200,000, the insurance settlement will amount to the actual cost to repair and not the full insured value.
16. The cost of the report will be an unbudgeted item in the Recreation and Sports budget.

#### Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

17. No. There is \$593,000 of OPEX in the LTP for years 2013-2014 and 2014-2015. This is insufficient (see sections 10, 11 and 12 of this report).
18. No. There is no capital funding for this project in the Long Term Plan (LTP). Potential insurance proceeds of \$7,200,000 have been allocated elsewhere (see section 9 of this report).

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 3 Cont'd

#### LEGAL CONSIDERATIONS

19. Care will need to be taken to effect a repair that meets all consenting and policy requirements as the Council knows Centennial is extensively damaged, sits on geologically unstable land and is used by a vulnerable population.

#### **Have you considered the legal implications of the issue under consideration?**

20. Yes. The investigation of a repair of Centennial has been consulted on through the 2012-2013 Annual Plan Process. Should the Council decide to progress with the repair, the Council will need to follow its decision making process and determine whether the project is significant. If the project is significant a consultative process will be necessary.

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

21. Yes. The operation of Centennial is a level of service in Activity Management Plan 7.0.1.

#### **Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?**

22. Yes. The operation of Centennial is a level of service in the 2009-2019 LTCCP. The decision to request that staff report back on the feasibility and cost within two months of a temporary repair to the Centennial Pool to provide central city swimming facilities whilst stage 1 of the Central City Multi-Sport facility is being constructed was made as a result of the 2012-2013 Annual Plan process.

#### ALIGNMENT WITH STRATEGIES

23. Aligns with the Physical Recreation and Sport Strategy 2002.

#### **Do the recommendations align with the Council's strategies?**

24. Aligns with the Physical Recreation and Sport Strategy 2002.

#### CONSULTATION FULFILMENT

25. The consultation requirement for investigation into a temporary repair of Centennial was met through the 2012-2013 Annual Plan process.

#### STAFF RECOMMENDATION

That the Committee recommend that the Council:

- (a) Engage Beca to carry out further investigations identified as Stage 1 in section 5 of this report at a cost of \$150,000 and the Council's project management costs of \$20,000 to be funded as an unbudgeted item in the Recreation and Sports budgets.
- (b) Request that staff report back on the feasibility and cost within 10 weeks of a temporary repair to Centennial Recreation and Sports Centre.

Report

# Centennial Recreation and Sport Centre, Earthquake Damage Reinstatement and Cost Report - Update

Prepared for Christchurch City Council

By Beca Carter Hollings & Ferner Ltd (Beca)

7 February 2012

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## Revision History

Revision N°	Prepared By	Description	Date
A	Jonathan Barnett	First Issue	7 February 2012

## Document Acceptance

Action	Name	Signed	Date
Prepared by	D Warwick/J Barnett		7 February 2012
Reviewed by	G Lieshout/J Barnett		7 February 2012
Approved by	Mike Quirk		7 February 2012
on behalf of	Beca Carter Hollings & Ferner Ltd		

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## 1 Summary

This earthquake damage reinstatement and cost report is an update to the Centennial Recreation and Sport Centre, Christchurch – Post Earthquake Preliminary Damage Inspection Report Revision B, dated 20 July 2011.

This report has been prepared for the owner, Christchurch City Council; its purpose is to describe the significance of the damage that has been caused by the recent Canterbury earthquakes. It includes an engineering report and reinstatement cost estimates.

A comparative cost estimate was prepared in July 2011 identifying the order of costs for reinstating the Centennial Recreation and Sport Centre (Centennial), compared with replacement of the facility. That estimate indicated that the cost of repairs was likely to exceed \$7 million.

The cost estimate was based upon an engineering assessment and where appropriate limited concept schemes, it excluded external façade works and excluded escalation and further damage related to the June earthquake. A contingency allowance of 30% was included for risk items relating to additional scope of repairs and the extent of works not fully understood. These results were presented as a minimum / maximum range of estimate (\$7m to \$10m).

The table below summarises this original estimate and includes an allowance for increased costs due to inflation (escalation), caused by the current Christchurch construction economy, for the period up to June 2012 (an assumed and optimistic construction start date).

### Original Cost Estimate July 2011

Description	Min Estimate	Max Estimate
Total Base Estimate (2 <sup>nd</sup> Quarter 2011) inclusive of Contingency at 30%	\$7,000,000	\$10,000,000
Escalation compound calculation at 5% per annum of base costs from 2 <sup>nd</sup> Quarter 2011 to 2 <sup>nd</sup> quarter 2012.	\$350,000	\$500,000
<b>Total Escalated Estimate (June 2012)</b>	<b>\$7,350,000</b>	<b>\$10,500,000</b>

An alternative cost estimate philosophy, considering confidence limits around the likely out-turn cost, has now been prepared. As part of this assessment, we prepared a quantitative Risk Analysis cost estimate, to compare with the original estimates. The out-turn cost of the Risk Analysis is summarised below:

### Quantitative Risk Analysis results: February 2012 (escalated to June 2012)

Description	Estimate
Mean Risk Based Estimate	\$8,247,700
95 <sup>th</sup> Percentile Risk Based Estimate	\$9,001,000

The above results show the mean expected out-turn cost for the reinstatement, based on the July 2011 outline repair scheme and the November 2011 site visit, is \$8.25 million. This figure takes into account the estimated costs for the risks identified and summarised within this report (Section 5.) The 95<sup>th</sup> Percentile out-turn cost, where the project has a high chance of being delivered within cost, is \$9 million.

Based on an analysis of uncertainties at least \$9.5 million plus any GST payable should be allowed in order to have a high level of confidence in the total cost of the assumed scope of reinstatement

By comparison, the estimated cost of rebuilding the facility of 2,150 m<sup>2</sup> at current market costs would likely be between \$10 to \$12 million dependent upon geotechnical and ground improvement costs. The Graham Condon Aquatic centre located in Papanui which opened in July 2011 was constructed at a cost of around \$13 million for a 3,000 m<sup>2</sup> facility. Timaru Aquatic Centre costs were around \$21 million for a 5,200 m<sup>2</sup> facility.

## 2 Introduction

Beca has been commissioned by Christchurch City Council to prepare a reinstatement cost estimate of the earthquake damaged Centennial Recreation and Sports Centre and to derive confidence limits around the estimate.

The principle being applied to the repair strategy has been sourced from the wording of the insurance policy document; that being “the restoration of the damaged portion of (Centennial) to a condition substantially the same as but not better or more extensive than its condition when new”.

It is understood that reinstatement means:

- Buildings that are destroyed are rebuilt.
- Restoration of damaged portions to a condition substantially as new.
- Compliance with any Act, Regulation, Bylaw, Local Body and building consent requirements.

In July 2011, Beca provided a repair cost estimate of \$7m to \$10m for the Centennial Pools Complex; a significant portion of this variability was due to the uncertainties surrounding the extent of damage to the buildings, foundations, services and equipment.

One of the key assumptions / statements from the July 2011 report is that the extent of cracking and damage to the lap pool and the leisure pool, combined with the level displacement and compromising of the water bars, has resulted in the both pools being classified as severely damaged (destroyed) and not capable of being returned (via a “repair” option) to “a condition substantially the same as but not better or more extensive than its condition when new”. As a consequence the cost estimate provides for demolition and replacement of these pools.

This report identifies the areas of cost uncertainty (risk), and indicates potential order of magnitude costs relating to these risks, along with the probability of their occurrence. The outcome establishes confidence levels around the cost of reinstating the facility.

This report has been prepared following a review of the previous report and cost estimate, a further damage inspection in early November 2011 and analysis of cost uncertainties.

## 3 Methodology

In undertaking this review the following methodology has been adopted:

1. Establish the original base estimate for this project from the previous cost estimate contained within the Beca Report dated July 2011.
2. Escalate the original base estimate July 2011 to June 2012 (to reflect an optimistic date of construction works being undertaken) – escalation costs have been previously excluded from estimates.

3. Evaluate the risk outcomes from the recent site visit, identify the probability of the risk occurring, and provide an estimate of the best, most likely and worst case costs for each of the identified risks.
4. Enter this information into the risk simulation software (which uses a Latin Hypercube simulation); correlate the model and run the simulation based upon 5,000 iterations. Risk simulation software is a financial modelling tool that looks at apportioning risk values and probabilities and runs 5,000 iterations (each with a different probability and cost impact) to arrive at confidence limits around the cost model being analysed. It is a more detailed risk based approach of understanding what the projected final costs might be. It is a probabilistic method of apportioning a risk contingency.
5. Use the output from this process to identify the 5<sup>th</sup> percentile, mean and 95<sup>th</sup> percentile values of expected project out-turn cost. The 95<sup>th</sup> percentile out-turn cost is one that is considered to be highly likely the assumed reinstatement scope could be completed within that amount.

#### 4 Previous Cost Estimate

The July 2011 cost estimate includes a breakdown of the estimate for repair options of \$7m to \$10m (inclusive of contingency allowance), as shown in the following table: We have also added the mean outcome values for the November Estimate for comparative purposes – (Note these are rounded values)

Description	July 2011 Estimate		Mean Value Risk Analysis
	Min Range	Max Range	Feb 2012
Demolition of Pools	\$75,000	\$110,000	included
Rebuild Main Pool tank	\$1,170,000	\$1,470,000	\$1,380,000
Rebuild Leisure Pool tank	\$1,070,000	\$1,330,000	\$1,100,000
Extra cost in connection with Pool rebuild	\$670,000	\$1,250,000	risk item
External Repairs	excluded	excluded	\$300,000
Ceiling, wall lining and glazing repairs (grd)	\$50,000	\$100,000	\$160,000
Slab and tile replacement (excluding pool tanks)	inc	inc	\$185,000
Crack Repairs (Foyer)	inc	inc	\$20,000
Repairs below mezzanine area	\$290,000	\$350,000	risk item
Relevel Mezzanine Area	inc	inc	\$270,000
Changing Room damage	\$320,000	\$440,000	\$50,000
Sanitary fittings replacement	\$60,000	\$90,000	risk item
Investigations	\$100,000	\$150,000	inc under repairs
Services repairs	\$250,000	\$400,000	\$275,000
1 <sup>st</sup> Floor Repairs (replace glazed screen)	\$45,000	\$60,000	\$25,000
<b>Sub-Total</b>	<b>\$4,100,000</b>	<b>\$5,750,000</b>	<b>\$3,765,000</b>
Re-levelling and Foundation repairs	\$500,000	\$650,000	\$900,000

Description	July 2011 Estimate		Mean Value Risk Analysis
	Min Range	Max Range	Feb 2012
Repairs to Parking	\$200,000	\$300,000	risk item
Landscaping Repairs	\$100,000	\$150,000	risk item
P&G and Margin	incl in rates	incl in rates	\$855,000
<b>Total</b>	<b>\$4,900,000</b>	<b>\$6,850,000</b>	<b>\$5,520,000</b>
Fees*	\$650,000*	\$900,000	\$790,000
Consent/Specialist Fees	\$80,000	\$110,000	\$70,000
<b>Total Base Estimate</b>	<b>\$5,630,000</b>	<b>\$7,860,000</b>	<b>\$6,380,000</b>
Contingency 30%	\$1,500,000	\$2,000,000	excluded
Residual Risk based assessment			\$1,870,000
<b>Total Estimate</b>	<b>\$7,130,000</b>	<b>\$9,860,000</b>	<b>\$8,250,000</b>
<b>Rounded</b>	<b>\$7,000,000</b>	<b>\$10,000,000</b>	

\* Fees are calculated at 15%; and include design and management fees - structural engineering and modelling, architectural design for reinstatement of pools and cladding, Building services design and review; geotechnical services and project and cost management.

To bring this estimate up to June 2012 base date (the potential commencement date of any repair works - following detailed investigations, geotechnical reports, structural inspections and developed design period) base date); an escalation rate of 5% per annum is applied to the above cost estimate as shown in the following table:

#### Escalated Reinstatement Costs (up to June 2012)

Description	July 2011 Estimate		Feb 2012 Mean Risk Analysis Value
Total Base Estimate (2 <sup>nd</sup> Quarter 2011) inclusive of Contingency (from the table above);	\$7,000,000	\$10,000,000	\$8,250,000
Escalation compound calculation at 5% per annum of base costs from 2 <sup>nd</sup> Quarter 2011 to 2 <sup>nd</sup> quarter 2012.	\$350,000	\$500,000	included
<b>Total Escalated Estimate (June 2012)</b>	<b>\$7,350,000</b>	<b>\$10,500,000</b>	<b>\$8,250,000</b>

Notes:

- The rate of escalation of 5% used to adjust the original cost estimate above based upon an assessment of potential inflationary aspects to the Christchurch construction sector. Commentary within the local market suggests a range of 5% up to 10% with key influences being:
  - the limited availability of labour resources – particularly when the regeneration works commence to the CBD - which will affect the hourly labour rates;
  - the effect of a potential shortage of materials supplies – particularly the raw materials (concrete, steel and glass);

- Some potential tempering of the inflationary aspects to some extent by the reduced demand for construction elsewhere in New Zealand.

The Risk analysis includes a cost risk associated with escalation being greater than the 5%; based upon a 10% probability of occurrence.

## 5 Risks (Uncertainties)

As part of this process, we have undertaken an analysis of the quantities and rates contained within the July 2011 estimate, based upon a best case, most likely and worse case outcome relating to both quantum and rates. The quantitative risk analysis results are contained in Appendix A.

The risks to the project arising from the review of the building recently, and discussion with the respective consultant professionals are briefly summarised below:

- The reinstatement cost estimate is based on the observed damage from brief visual inspections only. No intrusive investigations, material testing or analysis has been undertaken. There is a risk that **more damage** is found during further uncovering and inspections that result in the scope of the required reinstatement works and costs increase. This has been allowed as a risk item in the cost plan. Potential costs \$250,000 to \$750,000; risk of occurrence is quite likely (75% likelihood).
- It is assumed, based on the level of inspection noted above, that the facility can be reinstated largely by the repair of the earthquake damaged superstructure. There is a risk that the **repairs costed may not meet the level of entitlement of restoration of damaged portions to a condition substantially as new.**
- The reinstatement cost estimates are based on an optimistic construction start date and duration. There is a risk that the **reinstatement time**, the strip-out, inspections and calculations necessary to fully develop a reinstatement scheme, and the construction work itself, takes much longer than expected. Potential cost \$100,000 to \$350,000. Risk of occurrence is moderate (50% likelihood).
- Additional costs **for pool water treatment** caused by a change in the NZ standards since the date of construction of the facility may be invoked if significant reconstruction of the pools is undertaken. Potential costs \$75,000 to \$150,000; risk of occurrence is likely (75% likelihood)
- Availability of suitably **qualified Contractors** able to undertake repair works to an aquatic facility – Construction of water bars and water proofing of finishes are a significant risk to the performance outcome. Potential costs \$50,000 to \$100,000 above that allowed, risk of occurrence is low (10% likelihood).
- Increased **Escalation** of the construction sector in Christchurch; figures of 5% to 10% are being suggested; prudent allowance of 5% has been made; however if the works were delayed then the cost of time delay will increase. Potential costs \$70,000 to \$350,000 above that allowed; Risk of occurrence is low (10% likelihood).
- Additional **repair of foundations** – Estimate currently allows for piling to perimeter pads around the building to re-level and correct lateral spread (\$750,000), and for re-leveling the area below the mezzanine level (\$250,000). However depths and extent of piling and re-leveling could increase dependant upon the geotechnical assessment; potential cost \$100,000 to \$350,000. Risk of occurrence is moderate (50% likelihood).

- h) Column and **High level beam tie connectivity** issues – There is a risk that damage has occurred to the lateral connections at the top of the columns. This would require repair of connection details; potential cost \$75,000 to \$150,000. Risk of occurrence is moderate (50% likelihood).
- i) **Contaminated ground** issues; encountered during demolition and reconstruction of pools – allowance \$50,000 to \$150,000. Risk of occurrence is low (25% likelihood).
- j) Additional **external façade repairs** over and above those areas being immediately apparent as being damaged. Potential cost up to \$40,000 to \$200,000. Risk of occurrence is likely (75% likelihood).
- k) **Roof repairs**; it appears that due to lateral and longitudinal spread of the building, that the rooflights running longitudinally through the building are likely to have suffered damage, particularly around the flashings at the parapet upstands and the roof. An allowance of \$20,000 has been made to within the base estimate cover basic flashing repairs. Potential risk of additional repairs of \$75,000 to \$225,000. Risk of occurrence is low (25% likelihood).
- l) **Window repairs** and overhaul; seismic movement is likely to have compromised flashings to windows; potential cost \$50,000 to \$100,000. Risk is moderate (50% likelihood).
- m) **External Pavement** areas; Car park area is approx. 1750 m<sup>2</sup>; the cost estimate allows for the potential for 500 m<sup>2</sup> of repairs; the risk remains that extra amounts up to 1700 m<sup>2</sup> of repair / replacement of the car park surfacing and sub-base may be needed – Potential cost \$40,000 to \$125,000. Risk of occurrence is quite common (60% likelihood).
- n) **Below ground drainage** pipework; without a CCTV survey we have allowed a sum of \$35,000 within the estimate for investigation and repairs / replacement to below ground pipework. No details are available showing service routes. Potential cost of additional repairs \$25,000 to \$130,000. Risk of occurrence is high (80% likelihood).
- o) **Internal wall cladding** repairs / replacement; the risk that the seismic movements have compromised fixings and fire ratings as evidenced by boards having moved laterally, and boards are displaced in several areas. The estimate allows for 300 m<sup>2</sup> of fibre board to be replaced. Within the pool area alone, there is approximately 650 m<sup>2</sup> of fibre boarding. Potential additional costs \$25,000 to \$150,000. Risk of occurrence is moderate (50% likelihood).
- p) **Ceiling linings** – appear to be sound, however inspections may reveal damage to fixings; a 30% risk probability that ceilings may need removal and repair / refixing has been included; potential cost \$20,000 to \$120,000 based upon area of up to 840 m<sup>2</sup>. Risk is of occurrence is low (30% likelihood).
- q) **Building Services**; Due to the corrosive atmosphere within the pool; and the shut down of the HVAC services; the resultant atmospheric environment may have caused premature corroding and deterioration of the services pipework, components and controls. The cost of overhauling and replacing equipment within the building is likely to be in the order of up to \$220,000 to \$600,000. The likelihood is moderate, following a period of twelve months of shut-down. (40% – 60% likelihood).
- r) **Heating pipework from WhisperGen** site. The below ground pipework systems are untested between the WhisperGen site and the pools. Potential cost of \$25,000 to \$100,000 to repair damage to pipework below ground. Risk of occurrence is low (30% likelihood).

- s) Possible **seismic strengthening** of the buildings if earthquake prone. The building design would be to NZS4203:1992 but appears to be quite lightly braced. Potential strengthening costs of \$400,000 to \$650,000. Risk of occurrence is low (30% likelihood).

## 6 Risk Analysis Results

The risk analysis results are attached in Appendix A. These results are based on the qualitative and quantitative assessment of the revised estimate and the risks identified above.

The quantitative analysis was undertaken using the proprietary module @Risk for Microsoft Excel, a risk analysis software package which uses a Latin Hypercube statistical analysis to evaluate the risk data.

The results are summarised showing the 5<sup>th</sup> percentile, mean and 95<sup>th</sup> percentile outputs for the predicted out-turn cost for the project as follows:

- 5<sup>th</sup> Percentile out-turn cost - \$7,500,000 (It is **very unlikely** the assumed reinstatement scope could be completed for this amount)
- Mean out-turn cost - \$8,250,000
- 95<sup>th</sup> percentile out-turn cost - \$9,000,000 (It is **highly likely** the assumed reinstatement scope could be completed within this amount)

## 7 Basic Cost Assumptions

As part of the review of the July 2011 cost estimate, some key assumptions have been made in order to test the validity of the cost allowances within that estimate. These assumptions are outlined below and updated where appropriate and within the current February 2012 cost estimate.

### i. External Repairs – (July 2011 \$0; February 2012 \$250,000)

Following a site inspection on 3 November 2011 the following budget allowances have been added. A budget of \$130,000 for external façade and joinery works and \$120,000 for external car park and below ground drainage services.

### ii. Foundation repair and re-levelling - (July 2011 \$500,000; February 2012 \$780,000)

A sum of \$750,000 has been included for repairing and re-levelling the main portal frame columns of the building, with a further \$150,000 for jacking and pinning columns to straighten.

The allowance for foundations to the pools is included within the rate of \$2,800/m<sup>2</sup> for the full replacement of the pool areas.

### iii. Mezzanine Re-levelling - (July 2011 \$290,000; February 2012 \$270,000)

A separate sum of \$270,000 has been allowed for re-levelling the mezzanine areas.

### iv. Internal Repairs – (July 2011 \$320,000; February 2012 \$235,000)

Repairs to wall lining materials; ceilings, floor tiling and perimeter drainage to pools, as well as Foyer tiling and ceiling damage repairs have been included within the February 2012 cost estimate at \$235,000.

### v. Cracking to areas around Foyer – (July 2011 \$0; February 2012 \$20,000)

Damage was observed to the walls, ceilings and floors around the foyer area, and a sum of \$20,000 is included for remedial works to these areas.

vi. **Mezzanine Floor** – (July 2011 \$45,000; February 2012 \$75,000)

Repairs and remediation to the dropped mezzanine screen has been identified, requiring removal of the changing room ceiling linings and replacement of the glazed wall to the mezzanine gym. Total value \$75,000

vii. **Building Services** – (July 2011 \$250,000; February 2012 \$275,000)

Building Services works have been evaluated based upon the requirement to repair / replace items referred to within the July 2011 report. Additional items of repairs are covered under the residual risks (refer Section 5 of this report). Items covered under the base estimate include:

- i. Pumps to the plant room have been flooded and water damaged - \$40,000
- ii. Ozone tank pipework and commissioning repairs - \$25,000
- iii. Repairs / replacement of pumps and vortex systems - \$145,000 (replacement allowed as pools are being removed and replaced)
- iv. Electrical services test and commissioning - \$25,000
- v. HVAC test and commissioning - \$25,000 (excludes replacement of components – which are covered under residual risks (threats))
- vi. Lift service and re-commissioning -\$15,000 – excludes repairs

Note: testing and re-commissioning would be needed even if no repairs were required.

## 8 Exclusions

Items excluded from the cost estimates are:

- Goods and Services Tax (GST)
- Cost of finance
- Land or purchase costs
- Legal fees
- Removal of FF&E items
- Costs associated with business interruption and provision of replacement services



## 9 Conclusion

The quantitative risk analysis shows a project out-turn cost ranging from \$7.5 million (5<sup>th</sup> percentile) to \$9.0 million (95<sup>th</sup> percentile) with an expected, or mean, estimate of \$8.25 million.

This indicates that the mean cost of the reinstatement of the earthquake damage is \$8.9 million. However, based on an analysis of uncertainties at least \$9.5 million plus any GST payable should be allowed in order to have a high level of confidence in the total cost of the assumed scope of reinstatement.

There is an overarching risk that the assumed scope of the reinstatement is low (that more damage is discovered and the cost of reinstatement will be higher) in addition to the risk that it may not be possible to repair some elements to the level of the insurance entitlement.

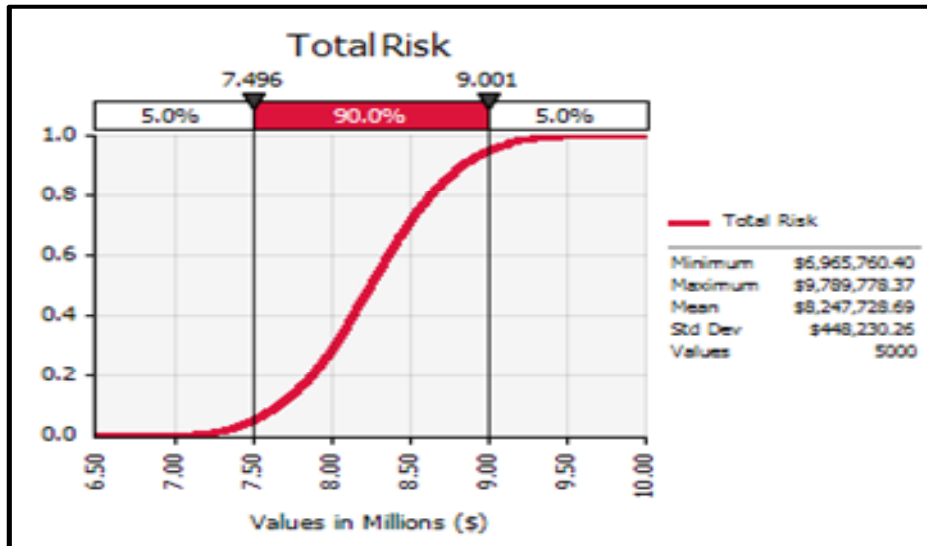
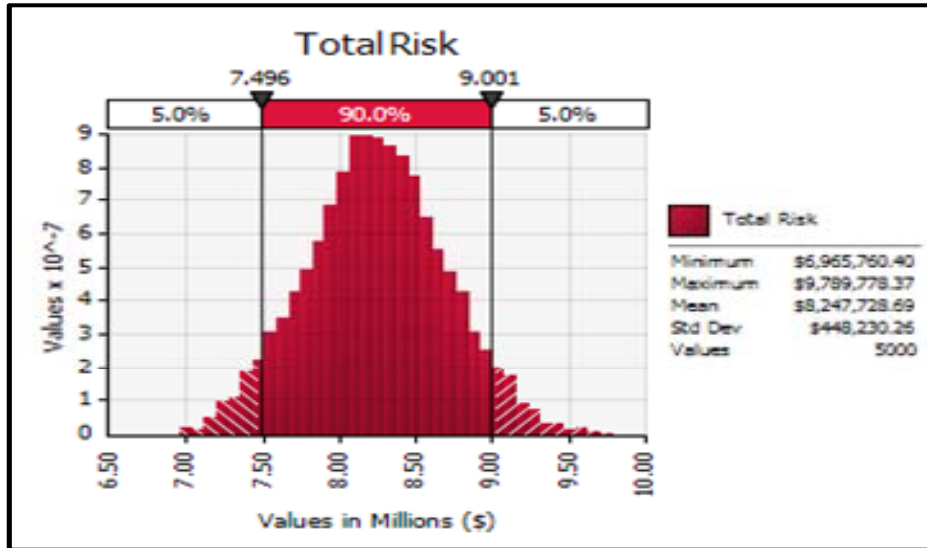
Appendix A

## Risk Analysis Results

# @RISK Output Report for Total Risk

Performed By: Warren Perkins

Date: Friday, 3 February 2012 12:52:34 p.m.



## Simulation Summary Information

Workbook Name: NZ1-5454608-Centennial Concept Plan Estimate - Repair works January2012(updated).xslm

Number of Simulations	1
Number of Iterations	5000
Number of Inputs	166
Number of Outputs	1
Sampling Type	Latin Hypercube
Simulation Start Time	2/2/12 13:52:11
Simulation Duration	00:00:07
Random # Generator	Mersenne Twister
Random Seed	1947991101

## Summary Statistics for Total Risk

Statistics	Value	Percentile	Value
Minimum	\$ 6,965,760	5%	\$ 7,496,186
Maximum	\$ 9,789,778	10%	\$ 7,655,318
Mean	\$ 8,247,729	15%	\$ 7,775,299
Std Dev	\$ 448,230	20%	\$ 7,870,592
Variance	2.0091E+11	25%	\$ 7,946,670
Skewness	0.036099779	30%	\$ 8,016,406
Kurtosis	2.81405714	35%	\$ 8,078,994
Median	\$ 8,246,943	40%	\$ 8,132,571
Mode	\$ 8,094,019	45%	\$ 8,190,063
Left X	\$ 7,496,186	50%	\$ 8,246,943
Left P	5%	55%	\$ 8,300,640
Right X	\$ 9,001,066	60%	\$ 8,357,501
Right P	95%	65%	\$ 8,416,781
Diff X	\$ 1,504,881	70%	\$ 8,481,155
Diff P	90%	75%	\$ 8,547,787
#Errors	0	80%	\$ 8,629,163
Filter Min	Off	85%	\$ 8,714,686
Filter Max	Off	90%	\$ 8,830,844
#Filtered	0	95%	\$ 9,001,066

Appendix B

## Photographs



Lifting and cracking of slab along ramp line.



Cracked and delaminated tiles below mezzanine level (a result of differential settlement).



Open Movement joint with longitudinal movement visible (typical).



Cracked and unlevel tiling and slab around Gridline 8 (typical).



Movements within car park area to West of Building.



Deformed and widened water stop at edge of main pool (typical).



Cracked and deformed pool edge at Leisure pool, levels have dropped across crack extent (typical).



Mezzanine Floor – evidence of deformation and cracking where floor has dropped.



Damage to Blockwork walls (typical).



Typical damage to external cladding system.



Internal damage to glazing below mezzanine – due to differential settlement.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 4. HERITAGE GRANT APPROVAL – 284-294, KILMORE STREET, CHRISTCHURCH

<b>General Manager responsible:</b>	General Manager, Strategy and Planning Group, DDI: 941-8281
<b>Officer responsible:</b>	Programme Manager, District Planning
<b>Author:</b>	Neil Carrie, Principal Advisor Heritage

#### PURPOSE OF REPORT

1. The purpose of this report is to obtain approval for a Heritage Incentive Grant (HIG) for “Pomeroy’s” 284–294 Kilmore Street, (Wards Brewery) Christchurch.

#### EXECUTIVE SUMMARY

2. The buildings at 284-294 Kilmore Street are part of the Wards Brewery’s complex which is listed as Group 2 in the City Plan and is an Historic Area registered by the New Zealand Historic Places Trust (refer to the Statement of Heritage Significance in **Attachment 1**). The applicants for the grant are Murray Collings and Tim Scott who are the current owners of the building. A sitemap and photograph of the building can be found in **Attachment 2**.
3. The buildings which are the subject of this Heritage Incentive Grant (HIG) fund application comprise two double storey brick buildings and a single storey section to the east, which date from the 1880s. There is a later warehouse addition to the south which has not been included with the application. The HIG application has been restricted to an assessment of those conservation, code compliance and seismic strengthening measures which have not been included in the insurance settlement. The works include an increase in seismic strengthening from 34 per cent to 67 per cent of New Building Standard (NBS) (where 34 per cent NBS meets the Building Code requirement for an earthquake strengthened building). It is the Policy of the Council under the “Earthquake-Prone Dangerous and Insanitary Buildings Policy, 2010” for buildings to be strengthened to 67 per cent NBS as proposed in this application. The works have a resource consent, RMA 92019130.
4. The buildings have not been the subject of a previous application to the Council HIG Fund but has been awarded a grant from the Canterbury Earthquake Heritage Building Fund Trust. This grant assisted with the repairs and replacement of the slate roofs.
5. The work described below for which the applicants are seeking heritage grant support will ensure the future protection and continuing use of these significant heritage buildings. The application has been determined to meet the relevant criteria for a grant as provided in the Heritage Incentive Grants Policy – Operational Guidelines.
6. The grant from the Canterbury Earthquake Heritage Building Fund (CEHBF) Trust included a requirement for a covenant with the Council. A conservation covenant to meet the Operational Guidelines for HIG funding has been provided for under the CEHBF Trust for this heritage property.

#### SCOPE OF WORK

7. A summary of conservation and maintenance works include:
  - (a) strengthening the buildings described above the 34 per cent NPS to comply with the Council Policy for Earthquake-Prone buildings at 67 per cent of NBS of the current Building Code requirement
  - (b) installation of fire detectors and alarms to current Building Code requirements
  - (c) electrical upgrade to existing electrical reticulation
  - (d) emergency lighting and refitting of lighting fixtures to allow for insertion of new structural frames.



**COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012**

**4 Cont'd**

8. Costs for conservation, including code compliance and maintenance works are outlined in the table below:

<b>Particulars</b>	<b>Costs</b>
Structural strengthening from 34% to 67% of NBS	\$43,000
Conservation of external sealing and painting of brick work (existing painted)	\$25,880
<b>SubTotal</b>	<b>\$68,880</b>
Fire sprinklers and alarms	\$34,350
Electrical upgrade work	\$72,510
<b>Subtotal</b>	<b>\$106,860</b>
<b>Total of conservation, seismic strengthening and Building Code works</b>	<b>\$175,740</b>

**HERITAGE INCENTIVE GRANTS POLICY**

9. The Operational Guidelines for the Policy provide for a grant of up to 40 per cent of the total heritage related costs for a 'Group 2' heritage building.

<b>Proposed heritage grant</b> (40% of conservation and strengthening works),	<b>\$27,552</b>
<b>Proposed heritage grant</b> (20% of electrical and fire protection works)	<b>\$21,372</b>
<b>Total Grant</b>	<b>\$48,924</b>

**FINANCIAL IMPLICATIONS**

- 10.

	<b>2012/13</b>
<b>Annual Budget for the Heritage Incentive Grant (HIG) fund</b>	<b>\$763,684</b>
<b>Funds remaining from 2011/12 financial year</b>	<b>\$505,499</b>
<b>Balance of 12/13 funds</b>	<b>\$1,269,183</b>
Proposed grant to 284 – 294 Kilmore Street	\$48,924
<b>Total Available Funds 2011/12</b>	<b>\$1,220,259</b>

**Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?**

11. Yes. The Heritage Incentive Grant budget is an annual fund provided for in the 2009-19 LTCCP.

**LEGAL CONSIDERATIONS**

12. Limited Conservation Covenants are required under the Heritage Conservation Policy for properties receiving Heritage Incentive Grants of \$5,000 to \$49,999. A Full Covenant is required for grants of \$50,000 or more.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 4 Cont'd

#### Have you considered the legal implications of the issue under consideration?

13. Yes. Covenants in most circumstances are a more comprehensive form of protection of the buildings because they are registered against the property title, ensuring that the Council's investment is protected. A conservation covenant to meet the Operational Guidelines for HIG funding has been provided for under the CEHBF Trust for this heritage property.

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

14. The Heritage Incentive Grants Scheme is aligned to the Community Outcome 'An attractive and well-designed City' (LTCCP 2009-19, page 50). 'Community Outcome 9. Development' provides for, among other things, ensuring "our lifestyles and heritage are enhanced by our urban environment" (page 54). One of the success measure is that "Our heritage is protected for future generations" (page 54). "Progress will be measured using these headline indicators ... number of heritage buildings, sites and objects." (page 54). Heritage Incentive Grants contribute towards the number of protected heritage buildings, sites and objects, which is the measure under the outcome.
15. Within the 'Activities and Services' section of the LTCCP, is 'City planning and development' which aims to help improve Christchurch's urban environment, among other things. One of the activities included in 'City planning and development' is 'Heritage protection'. "A city's heritage helps to sustain a sense of community identity, provides links to the past, and helps to attract visitors. The Council is committed to protecting the heritage of our city and works with developers, landowners and other stakeholders to conserve heritage buildings, areas and other items" (page 187).
16. 'Heritage Protection', requires the Council to "Research and promote the heritage of Christchurch and Banks Peninsula. Work with developers, landowners and other stakeholders to conserve heritage areas, buildings, and other items. Promote development that is sensitive to the character and heritage of the city and existing communities." (page 192). The Council provides information, advice and funding for city heritage and heritage conservation, and will be expected to continue to do so, as part of its objective to retain heritage items.

#### Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

17. Yes.

#### ALIGNMENT WITH STRATEGIES

18. Alignment of the requirement for Heritage Incentive Grants and Conservation Covenants stems from the Heritage Conservation Policy which in turn is relevant to:

##### Greater Christchurch Urban Development Strategy (UDS)

Heritage development projects provide opportunities for increased commercial and residential activity in the City while at the same time enhancing the heritage townscape. The UDS considers heritage as an integral part of Christchurch and an aspect of growth management provided for is through the protection, maintenance and enhancement of heritage.

##### Christchurch City Plan

Heritage redevelopment projects are consistent with the Heritage provisions of the City Plan: Volume 2, Section 4, City Identity, Objective 4.3 Heritage Protection provides for objectives and policies in relation to Heritage protection. It recognises that Christchurch is a cultural and tourist centre, a role mainly dependent on its architectural, historic and scenic attractions. Much of its distinctive character is derived from buildings, natural features, other places and objects which have over time, become an accepted part of the cityscape and valued features of the City's identity. Protection of heritage places includes cultural, architectural, areas of character, intrinsic or amenity value, visual appeal or of special significance to the Tangata Whenua, for spiritual, cultural or historical reasons. This protection may extend to include land around that place or feature to ensure its protection and reasonable enjoyment. A heritage item may include land, sites, areas, buildings, monuments, objects, archaeological sites, sacred sites, landscape or ecological features in public or private ownership.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 4 Cont'd

#### Central City Revitalisation Strategy

Inner city heritage improvement projects are consistent with the vision for the Central City to cultivate a distinct identity that is unique to the city's environment and culture. This strategy places particular emphasis on the heritage of our Central City. The Christchurch Central City contains over half of the city's entire heritage assets.

#### New Zealand Urban Design Protocol

Heritage projects improve the quality and design of the urban environment by protecting the heritage of the city, which is stated in the Protocol as being an attribute of successful towns and cities. Limited Conservation Covenants will contribute towards the implementation of the New Zealand Urban Design Protocol of March 2005 of which the Council is a signatory body.

#### Heritage Conservation Policy

The Heritage Incentive Grants are provided for under section 8 of the Heritage Conservation Policy. As noted above under the LTCCP heading, the Heritage Conservation Policy aligns with the Community Outcome "An attractive and well-designed City" through the indicator "Number of heritage buildings, sites and objects".

The Heritage Grants Policy is aligned with the ICOMOS New Zealand Charter 1993 for the Conservation of Places of Cultural Heritage Value, which the Council has adopted. The concept of places incorporates landscape, buildings, archaeological sites, sacred places, gardens and other objects. ICOMOS considers that countries have a "general responsibility towards humanity" to safeguard their heritage for present and future generations.

#### **Do the recommendations align with the Council's strategies?**

19. Yes.

#### **CONSULTATION FULFILMENT**

20. There is no requirement for community consultation for Heritage Incentive Grants or Covenants.

#### **STAFF RECOMMENDATION**

That the Committee recommend that the Council approve a Heritage Incentive Grant of up to **\$48,924** for conservation and maintenance, fire sprinklers and alarms, and electrical upgrade work for the protected heritage building at 284-294 Kilmore Street, subject to certification of compliance with the above scope of works outlined in paragraph 7 of this report.

ATTACHMENT 1

**STATEMENT OF SIGNIFICANCE WARDS BREWERY SITE  
FITZGERALD AVENUE, CHRISTCHURCH**



**WARD'S BREWERY COMPLEX, FITZGERALD AVENUE  
PHOTOGRAPH: 2010 PRIOR TO CHRISTCHURCH EARTHQUAKES**

**INTRODUCTION:**

Ward's Brewery is significant as the site and remains of one of Canterbury's earliest breweries. Prior to the Canterbury Earthquakes there was a complete set of brewery buildings on the site. Although a number of the buildings have been lost the remaining brick buildings on the site retain the distinctive character of this early industrial site. Colonial brick industrial buildings are increasingly rare following the earthquakes hence those that remain have heightened significance as a reminder of the scale and architectural style of industrial buildings in the city. Due to their scale and brick construction the distinctive buildings retain landmark significance in the north eastern corner of the central city.

**HISTORICAL AND SOCIAL SIGNIFICANCE**

Ward's Brewery has historical and social significance for its place in the history of brewing, and industrial development in Canterbury and New Zealand. Breweries were a significant feature of the country's early industrial landscape.

Ward's Brewery was established by Archer Croft in 1854 on a site on the other side of Fitzgerald Ave, shifting to its present site in 1860. Croft's brewery was reputedly the first to be established in Christchurch (NZHPT Registration Report). Shortly after founding his brewery, Croft went into partnership with John Hamilton Ward, who bought the business from Croft in 1862. By this time the enterprise was known as the Canterbury Brewery, a name it retained throughout its operation. Despite Ward selling the brewery in 1867, the business also retained his name. The Irish-born Ward (known as Hamilton), whose name remains associated with the site, was a member of a well-known pioneering family and became a prosperous businessman and farmer. Ward & Co was incorporated into a public company in

1881. Ward's prize-winning brew had proved popular, and by this time the firm's premises were 'beyond question the largest [brewery] in New Zealand' (*Lyttelton Times* 1881, July 2). As one of the largest industrial sites in the city, Ward's was an important employer. The firm became a focal point for community activities: unsurprisingly given its river-side location becoming involved in rowing, and also providing a bowling green for employees. In 1923 the company amalgamated with other Christchurch brewers, Crown and Mannings, to form the conglomerate New Zealand Breweries. The Christchurch affairs of the conglomerate were administered from the Canterbury's offices. After operations were concentrated on the Crown site in 1955, the Canterbury Brewery was closed.

Since 1955 the former brewery complex has been occupied by a variety of organisations and businesses, most notably Crichton Cobbers, a youth club founded in 1926, which was the largest club of its type in New Zealand when it moved into its present premises in 1958. Appropriately the complex now also contains a Harringtons Brew Pub.

### **CULTURAL AND SPIRITUAL SIGNIFICANCE**

Ward's Brewery has cultural significance as its central location, historical scale and long history on the site are testament to the importance of breweries in the city since the colonial period. Brewing was one of the earliest industries in New Zealand.

### **ARCHITECTURAL AND AESTHETIC SIGNIFICANCE**

Ward's Brewery has architectural and aesthetic significance as a significant group of early industrial buildings in Christchurch. Although the site contained structures added until the time the brewery closed, the greater part of the complex was built before 1910. The oldest and most architecturally distinguished part of the brick and stone complex, of which a malt kiln, the boiler house, part of the brewing tower and the former administration offices and barrel storage sheds (now Pomeroy's Hotel) remain, were designed and built by Joseph Dawson before 1881. Dawson is otherwise unknown as an architect in Christchurch. The brewery's remaining malt kiln, with its blind arcading, carved roundels, corbels and flared slate roofs is the most notable of Dawson's structures on this site.

### **TECHNOLOGICAL AND CRAFTSMANSHIP SIGNIFICANCE**

Ward's Brewery has technological significance as the remaining structures of a complex of nineteenth and early twentieth century brewery buildings. The remaining buildings, part of the brewing tower, the boiler house, a malt kiln, barrel storage sheds and an office block (now Pomeroy's), illustrate the functioning of a brewery in this period. The barrel storage rooms for example are set below ground level in order that the barrels could be cooled by running water.

### **CONTEXTUAL SIGNIFICANCE**

Ward's Brewery is of contextual significance as the remaining parts of a group of related structures that are primarily located around the periphery of a large area of land bounded by Fitzgerald Avenue, Kilmore Street and Chester Street that forms the setting of the complex. The environs of the complex are primarily low-scaled and residential. As a consequence of these factors, the remaining buildings are highly visible, and form a distinctive landmark in eastern central Christchurch.

The location of Ward's Brewery, adjacent to the Avon River, was typical in that it was common practice during the 19<sup>th</sup> century for breweries to be located near a river to allow excess water from the brewing process to be discharged into the river.

## **ARCHAEOLOGICAL SIGNIFICANCE**

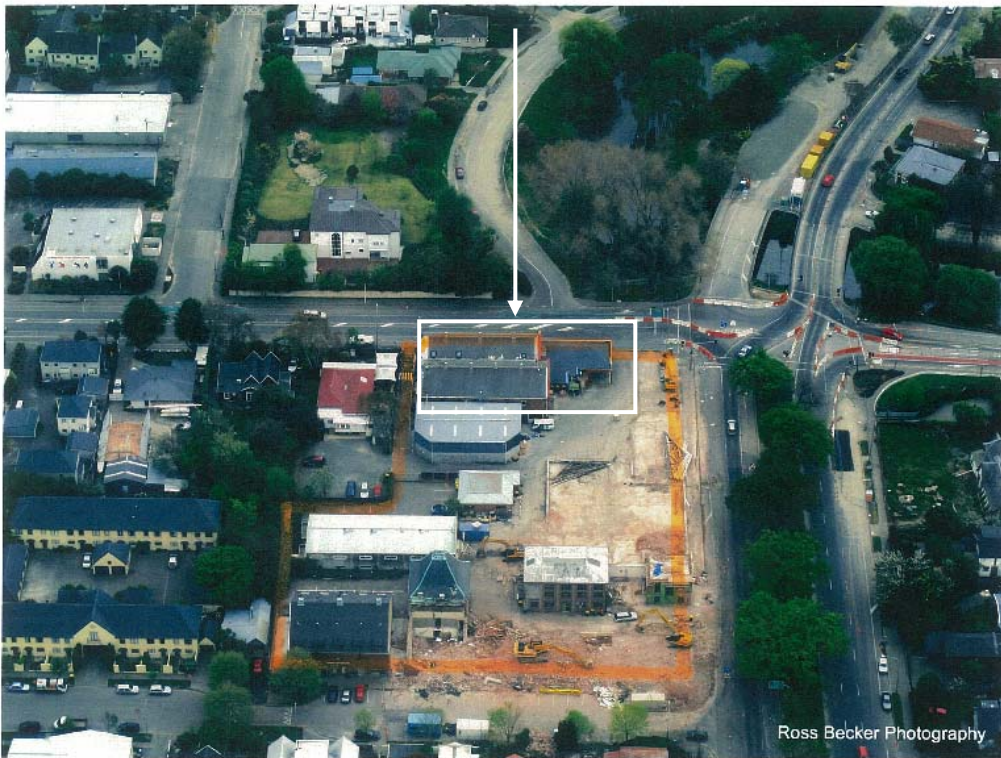
Ward's Brewery and its setting are of archaeological significance because they have the potential to provide archaeological evidence relating to past building construction methods and materials, and human activity on the site – particularly in relation to brewing practice - including that which occurred prior to 1900.

This area was part of a mahinga kai area with a significant cabbage tree on the opposite side of Fitzgerald Avenue being a fishing marker to local Maori in the 19<sup>th</sup> century. The Avon River and its banks were used first by local Maori and later by the early Europeans, prior to 1900.

*Report by Heritage Team based on the CCC Heritage Building assessment criteria and file information  
July 2012*

ATTACHMENT 2

284-294 Kilmore Street



Ward's Breweries Site



Kilmore Street frontage

**5. MAYORAL TRAVEL IN SUPPORT OF CIVIC AND INTERNATIONAL RELATIONS**

<b>General Manager responsible:</b>	General Manager Public Affairs, DDI 941-8982
<b>Officer responsible:</b>	Marketing Manager
<b>Author:</b>	Manager Civic and International Relations

**PURPOSE OF REPORT**

1. To seek approval for:
  - (a) An amendment to the Council's 2005 International Relations Policy specifying that Mayoral travel to Sister Cities is a key tool to maintain and develop these relationships for the benefit of the city and that approval is given for the Mayor to visit each Sister City once per three year term.
  - (b) In accordance with the Christchurch City Council Schedule of Elected Members Allowances and Expenses Rules approval is requested for the Mayoress to accompany the Mayor on visits to Sister Cities.
  - (c) Travel by the Mayor and Mayoress to the Asia/Pacific Sister City partners, in order to reaffirm Christchurch's commitment to Sister Cities in light of support received post-earthquake, and to set the conditions for economic development and exchange of best practice, during the remainder of the current electoral cycle.

**EXECUTIVE SUMMARY**

2. Christchurch City Council maintains and develops international relationships that contribute to the city's Community Outcomes and the Council's Strategic Directions. The Council's 2005 International Relations policy emphasises the following Outcomes:
  - (a) a Prosperous City (promoting international investment, access to best practice and technology, and educational opportunities)
  - (b) a City of Inclusive and Diverse Communities (bringing cultural experiences to the city and promoting cultural awareness about different communities both visiting and living in Christchurch); and
  - (c) a City of Lifelong Learning (promoting international education exchanges and attracting high-calibre international students to study and research in Christchurch).
3. The cornerstone of the City's international relations is the Sister Cities relationships. Christchurch will continually enhance the quality of life of its citizens and understanding of diverse cultures from around the world through proactive Sister City relationships. The following objectives will assist in meeting this vision:
  - (a) to promote relationships between the people of Christchurch and the people of its Sister Cities
  - (b) to continue to increase international understanding and opportunities for wider reaching relationships through the promotion of our Sister Cities in Christchurch
  - (c) to involve a range of community groups including schools and where appropriate local business under the auspices of key business facilitators; and
  - (d) to promote Christchurch as a city welcoming tourism and visitation and international economic development.
4. The majority of work on these important relationships is conducted remotely and at the staff level, through constant dialogue with counterparts overseas, work together on joint projects, and via cooperation and coordination with our six Sister City Committees and with other Christchurch organisations, particularly Christchurch Development Corporation (CDC), Christchurch and Canterbury Tourism (CCT), (Christchurch International Airport Limited (CIAL),



## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 5 Cont'd

the Chamber of Commerce, and Study Christchurch. This work can be given significant impetus, however, by travel by the Mayor. The presence of the Mayor at a key meeting or event can secure access to leaders and key decision-makers which would otherwise not be possible. It also attracts significantly more foreign media coverage and raises the profile both of the event and the City more widely. This is particularly the case in the Asian region, where Mayoral visits are accorded great significance. For this reason, a Mayoral travel programme is recommended as a key tool in developing the city's international relationships and an amendment to the 2005 International Relations Policy, to reflect this, is proposed.

5. During 2012, New Zealand will mark a number of important foreign policy milestones, and celebrations and events around these milestones will offer further opportunities for Christchurch to advance some key relationships in cooperation with central government. New Zealand's formal relations with China, Korea and Japan reach their 40th, 50th and 60th anniversaries this year. It is also 70 years since New Zealand established formal diplomatic relations with the United States of America. Travel to our Sister Cities in each of these countries offers the opportunity to honour these anniversaries, work with central government and advance our city-to-city links while setting the conditions for economic development to assist in the redevelopment of the city post-earthquake. Accordingly it is recommended that the Mayor visit the Sister Cities of Gansu, Wuhan, Kurashiki, Songpa-Gu and Seattle in the latter part of the year, leveraging on the Prime Minister's proposed visit to China to celebrate the 40th anniversary of diplomatic relations.
6. Sister City Chairs have encouraged consideration of a Mayoral visit in support of the Sister Cities programme. Staff have consulted a range of agencies and organisations to determine outcomes desired from the possible visit by Mayor to Sister Cities and the opportunities this presents in attracting economic development to support the city's recovery. These agencies and organisations include:
  - (a) Ministry of Foreign Affairs and Trade
  - (b) Education New Zealand
  - (c) University of Canterbury
  - (d) CPIT
  - (e) Canterbury Development Corporation
  - (f) Christchurch and Canterbury Tourism
  - (g) Christchurch International Airport.
7. Engagement with these agencies has been positive. CPIT, University of Canterbury and Education New Zealand see the Mayor's visit, to Asia in particular, as essential in publicising that Christchurch wants international students and has the ability and the institutions to provide quality education. Likewise Canterbury Development Corporation and Christchurch and Canterbury Tourism are enthusiastic of the Mayor's presence overseas in the attraction of investment in the redevelopment of the city, and getting the message to key markets that Christchurch is "open for business". Christchurch International Airport Limited see the Mayor's visit to the cities proposed as an essential tool to secure meetings with key contacts and in encouraging the return of tourists from key markets back to the city.
8. Subject to the decision of the Council the details of this travel will be confirmed over the next two months, based around the above anniversaries and key Sister City projects. The visits to several Sister Cities are being combined in order to minimise travel cost and time. A visit to our Sister City of Adelaide is not proposed in 2012; however an invitation to the Lord Mayor of Adelaide to visit Christchurch is under discussion, to mark the 40th anniversary of that Sister City connection and to advance a number of joint projects.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 5 Cont'd

#### FINANCIAL IMPLICATIONS

9. There is provision for international travel by the Mayor and Mayoress within the mayoral travel budget of approximately \$42,000 per annum. It is expected that travel to Sister Cities would be allocated from within this budget.
10. Sister City hosts have in the past been extremely generous in meeting on the ground costs while visiting the city.
11. Any direct costs associated with meetings, receptions etc targeting economic development on behalf of other agencies and organisations will be the responsibility of that agency or organisation.

#### Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

12. Yes. There is provision within the CIR budget for international travel by a Civic and International Relations staff member, in order to support the Mayor and work with overseas counterparts.

#### LEGAL CONSIDERATIONS

13. Nil.

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

14. Civic and International Relations Activity 5.0 and LTP 2009-19 Economic Development, Civic and International Relations, page 150.

#### Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

15. Yes. Maintain and develop strategic city to city programmes (LTP 2009-19 Economic Development, Civic and International Relations, page 150).

#### ALIGNMENT WITH STRATEGIES

16. This report reflects the following strategies:
  - (a) 2005 International Relations Policy (**Separately Circulated** to Councillors)
  - (b) 2000 Sister Cities Strategy; and
  - (c) Schedule of Elected members Allowances and Expenses Rules (1 July 2011 to 30 June 2012) (**Separately Circulated** to Councillors).

#### Do the recommendations align with the Council's strategies?

17. Yes.

#### CONSULTATION FULFILMENT

18. Not applicable.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

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#### STAFF RECOMMENDATION

It is recommended that the Committee recommend that the Council:

- (a) Approve an amendment to the Council's 2005 International Relations Policy specifying that Mayoral travel to Sister Cities is a key tool to maintain and develop these relationships for the benefit of the city and that approval is given for the Mayor to visit each sister city once per three year term.
- (b) In accordance with the Christchurch City Council Schedule of Elected Members Allowances and Expenses Rules approve travel by the Mayoress to accompany the Mayor on visits to sister cities.
- (c) Approve travel by the Mayor and Mayoress to the Asia/Pacific sister city partners, in order to reaffirm Christchurch's commitment to sister cities in light of support received from those Sister cities post-earthquake, and to set the conditions for economic development and exchange of best practice, during the remainder of the current electoral cycle.

#### BACKGROUND (THE ISSUES)

##### Our Sister City Partners

19. Christchurch has six Sister City Relationships and one Strategic Partnership<sup>1</sup>. Our Sister Cities are Adelaide, Australia (since 1972); Kurashiki, Japan (1973); Christchurch, UK (1975); Gansu, China (1984); and Songpa-Gu, Korea (1995). The Strategic Partnership with Wuhan, China was agreed in 2006.
20. Each of the Sister City relationships are coordinated and promoted by a community-based Committee. Elected members may sit on these Committees - the Council's Sister Cities Strategy document, adopted in 2000, provides for each Committee to include a minimum of one and maximum of two elected members. The Committees also draw in representation from other key city agencies with an international focus – for example, the Christchurch/China Friendly Relations Committee<sup>2</sup> has a member from the Canterbury Development Corporation (CDC) and the Christchurch/Adelaide Sister City Committee has a member from Christchurch and Canterbury Tourism (CCT).
21. Council staff from Civic and International Relations (Marketing Unit/Public Affairs Group) oversee and assist the Committees and manage their annual applications for funds. The Sister City Committees receive a small annual administrative grant plus modest seed funding for new projects which meet the objectives of the Council's Sister Cities Strategy and International Relations policy. The Council provides each Committee with a free venue for meetings, under the terms of the 2000 Strategy.
22. Sister City relationships and other international partnerships provide diverse benefits and opportunities for the city. Independent research commissioned by the Auckland City Council in 2007 found that its international partnerships facilitated an additional \$55 million of GDP to the Auckland economy each year and while a detailed economic analysis of this nature has not been carried out for Christchurch's international partnerships, clear benefits have accrued for the city as a result of our longstanding Sister City links plus the more recent Strategic Partnership and additional international relationships, such as those developed in connection with our role as an Antarctic Gateway City.

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<sup>1</sup> The 2005 International Relations Policy defines the difference between a Sister City and a Strategic Partnership. A Sister City relationship is defined as: "Sister City relationships will be developed with cities where there are diverse linkages in the areas of culture, education, and business. These relationships will be long term and have the support and of the community. Formalised by Council agreement, they will be managed locally by a community committee, and supported by Council resource at both ends of the relationship." A Strategic Partnership is defined as: "Strategic Partnerships may operate external to the Council but must fit with the Community Outcomes and Strategic Directions. It is likely a Strategic Partnership will contain a preponderance of proposed activity dedicated to commerce, education and access to markets and capital and only a small amount of activity in the arts, culture, sport and community awareness/support areas."

<sup>2</sup> The current name of the Christchurch/China Sister Cities Committee.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

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#### 23. Gansu:

- (a) Sister City connections are a very significant concept within the Asian region.
- (b) Christchurch has had a Sister City relationship with Gansu since 1983.
- (c) This Sister City relationship reflects the historical ties between the Chinese province in which Rewi Alley lived and worked and his country of origin (he was born in Springfield). Rewi Alley is a highly revered figure in China, honoured for his dedication over 60 years in helping ordinary Chinese working people.
- (d) As a result this Sister City relationship is frequently honoured by the Chinese side, including during the 2009 visit to Christchurch of the Chinese Vice-Premier Li Keqiang, and the visits by Chairman Jia in April 2012 and Governor Wang in June 2012.
- (e) While the Chinese economy is growing rapidly, Gansu in the isolated north-east remains relatively poor and the work of the Committee frequently focuses on assistance, for example through the provision of teachers. Training opportunities for Gansu officials are also being explored with University of Canterbury. In addition, Gansu province offers two annual scholarships for young students/youth ambassadors nominated by the Sister City Committee, which offer a unique opportunity for young Cantabrians studying the Chinese language.

#### 24. Wuhan:

- (a) Christchurch has had a Strategic Partnership with Wuhan since 2006.
- (b) Wuhan is one of China's top three scientific and educational centres, alongside Beijing and Shanghai. It has a population of approximately 10 million and more than 30 tertiary education institutions, with hundreds of thousands of students. Wuhan is an important centre for trade, finance, transport, education and research, and ICT development in China. It has several industrial zones devoted to the development of new technologies.
- (c) The Wuhan Government puts considerable resources into the relationship, including separate visits to Christchurch by both their Mayor and Deputy Mayor in 2009. The Strategic Partnership was a factor in the inclusion of Christchurch in the programme for the State Visit to New Zealand by Chinese Vice Premier Li Keqiang in November 2009, which gave Christchurch a high profile in Chinese national news at the time. The Chairman of the People's Congress of Hubei Province will visit Christchurch in July 2012.
- (d) The Strategic Partnership relationship assisted in the decision of the Chinese Government to fund New Zealand's second Confucius Institute at the University of Canterbury (UC) which opened in 2009. In September 2009, UC concluded an agreement on a joint PhD programme with the China Scholarship Council, which enables PhD students from Wuhan to apply for scholarships to study at UC. A 'Friendship City Scholarship Programme', which has operated since 2006, has brought over 30 Wuhan students to study at UC. Another 20 Wuhan students will be joining UC in 2012. This is to be an annual programme with UC receiving groups every year from Wuhan's Zhongnan University of Economics and Law (ZUEL), who then complete their double-degree studies at UC after two and a half years of study in China.
- (e) Collaborative business ventures have grown out of the partnership with Wuhan, including a partnership recently formalised between local architectural firm Warren and Mahoney and the Central-South Architectural Design Institute (CSADI) in Wuhan. CSADI and Warren and Mahoney are now working together to jointly bid for architectural contracts in China. Canterbury Development Corporation is investigating the scope for collaborative work on 'green tech' projects with Wuhan Biolake, a high-tech start-up zone.
- (f) The Chinese Antarctic Centre of Survey and Mapping is based at Wuhan University and works with UC's Gateway Antarctica. The Chinese Antarctic Programme is growing

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rapidly and is now the largest Antarctic programme in the world. China has ambitious plans to build three bases on Antarctica and sends an icebreaker there every year (the *Xue Long* called at Lyttelton on its way to and from Antarctica during the 2009/2010 summer season). Positioning Christchurch as a key gateway to the ice and reinforcing our links with the Chinese programme will deliver opportunities and benefits to the city. (CDC research in 2007 found Antarctic-related activities contributed over \$87 million to the Canterbury economy.)

- (g) There have been many past visits designed to push along progress in Christchurch/Wuhan cooperation projects. Former Mayor Garry Moore visited Wuhan in 2006, as did Mayor Bob Parker in 2008. The Mayor of Wuhan visited Christchurch in 2009. Mayor Parker's 2008 delegation to Wuhan included representatives from the Universities of Canterbury and Lincoln, local business and Education Christchurch & Canterbury (now Study Christchurch) which represents the interests of all of Christchurch's educational institutions. A limited number of outstanding students from a range of Christchurch high schools also accompanied the delegation, in support of the Sister City programme's commitment to building understanding of our Sister City partners and equipping Christchurch young people with cross-cultural knowledge and skills.

25. **Kurashiki**

- (a) A Sister city since 1973, 2013 will mark the 40<sup>th</sup> anniversary of the Christchurch/Kurashiki Sister City relationship. When the Christchurch City Council signed its Sister City agreement with Kurashiki, it was the first New Zealand city to establish a formal sister city partnership with Japan.
- (b) The Japanese Ambassador is keen to develop this Sister City relationship further and the Sister City Committee has received a proposal to organise a Business Expo around activities marking the 40<sup>th</sup> anniversary. This proposal is in the process of being canvassed with Christchurch businesses.
- (c) Over the past 12 years, the relationship has enabled more than 250 Christchurch students to travel to Kurashiki on student exchanges, attending school in Kurashiki and staying with local families. This is a reciprocal arrangement, with Christchurch welcoming over 500 students from Kurashiki, who have attended school and stayed with local families.
- (d) In addition to student exchanges, five-yearly anniversaries of the relationship have been marked by larger delegations. More recently, during the 25<sup>th</sup>, 30<sup>th</sup> and 35<sup>th</sup> anniversaries of the Sister City relationship, a mayoral delegation has visited each other's city. During the 35<sup>th</sup> anniversary, Christchurch sent a delegation to Kurashiki and Kurashiki returned with 180 members including their Mayor and several Councillors.

26. **Songpa:**

- (a) A Sister City partner since 1995.
- (b) The Republic of Korea is New Zealand's fifth-largest trading partner and the world's 12<sup>th</sup> largest economy. Songpa is part of metropolitan Seoul, one of the largest cities in the world with a population of over 22.5 million people. Songpa is one of the greenest, most populous and most affluent of Seoul's 25 autonomous districts. It has a significant education sector and a vibrant arts and culture sector, including being home to Korea's National Photographic Museum. Songpa also has a substantial business sector and is home to Korea's third high-tech business zone (Munjeong-dong).
- (c) The Sister City Committee has supported many cultural and education exchanges with Songpa over the past decade. This year, for example, the Committee supported the Korean 'Sounds of Friendship' concert held in Christchurch, which was organised by the Korean Embassy to celebrate 50 years of friendship between Korea and New Zealand.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

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- (d) As well as benefitting schools and aiding in cultural awareness, Sister School relationships help encourage Korean students to consider study in Christchurch. Breens and Casebrook Intermediates have active relationships with Songpa schools with student exchange groups travelling in both directions. Breens and Kirkwood Intermediates will take 25-person student group to Songpa this year for the Baekje Festival.
- (e) Connections between Christchurch and Songpa have expanded into a strong relationship between our city and the Korean Antarctic Programme. The Korean Antarctic Programme relies on Christchurch as a 'gateway to the ice', and significant cooperation is underway between Korean Antarctic researchers and researchers in Christchurch, particularly through Gateway Antarctica at the University of Canterbury.
- (f) There is also potential to exchange best practice information in this Sister City relationship. Songpa is committed to energy conservation and use of renewable energy sources, and has a world-leading district heating system. Songpa's waterway enhancement programme is another world-leading project – waterway development will be a key feature of CBD redevelopment in Christchurch.
- (g) Songpa sent a Mayoral delegation to Christchurch in 2005 to celebrate the 10th anniversary of the Sister City relationship. Songpa's Mayor also visited Christchurch in 2008. The Mayor of Songpa has been invited to visit Christchurch again in 2012 for Cup and Show Week.

### 27. **Seattle:**

- (a) A Sister City of Christchurch since 1981.
- (b) The Sister City Committee has been active in promoting educational and business exchanges and cooperation over the past two decades.
- (c) The Human Interface Technology (HIT) Lab at the University of Canterbury was established as a result of academic cooperation supported by the Sister City programme. The HIT Lab is a human-computer interface research centre and is a partner of the world-leading HIT Lab based at the University of Washington in Seattle.
- (d) The Bone Marrow Transplant Unit at Christchurch Hospital is modelled on and has an ongoing relationship with the Fred Hutcheson Research Centre in Seattle.
- (e) Much of the logistics and other support underpinning the US Antarctic Programme's operations from Christchurch comes from McChord Air Force Base, located just outside of Seattle. The Sister City programme supports the US Antarctic Programme presence here, hosting an annual celebration of the first flights to Antarctica at the end of the long winter, and supporting networking with the New Zealand Antarctic community.
- (f) In 2011/12 the Seattle Sister City Committee supported the following exchanges:
  - (i) Chisnallwood and Shirley Intermediate schools to send students on national sports exchanges post-earthquake, ensuring they could attend and get a break
  - (ii) provided support for Seattle Busker to perform at Christchurch Buskers Festival
  - (iii) supported NZ performer Shay Hooray to perform at Moisture Festival Seattle; and
  - (iv) supported Christchurch Gymnasts attending an international competition in Seattle, who gave demonstrations at local schools and were welcomed by the Seattle Council at one of their meetings earlier in 2012.
- (g) Visits by Seattle delegations include a 21 person delegation led by VP Seattle SC Assn visited to celebrate 25th anniversary of relationship in 2006. More recently Seattle

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Councillor Tom Rasmussen, chairman of the Seattle Council transportation Committee visited Christchurch earlier this year after a conference in Auckland. New Zealand Honorary Consul to Seattle Rachel Jacobsen led a delegation visit for the 2012/22 February commemorations which included the St John rapid response vehicle presentation and a meeting with the Mayor and Councillors.

- (h) The last sister city mayoral visit by a Christchurch mayor was in 2005 by Mayor Moore. Mayor Parker accompanied by the Chief Executive and the General Manager Strategy and Planning visited Seattle in 2009 as part of the Mayor's North American Study Tour. The 2009 visit did not include a Sister Cities component and was dedicated to an investigation of efficient urban transport options.

### 28. **Adelaide:**

- (a) A Sister City of Christchurch since 1972.
- (b) Adelaide is the capital of South Australia and Australia's fifth-largest city, with a population of approximately 1.2 million. The state has large defence and manufacturing sectors. The city of Adelaide rates very highly on the UN's Liveable City scale, and is known for its festivals and sporting events, and food, wine and cultural sectors. Over 80,000 students study at institutions in the city. The city is very well-regarded for the quality of its city planning and also for its work on environmental management, water conservation and other 'green city issues'.
- (c) The Sister City Committee has worked to promote cooperation, exchanges, and business development over the four decades in which it has been active. The key contacts on the Adelaide side are the office of the Lord Mayor in the Adelaide City Council, the Australia-New Zealand Business Council (ANZBC - South Australia chapter), the Council for International Trade and Commerce South Australia (CITSCA) and Business South Australia.
- (d) The ANZBC organised an opportunity for the General Manager of Recover Canterbury to speak to Adelaide business leaders in October 2011 on the effect of the earthquake and opportunities to support Christchurch.
- (e) There is increasing tourism and business travel between Adelaide and Christchurch. Both Sister City partners are exploring ways to further boost this, for mutual benefit. Christchurch and Canterbury Tourism, the Christchurch International Airport Ltd (CIAL) and the Sister City Committee are working together on this.
- (f) The Director of the South Australia State Recovery Office (SRO), based in Adelaide, visited Christchurch in March 2012 for meetings with counterparts based here. Christchurch City Council staff involved in the 2011 earthquake rescue effort came together for a roundtable briefing for the SRO, coordinated by the Christchurch City Council Sister City team. This briefing focussed on lessons-learned in maintaining business continuity after a disaster. Council staff obviously have a great deal of recent post-disaster experience, so this was an opportunity for sharing our knowledge with our Sister City partner.
- (g) The Sister City Committee has been working with Recover Canterbury and the Canterbury Development Corporation, the Canterbury Employer's Chamber of Commerce and New Zealand Trade and Enterprise (NZTE), and counterpart organisations in Adelaide, on opportunities for Christchurch and Canterbury exporters in South Australia.
- (h) An annual school exchange between South Hornby Primary School and an Adelaide school has grown out of this connection, for which the Committee provides modest support and South Hornby raises some \$20,000 in community fundraising.

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- (i) Education and cultural exchanges were a feature of the relationship in its early years, and the education and research sectors remain involved. In recent years, the Committee has encouraged increased cooperation between Lincoln University and the University of Adelaide's agricultural campus, including in the winemaking sector (cooperation with the Australian Wine Research Institute) and the biotech sector (the Director of BioSA, a bioscience business 'incubator', visited Christchurch in 2009).
- (j) A new Lord Mayor of Adelaide was elected in 2010 and responsibility for coordinating Sister City relationships was transferred from the office of the Lord Mayor to South Australia's Council for International Trade and Commerce, giving us access to a much wider area than just the Adelaide CBD, via an organisation with a strong business focus. The intention is for the Lord Mayor to be invited to visit Christchurch during ICEFEST later in 2012.

#### 29. Christchurch Dorset:

- (a) A Sister City of Christchurch since 1975.
- (b) A gap year exchange programme has been run by the Committee for the past five years, involving Twynham School (Christchurch UK) and Linwood College (Christchurch NZ). The Committee provides modest seed funding and coordination assistance for this programme, which is otherwise fully funded by local organisations including the Lyttelton Port Company, Gary Clarke Engineering and the Rotary Club of Ferrymead. This programme selects an outstanding student from Linwood College who has the opportunity to travel to the UK to provide teaching assistance in Twynham for a 'gap year' between high school and university.
- (c) Linwood College and Twynham School also exchange visiting delegations every three years (usually some 20 students and two to three staff). Six groups from Christchurch UK have visited Christchurch so far.
- (d) In 2011, the Linwood College Orchestra "Phoenix Tour " visited and performed in the UK and Europe, including an ANZAC Day performance in our Sister City, Christchurch (UK), and another performance in Westminster Abbey. The Phoenix Tour, which included 60 students, also visited Salzburg, Paris, Rome, and Venice and aimed to spread the message of a Christchurch 'renaissance'. The Sister City Committee provided \$3000 in funding for the tour, and vigorous fundraising by the College meant donations flowed in from the community and local business.

#### Post Earthquake Support from Sister Cities

- 30. After the September 2010 and February 2011 earthquakes the city received substantial support from our Sister City partners. Financial contributions from all our Sister cities totalled just over \$466,000.
- 31. In February 2011 Kurashiki immediately dispatched a three member rescue team and sent dust masks, water canisters and tarpaulins. Kurashiki raised over \$350,000 for the Mayoral Relief Fund, which came from public fundraising and a donation from Kurashiki City.
- 32. Adelaide supported 127 University of Canterbury students to spend one semester of their studies at the University of Adelaide, so their studies would not be disrupted while University of Canterbury facilities were closed.
- 33. Seattle raised US\$45,000 in public fundraising in 2011. This money was pooled with funds from the China Sister Cities to purchase an emergency response vehicle for St John's Ambulance. In February 2012, a Seattle Sister City delegation visited Christchurch to attend the commemorations on the first anniversary of the earthquake and to present St John's with their new Rapid Response Vehicle.
- 34. Songpa contributed \$35,000 to the Mayoral Relief Fund, on top of their \$23,000 donation following the September 2010 earthquake.



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35. In 2011, Wuhan donated \$19,600 to the Christchurch/China Sister City Committee, to be used for earthquake relief. The China Committee joined forces with the Christchurch/Seattle Sister City Committee, pooling the earthquake relief funded from their respective Sister Cities to purchase an emergency response vehicle for St. John's Ambulance.
36. The Twinning Association<sup>3</sup> based in Christchurch, Dorset contributed \$6,000 that has been used to buy a wheelchair for St John's, together with a cash contribution of \$3,500 also given to St Johns.

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<sup>3</sup> Twinning is the term used in the United Kingdom for Sister City relationships.

## COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012

### 6. COMMUNICATION AUDIT REPORT

<b>General Manager responsible:</b>	General Manager Public Affairs, DDI 941-8982
<b>Officer responsible:</b>	Communications Manager
<b>Author:</b>	Lydia Aydon, GM Public Affairs

#### PURPOSE OF REPORT

1. To present the communications audit and recommendations on the audit's findings.

#### EXECUTIVE SUMMARY

2. In January 2012 the Christchurch City Council commissioned an independent audit of the Council's communications. The purpose of the audit was to identify what is working well and what can be improved and to establish how the Council can best communicate to meet the expectations of ratepayers and enable staff to do their job effectively.
3. The audit produced by Felicity Price and Wilma Falconer was based on a review of current Council documents, policies and procedures together with interviews with 166 external and internal stakeholders and a public survey.
4. The audit's findings are divided into four themes: strategic communication; stakeholder relationships and community engagement; internal communication; and communication activities. They can be summarised as follows:
  - The audit finds that residents have low satisfaction levels with information about Council decisions and don't understand the decision making process and there is no communications strategy in place to address this.
  - It says that relationships with external stakeholders and community engagement are poor with no comprehensive plan in place for this and Council staff do not attend enough public meetings. Many stakeholders feel the Council is not customer focussed with delays in responding to enquiries. Response times for media inquiries are also too long.
  - The audit finds that the Council is doing an excellent job in promoting its individual services and events and that communications and marketing materials are informative and professional, but that fewer media statements and more direct the Council to resident communication is called for. The website is also outdated and difficult to navigate and there is no online strategy.
  - It states that internal communication works well for staff however there is a need to improve trust and understanding between Councillors and staff and for Councillors to receive information before anyone else.
  - The way the Council is structured means that the Public Affairs Group isn't accountable for directing or prioritising communications across the Council and the audit finds that this is hindering the ability of the Council to communicate effectively.
  - The audit says adopting a culture of open communication and engagement with the public will help build understanding and support for the Council's plans and decisions.
  - It also calls for the organisations responsible for the rebuild of Christchurch to work more closely together with consistent messages.
5. The audit makes 13 key recommendations, which are detailed in the table below. Staff support the audit's recommendations and the table includes staff comments and staff recommendations for how to implement the audit's findings.
6. There are a number of other smaller operational tasks recommended in the audit and these are captured within the intent of the 13 key recommendations.

#### FINANCIAL IMPLICATIONS

7. Not applicable.

#### Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

8. Not applicable.

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**LEGAL CONSIDERATIONS**

9. Not applicable.

**Have you considered the legal implications of the issue under consideration?**

10. Yes.

**ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

11. 4.0.1 Percentage of residents that understand how Council makes decisions.

4.0.9 Proportion of residents that are satisfied with the opportunities to access information about Council decisions.

The report also aligns with the communication activity in the Public Affairs Activity Management Plans.

**Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?**

12. Yes

**ALIGNMENT WITH STRATEGIES**

13. Not applicable.

**Do the recommendations align with the Council's strategies?**

14. Not applicable.

**CONSULTATION FULFILMENT**

15. No consultation was required.

**STAFF RECOMMENDATION**

It is recommended that the Committee recommend to the Council that it:

- (a) accept the audit recommendations detailed in column one of the attached table
- (b) agree the staff recommendations for action in response to the findings of the audit.

**COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012**

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No.	Audit Recommendation	Staff Comment	Staff Recommendation
1.	An overarching communications strategy to inform residents about Council's vision for the city and how it is to be implemented.	Elected members, at the LTP committee, have discussed the need to revisit the vision for the city.	<p>Recommend staff arrange a facilitated workshop for Council to agree a new vision for the city.</p> <p>Recommend staff work on a draft Communications strategy to inform residents about how the vision for the city is to be implemented, and that this draft strategy be brought back to the Community, Recreation and Culture Committee.</p>
2.	A communications plan to explain the council's thinking, its programme of decision making, the rationale behind decisions and how they were made.	<p>Staff will review the effectiveness of the Your Council your Voice materials.</p> <p>Staff support the preparation of a communications plan that addresses the key findings of the residents survey that show the public do not understand how Council decisions are made.</p>	<p>Recommend staff prepare a communications plan to explain the council's programme of decision making, the rationale behind decisions and how they were made, and that this draft plan be brought back to the Community, Recreation and Culture Committee for discussion by October 2012.</p>
3.	Ensure the Public Affairs Group is responsible for prioritising and managing council-wide communications activity by rethinking the shared service model for Public Affairs and related budgeting and planning processes for marketing and public relations activity		<p>Recommend that the General Manager Public Affairs review the operation of the shared service in discussion with the Executive Team.</p>
4.	A recovery communication plan encompassing CERA, CCDU, the City Council, other local authorities and other recovery agencies, using international disaster recovery communication and expertise.	<p>CERA, as the government agency tasked with leading the recovery of Christchurch, is already working on a cross-agency public education programme.</p> <p>Council staff work closely with CERA staff at all levels and have good contacts with other agencies.</p>	<p>Recommend staff continue to work closely with CERA.</p>
5.	An engagement strategy that sets measurable objectives for both management and elected members to interact with, listen to and respond appropriately to the Council's key stakeholders.	<p>Communication and consultation staff propose preparing a draft engagement strategy using learnings from the successful Share an Idea community engagement initiative.</p>	<p>Recommend staff prepare a draft engagement strategy with input from community boards, by October 2012, for discussion with the Community, Recreation and Culture Committee.</p>

**COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012**

**6 Cont'd**

<b>No.</b>	<b>Audit Recommendation</b>	<b>Staff Comment</b>	<b>Staff Recommendation</b>
6.	Provide Unit Managers and their frontline staff with training in customer service and in building community relationships.	<p>A customer service excellence programme run by HR for all staff began in 2009 but was put on hold due to the earthquakes. It was recently restarted.</p> <p>The programme aims to embed Council customer service principles and standards across the organisation, to help improve customer service.</p> <p>Some areas of the Council, including the Consenting team, now have a specific customer service strategy targeted at their work.</p> <p>The recently introduced call recording system in the call centre which also records the 'handshake' to back office staff is also helping to highlight to these staff where customer service can be improved.</p>	Note that staff will continue to roll out the customer service excellence training to all staff and ensure it reflects the findings of this audit.
7.	A no-surprise process for ensuring councillors and community board chairs are briefed prior to the public release of information.	<p>A No Surprises Policy for staff and elected members is being developed as an Appendix to the Charter.</p> <p>The elected members intranet has been revamped and turned into a one stop shop for the latest information on earthquake recovery and other Council initiatives.</p> <p>An action has been included in the performance plans for all Communication Advisers to: "Ensure elected members are informed of relevant communication activities".</p>	Note that staff will continue to monitor the effectiveness of the initiatives in place to ensure elected members are kept informed of Council activities.
8.	Reinstate the mayoral forum (or a similar stakeholder forum) so that elected members can re-engage with stakeholder groups outside periods of formal consultation.	Staff have discussed this with the Mayor and he would like to engage with stakeholder groups on a regular basis, similar to the business breakfasts that were held prior to the earthquakes.	Recommend staff set up regular Mayoral stakeholder meetings.

**COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012**

**6 Cont'd**

<b>No.</b>	<b>Audit Recommendation</b>	<b>Staff Comment</b>	<b>Staff Recommendation</b>
9.	Ensure that Councillors have responsibilities that enable them to speak formally on specific portfolio matters and engage in a more trusting relationship with staff on specific portfolio matters.	With the adoption of four new committees, committee Chairs are authorised to make statements within the terms of reference of their committees as outlined in the Charter.	Note that the new Committee structure gives Chairs responsibilities to speak formally on portfolio matters and engage with staff on these matters.
10.	Apply consistent standards of timeliness and substance in responding to requests for information.	<p>A process for dealing with Councillor requests is outlined in the new Charter.</p> <p>Other requests are handled under our customer service core standards which outline that staff will return a voicemail call within one working day and respond to written enquiries within ten working days. All Official Information Act (OIA) requests are to be responded to within 20 working days.</p> <p>Staff will initiate a process for monitoring requests to ensure they are responded to in a timely manner.</p>	Recommend that staff initiate a process for monitoring requests to ensure they are responded to in a timely manner.
11.	Improve current council project and event planning by combining marketing and communication plans into a single plan. Ensure all plans have measurable objectives that can be reported on.	The Communications Manager and marketing manager have actioned this recommendation and it will be included in their performance plan for the coming year.	Note that staff have actioned the recommendation to combine all marketing and communications plans into a single plan and ensure all plans have measurable objectives that can be reported on.
12.	<p>Significantly improve the Council's online communication tools to provide ratepayers with more direct access to information about council decision making and services.</p> <p><i>Continued over ...</i></p>	<p>The current ICT strategy prioritises improvements to online customer self service.</p> <p>A project is currently underway that will enable customers to lodge a consent application, pay online and then follow its progress online.</p> <p>Another project is underway that will enable all council business units to write and update website content in their unit's area in a more efficient and quicker way.</p>	<p>Note that staff will continue to roll out online customer self service projects as prioritised in the IM&amp;CT strategy.</p> <p>Recommend the Committee set up a working party to look at possible options for making it easier for the public to access information on the web, including ward based web pages for the public to access specific local issues and council projects.</p>

**COMMUNITY, RECREATION AND CULTURE COMMITTEE 31. 7. 2012**

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<b>No.</b>	<b>Audit Recommendation</b>	<b>Staff Comment</b>	<b>Staff Recommendation</b>
	<b>12. Continued</b>	Staff will be evaluating new technology so that we are able to present council information to the public in a more mobile way e.g. Smartphones, tablets.	Recommend staff bring a recommendation to the Community, Recreation and Culture Committee for web-streaming council meetings and options for this by September.
13.	Significantly improve response times for media inquiries by streamlining approval processes.	<p>In the past month (18 June - 17 July), 80 per cent of media enquiries were responded to within the same working day. 15 per cent were responded to the following day, and five per cent took two days or more to respond to.</p> <p>All Unit Managers have had media training and have the authority to respond to media enquiries.</p> <p>The Communications Manager will produce a documented process for streamlining media inquiry response time and will review the media policy to ensure it emphasises prompt response times and includes the appropriate spokespeople.</p>	Recommend staff produce a documented process for streamlining media inquiry response time by September 2012.

# Christchurch City Council

## Communication Audit Report

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**30 June 2012**

Report Authors: Felicity Price and Wilma Falconer



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# Section One - Summary

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## Audit Brief

In January 2012, the Christchurch City Council commissioned an independent audit to establish how the Council could best communicate in order to meet the expectations of ratepayers and enable staff to do their jobs effectively.

As requested in the Terms of Reference, this audit report identifies current communication practice and establishes whether this is meeting people's expectations within reasonable timeframes and cost. Where those expectations are not being met, this report identifies where improvements can be made in the way the Council communicates, with the resources available to it.

## Methodology

There were two phases of work in the audit – a research phase and an analysis phase.

The research phase included:

- A review of Council communication plans, policies and procedures provided by Council managers.
- A review of marketing and communications collateral including brochures, newsletters, advertising, web-based material and examples of social media provided by the relevant Council staff responsible for their production.
- Face-to-face interviews with Council stakeholders.
- Face-to-face interviews with Council management, staff and elected representatives.
- A formal survey of a representative sample of ratepayers by a professional research company.
- The opportunity for the public to “Have Your Say” through the Council’s website consultation tool.
- A review of Council satisfaction surveys.

The analysis phase identified themes arising from the research. This included analysis of the Council’s own resident satisfaction and staff engagement surveys.

It also included an analysis of the environment in which Council communication takes place, giving due consideration to the effects of the city’s sequence of earthquakes on that environment. The analysis also took into account other issues known to affect communication in a post-disaster recovery period, such as the impact a disaster has on the public’s level of trust in various communication channels, and with the influence of other lead agencies in the recovery period (such as CERA and EQC) on the effectiveness of the Council’s communications.

## Stakeholder Interviews

In discussion with the City Council, a list was drawn up of interviewees comprising those individuals and organisations of importance to the Council. In total, 147 interviews with 166 people were conducted face-to-face (several interviews were with more than one person) with the following stakeholder groups:

- Elected members (Mayor, Councillors, Community Board Chairs)
- Management and staff of the Council
- Representatives from the business community comprising: property owners; developers; tourism; and insurance companies
- Representatives from tertiary institutions
- Managers from other local authorities
- Representatives of local residents' associations
- Electorate Members of Parliament
- Community leaders in sport and recreation, cultural activities, the elderly, disability access, community law, church and missions
- Representatives from the news media.

As this exercise was aimed at achieving qualitative insights, these interviews were based on a series of questions to be used as thought-starters designed to draw out a wide range of perspectives, perceptions and assumptions about the way the Council currently communicates and how this could be improved.

All interviewees were guaranteed confidentiality as agreed in the Terms of Reference for the audit. As a result, the audit document does not attribute comments to any individuals. People participating in formal phone surveys or in "Have Your Say" feedback are also not identified.

Most people interviewed were keen to see the Council improve its communication and many offered to help this happen.

*Quotations from stakeholder interviews are included in the body of the report in italics.*

## Summary of Findings and Recommendations

On paper, the Christchurch City Council is committed to communicating. In the 2012 financial year the Council employed, across various units and groups, approximately 156 people to engage in activities that could reasonably be described as “communication”. (For a definition of communication, refer Appendix 1.) These communications staff are responsible for the Council’s public relations activities, social media and media relations (20), marketing and design (22), events development and production (16), civic and international relations (6), and customer call and walk-in contact centres (88). There is also a community consultation team within the Capital Programme Group (4).

With this commitment to communicating it is not surprising that in the latest satisfaction survey the vast majority of residents said the Council is doing a great job of communicating the services it provides and the events it promotes.

It is an entirely different story, however, when it comes to how the community views Council decision-making. Survey results show that most residents do not believe they are informed about the decisions the Council is making. When aware of Council decisions, residents say they do not understand why the Council has made those decisions or what process led them there. The need to communicate Council decisions in a way that residents can receive and understand them is at the core of the communication issues facing the Council.

During interviews Councillors, Community Board chairs and external stakeholders expressed concern at the lack of direct engagement (for a defining of engagement, refer Appendix 1.) by management and staff with the community beyond the Council’s formal consultation requirements. The absence of frequent, structured and systematic engagement with the community has led many to view the Council as isolated and a fortress.

Adding to the communication difficulties is a reported lack of trust and respect between Council management and some Councillors, and Council management and some news media.

In less pressured times, this lack of trust would have been less evident. The pressures on the Council to respond to its public in the face of the earthquake disasters, when it was already culturally reluctant to communicate openly, meant that it did not have the attitude, systems or skills to meet the communication expectations of residents.

## Findings

The findings of this audit are analysed under four headings:

### Strategic communication

- Residents have a low level of trust and low satisfaction levels with information about Council decisions. Residents do not understand the decision-making process. The Council has no communication plan in place to ensure residents know what decisions it is making, why it makes decisions or what the decision-making process is.
- There is no communication strategy that shows the link or logic between management’s annual performance objectives and its communication activities.
- The way the Council is structured and funded means that the communications professionals in the Public Affairs Group are not accountable for prioritising or directing most Council communication.

## Stakeholder relationships and community engagement

- It is not in the organisation's culture to engage with external stakeholders beyond the formal requirements of consultation. With a few notable exceptions, there is reluctance at all levels of the organisation to foster relations with stakeholders; there is no commitment to willing engagement in any of the Group's management plans. There is widespread agreement among stakeholders that the Council is not customer focused. Long delays in responding to enquires for information are the main reason stakeholders give for this perceived, poor, customer service.
- There is no plan to engage with stakeholders.
- People want the organisations responsible for the rebuild of Christchurch to work more closely together and to articulate a combined vision. The different messages from the various Christchurch recovery-focused organisations are creating confusion and disaffection.

## Internal communication

- Internally, all the mechanisms are in place to communicate well with Councillors and staff.
- On the whole, staff are satisfied with the frequency and quality of internal communication.
- There is evidence of an absence of trust between some Councillors, management and staff that is preventing open and timely communication.
- There is a need to improve understanding and trust between staff and Councillors and make Councillors and their contribution to the decision-making process more visible to residents.
- Elected representatives were concerned at the frequency with which they read or heard about Council information in the news media or from third parties. They expected to be briefed about Council matters before they were asked questions about issues by constituents and the news media.

## Communication Activities

- The Council is doing an excellent job of promoting and marketing its individual services and events. Residents have a high level of satisfaction with the promotion and provision of these services and events.
- There is an over-reliance by the communications team on media statements as the main method of communicating Council decisions and not enough direct Council-to-resident communication.
- On the whole, the mechanisms and systems for delivering Council information such as news releases, newsletters, advertisements and social media are informative and professional but tend to be promotional and marketing-based.
- Response times for news media inquiries are too long and the content of the response is occasionally not in plain English or too technical because Public Affairs does not have final sign-off.

- There was a consistent view from internal and external interviews that the main Council website was outdated and difficult to navigate. The Council has no online strategy and no agreed view of what it wants from a public website.
- From the selection covered in this review, some minor improvements could be made to existing plans to better align marketing and public relations methods. These plans also need to set and monitor measurable objectives.

## Recommendations

At the core of the recommendations for change is a need for Council (elected members and management), to adopt a culture of open communication and engagement with residents and stakeholders so that the Council can build understanding and mutual support for its objectives, plans and decisions. Recommendations in each of the four areas are as follows:

### Strategic communication

- an overarching communication strategy to inform residents about the Council's vision for the city and how it is to be implemented. Action: Councillors set vision, Management draft strategy
- a communication plan to explain the Council's thinking, its programme of decision-making, the rationale behind decisions and how they were made. Action: Management
- ensure the Public Affairs Group is responsible for prioritising and managing Council-wide communication activity by rethinking the shared services model for Public Affairs and related budgeting and planning processes for marketing and public relations activity. Action: Management
- a recovery communication plan encompassing CERA, CCDU, the City Council, other local authorities and other recovery agencies, using international disaster recovery communication experience and expertise. Action: Council

### Stakeholder relationships and community engagement

- an engagement strategy<sup>1</sup> that sets measurable objectives for both management and elected members to interact with, listen to and respond appropriately to the Council's key stakeholders. The strategy should ensure:
  - i. Councillors are available to attend community meetings and relevant stakeholder forums.
  - ii. key stakeholders can access the right Council officers in a planned way, so that Council contact with representatives of community groups, business organisations and other key organisations is constructive.
  - iii. Community Boards are more actively involved in the communication of information relevant to their communities.Action: Management and Council

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<sup>1</sup> For a definition of stakeholder engagement, refer Appendix 1.

iv. local feedback is actively sought from communities through Community Boards.

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• provide Unit Managers and their frontline staff with training in customer service and in building community relationships.</li> </ul>   | <p>Action:<br/>Management</p>                 |
| <ul style="list-style-type: none"> <li>• a no-surprises process for ensuring Councillors and Community Board chairs are briefed prior to the public release of information.</li> </ul>                                 | <p>Action:<br/>Management and<br/>Council</p> |
| <ul style="list-style-type: none"> <li>• reinstate the Mayoral Forum (or a similar stakeholder forum) so that elected members can re-engage with stakeholder groups outside periods of formal consultation.</li> </ul> | <p>Action: Council</p>                        |

**Internal communication**

- |   |                               |
|---|-------------------------------|
| <ul style="list-style-type: none"> <li>• Ensure that Councillors have responsibilities that enable them to speak formally on specific portfolio matters and engage in a more trusting relationship with staff on specific portfolio matters.</li> </ul> | <p>Action: Council</p>        |
| <ul style="list-style-type: none"> <li>• Apply consistent standards of timeliness and substance in responding to requests for information.</li> </ul>   | <p>Action:<br/>Management</p> |

**Communication activities**

- |  |                           |
|--|---------------------------|
| <ul style="list-style-type: none"> <li>• Improve current Council project and event planning by combining marketing and communication plans into a single plan. Ensure all plans have measurable objectives that can be reported on.</li> </ul> | <p>Action: Management</p> |
| <ul style="list-style-type: none"> <li>• Significantly improve the Council’s online communication tools to provide ratepayers with more direct access to information about Council decision-making and services.</li> </ul>                    | <p>Action: Management</p> |
| <ul style="list-style-type: none"> <li>• Significantly improve response times for media inquiries by streamlining approval processes.</li> </ul>   | <p>Action: Management</p> |

## Overview of Stakeholder Feedback

In conducting the interviews for the communication audit, it was clear that most people appreciated the opportunity to let off steam about a range of issues, many not connected with the Council or its communication. But whatever their views, most people interviewed were eager to provide constructive feedback and to help the Council improve its communication with residents.

At almost every communication audit interview, even the most critical stakeholders had good things to say about the Council and its communication activities. For example, there was much approval for the resumption and continuation of Council services and events. There was praise for the Communications Unit and the marketing and events teams; for the way the Mayor and the Council communications staff handled communication around the earthquakes; for the Council's Facebook pages and Twitter feeds; for *Share an Idea*; and even for the handling of some building consent applications.

*"I have a very positive view of the council – I love their heart – their social housing contribution which they clung to, even under pressure, and their cultural commitment with festivals and events. I love the cultural life of the city."*

This was starkly contrasted with the lack of understanding of, and therefore concern about, Council decisions, why and how they were made.

It is fair to say that at the time this audit was commissioned the Council was in a communications bind. There was a significant lack of trust between management, some elected members and the news media. This lack of trust made it difficult for the Council to communicate effectively with its residents and key stakeholders and to be trusted by them in turn.

Interviewing internal and external stakeholders helped to explain how the Council got into that communications bind, to identify the barriers to effective Council communication and how best to remove them. A summary of stakeholder views follows.

### The need for decisions to meet residents' needs

In the environment of the Canterbury quakes, where the restoration of City Council-controlled services was paramount to its residents' ability to recover their quality of life, expectations that the Council would meet the needs of residents were high. Then, more than ever, public interest in and scrutiny of the way Council decisions were made were at their height. In particular, there was, and remains, a desire to know whose interests and whose needs were being prioritised by the Council in its decision-making and why.

In the absence of information about this and what was on the medium-to-long-term Council agenda, residents, Community Boards, Councillors and the news media filled the information vacuum with their own assumptions and analysis of what was going on inside the Council.

This absence of understanding about what the Council was doing on behalf of its residents, and when it would be doing it, resulted in a widespread, deep dissatisfaction that culminated in February 2012 in a protest of 3,000 to 4,000 ratepayers. This protest could not easily be



dismissed as political activism. A quick scan of the crowd showed many of those present were ordinary citizens, frustrated that their concerns and needs were not being heard or met. If there was any one indicator that the Council had a communication problem, this was it.

### **Community expectations of engagement**

Expectations that the public interest would be heard and acted on by Council had been high. The Council had, in the latter half of last year, successfully embarked on a high-profile, highly-consultative and widely-applauded *Share an Idea* initiative to seek public views about the rebuild of the inner city. The Council's Communications and Marketing units were heavily involved in the community engagement project, committing 13 people to the team.

The resulting Draft Central City Plan was well received and many applauded the look and feel of the green-space, low-rise inner city it envisaged. But the Council failed to capitalise on what was an extremely successful and open communication process with its constituents. *Share an Idea* proved to be a one-off exercise, with no further community engagement once it was over. It set up an expectation of engagement and failed to follow through.

Also, because *Share an Idea* was "owned" and funded by the Strategy and Planning Group instead of Public Affairs, there was no funding available for the Public Affairs Group to use this communication approach again, even in a smaller way.

*"The draft Central City Plan is a wonderful stake in the ground and sets an appropriately high community engagement and information process for the Council to strive to achieve in future.... But we are concerned about the ability of the Council to continue to live up to the promise of this opening effort."*

The Council was also criticised for not having enough Councillors and senior management present at the public forums (i.e. the forums held before the formal hearings of submissions), a demonstration, stakeholders said, that they did not care what people really thought and that the attempt at engagement wasn't fully embraced by both elected members and the management team.

Furthermore, the Central City Plan was not what mattered to many people at that time. In the east of Christchurch residents were facing on going uncertainty about the future of their homes and the viability of the land they were built on. Many were feeling increasingly powerless and unheard as a range of agencies failed to provide consistent, accurate or timely information about the issues that mattered most to them. These people's daily life experiences were a world away from a Central City Plan. They wanted help in their suburban communities. Meanwhile, the strong quakes continued.

Many stakeholders said that residents were looking for someone to blame for their land, home, business and insurance issues and they found a scapegoat at the City Council. Certainly, the focus of residents' frustration and anger was the Council Chief Executive. The lack of connection between the public and the Chief Executive and the lack of appreciation of his role in leading a public sector organisation through an ongoing crisis, stakeholders said, provided a highly personal focus for residents' lack of understanding about what the Council was up to in post-quakes Christchurch.

## An internally-focused organisation

The deterioration in the communication environment continued as the Council was seen to adopt siege behaviours. For well over a year, staff had been working tirelessly to restore recreational, library, arts and community services and to rebuild roading, restore rubbish and recycling services and maintain safe drinking water and wastewater. Constant news media criticism of the Council performance felt extremely unfair to the staff and did not accurately reflect their experience of hard work and commitment by themselves and their colleagues to restore the city's services and infrastructure. Many staff retreated into the safety of their workplaces and sought support from their colleagues within a Council machine that was increasingly being described by others as a "fortress".

Most staff did not blame the Council's own communications efforts for this unfair reporting. Communicating externally, the Council's Communications Unit was seen by almost all stakeholders as effective, professional and capable; respected for doing its best in very difficult times. At the same time, within the Council, internal communication was regarded as open and frequent. Almost everyone working within the Council interviewed for this audit described and applauded the open and frank communication style of the Chief Executive and their senior managers about most Council matters. Staff trusted each other but trust was being eroded between staff and Councillors.

## Trust issues between management and Councillors

Some Councillors moved to fill the communication vacuum created by Council management and criticised Council management and staff in the media on several occasions. There were public allegations that some Councillors were leaking confidential information. As a result of these public disclosures, some staff became concerned that if they discussed confidential or commercially sensitive issues with Councillors, the discussion might be made public before these matters were fully thought through or might be used for political purposes. Staff said they then became reluctant to share information with elected members and the communication lines between Councillors and management began to close.

At the same time, many Councillors and Community Board chairs felt that, despite being the elected representatives of their communities, they were not in control of the Council policy agenda. They saw themselves at the end of a policy development food chain that they had little input into or knowledge of prior to papers arriving in their pigeonholes to read, discuss and vote on at Council meetings. This was a particular frustration for newer Councillors unused to working within the local government system.

Some of these Councillors felt that decisions were rushed through Council with limited Councillor or public understanding of the issues involved. In this regard they referred to a number of unpopular Council decisions.

As a result, during the post-quake period, as trust eroded between some Councillors and staff, a Councillor A and B team reportedly formed. All Councillors said they continued to receive information within the letter of the law, but some Councillors felt they were not dealt with as collegially as others and believed they were not getting as much information.

## Trust issues with the news media

During the audit interviews, The Press was often blamed (by both staff and external stakeholders) for unjustly inflaming public opinion against the Council. It certainly appeared to many staff that The Press rewarded the critically vocal Councillors and undermined those who worked more constructively behind the scenes. In a page two article in April 2012, in

which Councillors' performances were reviewed, the Press marked down as ineffective those Councillors who were silent in the news media. There was no acknowledgement in the article that Councillor's media-silence might have been consistent with their obligations under the Code of Conduct and their collective decision-making responsibilities defined in the Local Government Act.

An additional difficulty in the Council's communication through the news media was that the Mayor appeared to be the only spokesperson on all Council matters. This was raised by many stakeholders, including the media, not because he wasn't any good at it (he was acknowledged by most to be a very good media spokesman) but because it often seemed inappropriate to have the Mayor commenting on extremely minor details and operational activities. It was also felt by other Councillors that they should share the task as well. Some felt it was this exclusion of all but one or two Councillors with any authority to speak to the media about Council business that had led so many Councillors to speak to the media unofficially.

### **Recognising that these are not ordinary times**

The strategy of Council management after the major earthquakes was to get the city running as normally as possible as soon as possible. In this way Council management sought to demonstrate the Council's value to its residents through actions rather than words. In its earnest and hard-working way, the Council entered the post-quakes period with the single aim of giving the public back its city infrastructure as quickly as possible with little additional cost and it pretty much succeeded in doing this with a comparatively low rate increase given the circumstances<sup>2</sup>.

What was missing from the Council's communication approach during this time, however, was the ability to demonstrate to residents that it was listening to what really mattered to them and that it was acting to help them.

Staff and management worked long and hard towards the resumption of services and found little extra time to devote to community engagement. As a result, what residents heard was a message that said "you will get what we give you" delivered with little empathy. When residents weren't grateful for the Council's immense efforts to give the city back its essential infrastructure, and when the media and Councillors continued to criticise management for their actions, the Council management felt misunderstood, became risk-averse and felt justified in mistrusting the news media and their own Councillors.

### **The Communication Audit**

Recognising the Council's communication issues, the Chief Executive called for a communication audit to find out how communication with residents and stakeholders could be improved.

Audit interviews commenced in March and were completed by early May. During this time, a Crown Observer was also appointed to work with the Council. By the time the audit report was completed at the end of June, the interventions of the Crown Observer and some of the questions posed by this audit appear to have prompted an improvement in a number of underlying issues preventing effective two-way communication between Council management and Councillors and Council, and with some external stakeholders. At the same time, the Environmental Policy and Approvals team that manages building consents commenced its "Go Ahead" customer service improvement project.

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<sup>2</sup> Average rate increases for TLAs 2002-2010 7% - Source: Department of Internal Affairs.

Notwithstanding these improvements in the underlying issues, the communication audit has identified four actions that will improve Council communication with residents and stakeholders:

1. Develop a strategic, whole-of-Council communication plan and stakeholder engagement plan to effectively communicate Council decisions and matters before the Council for decision.
2. Establish a customer service culture that values two-way communication with residents and stakeholders.
3. Make the Public Affairs Group responsible for planning, prioritising and directing all Council communication activity.
4. Build trust between elected members and management.

## **Communication Environment**

*“I think the council has done a terrific job in getting the city back running – the sewerage, water, rubbish collection and other services- so quickly after such a major disaster.”*

For many years, the Council’s communication function – its structures, policies and procedures – appeared to be working well and meeting the needs of a majority of ratepayers, as evidenced in the Council’s regular ratepayer satisfaction surveys.

Everything changed on September 4, 2010 and even more so on February 22, 2011.

There is no doubt that the Council’s emergency response has been excellent and its efforts at communication immediately after the big earthquakes – by the Mayor and by the Communications team – have been much praised.

However, once the emergency period was over, the Council’s enthusiasm to return the city to a sense of normality by resuming as many Council services as possible, combined with the lack of an overarching communication strategy, have diminished the Council’s communication effectiveness.

According to the World Bank’s post-disaster recovery manual<sup>3</sup>, strategic communication is a crucial element in the reconstruction environment where the only constant is change.

“Two-way information flow facilitates recovery and limits the potential for setbacks and misunderstandings. Good communication also helps ensure understanding and buy-in from governments, agencies involved in reconstruction, and the affected population,” the handbook says.

If local authorities involved in the recovery, and their communication specialists, do not engage stakeholders in the recovery process, the World Bank says they will not be able to formulate messages that will be understood by the people they want to help.

According to the World Bank, “Strategic communication builds trust, consensus and active participation, key factors for positive outcomes in development programmes. It promotes credibility, transparency, legitimacy and ownership for the project and ensures the right messages are reaching all the relevant stakeholders. Particularly in a post-disaster situation, good communication is the foundation for acceptance, sustainability and mutual understanding when rebuilding people’s lives.”

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<sup>3</sup> \* Safer Homes, Stronger Communities: A Handbook for Reconstruction after Natural Disasters  
Published by the World Bank in January 2010. (The International Bank for Reconstruction and Development)

The communication environment has markedly changed since September 2010. This report takes the Council's very difficult post-disaster recovery environment into account when considering stakeholder communication needs.

## **Guiding Principles for Communication Post-Disaster Recovery**

(Adapted for Christchurch conditions from the World Bank report)

- Two-way information flow must be encouraged to build trust, consensus and active participation – to engage in korero, to listen as well as disseminate.
- Understanding of people's perceptions should form the basis of the recovery communication strategy, since these perceptions can dominate behaviour – whether or not they seem rational.
- Cultural, social and environmental context must be factored into the strategy.
- The communication strategy must be integral to the organisation and its planning and implementation processes from day one.
- Communication experts must be at the table when key decisions are made to help inform those decisions then communicate them to the public, applying the understanding of perceptions, context and environment.
- The communication strategy is dynamic and ever-changing to meet the changing environment and needs.

These principles also apply to communication in non-disaster recovery times. This audit examines whether they have been applied to the Council's communication activities and how effective they have been.

# Section Two - Analysis

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## 1. Strategic Communication

There is no strategic communication plan for the Christchurch City Council that establishes who the Council will communicate with; about what, why, when, at what cost and how this communication will be prioritised. This absence of a strategic communication plan was identified by many stakeholders during the audit interviews as a fundamental issue that Council management should address.

*“Our business works hard to communicate our strategic intent to all our stakeholders. The Council isn’t doing that. Instead with the Council you’re constantly getting unpleasant surprises, stemming from a lack of strategic communication planning.”*

### Findings

- There is no Council-wide communication strategy that shows the logic between the Council’s agreed objectives and its communication activities.
  - Communication planning and activity tends to focus on Council services, specific issues and events-based announcements rather than telling people what they want to know: the Council’s plan for the city.
  - The Levels of Service associated with “providing external communications” are a list of basic communication activities with no rationale as to why they have been chosen over other activities.
- The way the Council is structured and funded means that the Public Affairs Group is not accountable for prioritising or directing most Council communication.
  - Communication budgets and accountabilities are fragmented throughout the organisation, with individual units able to require communication resources to promote matters of sometimes minor relevance, when stakeholders want to hear about the big picture, the major issues, and how they are being addressed.
  - The way the Public Affairs Group implements the shared service model is hindering the development of a whole-of-Council communication strategy.
- Residents have a low level of trust and low satisfaction levels with information about Council decisions.
  - Most residents do not understand the Council decision-making processes.
  - The Council has no communication plan in place to ensure residents know what decisions it is making, why it makes those decisions or what the decision-making process is.
- The Council does not appear to be taking advice on how cities in other countries communicated effectively after a crisis.

## 1.1 Lack of an Overarching Communication Strategy

The Public Affairs Group has no planning document that takes an overall look at the Council's communication and public relations activities and prioritises them according to the needs of its residents.

The result of this is a communications approach comprising a series of mainly news-media-based activities with no rationale as to why these have been chosen over other activities.

The communication activities that are the responsibility of the Public Affairs Group to deliver are detailed in a series of Activity Management Plans and published annually on the Council website. Every Group in the Council has these Activity Management Plans. They comprise a list of the services each Group in the Council will provide to meet its obligations in the Annual Plan.

The Public Affairs Group is responsible for delivering communications activities specified in five Activity Management Plans: City Promotions, Civic and International Relations, Events and Festivals, Internal Customer Services, and Public Affairs Internal Service.

The Activity Management Plan that most clearly relates to what might commonly be understood as "strategic communications" is the "Activity Management Plan; Activity 13.6: Public Affairs Internal Service." According to this management plan the Public Affairs Group is responsible for the following:

### **"Marketing**

- *Marketing strategy, planning, production and delivery, CCC Brand.*

### **Consultation**

- *Advice and support to ensure a planned and consistent approach to consultation across the organisation.*

### **Communications**

- *External Communications – inform the Christchurch community about Council, services, decisions and opportunities to participate*
- *Plan, develop and implement communications plans for specific projects.*
- *Co-ordinate, plan and manage communication to/from all Media*
- *Internal Communications – ensure staff and elected members are informed about Council activities and decisions."*

Having specified the services, the Public Affairs Group will provide what the Activity Management Plan calls "Performance Standards" for each of these services. These performance standards are listed in a table that defines the "level of service" to which it will be provided.

An example of a communication performance standard "provide external communications..." and the level of service to which it will be delivered by the Public Affairs Group follows:

Non-LTCCP Performance Standards	Current LOS provided	Benchmarks	Recommended LOS
<b>External Communications – inform the Christchurch community about Council, services,</b>			
<p>13.6.3 Provide external communications that are timely, relevant, accurate and cost effective.</p>	<p>Produce "Our Christchurch" publication and feature pages.</p> <p>Columns in mainstream media</p> <p>One page a week in Star</p> <p>One page a month in Press</p> <p>One page a month in Akaroa Mail</p> <p>Monthly columns for Mayor in three publications</p>	<p><b>Auckland</b> – weekly City Scene (4-page A3). 170,000 households.</p> <p><b>Wellington</b> – weekly page in Dominion/Post and magazine style monthly 16-page gloss newspaper.</p> <p><b>Dunedin</b> – quarterly 28-page "City Talk".</p> <p><b>Hamilton</b> – monthly magazine</p>	<p>13.6.3.1 Satisfaction of residents with how informed they feel about Council, its services, decisions and opportunities to participate:</p> <p>2008/09 Set up survey question</p> <p>2009/10 65%</p> <p><b>Ongoing target set</b></p>

There is no document that explains why the "current levels of service" listed were chosen as the most appropriate activities for the Public Affairs Group to deliver.

According to the Public Affairs Group's management planning documents, it is the responsibility of the Communications Unit within the Group to deliver the Council service: "External Communications inform the Christchurch Community about Council, services, decisions and opportunities to participate (394E)" by providing "external communications that are timely, relevant and cost effective".

The management plan goes on to list what those "external communications" will be. They are:

- "A Facebook and Tweet a day
- CTV videos
- Our Christchurch advertorials in local papers
- Mainstream media and publications
- Quarterly production of Our Christchurch household newsletter
- Reactivate Christchurch e-newsletter by 30 July 2011
- Website front page reviewed by October 31, 2011."

The measure of effectiveness of these activities is whether at least 65% of residents are satisfied or dissatisfied that "external communications are timely, relevant, accurate and cost effective." This is measured in the annual Christchurch City Council Point of Contact Residents Survey which is a survey of about 300 residents, randomly selected in Christchurch public places. This year, the Council received a 66% satisfaction rating, one percentage point above the recommended level of service.

The Point of Contact survey specifically asked residents if they read the *Our Christchurch* publication distributed through The Press and to comment on the range of communication tools used by the Council. Just over half those surveyed said they did read *Our Christchurch*. There was also particular praise for the relevance and frequency of information provided by the Council following the earthquakes.

There were a number of areas where those surveyed said they wanted improvement:

- more communication from the Council, particularly prior to big decisions or about big issues
- information to be provided more directly to residents in a wider range of formats



- more openness and accountability in communication; and
- improvements to the website, *Our Christchurch*, and phone service.

These comments from the public were consistent with concerns raised during the audit interviews that Council communications are not strategic as evidenced by too great a reliance on the news media.

As an example, the majority of people interviewed internally and externally thought that The Press newspaper was eager to criticise Council but not to report important Council decisions that were good news for residents such as the allocation of \$2billion in funding to rebuild city infrastructure. Those interviewees said they would like to see more direct communication by Council with residents and stakeholders and not rely on the news media to communicate Council information and decisions.

Also, given the prevalence of the web, social media and mobile technologies in other large organisations' communication plans, some of those interviewed for the audit expected to see more emphasis on developing these activities. These interviewees, most of them internal to the Council, pointed out that the Council relied heavily on phone and online technologies during the earthquakes but later returned to a very news media-oriented communication style to publicise Council decisions.

### Consequences of this Approach

A Council-wide communication strategy would ensure that the Council puts its communications efforts where they are of greatest benefit to residents. Such a strategy would ensure communication efforts are prioritised, not only according to what the Council wants to tell residents, but also on the basis of what matters to residents. It would assign Council-wide communication resources to meet those needs, develop the most appropriate communication activity for stakeholders based on their preferences and include objective measures of success as well as subjective satisfaction measures.

Without a strategic communication plan, the activities of the of the Public Affairs Group, insofar as they are designed to communicate Council decisions, will become less and less relevant to the specific interests of residents and ineffective in reaching their audiences.

The absence of a communication strategy also means that it is hard to tell if the current communication activities are value for money. Because there is no rationale attached to committing resources to these communication activities there is no way of assessing their contribution to the effectiveness of Council communications beyond satisfaction surveys.

Satisfaction surveys are not always the best way of measuring the effectiveness of communication activity. Residents were asked if they were satisfied that the Council communications were: "timely, relevant, accurate and cost effective." Only "relevant" is something that can be determined 100% by resident self-reporting. While it is interesting that residents believe Council communications are cost effective, timely and accurate it does not mean they really are. There are more objective tests of these measures. That is, of course, assuming those service levels are the best way of measuring effective communications. Some measures about information being easy to access, easy to understand or useful should also be considered.

So, although the Council received a 66% satisfaction rating in the Point of Contact Survey, when it comes to informing the community about Council decisions and opportunities to participate in council decision-making, the Council is failing to do this at all well. The most recent Residents' Survey report showed only 38% of residents surveyed said they were

satisfied with their access to information about Council decisions (the target was 80%)<sup>4</sup>. This level of resident dissatisfaction with Council communications led to this audit being conducted. This would indicate that a more strategic approach to communication that links communication activity with what matters to residents is required. A communication strategy would more clearly define why specific communications activities are chosen and how the Council knows that they work.

Without a communication strategy it is impossible to know what resources and skills the Council will need in the immediate future to deliver effective communication. For example, to better meet the public's growing expectation of accessing most information and services online would involve updating the existing website content management system. Building a useful social media presence in the community requires staff skilled in using the analytical tools that underpin social media so that highly targeted, relevant information can be delivered to specific groups in the community who want it. These are very different communication skills to the traditional ones that include a background in journalism. Without a strategic communication plan that links activities to benefits, making a case to change the existing Activity Management Plan to accommodate the necessary resource requirements will be difficult.

### How this could be improved

The Public Affairs Group needs to develop a communication strategy for the Council to ensure that the information needs of residents and stakeholders are prioritised and that information is delivered in the most effective way.

The Public Affairs Group needs to revisit the way it measures the effectiveness of its various communication activities and channels available to it to ensure that communications are meeting residents and stakeholder needs. In future years the communications-related Activity Management Plans should more clearly reflect the reasons why specific communication services exist.

## 1.2 The Shared Services Model

The Public Affairs Group operates as a "shared service" to the Council. What this means is that every business group in the Council must use the Public Affairs Group to do all their communications work. They cannot go outside the Council to use contractors to do it for them or hire staff within their own Groups to do their communications.

This model was introduced in the mid-2000s. The responsibility for doing the Public Affairs work of the Council was centralised and with it the funding for the salaries of the Public Affairs staff. But the funding for development of individual communication and promotional campaigns and activities, and therefore the accountability for those campaigns and activities, remained with the rest of the Council business groups. That is why the Public Affairs Group, which is responsible for external communication, has the curiously titled Activity Management Plan: *Public Affairs Internal Service*. The plan states:

***"Why do we provide these services?"***

*The above services are provided as a 'shared service' to the organisation to support the marketing, communications and consultation requirements of all services and activities delivered to our customers, planned programmes, projects and strategies. Operating as a centralised activity allows for greater efficiencies, improved co-ordination and*

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<sup>4</sup> Christchurch City Council Residents' Survey Research Report, March 2012. Figure 3.5.

*planning and delivery of the requirements of the Local Government Act 2002 and the Auditor.”*

In practice, the shared services model is not operating exactly as described in the Activity Management Plan. The Public Affairs Group provides the services but it is not coordinating and planning the delivery of marketing, communication and consultation requirements of all services.

Any Unit Manager in the Council can specify a communication activity is required as part of the delivery of their service. This can be specified without consultation with the General Manager Public Affairs. Provided the Unit Manager convinces Councillors that their proposed communication activity is essential for the delivery of their service then the Public Affairs Group, as the providers of the marketing services to the Council, is obliged to deliver it. The funding, accountability and sign-off on content and tactics will remain with the Unit Manager responsible, not with Public Affairs. Unit Managers might take the Public Affairs' staff advice, but they might not.

Most Unit Managers in the Council support this shared services approach and value the work of the communications and marketing teams. The few exceptions are those managers who feel that the Council services they are responsible for require subject-matter experts and would like to hire dedicated specialist communicators to sit in their own teams.

The way the Public Affairs shared services model works is as follows. A group of four Public Affairs Managers (PAMS), who report directly to the General Manager Public Affairs, act as the liaison between the rest of the Groups in the Council and the various teams in the Public Affairs Group (Marketing, Communications, Customer Services and Consultation).

These PAMs are assigned to work for specific Groups so that they can build specialist knowledge of their public affairs needs. The PAMs meet regularly with the managers in their assigned Groups and develop briefing documents (PIDs) for the relevant teams within Public Affairs who the PAMs assess are required to work on whatever project is currently requiring communications and marketing support. The PAMs also provide “strategic advice to the business units on Marketing, Communications, Customer Services and Consultation”.

While most managers supported a shared services model, there were mixed reviews about the PAM model as the best means of managing the relationship between Public Affairs and the rest of the organisation.

On the plus side, it was acknowledged that PAMs were able to persuade different Unit Managers of the benefits of effectively communicating and promoting their particular activity or service, and for bringing professionalism to that process.

However, there was also a significant view that having PAMs liaise with the rest of the Council is double-handling. PAMs write a brief but the communications and marketing teams then write plans. It was felt by some inside the Public Affairs Group and among the rest of Council that this distanced the communications and marketing teams from their colleagues in the rest of the business.

The Public Affairs team is not currently funded to develop new ways of working, particularly new ways of working that may require investment in new technologies or hiring people with new skills. The majority of the Public Affairs budget is tied up in its staff salaries. There is no capital or operating expenditure involved in writing media releases or opinion pieces or twitter feeds or organising the Mayor to appear on talkback radio, so these activities are certainly cost effective in that they are cheap. Certainly, there is no money in the current budget to do anything new, such as web-streaming Council meetings or developing phone app to link stakeholders to Council decisions that interest them.

## Consequences of this Approach

A major reason why the Council is not communicating its decisions well is that what is being communicated and how is frequently is not the responsibility of the professional communication providers in the Public Affairs Group. It is a responsibility of managers in the other seven groups in the Council which “employ” the Public Affairs Group to promote their various services and activities.

There is nothing wrong with Public Affairs being a shared service. But it is a shared service with no responsibility or authority to direct and prioritise the communication and marketing activities of the Council. As a result, there is no one on the executive team who is charged with the responsibility for taking an overview of this collection of communications and marketing programmes and advising the Council of the collective impact of them on the Council’s relationship with its residents. There is no one responsible for assessing their relative merit and prioritising them and there is no communication strategy to prioritise them against.

The Public Affairs Group is operating as an in-house advertising and public relations agency. It takes its instructions from the various managers of other Groups. It provides advice to them, but it is not responsible for the communication decisions. It is able to influence but not able to intervene to alter the scope, scale or timing of the communication activities required by the other Groups, even if these are ill-judged or soaking up resources disproportionate to the importance of the project or message.

Those Councillors who voiced concerns about the Council promoting its services and events at the expense of Council decisions should understand that the funding model and the shared services model promote this way of working and that the Council agrees to this model every year in the Council Annual Plan.

Council votes specific budgets to communicate and promote specific projects, services and events. Inside every operational budget is the potential for a communication budget to exist.

The Public Affairs team are order-takers and they will promote whatever they have been asked to, to the level of the funding available and to specifications of the “internal client”. The PAMs structure reinforces this agency-style service. Their role is that of account manager and their job description as “liaison” is to take the orders from the internal client and then “brief” the Public Affairs team.

Although Public Affairs Group uses its professional skills to deliver excellent communication about services, tactics and quality promotional products, nevertheless they are required by the internal client to put as much effort into the promotion of one campaign and project as another. That is why a road safety campaign for mopeds and scooters, for example, commands the same communication priority from the Public Affairs Group as the announcement of the \$2 billion city-wide infrastructure rebuild decision. In fact the moped safety campaign may have more communication activity associated with it depending on the extent of the budget allocated to that project.

That is why the Public Affairs team is busy and also highly successful at promoting services and events. Successful, in fact, beyond the level of service agreed in the Annual Plan.

It is also why the Council is failing to communicate Council decisions well. There is currently very little budget and therefore time allocated to them to do that. Besides, the levels of service that relate to effective communication of Council decisions are not technically the Public Affairs Group’s to promote. These service levels belong to the Democracy Services team within the Regulation & Democracy Services Group. In this model, funding and direction would need to come from the Democracy Services team so that the Public Affairs

Group could be directed to tackle the most pressing Council communication issue of the day – public dissatisfaction with Council decision-making, the lack of information about it and understanding of it.

### **How this could be improved**

It is up to management to make the shared services model for the Public Affairs Group work, adapt it for more appropriate use, or drop it and adopt another model of service provision. But it is clear that the model, as it is currently interpreted, is not working and is not delivering anywhere near the level of service the Council would like to deliver or the residents expect from it.

The Public Affairs Group does have some latitude to be more strategic within the scope of its objective to inform the community about the Council, its services, decisions and opportunities to participate. It urgently needs to rethink the way it applies the shared services model in order to deliver on its original intent to:

*“allow(s) for greater efficiencies, improved co-ordination and planning and delivery of the requirements of the Local Government Act 2002 and the Auditor.”*

One option is to centralise the operational funding associated with the whole-of-Council communication activity within the Public Affairs Group as well as the staff funding. It is also possible for managers to retain their communication budgets but be required to meet the standards, policies and processes set by the shared service and to follow their leadership. That is the case with Finance and Human Resources so it should also be the case with Public Affairs.

It would require a different way of thinking about communication accountability not only by the Executive Team but by the Unit Managers. It is possible that the Unit Managers may have to accept reduced budgets in order to fund more pressing, currently unfunded communication needs, particularly around Council decision making.

Whatever the funding model, the Public Affairs General Manager should be responsible for providing a whole-of-Council communication plan that prioritises the Council’s promotional programmes for the year by testing their merits against the values and principles identified in the strategic communication plan and stakeholder engagement plan.

## **1.3 Communication of Council Decision-Making**

The audit Terms of Reference sought investigation on whether it was Council decisions or the communication of those decisions that were the issue with stakeholders.

This question was asked during both formal telephone surveys by a professional research company, Research First, and during face-to-face interviews with the external stakeholders.

Research First surveyed 771 city residents selected at random (but balanced by age, gender, Council ward).<sup>5</sup> The full results are appended to this report. In summary, the survey showed:

- Only 37% were satisfied that the Council made decisions in the best interests of the City (42% were dissatisfied). There was little difference in satisfaction levels across the Council wards with the exception of Banks Peninsula, where just 22% were satisfied and in Fendalton-Waimairi where there was a lower level (31%) of dissatisfaction.
- Only 36% were satisfied with the Council’s communication to residents of its decisions (45% were dissatisfied). The highest level of satisfaction (50%) was in the Riccarton-

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<sup>5</sup> Research First 2012 Communications Audit Research Report, 5 April 2012

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Wigram ward followed by Fendalton-Waimairi (40%); the lowest level was in Hagley-Ferrymead (51% dissatisfied) and Burwood-Pegasus (56% dissatisfied).

- Only 34% of residents felt they understood how the Council made decisions (46% felt they did not understand).
- 39% of residents felt they had some influence over the decisions the Council made (59% did not think so).
- 38% were satisfied with their opportunity to access information about Council decisions (30% were dissatisfied). This was well below the Council's target of 80% satisfaction.
- Residents' main sources of information about Council decision-making was The Press (50%), television (10%), Council publications (7%), radio coverage (6%), Council advertorials in local papers (5%), and the Council website (5%).

When asked in the formal research why they were not satisfied that the Council made decisions in the best interests of the city, the most frequently mentioned reason was "I do not like specific decisions or outcomes of decisions the Council has made" (14%), and that the Council was "not open/transparent" or that there was "a lack of public consultation" (9%). The most common reason for satisfaction was that "the Council is doing its best in the circumstances" (11%).

Those respondents who said they didn't like a specific decision most commonly mentioned the Chief Executive's pay rise (35%), pay rises in general (6%), the Henderson land deal (14%) and "bad decisions on purchases of assets" (12%). "Poor handling of earthquake affected suburbs" came in at 5%.

Areas for improvement in Council communication most frequently highlighted by residents were:

Be more open/upfront/transparent/honest	20%
More flyers and newsletters updating progress	17%
More communication in the newspapers	10%
More use of website/email/social media	9%
Regular public/community meetings	9%
More/earlier communication on decision making process/major decisions	8%
More radio/TV advertising	7%
Be more united	5%
Rebuild/recover plan detailing work/timeframes	4%
Listen to residents	4%
Personal contact with residents	3%
More visibility/communication in all media	3%

When the external stakeholders were asked the same question, and were probed for further explanation of their answers, there was less certainty as to whether it was the Council decisions or the communication of those decisions that was the problem. About half the respondents said it was both the communication and the decision and the remainder – having said it was one or the other – then followed up with comments that either changed their answer or confused it.

Many gave the Chief Executive's pay rise as an example of the decision being wrong, then followed on with a discussion of how his subsequent communication in The Press demonstrated this without realising it was the communication that was at issue as well as the decision.

However, a number of business people said there was nothing wrong with the decision to grant a pay rise, it was the way it was handled – by the Chief Executive, by Councillors and the over-reaction and schadenfreude played out by the media – that was poor.

Many also said that the Henderson land deal was also a "bad decision" then said it could have been communicated and explained better, while others said it didn't matter how much explaining was done, it was still the wrong thing for the Council to do.

A few said the leaking of confidential matters by Councillors was part of their reason for thinking the Council's communication of decisions was poor. A few pointed out that the lack of a communication strategy around the Chief Executive's pay rise decision – because nobody outside the Council table knew about it – meant that leaking was inevitable, destroying any possible chance of a contextual release of information about it and the reasons behind it.

*"It was a decision made by the elected representatives and, whatever your views of it, they are the people to hold to account, not the CEO himself. All that personal stuff in the paper was off the point."*

The conclusion, when people were probed for the reasons for their answer, was that stakeholders regarded several decisions (repeatedly mentioning the Henderson land deal, the Turners and Growers site deal, the new Council building deal, the Chief Executive's pay rise, charging for the Avonhead earthquake victims' cemetery plots and locating the after-hours call centre outside Christchurch as prime examples) as inappropriate or "bad" but that they also felt the communication of the decision could have been better, for a variety of reasons.

One of the reasons, many said, was the lack of information about the Council's overall vision, a helicopter view of what it was trying to achieve for residents.

*"They don't sell their dream. And then they bring decisions to the Council table at the last minute and rush them through. If they could only tell us why, what's their big vision, so we can understand why the decision is necessary."*

Many said they would like more explanation as to why the Council made a particular decision (and this related to any decision, not just controversial ones) and would like to see more of this detail in Council newsletters and advertisements rather than the events-based and other Council promotion they usually cover.

*"The Council has underestimated the need to bring you along on the journey. It's not the destination – or the decision – but taking people along with you."*

*"When it comes to making a decision, it seems that no one around the Council table asks the question how it will look on the front page of the paper. But it's easy to be wise after the event."*

*"Everyone makes mistakes. The key is how quickly to acknowledge your error and make up for it."*

*"It's the first law of PR – fix it quickly, don't let it drag out and don't try to defend it."*

Some (particularly business people) said they would like a weekly newslink emailed to them after each Council meeting telling them what the Council had discussed or decided and why. They felt they could share this –or segments of it – with their staff. They felt that when there was so much going on in the city this would be a helpful indicator of Council thinking and decision-making.

Many stakeholders said that the news media – and The Press in particular – didn’t help the Council by failing to provide the context of the decisions and focusing instead on getting comments from people who disagreed with the decision. Often, they said, The Press covered the complaints about a decision without ever really explaining what the decision was. Some had experienced similar problems with coverage of their own businesses or organisations.

As discussed in section 1.1 of this report, the Council has no communication activity specified to support Council decision making in any of its management plans. A communication strategy in support of this level of service is urgently required.

Performance Standards for LTCCP	Current LOS provided	Benchmarks	Recommended LOS / KPI
<i>Joint performance measures for elected members and staff:</i>			
4.0.1 Percentage of residents that understand how Council makes decisions	36%	Average of 5 major city councils with largest populations = 33%  Rest of New Zealand = 39%	40%

## 1.4. Communication confusion from multiple city leaders and multiple messages

*“The Council is the logical entity to lead the recovery process and communicate what is happening towards this goal, but it isn’t. There are hundreds of groups all spinning their wheels, dying to achieve something, going nowhere because there is no coordination. The Council should take that role.”*

Stakeholders interviewed for this audit felt that the city’s failure to articulate an overarching vision and its lack of clear leadership stemmed from the fact that there were now so many spokespeople for the city in its recovery phase, each with their own agenda: among them were Bob Parker, Gerry Brownlee, Roger Sutton, Warwick Isaacs, Peter Townsend, Don Elder, Philip Burdon, Paul Lonsdale, Richard Ballantyne. People interviewed felt these community leaders should all be working as one, with one voice, but this was not expected to occur.

In addition, the city’s recovery was spread among a number of organisations, adding to the confusion of messages and activities. They included the Council, CERA and its Central City Development Unit, the Central City Business Association, Stronger Christchurch (SCIRT), the Canterbury Development Corporation and its Recover Canterbury arm, the Canterbury Employers’ Chamber of Commerce, Christchurch and Canterbury Tourism, the New Zealand Manufacturers and Employers Association, the Ministry for Social Development, the Department of Building and Housing, as well as the EQC and all the private insurers. All had some role in the recovery but stakeholders said they did not believe there was any integration.

*“Why are so many of these groups forming? Because no one thinks we have a structure to deliver the vision – whatever it is – or to articulate it with one voice.”*

Several stakeholders talked of overseas models where the recovery was led by a single carefully chosen group of some three dozen people or more such as in Santa Cruz. However, they were quick to point out that this large group had a single spokesperson.

The bombardment of differing messages from this plethora of Christchurch recovery-focused organisations was creating confusion and disaffection, stakeholders said. Of primary concern



was the perceived lack of coordination between the two main institutions: CERA and the City Council. One stakeholder said they would *“like to see the two CEOs of CERA and the Council joined at the hip. But it still hasn’t happened. People would like them to be more visibly aligned – it would give people more confidence in the rebuild.”*

There was scepticism that CERA’s new partnership with the Council would change this lack of a genuine partnership. Many blamed the Government’s division of responsibilities – CERA to demolish the CBD and plan for the suburbs; the Council to plan the rebuild of the CBD; then the arrival of the Central City Development Unit overriding this – as contributing significantly to the confusion of who was in charge.

Most stakeholders failed to grasp the boundaries between CERA and Council. Sometimes the boundaries overlapped and sometimes the two leaders had disagreed publicly about their responsibilities, adding to the confusion, they said.

*“Often when you have an issue now you have to deal with both CERA and the Council, which means a lot of duplication and extra work, and it’s confusing as to who does what. I would prefer to deal with just one.”*

Those stakeholders that had been at meetings when both CERA and the Council were in the room blamed the Council’s unwillingness to engage in open communication with CERA as the main reason for “difficulties when the Council is in the room”.

Some stakeholders blamed the Council’s failure in strategic communication as the cause of “a takeover by CERA of the recovery and that’s wrong. The Council has a democratic mandate for the future of this city and it should be responsible for the recovery”.

### **Consequences of this approach**

As a result of the confusion between which agency is responsible for each part of the recovery, and the proliferation of agencies and leaders, residents are confused where to go and who to look to for guidance and solutions. Because its managers are mostly absent from community meetings, the Council has become an easy scapegoat for anything that goes wrong with the recovery, even if it is not its fault.

### **How this could be improved**

The Council could initiate a cross-agency public education programme, in conjunction with the Press (at 50%, the most widely viewed media source in information about the Council) about the role of each agency.

In Queensland, after the floods and Cyclone Yasi, the Queensland Government, as part of the State Community, Economic and Environmental Recovery and Reconstruction Plan 2011-2013, saw the need for a coherent and well-coordinated communication strategy that could be implemented at central as well as regional levels. By March 2011, according to the World Bank report on the reconstruction effort, “all State departments and organisations connected with the reconstruction had submitted their draft communication plans to the Department of the Premier and Cabinet for the development of an over-arching communication strategy”.

This is what is needed in Christchurch: the cooperation of all recovery agencies and the four local authorities to combine forces and produce an overarching communication strategy that shows everyone – the agencies, the government and all Christchurch citizens – what is planned and how it will be communicated.

In addition, Council managers could be more visible in the community in a leadership role in the recovery and become widely involved with the various leadership organisations.

## 1.5. Crisis recovery communication

There was universal praise for the Council's immediate response to the earthquake – for the Mayor's leadership and communication skills on February 22 and in the days afterwards, and for the Council's ability to effect repairs to basic infrastructure so quickly. There was also acknowledgement that Council staff had coped very well under a lot of pressure since the earthquakes.

*“The staff and managers are under heavy workloads and people don't understand how much they do, the scale and complexity of it.”*

However, since the crises, stakeholders have not been so impressed with the Council's communication efforts.

*“The Council should have admitted what we've been through is well outside the bounds of what is expected of a council, not something they could have prepared for. If it could have acknowledged this it might have calmed public expectations. Yet they are carrying on as if it's normal, it's business as usual.”*

The consensus was that the Council had, despite its promises last year, resumed a “business as usual” (BAU) approach to its operations – and its communication.

*“The Council hasn't adjusted for the new environment. Its processes, attitudes and communication activities are as if the city is business as usual. They need to accept we are going through abnormal times and appoint communicators for that.”*

Conversely, resumption of normal activities made it impossible for volunteers to continue assisting people in need because, after the Civil Defence emergency was over, the emergency assistance for volunteers, including access to the call centre and transport, ended. Delayed timelines then meant the volunteers either had to pull out or start up their own call centre.

The effect of this approach was seen in Council communication, which continued to produce chirpy announcements about minor matters with messages that were said by many stakeholders to be more marketing-oriented.

The Council was criticised for not accessing international expertise in communicating to its communities when recovering from a major disaster. Several claimed that the Council was offered advice from a number of international experts, but these offers were never taken up. The World Bank report on the Queensland Recovery Authority's activities said that “Strategic communication helps to build consensus among major stakeholders and actors – policy initiatives, financial assistance and technical knowhow will not be effective without a system to convey their content swiftly and equitably to the public, to hear and assess their suitability and sustainability within communities, and to make appropriate adjustments to existing plans based on community feedback”.

In this way, there is an urgent need for authorities to devise a communication strategy to support the recovery programme and ensure effective dialogue between the government, the public, stakeholders and partners.

Several stakeholders pointed out how the Council would have benefited immensely from using the city's post-crisis communication needs as an opportunity to develop a strategic communication response.

*“It doesn't take people long to move on from basic needs to expect things to be fixed almost immediately, quite unreasonably. The Council could have taken this into account and warned people and the media of that.”*

Some stakeholders said that the Council's communication strategy (when it eventually developed one) should target the whole country, not just Christchurch. Many commented that the Council's reputation for infighting and dysfunction had "made us the laughing stock in Auckland".

Some stakeholders also indicated that the Council's bad publicity in recent months had affected the city's international reputation as well, making it hard to attract staff from overseas and turning off tourists.

### **Consequences of this approach**

While residents appreciate many aspects of the Council's resumption of normal services and keeping the undamaged parts of the city ticking along, many are offended by it and are upset, for example, that building consents for temporary offices or shops to replace those lost in the earthquake, are just as complicated, if not more so, as before.

At the same time, a failure by the Council to acknowledge the extraordinary pressures it is under and to seek understanding and forbearance has led to heightened expectations of performance and inevitable disappointment when these are not achieved.

In some instances, Council communication staff are having to reinvent the wheel in their work assisting the recovery and in other instances there is a wealth of international experience and information that is not being taken advantage of.

### **How it could be improved**

The Council could acknowledge the pressure it is under, that it is doing its best but can't always be perfect; it could communicate its difficulties more openly; and it could create a better understanding of what it does, of its decisions and decision-making processes. It could also explain its BAU approach to some things and not to others. These tactics would be addressed through an overarching communication strategy – for both the Council and for all the organisations in the city working towards the recovery.

Along with other agencies involved in the recovery, the Council could benefit from international communication expertise and examples and be more open to this advice and assistance. For example, the World Bank offers communication expertise and assistance to cities recovering from a crisis and has been called in to help communicate (along with other areas of need) after the recent Queensland floods.

## **Strategic Communication Recommendations**

- Develop an overarching communication strategy for the whole Council.
- Concurrently, develop a communication strategy that will explain the Council's thinking, its programme of decision-making, the rationale behind decisions and how they were made.
- Ensure the Public Affairs Group is responsible for prioritising and managing Council-wide communications activity by rethinking the shared services model for Public Affairs and related budgeting and planning processes for marketing and public relations activity.
- Revise Activity Management Plans within the Annual Plan to better reflect the Council's need for strategic communication and to explain the rationale for the choice of specific communication tools.
- Set up appropriate processes for strategic communication and report against them.

- Engage with other recovery agencies, such as CERA, the CCDU, SCIRT and other local authorities to use international disaster recovery communication experience and expertise.

## 2. Engagement and Relationship Management

### Findings

- There is no plan to engage with the community and stakeholders.
- There is a public perception that the management and Chief Executive are not interested in two-way communication with the Council's stakeholders outside formal consultation.
- With a few notable exceptions, there is reluctance at all levels of the organisation to foster direct relations with stakeholders.
- There is no commitment to engagement in any of the Group's management plans.
- There is widespread agreement among stakeholders that the Council is not customer focused and has developed a "can't do" attitude.
- Stakeholders experience long delays in responding to inquiries for information.
- There is a culture of reliance on LGOIMA: waiting for information to be requested by law rather than providing it up front. The Communications Unit was seen to be the exception to this as they preferred to provide information, informally, up front.
- The Christchurch City Council was regularly criticised by stakeholders for being a "fortress."

The Council's executive team is perceived as not attending community meetings.

*"The CEO or Mayor should take the lead and change these attitudes to communication, or we will end up with a mediocre city based on the way it always was. I don't want to say in 30 to 40 years we had this great opportunity and we lost it."*

*"The Council plays a big part in the recovery, and should be participating, re-engaging communities – but they're absent."*

### 2.1. Community engagement is not a priority

Community engagement is not an activity that is well understood or supported by Council management. For the purposes of this audit report, "community" means individual residents coming together in whatever collective grouping they like to organise themselves. It is primarily used to reflect smaller neighbourhood groupings, but "the community" might organise itself in other ways (eg: demographic). There is a distinction between community and stakeholders. "The community" is the recognition by Council of the way residents organise themselves. "Stakeholder" is a status given to groups by the Council because these groups are of a particular interest to the Council. Community and stakeholder engagement is discussed separately in this Section.

Community engagement (a process of communication that is two-way) is primarily limited to what is necessary by law, such as consultation over a major new initiative (like *Share an Idea*) or to answer information requests through the Local Government Official Information and Meetings Act 1987 (LGOIMA).

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*“The key issue is leadership around engagement and stakeholder relationships – I would expect the Council would identify key stakeholders in their community and have a process of engagement with those groups. I haven’t noticed any of that. We have tried to engage and have been rejected. The horizontal connections across our city are really important.”*

What the earthquakes demonstrated was that Council had limited experience and the necessary systems in place to communicate directly with its residents and to have ongoing conversations with them.

Community contact for the Council had been a series of one-way, set pieces:

- Formal meetings where delegations could be present
- Hearings and submissions
- Responses to public inquires under the rule of LGOIMA
- Formal consultation on plans
- A customer service centre
- A primarily non-interactive website
- Media relations
- Promotional material.

All of these set pieces either involve talking at the community or listening to individuals and groups of residents within the confines of rules. But needing to have a say and to influence what ratepayer-based organisations do on their behalf in between elections and consultations is a community expectation.

In a post-quake city where so many people have immediate needs to rebuild their lives, waiting for the consultation “set pieces” is not enough. Some senior staff expressed the view that communicating with the public gets in the way of getting the job done, slows down process while people have a say, and “backfires” because people “misuse” information.

The Council planning documents say all the right things. For example, the Level of Service that the Council has agreed for public participation in the democratic process is as follows:

**Activity Management Plan**

**Activity 4.1 Public Participation in Democratic Processes**

**What services are provided?**

- ➔ Council holds elections
- Provide opportunities for public participation in decision-making processes
- Manage consultation processes

**Why do we provide these services?**

Public participation supports informed decision-making and helps ensure that decision-making reflects community views.

Key Community Outcomes	Council’s Strategic Directions
A Well-Governed City A City of Inclusive and Diverse Communities	The Council uses the most appropriate and effective means of informing the public about its activities, generating feedback and involving people in democratic processes.  <b>Decisions are informed by an understanding of community views, especially the views of those directly affected or with a key stakeholder interest.</b>  The Council provides opportunities for Maori to contribute to its decision-making processes.

**Key customers:** Includes the community at large, but specifically eligible Christchurch voters, Maori, interest groups.

The Council is going to “provide opportunities for public participation in democratic processes”. It will use “the most appropriate and effective means of informing the public about its activities, generating feedback and involving people in the democratic process”. Decisions are to be “informed by an understanding of community views”, especially the views

of those directly affected or with a key stakeholder interest. The plan identifies the customers of this service as the community, specifically eligible voters, Māori and interest groups.

This looks like the Council is going to do the very thing the community wants. So what might the community reasonably expect will happen as a result of this?

When it comes to what the Democracy Services Group is going to do about meeting this rather fundamental Council strategic direction and set of service levels, this is what it says it is going to do in its work plan:

Activity: Public Participation in Democratic Processes			
Objective	Levels of Service	Target	Associated Tasks
Council holds elections (701C)	4.1.2 All elections and polls comply with relevant legislation	100%	Deliver associated tasks: Manage relationship with elections.com to ensure delivery of service agreement.
Provide opportunities for public participation in decision-making processes (361B)	4.1.1 Percentage of residents that feel the public has some or a large influence on decisions the Council makes	61%	
	4.1.3 Mahaanui Kurataiao Ltd (MKT) satisfaction with opportunities provided for consultation and input	Very satisfied	
	4.1.4 Non Ngai-Tahu Maori satisfaction with opportunities provided for consultation and input.	Satisfied	
	4.1.6 Submitters are advised of decision(s) made by the Council	100%	Deliver associated tasks: Advise managers of requirements and monitor adherence
	4.1.7 Proportion of residents that are satisfied with the opportunities to access information about Council decisions.	80%	

According to this plan there will be an election; formal consultation with specified and non-specified Maori groups; and public submissions. What is missing is a list of planned, regular community engagement activity. The result is that the Council does not meet any of the agreed targets for these measures.

Only 39% of residents said that they were satisfied that they had the opportunity to access information about Council decisions. The Council planned to have 80% of residents say that.

The main activity associated with informing the public about Council decisions (outside the formal submissions processes) is to write a media release after the Council meeting. That release forms the basis of most communication on Council decisions. It is placed on the website and the link to the site announces it through Twitter or Facebook.

### Consequences of this approach

Clearly, the community can have a high regard for the Council’s services and events and the way they are promoted, and still be angry and distrustful of the Council and its decision-making process.

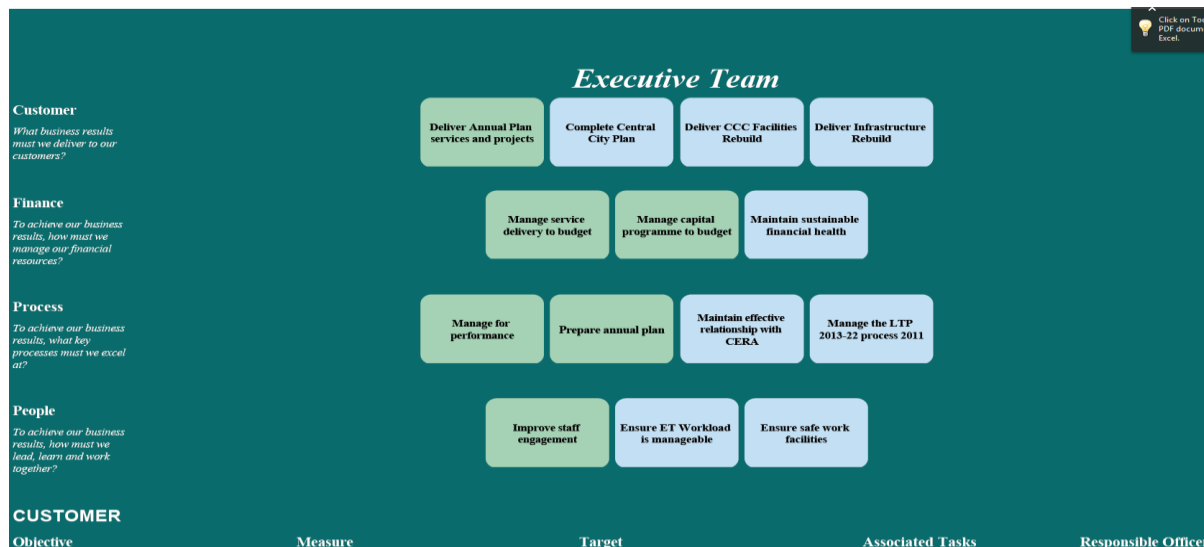
High levels of community satisfaction with the events and services the Council delivers (90% of residents<sup>6</sup> are satisfied), and with its communication of those events and services (85% of residents are satisfied<sup>7</sup>), is clearly not enough to drive widespread community satisfaction with the Council.

To focus effort and resource on meeting and in some case exceeding the service levels for Council services is a credit to the Council’s communication and marketing teams. But it should not be at the expense of community engagement. Community engagement is not a “nice to have”. It is currently viewed by some senior staff as a soft additional service level that is hard to describe and therefore hard to deliver, or as an irritant that gets in the way of getting things done like building roads and improving parks and therefore not a priority.

<sup>6</sup> Christchurch City Council Residents’ Research report, April 2012.

<sup>77</sup> Ibid.

Before May 2012, there was nothing in the executive team’s management objectives relating to meeting the needs of stakeholders or residents. Assisting the Council itself to engage effectively with the community is not on its agenda of objectives either.



This is an executive focused on running the business of delivering Council services and doing it successfully. However, it also needs to be an executive that can run a business while meeting the needs of a community that feels listened to as well as able to understand and access information about the Council and its decision-making. If the Council wants the community to appreciate the quality of its decision-making, it needs to bring the community with it on the decision-making journey. To do that it needs to know what the community thinks about how it is performing and what it is doing. And it needs to know that more frequently than at an election and during annual planning.

### How it could be improved

The Chief Executive and the executive team need to break through the bureaucracy and the attitudes that underpin the absence of a stakeholder engagement strategy.

The Chief Executive and the executive team must raise the importance of public participation in the democratic process and its associated levels of service to a priority in their management plan.

Engaging with the community – in other words two way communication – needs to be on the executive team’s agenda with a clear set of actions, accountability and proper resource allocated to it.

Executive team members need to be visible in the community they serve. They also need to be seen with their elected representatives at community events as evidence of the connection between setting policy and implementing it.

Attendance at Community Board meetings must be scheduled and a priority for senior managers – not a “nice to do” that can be passed to more junior staff to deputise when other priorities intervene.

## 2.2. Stakeholder Engagement

Leadership in stakeholder engagement was a common theme among stakeholders interviewed for the audit.

There was universal praise for the way the Mayor handled the situation in September and again on February 22 and in the days afterwards.

*“Worldwide, people would agree that the Mayor did a terrific job communicating at the peak of the crises – in September and again in February. He gave people the confidence that the immediate issues of safety, security, injuries, a roof over your head – all these were being dealt with. But since then, I think there has been a failure to recognise the need to communicate with the key stakeholders and give them confidence that the council is capable of playing a key role in solving issues going forward.”*

There were some who praised both the Mayor and the Chief Executive for being available when needed. Some said that they appreciated having regular meetings or coffees with the Mayor to keep up to date. Others said the Mayor was hard to reach.

Many more said they would like a return to the Mayoral Forums that were once held regularly, and that these should be extended to a wider group that just the business community, creating an opportunity for many business and community leaders to meet.

*“I know they’re overloaded but sometimes people like us – and our business groups - who have major contributions to make need to really talk to them. There used to be a Mayoral Forum where we could discuss what we could do to make the city better. Now there’s no two-way feeder into the top end of the Council and I think that’s important – for both sides to know what’s going on and to accept advice and assistance.”*

Business leaders valued these forums and were critical of why they were stopped, believing there was concern at the Council that business might try to exert undue influence on Council management. The Mayoral Forum, some said, was the only avenue they had to engage.

Apart from one business forum arranged by the Council last year to discuss the Central City Plan (there were two subsequent forums, but these were not attended by the Chief Executive) business stakeholders said there had been no opportunity since the earthquakes for face-to-face conversation with elected members and management. This is in direct contravention of the World Bank recommendations for successful post-disaster recovery communication: *“Two-way information flow facilitates recovery and limits the potential for setbacks and misunderstandings.”*

This absence of stakeholder engagement after the immediate crisis was over was widely criticised by almost all stakeholders interviewed.

*“They didn’t take the temperature of the city – they didn’t get out and see what the issues were when the immediate crisis was over.”*

Some felt the Mayor should get out in the community and “take the temperature”. It is interesting to look, by comparison, how the Auckland Council’s Mayor reaches his community. Twice a month he goes out to the shopping malls and is accompanied by his staff, who take notes and make sure queries are followed up and answered. Once a month there is a town hall-type meeting somewhere in Auckland (usually 30 to 100 people turn up), he talks to them for about 15 minutes then opens it up for questions. Again staff take notes and ensure questions are answered.

Christchurch’s Mayor was doing a fine job of showing calm and control in the days after each disaster but, operationally, stakeholders wanted reassurance that the Council was doing the right thing and wanted more basic operational information that only the Chief Executive and senior managers could provide.

Stakeholders (and particularly businesspeople) said they wanted to see and talk to the Council’s Chief Executive. They wanted him to be visible in the community and they wanted occasional access to him.



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There was widespread agreement that the Chief Executive and his senior managers should have more of a presence across all stakeholder groups, whether business or community focused, and that the absence of senior Council staff at key meetings was very much part of the problem. It had cut them off from what people were thinking and saying and prevented them from putting the Council's view.

This absence at stakeholder events caused speculation that the Chief Executive and his senior managers had been deliberately kept in the background for the Mayor to remain the sole spokesperson. If this was the case, stakeholders said, it was not the right approach to engage with them or the wider community. Other local councils surveyed said the spokesman role was spread among elected members and senior officials, depending on their portfolios and committee responsibilities, which seemed to be appreciated.

*"I don't think the council realises it has a business community getting very frustrated because they want to be part of the recovery but we are not allowed to be part of any of the discussions. We've made it very clear we want to be involved but we've been shut out."*

*"They could solve a lot of their reputation problems by engaging with stakeholders and having those discussions before they boil over into the media."*

Subsequent to interviews for this audit, the Chief Executive attended a Business Leaders Group meeting to present the city's Annual Plan and was reportedly well received. The Group's subsequent public comments expressed the hope this would be the start of many interactions with the Chief Executive.

Property developers and CBD property owners spoken to felt equally isolated by the Council and shut off from the Chief Executive, with no opportunities for dialogue about their buildings, land, or whether they would return to the CBD.

*"It was CERA who came to ask me if I planned to return to the CBD. I never heard a word from the Council."*

It was felt that developers and property owners in Auckland and Wellington had far more regular communication with the Chief Executive of the councils and let each other know what's going on.

*"We're still paying 70% of our rates in the CBD even though there's no access to our properties."*

They said that many would invest elsewhere and one of the main reasons for this was the lack of engagement by the Council.

*"There's been no consultation and no communication with us, yet we are supposed to make a major contribution towards the \$20 billion rebuild."*

The previous Mayor had set up a working party of developers which had led to a sense of engagement between the development community and the Council and an understanding of each other's needs. But this had ceased, so now there was no connection at all and no understanding of what was going on. Many said the result of this isolation was a lack of commercial nous leading to what they called "naïve decisions" like the Henderson deal.

*"It's not about the risk of capital flight from the CBD – capital flies day and night all over the place – it's where capital lands that's important. We need a central city that encourages capital to land, that engages with business and land owners and developers."*

Lack of engagement with the wider community was also claimed by a large number of stakeholders, leading to a feeling that their Council didn't care about them, and that they would have no say in how their communities were being rebuilt.

These community groups (residents' associations and groups working with disadvantaged communities) wanted to see Council leaders at community meetings and wanted the ability to engage with Council staff, to be able to communicate their needs and find out from staff what was going on.

*"Sometimes they treat community organisations in a patronising way and don't think we have a contribution to make. It's 'Do it our way' or not at all. The way it was communicated was heavy and rule-based and damages relationships."*

Many stakeholders gave the Selwyn District Council and, in particular, the Waimakariri District Council as examples of local authorities that had gone out of their way to offer two-way stakeholder engagement over the past year.

Waimakariri was seen as wanting to empower its communities, to listen and meet their needs, whereas the City's response to its communities was seen as reactive and defensive, not proactive.

### **Consequences of this approach**

Lack of visibility and stakeholder engagement has led to a perception of isolation of Council management and staff, as well as a perception that they "don't care about us".

The result of this is a Council that people feel has become disconnected from its stakeholders and its community.

### **How it could be improved**

The development of, and commitment to, a comprehensive stakeholder engagement plan.

## **2.3. "A non-customer service culture"**

For the purposes of this audit, all stakeholders who need to make contact with the Council seeking assistance or information are referred to as "customers", although one ratepayer said he objected to being called a "customer".

It was universally agreed by all community and most business organisations interviewed that any stakeholders who did not have the name and direct dial number (DDI) for the staff member they needed to talk to was likely to receive the run-around (being put through to a number of different staff and receiving satisfaction from none of them) and some community organisations took bets on how long they would be on the phone before they got the information they needed or how many officers they would talk to along the way.

The same was said about the main Council website, where stakeholders had used information there to make contact with a Council officer and had, on more than one occasion, ended up with the wrong person and wasted a lot of time.

*"Things go into a black hole – nothing comes out and you're continually fobbed off. Even though I've learned the system and know where to go, where I can get responses, half of my dealings don't get a timely or adequate response."*

The exception to this expectation was at the Council's Service Centres, which were all highly regarded in providing prompt responses and excellent customer service. Stakeholders representing various community organisations, who relied on their local Council Service Centre for information and assistance, were full of praise for the service they received.

*“We have at least weekly contact with our Service Centre and Community Board and have a great relationship.”*

Whereas most organisations strive to provide excellent customer service, most stakeholders interviewed said that the Council lacks a customer focus and does not appear to have a customer relationship management process in place. The majority of stakeholders commented on bad service experiences, with staff blocking them from achieving what they needed and failing to be accessible by phone or email. However, there were several who mentioned coming across individual officers who provided excellent service. When they found them, they said, they didn't let them go.

*“It's the overwhelming view of all I know who work with the Council that they're not designed to be helpful – with the exception of those we know who will deliver wonderful service.”*

*“We need a business-friendly Council more than ever now – to be enabling rather than constraining and to listen. To be can-do and not can't do – like ECan't used to be.”*

*“Every time I deal with the Council I end up with a different person doing the job. Sometimes I get emails from several different people about the same thing. I spoke to one person face to face, but haven't been able to get hold of him since.”*

The perception was that Council staff were inward-looking and self-serving than externally focussed and customer-serving.

Some areas of the Council, however, were singled out by several stakeholders as being very customer focused and providing good service. These included sport and recreation, events, marketing and the communications unit.

*“In the area of Council I deal with it's a great can-do attitude, they are open to ideas, they don't shoot things down, and they help you grow. This is a city where you can make things happen.”*

## **Consents**

By far the worst customer service experiences reported by stakeholders – in terms of a timely response and helpful communication – were from the Consent team. Issues with the Council's consenting processes have been in the public arena for some time and the Council has recently put measures in place to improve both the service and the pace of building consents.

In the meantime, the issues remain to the fore, with many business people as well as developers expressing concern over the delays, poor communication and the unhelpfulness of officers. This was regarded as particularly unfair when so many businesses were trying to secure alternative premises.

*“It should be the most business-friendly council in New Zealand. At the moment it's the least. It's obstructive and costs a fortune every time you try to get a consent and takes massive lengths of time. Consenting issues are holding up the recovery.”*

There was widespread agreement that the consenting officers shouldn't compromise on safety, and that since the Royal Commission there had been more pressure than ever on building inspectors to make sure buildings were safe. But stakeholders still believed Council consents staff and building inspectors were going too far, being too picky and failing to respond to communication needs in a timely manner.

Many of the consenting problems seemed to arise from stakeholders not understanding the consents requirements. Stakeholders said this was due to poor communication.

*“I recognise we can’t have a Wild West and we have to have safety, but the height of toilet rolls is a ridiculous reason to hold up an entire development. You have to feel that the person at the end of the phone really wants to help – a service relationship. It’s about helping out, suggesting solutions. A lot of the time they are dealing with people in stress, trying to find business solutions to losing their premises, and they just don’t want to help.”*

Stakeholders said that the difficulties with Consenting continued to exist through April and May, after the Council had started to promote a more customer-centric culture in consenting.

### **Members of Parliament**

Members of Parliament interviewed wanted a dedicated point of contact for themselves and their staff, both during a crisis and at all times. After each earthquake, MPs were told to use the Civil Defence line like everyone else. But with no power, they couldn’t wait ages on their mobiles running down battery to find out key information for their constituents. A go-to person for MPs and other elected members would be most helpful, they said.

Members of Parliament also sensed that they were not regarded as Council “stakeholders,” although they appreciated the Council’s restarting MP briefings (two have been held this year). They also appreciated meeting with Community Board members twice a year, but said they would have thought the GMs and Chief Executive would have come to these and to the main briefings.

### **City Councillors**

Stakeholders perceived a major communication gap between Councillors (and Community Boards) and Council staff – a gap that was hindering the recovery and rebuild.

*“There’s a disconnect between Councillors and management – a lack of trust and confidence and it affects everything.”*

A large number of stakeholders mentioned the communication benefits that Standing Committees had brought to the Council. These committees in the past included Strategy and Finance, Transport and Utilities, Community Services (including Recreation and Housing), Parks and Environment. Stakeholders said these committees enabled issues to be debated publicly before they got to the Council table for a decision. They also allowed interest groups a chance to present their views; Councillors and managers heard these views and were more in touch with what communities and stakeholders thought; and they included representatives of the business community and relevant sector voices as ex-officio members, along with key experts or interest groups who could inform the debate and the decision. The committees were abandoned by the previous Mayor and his Council but they are planned for reinstatement in some form this year.

*“The Standing Committees were a filter – issues were discussed in front of the media before they went to Council three weeks later, allowing time to make changes and creating the public perception of transparency and a willingness for public input into decisions. Instead now Councillors have private workshops out of the public eye and decide everything (or at least that’s the perception) before it comes to the Council table.”*

The committees meant the public had a way to talk to Council, Councillors were better informed, and Councillors and staff had plenty of opportunities to get to know each other, share information, and come to a better understanding through those committee structures.

An additional benefit, stakeholders said, was that the Chair of each committee was empowered to speak to the media about their committee responsibilities, which gave those members their “moment in the sun”. Now this was rarely possible, with the Mayor acting as

spokesman for almost everything, they said. Most stakeholders were keen for the Chief Executive and senior staff to share the platform – especially when the messages were of a more operational manner – and also wanted other Councillors to help publicly explain Council decisions “instead of bagging them.”

The committee system, and the allocation of portfolios for individual councillors, was used in most other councils around the country, giving almost all councillors a chance to develop a specialty in an area of their council’s operations and be valued as a spokesperson on the topic.

At Selwyn District Council, for example, the Mayor, Chief Executive and general managers are all authorised to speak to media at any time. At Auckland Council, every Councillor chairs a Council committee or forum which gives them all an opportunity to act as spokesperson on that topic and to have more public visibility. The Auckland Council Mayor is the spokesperson for Council policy and decisions and the Auckland Chief Executive is also often a spokesperson for the Council on operational matters or issues requiring operational detail. If a manager lower down the pecking order is particularly knowledgeable about a more detailed issue (such as clocks, or dogs, or water), then they can also act as spokespeople, and often do.

*“Bob has to let go of being spokesperson for everything.”*

*“We need involvement right at the ground level, like at the old committees, so they can listen and engage before they make up their minds.”*

### **Community Boards**

Stakeholders who needed to engage with their local Community Board were universally positive about the experience. Many felt that Community Boards should have a bigger role in the future of the city and that they should have more input into Council decisions. Instead, there was a perception the Boards were powerless and under-resourced, especially when it came to communicating with local residents.

*“We have a fantastic relationship with our Community Board. They are open and honest as a politician can be. We work hard to build and keep that relationship because they are the backstop for everything we do. If they don’t know something they make a point of finding out. They keep us informed about what’s going on.”*

Several stakeholders said they would like their groups to be emailed a copy of the minutes, since they couldn’t get to all the meetings, but were directly affected.

*“With all this earthquake stuff there’s such an explosion of information to get out to communities and it’s not happening.”*

*“We had to help the Community Board get messages out – they don’t have the resources, which they should have especially in the recovery. Community Boards are under-resourced for getting the community info out. We hear plenty about convention centres and town halls, but we need to know what’s happening to our community, to our village.”*

### **Consequences of this approach**

Any organisation that fails to value its “customers” or stakeholders can expect to be held in low esteem and to face both public and private criticism. Commercial companies with poor customer service tend to lose money and often go out of business. A local authority has a monopoly on its customer base so is spared such dire consequences, but its reputation will suffer immensely, it will suffer in the news media, and it will fail to garner support for its decision-making.

## How it could be improved

A change in the Council's culture, to value its ratepayers and stakeholders and to strive to provide good service, is required. At the same time, a Council-wide reorientation to be customer focused needs to happen. A commitment to training and a formal customer relationship management programme with frontline staff is essential.

### 2.4. "The Fortress"

Most stakeholders told of trying to meet with the Chief Executive or members of the management team and getting rebuffed each time. This was even the case with chief executives of organisations of some importance to the Council. It was felt that the General Managers were heavily protected by their personal assistants, who acted as gatekeepers, "even though we are close to the Council and need to brief them from time to time."

*"We're right at the coalface and they could learn so much if they engaged with us instead of keeping the doors closed. The Government wants to learn from us but the Council isn't interested."*

A number of organisations that received funding from the Council were worried that they were no longer allowed to make an annual presentation to Councillors and staff about how they spent that money and what their contribution had been to the community over the previous year.

*"They seem to think we are going to lobby them for more money but it's not like that at all. They deserve to know how the money is being spent. Councillors are ambassadors for the city and during the rebuild they need to know what the cultural assets are, how they rate in the rest of the country, and why they are a valuable asset worth continuing to fund. In Wellington, they invite the cultural organisations they provide major funding to in once a year to report back."*

The media outlined similar problems with blocked access to managers, too much "gate-keeping" and extreme difficulty in getting information. Instead of being able to talk directly to the Council's expert on a matter, they were constantly referred back to the Communications team.

*"We don't want spin. We want to be able to talk to real people in the Council about what is going on. The press releases only tell us what they want us to know. People ask us why we're not asking the questions. But we can't get the answers."*

The conclusion many stakeholders had come to was that the Council was operating in a lager or bunker mentality, resentful of outside offers of assistance, and brooking no interference from anyone, with the result that the Council was perceived as secretive, non-consultative and, because of its isolation from the community, provocative in its decision making.

*"When you have a bunker mentality, it won't matter what the communication advice is, you can't communicate effectively."*

*"Being under siege is even more of a reason to get out there and engage and talk to people about how we can move forward together."*

External stakeholders who had been inside the Council building said they were surprised to find the management team together on the top floor. Staff added they were rarely seen on the lower floors.

Inherent in the bunker mentality, stakeholders said, was defensiveness and a tendency to harbour grudges against people outside. This resulted in stakeholders not communicating with the Council in some instances, or only telling them half the story. The result, they said,

was a management team that was isolated from community thinking, shutting out a wealth of knowledge and talent.

*“The Council has to realise community groups will criticise them sometimes when representing their constituents, but the Council shouldn’t take umbrage. We fear now if we criticise them we will lose funding. The Council should be above that”*

## Consequences of this approach

When a Council shuts the door on most of its stakeholders, doesn’t listen, doesn’t take advice, doesn’t mingle with people in business or community-based representatives, it loses its grip on reality and can’t be expected to know or understand what is going on in “the real world”. This leads to what stakeholders have described as naïve decisions that are not connected or appreciated by the people it serves, which in turn lead to public criticism and political unrest, even dysfunction.

## How it could be improved

The solution is simple: engage with stakeholders, be involved in the community at all levels, listen to what people say and have a genuine two-way dialogue with them. A stakeholder engagement plan, as part of the Council’s overarching communication strategy, will soon produce real benefits.

## 2.5. LGOIMA

Council communications staff and others have been required to devote a lot of time answering requests under the Local Government Official Information and Meetings Act (LGOIMA) since the earthquakes. At a time when staff should be able to devote valuable time to proactive rather than reactive communication, this has been vexing for them – but also for the growing number of stakeholders who feel the need to make the request.

Many of the requests come from the news media but by no means all. Many have come from residents upset about their inability to get basic information out of council officers. Some formal LGOIMA requests have been instigated as a result of initial informal requests for information being turned down.

*“Everyone understands how overwhelmed the Council is. People don’t mind being told it’s a difficult job or even beyond the power of the Council to do much, but they want to hear what the problem is and expected time frames for getting it sorted. As a result, several people resort to LGOIMA requests which take up a lot of everyone’s time and make people fractious.”*

Few people interviewed who had filed a LGOIMA request had felt their questions had been satisfactorily answered. They complained of vague answers, so that they often had to go back and make another LGOIMA request for the answer they sought originally. In addition, responses from the Council were always just within the 20 days required by law – never sooner.

Journalists provided several examples of these unsatisfactory responses.

As discussed in the internal communication section of the report, a number of Councillors and Community Board Chairs expressed concern at the time taken by the Chief Executive to respond to their requests for information.

There was a view from some Councillors and Community Board chairs that the responses were deliberately slow.

Whatever the reason for delays in responding to requests, the recourse of Councillors to formally request information under LGOIMA is evidence of the lack of trust and respect between senior managers and some Councillors. In one case a Councillor went all the way to the Ombudsman in order to get the information requested from the Chief Executive.

## **Stakeholder Engagement Recommendations**

- Develop and implement a community engagement strategy that sets measurable objectives for both management and elected members to interact with, listen to and respond appropriately to the Council's key stakeholders.
- Provide Council input into the engagement strategy to ensure Councillor availability to attend community meetings and relevant stakeholder forums.
- Change the Council culture to one of proactive engagement and ensure key stakeholders can access the right Council officers in a planned way to ensure a constructive, two-way dialogue.
- Actively seek local feedback from communities through Community Boards and provide the Boards with communication resources.
- Ensure Councillors and Community Board chairs are briefed prior to the public release of information.
- Allow more understanding and engagement between staff and Councillors, more openness and transparency, and a spokesman role for Councillors through a new Standing Committee system and allocation of portfolios.
- Provide Unit Managers and their frontline staff with training in customer service and in building community relationships.
- Reinstate the Mayoral Forum (or a similar stakeholder forum) so that elected members can re-engage with stakeholder groups outside periods of formal consultation.
- Continue and regularise the briefing of elected officials including MPs (MPs would like them monthly).
- Develop direct communication channels between the Mayor, the Chief Executive and community – for example with “town-hall” style forums and radio talkback sessions.
- Provide a list of people to contact with DDIs so key stakeholders, including MPs, can get hold of the right Council officer and get answers to valid questions. Aim for a single point of contact for each stakeholder sector.
- Consider a short information bulletin to stakeholders regularly (weekly after Council meetings maybe) with decisions, issues coming up next week for discussion, including an ongoing report on how the Council's recovery programme is going, plus a list of meetings and events coming up. This could be online, emailed or a phone app people can access.
- Prevent the number of official LGOIMA requests by providing more information up front within a few days.
- Improve communication between customers and Consents, with a case manager for each project.
- Engage with developers and property owners, bring them back into the tent and start conversations now so they are better informed for the rebuild of the city.



### 3 Internal Communication

#### Management Communication

Internally, between the Chief Executive, senior management and many of the staff, communication is frequent and, according to those staff interviewed, well received.

Managers from team leaders upward said that they valued the information that was shared with them by their managers and that this was, on the whole, frequent and structured either in one-on-one meetings with their managers or in groups of peers. Many teams have their own email newsletters and meet at least once a year as a whole group. They described information available to managers as “transparent” “open” and “honest.”

*“Overall, this is an amazing place and phenomenal work is going on.”*

Those who attend the quarterly Senior Managers Forum said that they appreciated the Chief Executive’s style of communication. They felt valued and trusted by him in these meetings. Those who attended the annual team leader briefing also reported that the Chief Executive was an excellent communicator and that he provided a comprehensive overview of the organisation’s direction and priorities. Managers and staff at this level said that they wanted to see more of the Chief Executive. They also wanted to see more of the executive team. How frequently the executive team was visible in the workplaces of their staff varied by General Manager.

*“The Chief Executive gets out to talk to staff sometimes – he is very good in front of staff and staff in the whole appreciate that he takes the time to do it.”*

*“I think we do great things at times and sometimes we’re slow and bureaucratic”.*

The Chief Executive also communicates weekly with all staff through an email newsletter which was widely read and well received by staff.

Daily Planit, the Intranet-based update of issues and information trending in the Council, was also well read by everyone interviewed. Many said they used it as a filter for what was important to read in more detail in their email traffic. The Council Intranet itself is bursting with information. The Human Resources pages on the Intranet came in for special mention as the go-to location for work-related policies and information.

Where staff felt they could be better informed was in relation to the “big picture.” Staff said they had access to information to do their jobs and on day-to-day decisions but they did not know how everything fitted together. They also said that they needed to understand what the management response was to recent criticisms of the Council’s performance and to other issues as they arose in the media. Staff said that they struggled to be able to explain some Council decisions to their neighbours and friends.

For an organisation this size, however, there were remarkably few complaints from managers and staff about access to information or to their General Managers on important issues.

### Getting a Decision

If anything, staff observed that, because most communication requests required funnelling through the executive layer, most issues were being escalated and therefore managers were aware of them.

On the downside, staff observed that constantly escalating issues for decision at the executive level, particularly when it came to releasing information, meant that the process of responding to information requests was slow. Staff also said they frequently did not know what happened to those requests once they were escalated to the executive level and that only when members of the public contacted them again for the response were they aware that queries were taking too long to be answered.

Getting a decision on anything, or an approval for information to be released publicly, were internal issues most frequently raised by staff and more junior managers as being a primary source of frustration.

### Effect of Silos on Decision-making

The effect of internal silos on officer decision-making was a concern to Councillors and external stakeholders. The audit Terms of Reference sought an investigation of how well Council units (of which there are 50) communicated with each other to ensure “the left hand knows what the right hand is doing.”

Stakeholders gave a number of “left hand-right hand” inconsistencies involving building consent processes. Stakeholders said they were often told something was okay by one officer, then told by another that it wasn’t right up to manager level.

*“You get different messages from different parts of the Council. As an outsider, they don’t seem to be singing from the same song sheet. The only consistency is inconsistency. And it can be hard to decide whose view you should put weight on.”*

Some staff said that the organisation was very siloed and that this made it difficult to find the right person with the right information or decision-making role.

*“The organisation is big and complex. It’s tricky identifying exactly the right person to talk to. I think I have and then find I should’ve gone somewhere else.”*

Knowing where to get information internally and who makes decisions was the source of a communication issue this year when Council staff said that an earlier decision of the Council to pay for the graves of those who died in the February 22 earthquake was unlawful. The way this issue was handled with the families involved and in the media led to public and Councillor concern that, internally, the left had did not know what the right hand was doing. Staff who discussed this matter during the audit interviews said that establishing who to consult internally on officer-level decisions was not always obvious to them.

*“You can have the right set of people together - good colleagues - and one person coordinating the project, but then we’re confused about the final sign off.”*

### Trust, Awareness and Respect

Councillors and Community Board chairs said that they frequently heard about Council matters and officer decisions in the news media. As an example, Councillors raised concerns about the way the decision to relocate the after-hours and emergency contact centre contract to Palmerston North was revealed in the news media. They felt that staff were not open with elected members about this decision and said Councillors only found out about the decision when details emerged in the news media.

*"I have an issue when staff have a delegation to do something and do it within their rights but it has an adverse political spin-off because they haven't run a political filter through it. Staff need political awareness around their work."*

Most Councillors and Community Board chairs said they wanted advice of operational decisions ahead of public release so that they could answer residents and media inquiries. A number of Councillors and Board chairs also said that they had to wait a long time for responses to questions and for information from Council staff. Some Councillors and chairs said that, on some occasions, they did not receive answers at all. The register of all incoming inquiries and responses to the Chief Executive's office does show that all elected member requests were answered but not all requests are answered immediately.

*"If elected members were provided with more information and response to queries in a timely fashion there would be less angst from elected members when they read about their concerns in the media."*

### **Communication Support for Elected Members**

Community Board chairs and the staff involved in supporting Community Boards wanted better access to local information about Council activities and a greater level of administrative support to assist them with communicating effectively in their wards.

Councillors and Community Board chairs asked for better access to information on their Intranet pages and a more community-focused interactive website that would help them find information about local issues more easily. Councillors, too, asked for more administrative support and access to systems for tracking correspondence and following up on constituency requests for information.

## **Consequences of this approach**

### **Management Communication**

The culture of open communication between the Chief Executive and senior management in the Council, and the ensuing sense of safety, collegiality and trust, is clearly appreciated by the managers interviewed for this audit. The staff experience is of a Chief Executive who is highly communicative and open and honest with his managers.

This level of openness and contact with the Chief Executive is not the experience of many external stakeholders. Care needs to be taken, then, to ensure that this internal collegiality does not promote a sense of them and us, "them" being everyone other than Council staff, who are "us".

### **Getting a Decision**

Escalating most requests for information through senior managers is slowing down the process of responding to requests in a timely manner. Staff who have built relationships with external stakeholders are concerned that these relationships are being undermined by information having to be approved for release at very senior levels and in slow timeframes. As there was no way of knowing what information finally went to stakeholders who requested it, staff said they often only found out about the outcome of the request when their stakeholder contacts rang them back to complain.

### **Effect of Silos on Decision-making**

The main outcome of siloed thinking inside the Council has been stakeholder frustration. Although staff have felt the frustration of not knowing who to get a decision from, it is the residents who cannot get a clear answer to inquiries and who have suffered from changes in decision making.

### **Awareness and Respect**

It is true that some Councillors have asked staff for a level of detailed information that is well beyond the requirements of their governance responsibilities and that this has diverted staff from their jobs to collate it. Repeated requests of this kind have led to some staff and managers refusing to provide information or taking time to provide it.

The cycle of constant demands for information, leaking information and the slow or negative response to information requests has resulted in a decline in the level of trust and respect between some staff and some Councillors. Fortunately, the recent work of the Crown Observer with Council and management has tackled these issues directly and improved these internal relationships.

It also seems to be the case that staff are taking longer to provide information to Councillors who staff believed had leaked information or used it in ways described as “point-scoring” rather than to inform their communities.

A greater awareness of the impact of decisions and statutory responsibilities on the community they serve is often easier when you have to communicate the decision to elected members who then need to explain it to residents.

Respect is, of course, reciprocal. Staff need to feel that they have the support of the Council when they do their job well and that they are appreciated for their hard work in what have been tough times for them as well as everyone else.

### **Communication Support for Elected Members**

Community Boards often feel that they are at the end of the food chain for information. It seems this complaint about lack of information and resource to help Boards communicate with residents has been about for a while, because staff who mentioned this in the interviews were somewhat dismissive about it. Yet the chairs have a point. They often do read about information relevant to their constituencies in the media or from constituents who are contacting the Boards with concerns about officer decisions.

### **How it could be improved**

The information that is available to elected members needs to be provided in a timely manner to ensure that they have advance notice of the release of information of interest to them and their constituents. A review of information on the member intranet and Board pages of the website would be beneficial.

Some training in how to be astute in decision-making would be helpful for staff in regulatory decision-making roles.

It is not always possible for every officer to know what everyone else does in an organisation the size of the Council. However, if the organisation has a can-do customer focus, when genuine mistakes in advice have been made, staff are more likely to work together to find a solution that does not cause the resident or stakeholder additional difficulties.

A stakeholder relationship or engagement strategy would assist in ensuring information is provided to stakeholders in a timely and managed way with the status of requests visible to those staff responsible for managing the relationship.

Communication of the big picture and how each part of the organisation contributes to it could help to break down the barriers between silos.

## **Internal Communication Recommendations**

- Ensure that Councillors have responsibilities that enable them to speak formally on specific portfolio responsibilities and engage in a more trusting relationship with staff of specific portfolio matters.
- Apply consistent standards of timeliness and substance in responding to requests for information.
- Communicate the bigger picture to everyone – Councillors, Community Boards, staff and the public.
- Involve the Councillors in planning with the Executive Team.
- Engage in a policy of no surprises to Councillors and Community Board chairs.
- Invest in a resource to improve Councillor and Community Board chair access to local information through the timely inclusion of information and background reports on their intranet pages.
- Provide background information to the Councillors where no privacy and commercial issues are involved, proactively.
- Councillors should initiate more face-to-face interactions with managers and request more information face-to-face.
- Provide some administrative support for Councillors to track and follow up on their correspondence.

## 4. Communication Function

The audit Terms of Reference required that the report identify relevant, existing communication channels and collateral, including marketing collateral and to identify the purpose, relevance, reach and cut-through of each channel and collateral to their respective audience, and analyse what is working well and what could be improved.

### Findings

- The Council is doing an excellent job of promoting and marketing its individual services and events. Residents have a high level of satisfaction (85% in the April 2012 Council Residents' Research Report) with the promotion and provision of these events and services.
- There is an over-reliance by the Communications Team on media statements as the main method of communicating Council decisions and not enough direct Council-to-resident communication.
- On the whole, the mechanisms and systems for delivering Council information such as news releases, newsletters, advertisements and social media are informative and professional but tend to be promotional and marketing-based.
- Response times for news media inquiries are too long and the content of the response is occasionally not in plain English or too technical because Public Affairs is not final sign-off.
- There was a consistent view from internal and external interviews that the main Council website was outdated and difficult to navigate. The Council has no online strategy and no agreed view of what it wants from a public website.

From the selection covered in this review, some minor improvements could be made to existing plans to better align marketing and public relations methods. Plans also needed to set and monitor measurable objectives.

## 4.1. Communication Collateral Analysis

Type of Collateral	Stakeholders Targeted	Stakeholder feedback	Reach and cut-through	Evaluation	Recommended improvements
Our Christchurch: quarterly magazine delivered to all ratepayers' homes	All ratepayers and residents	Medium – appreciate information, esp about events, but many feel it is “spin”; tells “what Council wants you to hear”; not covering real issues; includes info already read	All letterboxes reached; 52% surveyed had read it.	66% surveyed consider CCC communication timely, relevant and accurate (67% relevant)	Provide new information (not previously covered in the media or in press releases) with more substance; address issues and explain decisions and actions.
Our Christchurch: Published in The Press, The Mail, Christchurch Star, Mainland Press, Akaroa Mail	All readers of the publications	Medium – as above. Almost all information had already been published in the editorial pages of the papers from press releases issued by the Council.	14% surveyed said they received information about Council decisions from these full-page advertisements	As above	Provide new and more relevant/meatier information.
Draft Annual Plan Summary document distributed to all ratepayers' homes	All ratepayers and residents	High – packed with information	Not surveyed	Not surveyed	
Heads Up: Newsletter of the Building and Planning Unit	Architects, designers, builders, planners etc	High – stakeholders valued the information provided	Written by Building and Planning and checked by Comms Unit		
Chat: newsletter for Council staff, monthly hard copy and online	All Council staff	No one mentioned this as being appreciated or not		61% of staff feel they have enough information	
Daily Planit: online newsletter for staff	All Council staff	Informative, timely, easy to use, liked.			
Tony's words: weekly email to all staff	All Council staff	Staff liked this very much			

Type of Collateral	Stakeholders Targeted	Stakeholder feedback	Reach and cut-through	Evaluation	Recommended improvements
Council Snapshot: weekly update	All Councillors and Community Boards	Not mentioned in interviews about its value			Broaden circulation to key stakeholders in business and at community level
Council Update: monthly newsletter to elected members	All councillors and community board members	Not mentioned in interviews about its value			

The following is a representative sample of stakeholder feedback about the Council's communication tools:

*"The letterbox newsletter and advertising pages in the paper – I'm not sure if these resonate with people. They seem a bit superficial compared to what is really going on."*

*"The monthly pages are a great way of communicating but often what's there has already been in the paper and is already common knowledge. It's repetitive and not timely."*

*"The pages in the paper are a lot of fluff and don't apply to us – we're in a third world situation, our streets look like Bahrain, that stuff is superficial."*

## 4.2. Media Releases and other Media Activity

The following is a snapshot of the range of activities carried out by the Communications Unit.

- Several media releases daily from major issues, events major and minor, to road safety and infrastructure rebuilds.
- Shared services model means Communications Unit staff tied up fulfilling unit performance measures of, say, nine media releases a year from the Road Safety Unit (developing communications plans on, eg: scooter and moped safety) and from numerous other units (there are 50 in total) with similar performance measures.
- Media monitoring carried out on all media, including radio and TV
- 706 media stories in January 2012: 93 TV, 340 radio, 363 print. (Compared with 601 the previous month, which included the Pay Rise controversy)
- In January, 20% of stories were positive, 45% were negative and 36% were neutral.
- Previous months ranged from 650 to 815 media stories with similar ratios
- Ratio of reactive to proactive in January was 4 to 1 (including Communication Audit and Interment Fees)



- Media releases generally of high standard of writing and relevance
- Media release content tends to emphasise the positive and skirt round issues. Sometimes issues addressed through Q&As.
- Media release template simple and adhered to
- Comprehensive media release Style Guide from 2009 in place. Includes web-specific guide
- Media release feedback from media stakeholders was as above: good standard of writing and media-savvy, but sometimes superficial and tendency towards a positive spin (which was generally accepted as standard for a corporate media release)
- Feedback also mentioned there were a lot of media releases coming out of the Council, some of them seemingly trivial
- Community papers appreciated the wide range of subject matter, providing stories for the different regions they covered
- Feedback about the professionalism of Communications Unit staff in response to calls about media releases was very positive.
- Tweets in January: 153 sent, 98 retweeted, and 4809 Twitter followers. YouTube views not evaluated.
- Facebook in January: new daily likes 221 (compared with 86 in December), 5539 daily engagement (2931) and 27,027 weekly engagement (23,427)

### **4.3. Media Training**

- Training in handling media interviews is given every year to the 50 Senior Managers (by rotation). Training sessions are run by the Communications Manager and Media Manager, with a TV camera simulating a real interview. Training in handling media interviews has not been provided in the last 18 months to the 8 General Managers or the Chief Executive.
- Most communications plans and tactics include a list of Q&As to provide the spokespeople with a guide on how to answer relevant questions, particularly on difficult issues.
- The primary spokesperson is the Mayor; the Chief Executive and GMs are authorised to speak to the media but do not often do so; Unit Managers do so more often, especially those that are confident and experienced at it.

## 4.4. Communication Plans

A representative sample of Communication Plans from the last three years was evaluated.

Plan for:	Comms/Marketing	Stakeholder Feedback	Additional Comment	Evaluation	Recommendations
Kerbside Collection 09	Also marketing plan			Excellent – 1 <sup>st</sup> class	
Ellerslie: 09-10	Comms plan only		Discussed the first and second events	Comprehensive	
School of Music development 2010	Comms plan only		Listed risks and issues but didn't manage them	Second-tier to UC: limited in application	Improve issues management planning
Memorial Service 03/11	Also marketing plan			Comprehensive	
Avonhead Cemetery Memorial for victims	Comms plan and update Resulting media issue			Original plan failed to see costs issue; follow up remediation inadequate	Improve issues management planning; ensure comms involved in all major operational decisions affecting stakeholders
Water restrictions 2012	Comms and marketing		Cut through effective; A successful campaign	Comprehensive plan	
Cup and Show Week 2011 and 2010	Comms plan with media plan and marketing collateral (not marketing plan)	Council event promotion rated at 85% in survey	One of the Council's icon events, brings \$30m into city. Series of successful events in 2011 with high attendance despite post-disaster environment	Effective and comprehensive comms plan and implementation but no combined marcomms plan; 2011 attendances dropped 11.4% after earthquakes No measurable objectives	Combine marketing and comms plans for big events like this. Set measurable objectives (attendances at events for example, visitors to Chch)
Commemoration 22/2/12	In conjunction with other agencies: Council's primary responsibility Avonhead Cemetery service, Hagley Park Service & Awards	Lingering awareness of the cost of plot issue for a few families should have been avoided	The nature of the event meant exceptionally high media coverage	Comprehensive plan and successful implementation	

Plan for:	Comms/Marketing	Stakeholder Feedback	Additional Comment	Evaluation	Recommendations
2010 Wine Capitals International Conference	In conjunction with CCT and marketing	Successful event, major media coverage		Comprehensive plan incl. of partners	
Share an Idea: Strategy for Central City Plan 2011	Comms and Marketing Strategy designwork NV Interactive web 13 Council staff worked on it.	Excellent response; stakeholders full of praise; "why did they stop there"; "showed tremendous vision"	Created an expectation that the council can engage with stakeholders; "it hasn't happened since" – not necessarily at such a high level	Immense media coverage; overwhelming public participation and approval; 10,000 attended and 90,000 ideas shared  First Class. Won award for outstanding communication	Continue to engage at community level and with business – Share an Idea is seen as the benchmark of the council's capability to engage when it wants to.
Lyttelton and Sydenham Master Planning 2011	Comms Plans for both suburban centres plans	Stakeholders felt council managers should have been at meetings	Port Company and other key organisations not engaged even though vital stakeholders		Ensure all stakeholders are actually contacted  Ensure senior managers attend key meetings
Ron Mueck Exhibition	Marketing and Comms, including advertising, billboards, bus ads, Adshels andTVC	Most popular paid art exhibition in Christchurch breaks attendance records	Successful example of marketing and comms working well together	Very successful, exceeded attendance targets and exceeded media coverage expectations	

## 4.5. Marketing

The following is a snapshot of the range of activities carried out by the Marketing team.

### Branding and Design

- The Council has a comprehensive Brand Manual, developed three years ago, which is managed by the Marketing Unit and is adhered to across the organisation resulting in consistent use of logos, fonts and marketing collateral.
- The Marketing Unit manages the Council's design team of six, which produces material of a consistently high standard – clear, easy to navigate, easy to read, with consistency of look and attractive appearance and layout. Brochures, posters, display material, advertisements, newsletters – all fulfilled Council's comprehensive brand guidelines with consistency.
- From time to time, the Marketing Unit contracts the services of outside designers, especially for major projects. For Share an Idea, Strategy was contracted for design, web (Strategy's NV Interactive), and other services and the Share an Idea "look" has been adopted for a range of other related projects. The Marketing Unit also selected Q Brand Agency from competitive tenders for a contract to market the Council's Building Consents Unit, to address the high rate (90%) of incorrectly completed applications and speed up the consenting process via electronic submissions. The resulting "Go Ahead" campaign is evaluated below.
- The Marketing Unit also contracts the services of a media buyer (on a fee not commission), Immediate, for scheduling, booking and getting favourable rates for advertising. A significant amount of media placement is discounted (for the council's bulk buying power) or comes from contra. For example three quarters of a million dollars of media contra was supplied for 2011 NZ Cup and Show Week.
- The shared services model means the Marketing Unit can advise Unit Managers on the design/look of collateral, but do not have ultimate control.
- The shared services model means Marketing Unit holds no budgets – all budgets are controlled by the Council's numerous Unit Managers, so there is no Marketing Budget for the Council itself.

*"After the times the Council has been through, maybe it should be telling its stories more."*

## Marketing Plans

A representative sample of Marketing Plans from the last 18 months:

Plan for:	Collateral	Stakeholder Feedback	Additional Comment	Evaluation	Recommendations
Building Consents December 2011 – a comprehensive brand campaign that is being rolled out from March/April 2012	Ads in targeted journals, magazines, newspapers; building site billboards; direct mail pieces targeted at developers, builders, architects and homeowners; web ads and web page	Too early to be noticed as review is written. Significant stakeholder feedback prior to the campaign that Council Consents officers aim to block projects, find reasons not to give the go ahead, hard to get hold of, fail to respond.	Early scepticism by the reviewers that the Consents Unit has addressed core problems of timeliness and willingness to help.	A clever, well designed and comprehensive campaign with good messages on how to get applications filled out properly first time round. But avoiding trade and public perceptions of poor service in the past will make it hard to achieve cut-through for a while.	Reassess cut-through and results (as planned post-campaign) and change key messages of collateral if necessary to identify any communication barriers.  Waiting til the end of the year for December residents' satisfaction survey is too long if correction is needed.
NZ Cup and Show Week	Significant advertising campaign (print, TV, radio, Cinema; tabloid brochure; posters; website; Adshels; signage, enewsletter, social media and others	An icon event for the city which the Council has made a great success of in the past few years Council event promotion rated 85% as above in Comms section	Back on Track (& Back on Show, Back on Stage) theme a good response to the post-earthquake environment	Comprehensive, well targeted; good analysis of risks and opportunities.  Attendance figures Though not set in Marketing Objectives	Combine marketing and comms plans, especially for events and major projects  Include attendance and other measurable targets in Marketing Objectives
CERA Community Events	Series of summer picnics and movie nights in hard-hit suburbs		In partnership with CERA	Well attended	In conjunction with a Comms plan – presumably with CERA
Council recruitment Rebrand 2012	Print ads to help fill job vacancies post-quakes	Campaign only recently started	Good initiative and good creative: "Make your mark on tomorrow"	Too soon to be evaluated for success	
Commemorative Events 22 February 2012	Ads for the events Voices of Hope video	Considerable public approval of video	Not combined with the Communications Plan, leading to duplication of effort in planning	Not evaluated. Events well attended	Combine marketing and comms plans for each event.

**ATTACHMENT 1 TO CLAUSE 6 CRC COMMITTEE 31.7.2012**

<b>Plan for:</b>	<b>Collateral</b>	<b>Stakeholder Feedback</b>	<b>Additional Comment</b>	<b>Evaluation</b>	<b>Recommendations</b>
SummerTimes 2011-2012	Brochure (175,000), ads, posters, online, Adshels, bus backs, Malls, banners, flags, flyers and signage	Event promotion rated at 85% - as in Comms section	Good research-based measurement of past attendances and how people heard of events	Events well attended as reported in the media; figures not available	
NZ Book Month, March 2012	Brochure, websites, posters, competition		Small campaign with low budget	Effective and well designed for the budget	
Pool Safety 2011	Brochure, letter, poster	Some owners of quake-damaged pools and fences upset because insurance companies won't pay out for repairs leaving them exposed	Comms component managing issues and insurance problems should be included in the marketing plan	Campaign collateral clear design and messaging, but missed key comms element to address major insurance issue	Include comms in marketing plans, especially for difficult issues facing quake-affected residents
Intersections Campaign October 2011	Bus Backs, Adshels, Posters	Road Safety Team have to conduct 9 road safety programmes pa.	Aimed at targeting increase of orange-light running post quakes. Comms Plan not included	Small budget campaign, evaluated by survey in March; results not seen	Combine Comms and Marketing Plans
Matariki June 2011	Brochure, flier, posters, print ads, online, signs	Successful community event (rated 85%)	Small budget project aimed at communities	Attendances not available	
Southern Centre relocation October 2011	Brochure, flier, posters, newsletter, online	Included new look, updating old collateral	Marketing and Comms Plans combined	Attendances not available	Include measurable objectives
The Source – Libraries Campaign to increase use of online resources	Online websites, library screensavers, onsite reminders, enewsletters, posters, bookmarks, flyers, Google adwords, print ads, selected media		Clever use of targeted media appropriate to library users and seekers of detailed information. Low budget, well used	Measurable objectives included; not known if targets met	
Outer Spaces – Art Gallery use of suitable city space for small exhibitions	Print ads, posters, brochure, online Includes Comms Tactics – Press feature, media release, social media		Wide range of clever collateral	Attendance targets not set; effective campaign for medium budget	Combine Comms Plan with Marketing – not just tactics

**ATTACHMENT 1 TO CLAUSE 6 CRC COMMITTEE 31.7.2012**

<b>Plan for:</b>	<b>Collateral</b>	<b>Stakeholder Feedback</b>	<b>Additional Comment</b>	<b>Evaluation</b>	<b>Recommendations</b>
Crash Bash October 2011: includes NASDA students in schools touring anti-drink driving stage production	A5 booklets, pull-up banner, van decals, branded hoodies and T-shirts; online; clever invitation		Branding and look repositioned to reach students (15 to 19) via social networks	Research based campaign, low budget,	Include comms planning Include measurable attendance objectives
Kidsfest July 2011	Brochures, Adshels, print ads, website ads, radio ads, A5 brochure, posters, bus posters,		Good measurable objectives; good use of sponsor /contra ads and assistance	Not known if attendance targets met; sufficient media articles; web page views up 54% on 2010	Include comms planning
Animal Control Marketing and Comms Plan 2011 to 2016	New look branding for dog control; online ads, dog park info boards, e-newsletters, brochure, social media, media releases			Research-based campaign, targeted at dog owners, Measurable objectives set relating to dog attacks as per LTCCP and to resurvey: too soon to know	
Other Marketing and Comms Plans for: - Race Relations Week - Central Station (bus xchange replacement) - Noise Issues / Control - Le Race	All low budget, using a variety of media, online and existing council comms tools, such as Our Christchurch, newsletters, websites			Bus Xchange measured results via patronage; noise control campaign to be measured after 6 months by complaint levels. Others had no measurable objectives or proposed measurements	Set measurable objectives and then report back on achievements
Kerbside Collection Marketing and Comms	Posters, flyers, counter displays, press releases and articles, radio ads, online, magnets		Comms and marketing successfully combined. There was also a comprehensive separate marketing strategy showing the campaign achieved LTCCP deliverables and was under budget.	Measurables set but not known if achieved yet. Residents survey shows 90% plus understand and appreciate city's recycling and rubbish bins	

Plan for:	Collateral	Stakeholder Feedback	Additional Comment	Evaluation	Recommendations
RWC 2011 Fanzone incorporating a "Stadium" in Hagley Park and numerous associated events and including finding major sponsors	Large number of tools including flyers, signs, ads, posters, letters to residents, targeted e-letters, banners, numerous web ads, tiles & messages, print ads, billboards, Adshels		Significant and comprehensive marketing campaign that achieved a big cut through. No comms plan included with it.	Measurable attendance objectives achieved.	Combine marketing plans with comms plans

### Combined Marketing and Communication Plans

It is clear that Marketing and Communication have worked together on projects, but mostly they each have separate plans, which risks duplication of effort and the potential for missed opportunities. It can also result in a marketing approach to a campaign that should have a communication and issues management component. For example, Consents should have a communication plan as part of the marketing plan, not a separate plan, and should take cognisance of the general public opprobrium of the consenting process. Cup and Show Week should have marketing and communication plans together too. In Auckland, all plans are combined: Marketing Communication Plans there are an accepted standard practice.



## 4.6. Online Media

The Christchurch City Council has about thirty live web addresses. Many of these addresses point to specific pages within the main public website [www.ccc.govt.nz](http://www.ccc.govt.nz). Others relate to specific services and events provided by the Council and are separate sites developed as part of related marketing campaigns such as [www.summertimes.co.nz](http://www.summertimes.co.nz) and [www.paintitallblack.co.nz](http://www.paintitallblack.co.nz).

A significant number of the marketing and specific service sites, such as the public libraries site and Art Gallery site and even the Council's recruitment website [www.cccjobs.co.nz](http://www.cccjobs.co.nz), are hosted outside the Council IT infrastructure because the Council's existing content management system is not flexible enough to provide the kind of interactive user experience that these websites require. In the case of some promotional and marketing sites such as the *Share an Idea* (that eventually became [www.centalcityplan.co.nz](http://www.centalcityplan.co.nz)), the Council content management system might have been able to be used, but external web developers and web-hosters were better to able to meet the interactive needs of the project within the timeframes required.

The emergence of Council Facebook and Twitter accounts was given impetus by the Canterbury earthquakes. The Council joined Facebook, for example, on 24 February 2011. Social media was an immediate, direct way for the Council to communicate with people who were still able to use mobile devices when power was out to most of the City. Twitter and Facebook remain Council communication tools but they are primarily there to push messages out to the public. Only one member of the communication team is dedicated to keeping both sites current. The Council is tweeting news and information multiple times a day and there is increasing interaction by the public on both sites. The Council's Twitter account had over 5,450 followers as at the end of June. A number of Councillors have Twitter accounts and Tweet on Council business.

- The Council's main Facebook page has 3,500 "Likes". The Christchurch Art Gallery and Christchurch City Libraries also have Facebook pages.
- The Mayor has his own page which he maintains himself although he is a regular contributor to the Council's Facebook site.

There is some public interaction on Facebook and Twitter but the primary call to action on both accounts is: *"you can email your request to [info@ccc.govt.nz](mailto:info@ccc.govt.nz), or call us on 941-8999. We will endeavour to answer queries within business hours. All queries outside of business hours will be answered as soon as possible."*

There is nothing that residents can do online to fulfil any of their requests for information or to complete a transaction with the City. As a method of pushing information – a kind of extension of the media release – the Council is missing out on the power of social media, particularly via mobile phone applications as a means of transacting business directly with its customers. The current content management system is not compatible with mobile technologies.

When Councillors, Community Board Chairs, Managers and staff were asked what could be improved in terms of Council communications, almost everyone replied "the Council website."

The Christchurch City Council's website was rated 68 out of 78 local authority websites in the New Zealand Association of Local Government Information Management council website rankings in April 2012. The assessment, contained in the Local Government Web Standards and Accessibility

Audit Report, evaluated the country's council websites on a score of local government web standards compliance, accessibility and responses to emails from the website.

There is no Council online strategy and no understanding of what the Council wants from the public Council website in the future. There is only one person at the Council responsible for maintaining the website: the Web Editor in the Public Affairs Group. The Web Editor and staff within the Public Affairs team are beginning to develop a Council web strategy that will include: purpose, objectives, outcomes and a roadmap of what and how to improve the Council website in the next two years. The strategy aims to:

- Identify the principles of a web strategy.
- Provide a roadmap with milestones through to 2014.
- Understand what people want from the Council website, how they want to access it and what online tools they need to access Council services.

There is no capital bid currently for upgrading the website, so it will be at least 2014 before any upgrade can begin. The General Manager Public Affairs does not sit on the IT governance group that makes recommendations about prioritising software upgrades such as the website content management system. It is reported by staff responsible that it is difficult to manage content.

The resource allocated to the Council's main website and to social media is minimal. There are only two staff in the Communications Unit allocated to social media, which are among the most important communication tools of the present and the future.

As one of New Zealand's largest organisations and a major service provider, the Council has a major opportunity with the web to have a direct relationship with everyone that uses its services about the issues that they care about. The web and social media and mobile phone applications available through the web are a potential channel for providing residents with information about the Council's decisions and thinking; and about understanding the needs of residents. Through web-enabled tools, such as analytics, large organisations are able to understand what their customers or public are interested in and how to ensure that information is delivered to them in the most direct, highly personalised way. Online tools also enable organisation to use them to meet community and stakeholder engagement objectives through direct interactive media.

There is no resource available for the Council to develop or use those analytics or to develop the kinds of on-line tools such as mobile phone applications that can facilitate transactions with customers and provide alerts about information that the customer wants to know about (eg: renew your dog licence on the phone or online, receive alerts when the pool has fewer than three swimmers in the fast lanes, know that the traffic lights are out on your route to work, pin a photograph of graffiti to be removed on a *Pinterest* page...).

The opportunities abound for the Council to connect more directly with residents through web-enabled tools. A business would identify the financial benefits of more online transactions and allow the Council to free up some of the budget currently allocated to promoting those services and events to connect the residents with information about Council decision-making, which is what they say they really want to hear about.

The current web content management system does not support video applications. Skype and video streaming is available to most families at home through standard software packages and broadband. Residents should be able to log in and watch Council meetings in real time, to join Community Board meetings on Skype and through Chat facilities for real-time response to questions. At the very least people expect to be able to see and hear as well as read information on a website.

To do this will require an approach to communication that identifies what the residents want and need, and build tools to meet those needs. Many residents' expectations of an online environment will be less about being told things by the Council and more about their ability to transact business directly with the Council. This will require a move to more business automation and will require the Public Affairs Team to successfully influence the priorities for Council investment in software.

#### 4.7. Communications Unit

There was widespread approval among numerous external stakeholders of the Council's communications team for their professionalism, writing expertise, and ability to work under pressure, with the only notable criticism coming from the media for their inability to respond to media queries before deadlines. It was most common for the Council to take two to three days to respond to an inquiry, which was totally unrealistic for media with hourly deadlines. However, to be fair to the Communications team, the hold-ups for media responses were not their fault – the fault lay with the unit or group managers responsible for approval and sign-off of each response before it went to the media.

This highlighted once again a cumbersome bureaucratic process within the Council that was contrary to the needs of effective two-way communication.

The following is a representative sample of stakeholder (including media) feedback about the Council's communications function.

*"I want to pay tribute to the communications team, who worked tirelessly after each earthquake, left their family at home and often had issues with their homes and came in every day to help. It's the same for a lot of Council staff – they've been selfless."*

*"Overseas they rave about the communication at the time."*

*"The communications team worked their guts out. It was heads down and arse up after the earthquakes and they did a great job. Somewhere between operational comms and the Council, something is going wrong."*

*"First I want to acknowledge there are some things the Council does with communication very well. If the professional communications team was allowed to do their job unhindered that would be great. There are shining examples of people in comms who will always help you with information so I always go to them. The communication plans and the messages coming out from these are always good but they are often*

*contradicted by what the Councillors say – fragmenting the message, looking dysfunctional and hitting rock bottom. This shocking disloyalty by Councillors makes professional communication impossible.”*

### **Media stakeholder feedback**

The local media said it seemed as if the Council’s communications staff felt they had a mandate to restrict senior managers’ access to the media at all costs. They appreciated this “gate-keeper” role went against the instincts of the people in the Communications Unit, many of whom had a media background, but all said they found it extremely frustrating not being able to get a timely response.

Often it took two or three days to get a response to a media inquiry, by which time it was too late and the story had to run without any Council comment. The media talked of having to email questions through, wait for a response, then often email further questions for clarification – taking even longer. Meanwhile, a Councillor would often be only too happy to comment, they said.

*“The top 20 at the Council (CEO, GMs and elected members) are the voice of the Council and should make themselves available when they put out a statement quoting one of them. If that person is going to be in meetings all day, assign someone else to do it.”*

*“It’s like someone at the top doesn’t want Council people speaking in the media, being part of a negative story. It’s much worse not to have a say; it’s a lost opportunity. Then the Councillor becomes the Council spokesperson because they want to agree how bad something was – throw mud at themselves. The critical Councillors are always available.”*

*“We don’t want to interview the Mayor again – is there anyone else? He shouldn’t be the only voice of the Council.”*

*“They miss out on the opportunity to put their side of the story. And this leads to the perception that the council believes it is not answerable to people.”*

As a result of significant delays in responding to media inquiries, the media have become disillusioned and sceptical of the Council’s ability to deliver information in a timely manner and have learned to bypass official routes, or run stories without putting the Council’s viewpoint. This has led to the situation described many times above: people do not understand the Council’s decisions, do not feel well informed about them, and don’t think the Council is making decisions in the best interest of the city.

A streamlined media approval process would enable the Communications Unit to get back to the media the same day. As with other local authorities in Canterbury and at Auckland Council, not every press release has to be approved by the Chief Executive or a General Manager. They are busy enough without having to worry about straightforward media comments that could most easily come from a Unit Manager. With regular media training, more Unit Managers could be made available to comment on the phone, obviating the need to put everything in writing in an email, sometimes several times over. Obviously, for major issues, approvals still need to come from higher up.

## Communication Function Recommendations

- Improve current Council project and event planning by combining marketing and communication plans into a single plan. Ensure all plans have measureable objectives that can be reported on.
- Make the key messages in Communication Plans more realistic; acknowledge issues when they exist.
- Improve issues management planning as part of Communication Plans and Marketing Plans.
- Reduce the bureaucratic sign-off procedure for press releases and statements and responses to media inquiries so that responses can be within a reasonable timeframe, on the same day at the very least.
- Aim to clear the air with the news media and agree on measures that, where possible, can better meet their needs.
- Significantly improve the Council's online communication tools to provide ratepayers with more direct access to information about Council decision-making and services.
- Invest appropriate levels of resource to leverage the benefits of social media.
- Develop an online strategy that will support the objectives of a Council communications strategy and engagement strategy.
- Include the General Manager Public Affairs in the IT governance group.
- Invest in a content management system that enables Council services to be delivered online (web and phone).
- Broadcast Council meetings live online.

## Section 3 - Appendices

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### Appendix 1: Definition of Communication and Engagement

#### The Benefits of Effective Communication

*“In the aftermath of a major disaster, where every piece of information is vital to help people make sense of their altered lives, the importance of effective engagement and communication cannot be overstated. Research also shows that the two-way process of effective communication is even more important in recovery from disaster than at any other time.”*

It is internationally acknowledged that effective two-way communication between an organisation and its stakeholders underpins that organisation’s ability to build and maintain a positive reputation, even - or especially - in times of crisis. Looking after an organisation’s good name and reputation is regarded as one of the most critical strategic objectives of an organisation’s business planning. The communication strategy that articulates the organisation’s vision and key objectives to its stakeholders is the responsibility of the organisation’s corporate communications or public affairs function.

Corporate communication is now the organising principle behind many key business decisions. Communication is the framework for getting things done; it underpins everything an organisation does. If there is a breakdown in communication between an organisation and its stakeholders, that organisation will find it hard to do business with them, will find an erosion in trust and credibility, and will find itself cut out of the loop of information-sharing, knowledge and collegiality that other organisations enjoy. It becomes isolated. If a crisis should develop, it is at risk of failing.

People tend to take communication for granted until something goes wrong.

At its most basic level, an organisation’s very survival depends on the ability of staff to communicate with each other and with the organisation’s key stakeholders.

#### The Benefits of Stakeholder Engagement

This report refers a lot to stakeholders and engagement. Stakeholders are the organisations or individuals who are of prime importance to the Council and who have a particular interest in a project or are affected by it. Engagement means reaching a mutual understanding through two-way communication – where both parties listen and feel listened to and have a genuine opportunity for interaction. Through engagement, the stakeholders are informed about an issue or project, to encourage understanding; are consulted, with plenty of opportunity for feedback, and can even become involved at the early stages of a decision, so they feel they have had an opportunity for genuine input. Their ideas and contributions may or may not be fully adopted, but they know that their concerns have been considered in the decision-making process.

Advantages of this engagement of stakeholders include greater trust and goodwill between the parties; the early flagging of emerging issues, allowing for their resolution before they become insoluble; and improved decision-making. While genuine engagement with communities takes time and effort, it eventually saves time by ensuring stakeholder and residents’ buy-in to Council decisions early on (and don’t waste Council resources on dealing

with complaints and media criticism) and giving Council officers the benefit of local knowledge and helpful ideas.

The Council's most obvious opportunities for stakeholder engagement are at the various public meetings held regularly across town to discuss land and community development; on the phone and by email when stakeholders try to make contact; and at the various stakeholder group meetings that Council officers and Councillors are frequently invited to.

Stakeholder engagement is now an accepted part of mainstream business practice and is vital to successful public policy decision-making, allowing for public acceptance of and buy-in to Council decisions by stakeholders who understand the decisions and the rationale behind them. Currently the Christchurch City Council has a very low (39%) public understanding of and buy-in to its decisions.

*"You can never over-communicate."*

## **Appendix 2: 2012 Communications Audit Research Report**

Attached



# 2012 Communications Audit Research Report

Thursday, 5 April 2012

Research First. Better Results.

Level 1/320, Manchester Street PO Box 5596 Papanui, Christchurch 8542  
0508 4 RESEARCH - 0508 4 73732 - info@researchfirst.co.nz  
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## 1 Research Context and Design

### 1.1 Research Context

Felicity Price and Associates ('FPA') has been commissioned by the Christchurch City Council (CCC) to conduct an audit of CCC's communications. The purpose of this audit is to establish how CCC can best communicate in a way that meets the expectations of ratepayers and enables staff to do their jobs effectively.

As part of this audit, FPA identified the need to survey Christchurch City residents to understand their perceptions of CCC's communications and how they believe these could be improved. Research First Ltd provided this research by adding a small number of questions to the 2012 Christchurch City Council Residents' Survey (which Research First has been conducting for the Christchurch City Council since 2010).

This document outlines the results from specific questions included in the Residents' Survey regarding residents' perceptions of CCC communications.

### 1.2 Research Design

The 2012 Residents' Survey involved a sample of 771 residents, selected at random but within quotas to ensure the survey sample achieves a balance of participants by gender, age, and Council ward (i.e., location). The composition of the survey is outlined in the following tables:

**Table 1.1: Gender Distribution of Respondents**

Gender	% population (2006 Census)	Number of Respondents	Percentage of Respondents
Male	48%	372	48%
Female	52%	398	52%

**Table 1.2: Age Distribution of Respondents**

Age Group	% population (2006 Census)	Number of Respondents	Percentage of Respondents
15-24	14%	76	10%
25-49	47%	268	35%
50-64	21%	276	36%
65+	18%	152	20%

**Table 1.3: Geographic Distribution of Respondents**

Ward	% population (2006 Census)	Number of Respondents	Percentage of Respondents
Burwood – Pegasus	16%	128	17%
Fendalton – Waimari	15%	118	15%
Ferrymead – Hagley	16%	123	16%
Heathcote - Spreydon	16%	120	16%
Papanui – Shirley	17%	135	18%
Riccarton – Wigram	18%	129	17%
Banks Peninsula	2%	18	2%

The survey interviewing was conducted from Research First's Christchurch-based CATI call centre. The survey design used a six-time call back protocol to each originally selected number. Answered calls were screened, and any respondents who had not lived in Christchurch City for a minimum of twelve months were excluded from

the sample<sup>1</sup>. Quotas were included in the sampling programme, based on age, gender and ward. Those who were possibly willing to participate in the survey, but were ineligible due quota reasons or limited duration of residents in Christchurch have been identified as 'Non Qualifier'.

The survey had a 32% response rate (see Appendix). A ten percent audit of the completed questionnaires was undertaken for data entry accuracy. As a quality control process, data cleaning was completed prior to any audit or production of data tables. The resulting data set provided a maximum margin of error of +/-3.5% when talking about the total sample<sup>2</sup>.

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<sup>1</sup> As were any respondents who elected not to identify their suburb, and those who could not effectively communicate in English.

<sup>2</sup> Maximum margin of error for a 50% sample at the 95% confidence interval. See the Appendix for the sampling errors associated with the subgroups in the survey.

## 2 Key Messages

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### 2.1 Council Decision Making

Survey participants were asked to rate their satisfaction that 'Council decisions are made in the best interests of the city' on a simple Likert Scale, with options of 'very satisfied, satisfied, neither satisfied nor dissatisfied, dissatisfied and very dissatisfied'.

Data have been grouped to identify 'total dissatisfied' and 'total satisfied'. Results demonstrate that similar proportions of residents were satisfied as were dissatisfied. While more respondents were dissatisfied than satisfied, the variation is within the margin of error of the sample. Overall, 36.4% +/- 3.4% were satisfied, while 41.9% +/- 3.5% were dissatisfied.

Data was analysed by ward, age, and gender.

- In some wards there were ostensibly more 'satisfied' respondents than 'dissatisfied', while in most, there were ostensibly more 'dissatisfied' than 'satisfied' respondents. In no ward was the variation between 'satisfied' and dissatisfied respondents statistically significant.
- There was also no statistically significant variation in the satisfaction or dissatisfaction levels based on the gender of the respondents.
- When analysed by age, 61.8% of those aged 15-24 were satisfied with the fact that Council decisions were in the best interest of the city, compared to 10.5% who were dissatisfied that this was the case. In contrast, 34.1% of those aged 50-64 were satisfied that Council decisions were in the best interest of the city, compared to 48.0% who were dissatisfied. Both these results were statistically significant.

The survey participants were then asked the reasons for their level of satisfaction that the Council makes decisions that are in the best interests of the city. The most frequent reason was that respondents 'do not like specific decisions or outcomes of decisions the Council have made' (14%). The second most common reason (and the most common positive reason) was that 'the Council is doing their best in the circumstances' (11%). That the Council was 'not open' or sufficiently transparent or had a lack of public consultation were both mentioned by 9% of respondents.

### 2.2 Council Communications

Survey participants were asked to rate their satisfaction that 'Council decisions are made in the best interests of the city' on a simple Likert Scale, with options of 'very satisfied, satisfied, neither satisfied nor dissatisfied, dissatisfied and very dissatisfied'.

Data have been grouped to identify 'total dissatisfied' and 'total satisfied'. More were dissatisfied (44.9% +/- 3.5%) than were satisfied (35.8% +/- 3.4%). The results represent a statistical difference.

The most common source of information concerning the Council's decision making process is *The Press*, identified as a source by 72% of the population, being a primary source for 50% of respondents and a secondary source for a further 22%. The next most common source of information regarding Council decision making was 'coverage on television', identified by 46% of respondents (10% as a primary and 36% secondary source of information).

When analysed by sub-groups within the population:

- In Burwood-Pegasus, the number of dissatisfied respondents (56%) was significantly different to the number of respondents who were satisfied (29%). Similarly, in Heathcote-Spreydon, dissatisfaction (47.5%) was significantly higher than satisfaction (36.05). In no other wards was the difference between satisfaction and dissatisfaction statistically significant.

- Among females, there were more who were dissatisfied (44.8%) than satisfied (34.7%), a statistically different result. Similarly, among those aged 50 – 64, 49.1% were dissatisfied compared to 31.9% who were satisfied. Again, this difference was statistically valid.
- No other sub-groups of age or gender provided responses that demonstrated statistically different results.

### 3 Council Decision Making

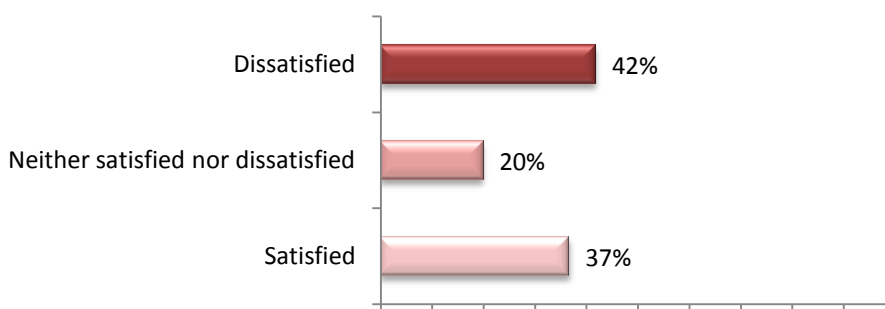
#### 3.1 Council Decisions are in the Best Interests of the City

Survey participants were asked to rate their satisfaction that 'Council decisions are made in the best interests of the city' on a simple Likert Scale, with the following answer options provided:

1	2	3	4	5
Very Satisfied	Satisfied	Neither Satisfied or Unsatisfied	Dissatisfied	Very Dissatisfied

As Figure 3.1 and 3.2 demonstrate, similar proportions of residents were satisfied as were dissatisfied. Data have been grouped to identify 'total dissatisfied' and 'total satisfied'. While more respondents were dissatisfied than satisfied, the variation is within the margin of error of the sample (Table 3.1). One-fifth of respondents (20%) were neither satisfied or unsatisfied that Council decisions are made in the best interests of the city'.

**Figure 3-1: Satisfaction that the Council makes Decisions in the Best Interest of the City**



**Table 3.1: Satisfaction that the Council makes Decisions in the Best Interest of the City**

Response	Number of Respondents	Percentage of Respondents	Statistical Range including error
Very satisfied	25	3.2%	
Satisfied	257	33.3%	
<b>Total Satisfied</b>		36.4%	33.0 – 39.8%
Neither satisfied nor dissatisfied	153	19.8%	
Dissatisfied	225	29.2%	
Very dissatisfied	97	12.6%	
<b>Total Dissatisfied</b>		41.8%	38.4 – 45.4%
Don't know/ NA	14	1.8%	

#### 3.2 Reasons for Satisfaction and Dissatisfaction

The survey participants were asked the reasons for their level of satisfaction that the Council makes decisions that are in the best interests of the city. The most frequently mentioned reason for being dissatisfied was that the Council '[I] do not like specific decisions or outcomes of decisions the Council have made' (14%). The most common reason that people were satisfied was that 'the Council is doing their best in the circumstances' (11%). Other common responses were that the Council was 'not open / transparent' or that there was 'a lack of public consultation', both cited by 9% of respondents (Table 3.2).

**Table 3.2: Reasons for Level of Satisfaction**

Response	Number of Respondents	Percentage of Respondents
Do not like specific decisions or outcomes of decisions they've made	110	14%
The Council is doing their best in the circumstances	85	11%
Not open/ transparent	73	9%
Lack of public consultation	70	9%
Too political/ infighting	63	8%
Have their own agendas/ make decisions to suit themselves	61	8%
City is being run well/ Council doing a good job considering recent events	53	7%
Have made (difficult/ good) decisions in the best interests of the city	52	7%
Do not agree in general with decisions that council has made	37	5%
Not looking after all areas/ suburbs/ too much emphasis on central area	29	4%
Waste money/ are in a poor financial position	29	4%
Not working as a team/ poor management/ leadership	25	3%
Agree with some Council decisions but not all	23	3%
Don't listen	20	3%

Participants who indicated they 'do not like specific decisions or outcomes of decision the Council has made' were asked to specify what those decisions or outcomes were. No prompting was used in obtaining responses to this question. The most common response was 'Tony Marryatt's pay rise', from 35% of those giving this answer in Table 3.2. The full list is provided in Table 3.3.

**Table 3.3: Disliked Decisions or Outcomes**

Response	Number of Respondents	Percentage of who gave answer	Percentage of Total Sample
Tony Marryatt pay rise	38	35%	4.9%
Henderson bailout	15	14%	1.9%
Bad decisions on purchases of assets	13	12%	1.7%
Pay rises	7	6%	0.9%
Poor handling of earthquake affected suburbs	5	5%	0.6%
Condemning buildings that shouldn't be condemned	4	4%	0.5%
Other	56	51%	7.3%

## 4 Council Communications

### 4.1 Communication of Council Decisions

The first question about communication satisfaction asked the survey participants:

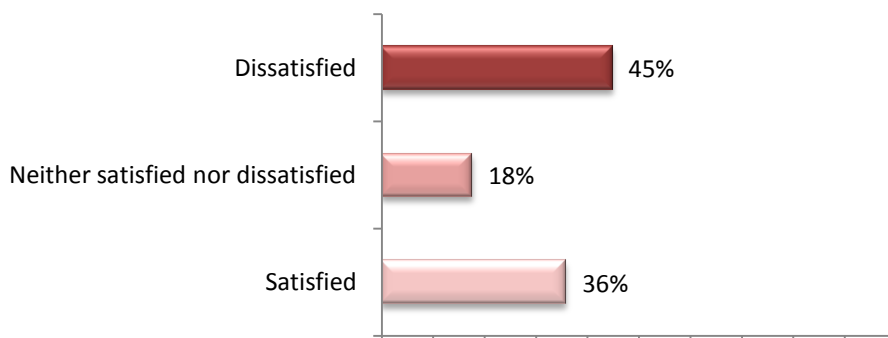
*Overall, how satisfied or dissatisfied are you with communication to residents in general of the decisions made by Council?*

Responses were scored on a simple Likert Scale, with the following options:

1	2	3	4	5
Very Satisfied	Satisfied	Neither Satisfied or Unsatisfied	Dissatisfied	Dissatisfied

The results demonstrated that the largest group in the population (44.9%) were dissatisfied or very dissatisfied with communication to residents in general of the decisions made by Council, while 35.8% of the participants were satisfied or very satisfied. 17.5% of participants were neither satisfied nor dissatisfied (Figure 4.1). The full results are outlined in Table 4.1.

**Figure 4-1: Satisfaction Concerning Communication to Residents of Council Decisions**



**Table 4.1: Satisfaction Concerning Communication to Residents of Council Decisions**

Response	Number of Respondents	Percentage of Respondents	Statistical Range including error
Very satisfied	25	3.2%	
Satisfied	251	32.6%	
<b>Total Satisfied</b>		35.8%	32.3 – 39.1%
Neither satisfied nor dissatisfied	135	17.5%	
Dissatisfied	259	33.6%	
Very dissatisfied	86	11.2%	
<b>Total Dissatisfied</b>		44.9%	41.8 – 48.4%
Don't know/NA	15	1.9%	



## 4.2 Sources of Information about Council Decisions

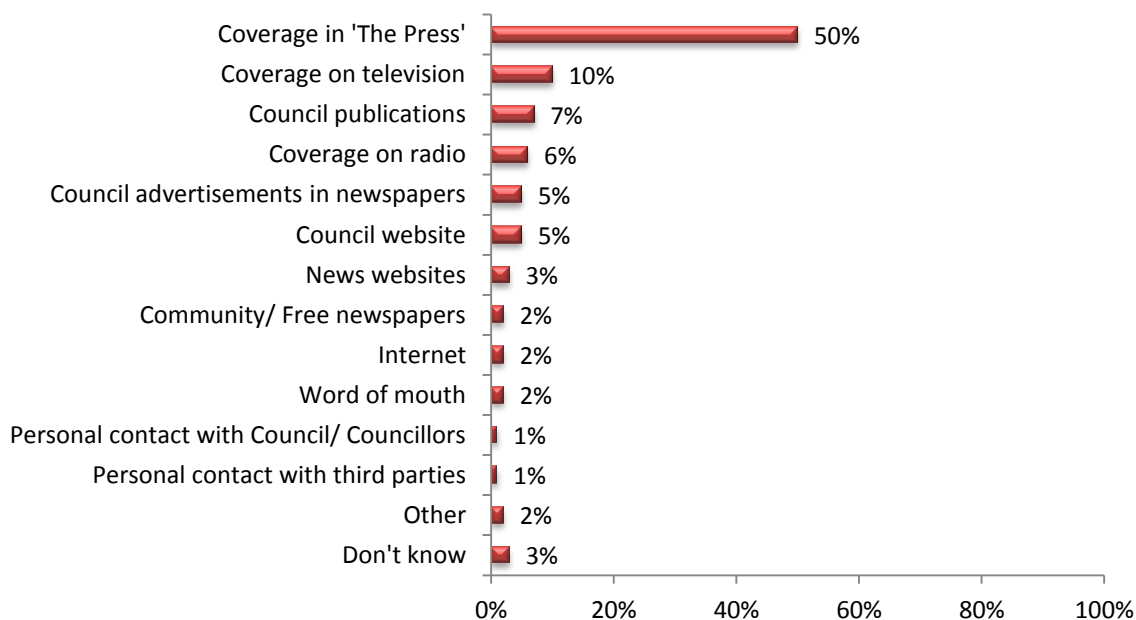
### 4.2.1 Primary Sources of Information about Council Decisions

Survey participants were asked:

*What is the main source of information forming your opinion about decision-making processes within the Council?*

The most common source of information identified was *The Press*, nominated by 50% of survey participants. Television coverage (10%), Council publications (7%) and the radio (6%) were the next most commonly identified sources of information about Council decision-making processes, as shown in Figure 4.3. The full results are provided in Table 4.1.

**Figure 4-2: Main sources of Information about Council Decision-Making Processes**



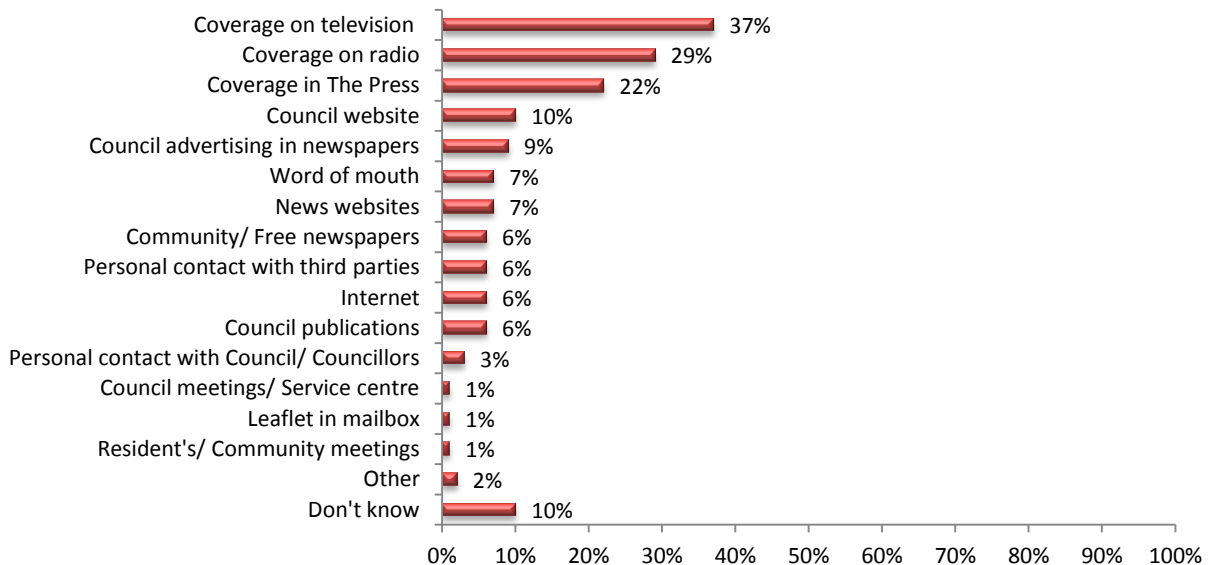
**Table 4.2: Main sources of Information about Council Decision-Making Processes**

Response	Number of Respondents	Percentage of Respondents
Coverage in The Press	386	50%
Coverage on television	75	10%
Council publications	57	7%
Coverage on radio	47	6%
Council website	41	5%
Council advertisements in The Press or community newspapers	40	5%
News websites	21	3%
Word of mouth	19	2%
Internet	17	2%
Community/ Free newspapers	13	2%
Personal contact with third parties (who have had dealings with the council)	8	1%
Personal contact or correspondence with Council or Councillors	7	1%
Other	19	2%

#### 4.2.2 Other Sources of Information about Council Decisions

Survey participants were then asked to name any other sources of information they use to form their opinions about decision-making processes within the Council. The most frequently mentioned source of information was coverage on television (37%). The second most commonly mentioned source of information was radio coverage (29%), as shown in Figure 4-4.

**Figure 4-3 Other sources of Information about Council Decision-Making Processes**

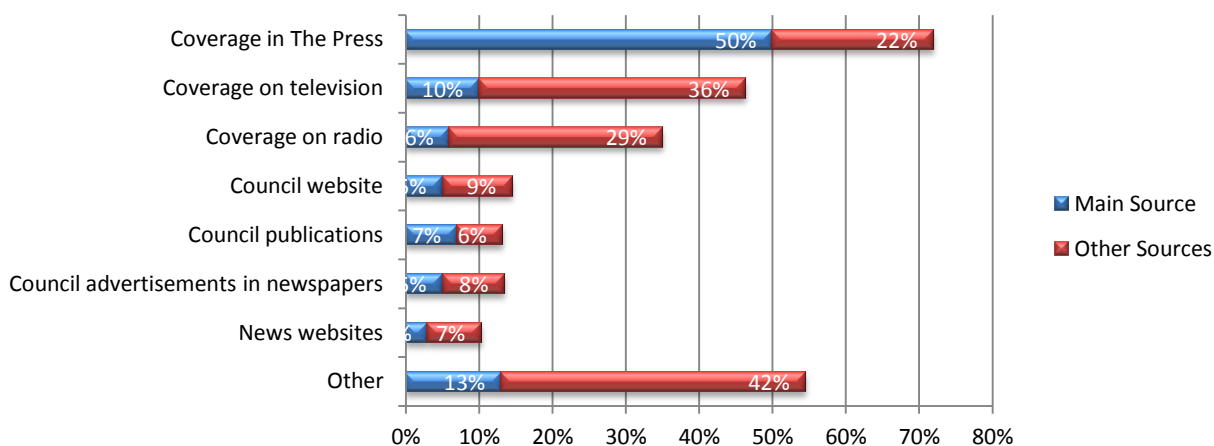


**Table 4.3: Other sources of Information about Council Decision-Making Processes**

Response	Number of Respondents	Percentage of Respondents
Coverage on television	280	37%
Coverage on radio	224	29%
Coverage in The Press	169	22%
Council website	73	10%
Council advertising in The Press or community newspapers	65	9%
Internet News sites	56	7%
word of mouth	53	7%
Council publications	48	6%
Online (no particular websites)	48	6%
Personal contact with third parties (who have had dealings with the council)	44	6%
Articles in Community/ Free newspapers	44	6%
Personal contact / correspondence with Council / Councillors	20	3%
Resident's/ Community meetings	7	1%

When both primary and secondary sources are included, *The Press* was identified as the leading source of Council information by 72% of all respondents, followed by television (46%) and radio (35%), Figure 4-4.

Figure 4-4: Total Sources of Information about Council Decision-Making Processes



### 4.2.3 Radio Audience Details

Survey participants, who indicated that television coverage or radio coverage was their main source of information regarding Council decision-making, were then asked to specify the radio station or television channel. The results are reported in this section.

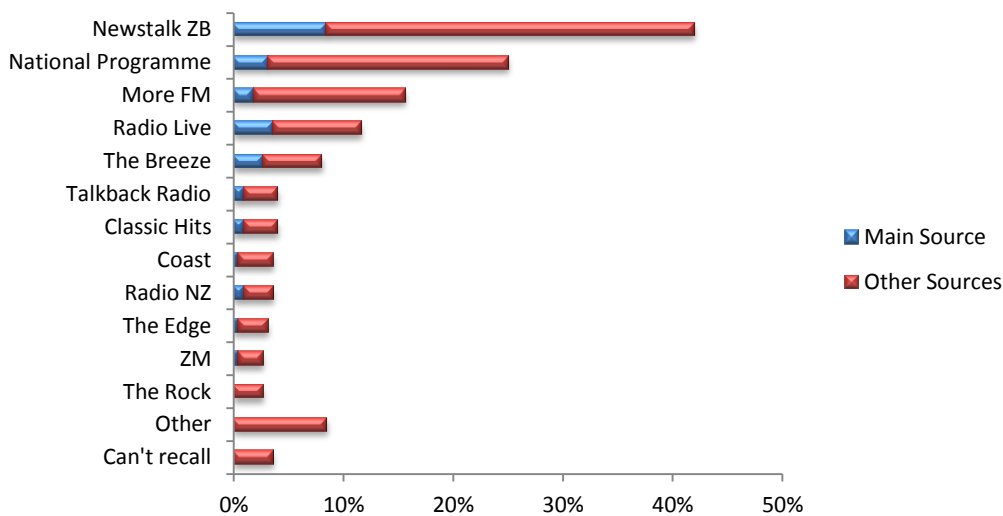
Of the 47<sup>3</sup> participants who indicated the radio was a main source of information, 19 (40%) specified Newstalk ZB, and 7 (15%) specified the National Programme as the radio station. Of the 224 participants who indicated radio station was a secondary source of information, 33% specified Newstalk ZB and 22% specified the National Programme. Overall, 42% of respondents identified Newstalk ZB and 25% identified Radio New Zealand's National Programme as being their radio sources of information concerning Council matters (Table 4.4 and Figure 4-5, overleaf).

Table 4.4: Sources of Information: Radio Stations

Radio Station	Main Source		Other Sources		Total	
	No. of Respondents	% of Respondents	No. of Respondents	% of Respondents	No. of Respondents	% of Respondents
Newstalk ZB	19	40%	75	33%	94	42%
National Programme	7	15%	49	22%	56	25%
More FM	4	9%	31	14%	35	16%
Radio Live	8	17%	18	8%	26	12%
The Breeze	6	13%	12	5%	18	8%
Talkback Radio	2	4%	7	3%	9	4%
Classic Hits	2	4%	7	3%	9	4%
The Coast	1	2%	7	3%	8	4%
Radio NZ	2	4%	6	3%	8	4%
The Edge	1	2%	6	3%	7	3%
ZM	1	2%	5	2%	6	3%
The Rock	0	0%	6	3%	6	3%
Other	0	0%	19	8%	19	8%
Can't recall	0	0%	8	4%	8	4%
Replies	47		224			

<sup>3</sup> Note, due to small sample, no statistical analysis has been conducted on these data.

Figure 4-5: Sources of Information: Radio Stations



#### 4.2.4 Television Audience Details

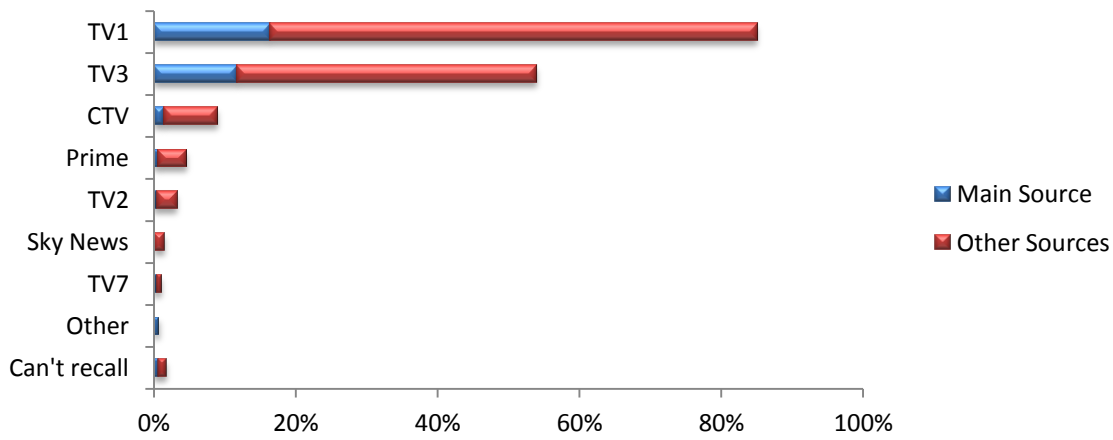
'Coverage on television' was identified by 75<sup>4</sup> respondents as their main source of information regarding Council decision-making processes. Of those who obtain their information regarding Council decisions from television, the most commonly identified channel was TV1 (46, 61%). Of the 280 participants who named television as a secondary source of information, 69% specified TV1 while 42% specified TV3, as shown in Table 4.5 and Figure 4-6, overleaf.

Table 4.5: Sources of Information: Television Channels

Television Channels	Main Source		Other Sources		Total	
	No. of Respondents	% of Respondents	No. of Respondents	% of Respondents	No. of Respondents	% of Respondents
<b>TV1</b>	46	61%	192	69%	238	85%
<b>TV3</b>	33	44%	118	42%	151	54%
<b>CTV</b>	4	5%	21	8%	25	9%
<b>Prime</b>	2	3%	11	4%	13	5%
<b>TV2</b>	1	1%	8	3%	9	3%
<b>Sky News</b>	0	0%	4	1%	4	1%
<b>TV7</b>	1	1%	2	1%	3	1%
<b>Other</b>	2	3%	0	0%	2	1%
<b>Can't recall</b>	2	3%	3	1%	5	2%
<b>Replies</b>	75		280			

<sup>4</sup> Note, due to small sample, no statistical analysis has been conducted on these data.

Figure 4-6 Sources of Information: Television Channels



## 5 Results by Location<sup>5</sup>

The following tables provide detail based on the responses per ward. Abbreviations used are as follows:

- B-P Burwood – Pegasus;
- F-W Fendalton – Waimari;
- F-H Ferrymead – Hagley;
- H-S Heathcote – Spreydon;
- P-S Papanui – Shirley;
- R-W Riccarton – Wigram;
- BP Banks Peninsula

### 5.1 Council Decisions are in the Best Interests of the City

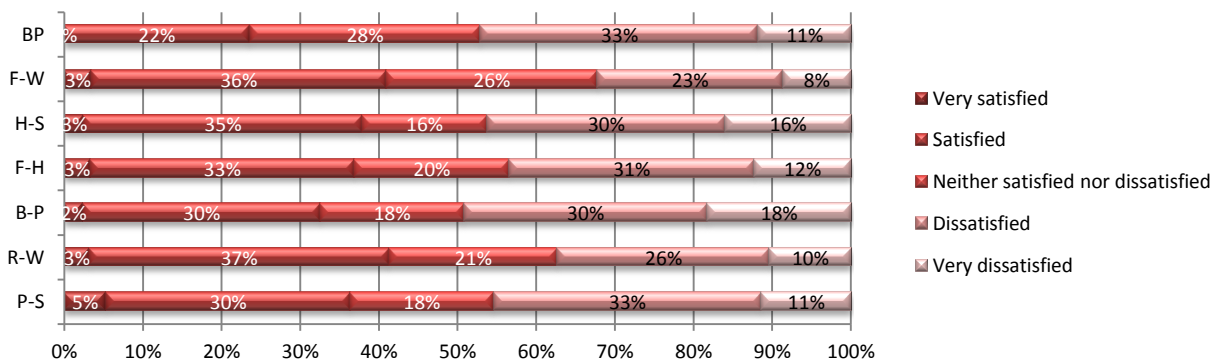
The data demonstrate that satisfaction levels concerning Council decisions were highest in Riccarton – Wigram, Fendalton – Waimari and Heathcote – Spreydon; while those in Burwood – Pegasus, Papanui – Shirley and Ferrymead – Hagley demonstrated lower levels of dissatisfaction with the Council’s decision making. There was a significant variation in the neutral (neither satisfied nor dissatisfied) response, with 26% of all respondents in Fendalton-Waimari providing a neutral response, compared to only 16% in Heathcote-Spreydon.

In some wards there were ostensibly more ‘satisfied’ respondents than ‘dissatisfied’, while in most, there were ostensibly more ‘dissatisfied’ than ‘satisfied’ respondents. In no ward was the variation between ‘satisfied’ and dissatisfied respondents statistically significant.

**Table 5.1 Satisfaction that the Council makes Decisions in the Best Interest of the City**

Response	B-P	F-W	F-H	H-S	P-S	R-W	BP
Very satisfied	2%	3%	3%	3%	5%	3%	0%
Satisfied	30%	36%	33%	35%	30%	37%	22%
<b>Total, Satisfied</b>	<b>32%</b>	<b>39%</b>	<b>36%</b>	<b>38%</b>	<b>35%</b>	<b>40%</b>	<b>22%</b>
Satisfied, statistical range	23.9-40.1%	30.4-48.2%	28.1-45.1%	28.8-46.2%	26.7-42.9%	31.8-48.8%	3.0-41.4%
Neither satisfied nor dissatisfied	18%	26%	20%	16%	18%	21%	28%
Dissatisfied	30%	23%	31%	30%	33%	26%	33%
Very dissatisfied	18%	8%	12%	16%	11%	10%	11%
<b>Total, Dissatisfied</b>	<b>48%</b>	<b>31%</b>	<b>43%</b>	<b>46%</b>	<b>44%</b>	<b>36%</b>	<b>44%</b>
Dissatisfied, statistical range	39.7-57.1%	23.2-40.0%	34.3-51.9%	36.9-54.7%	36.2-53.2%	28.1-44.7%	21.4-67.4%
Don't know/NA	2%	3%	1%	1%	2%	2%	6%

**Figure 5-1: Satisfaction that the Council makes Decisions in the Best Interest of the City**



<sup>5</sup> All data generated have been analysed. Note that with small sample sizes, the margins of error for these data are high. Data from the Banks Peninsula have not been included in any commentary due to the small sample generated from that ward.

## 5.2 Council Communications

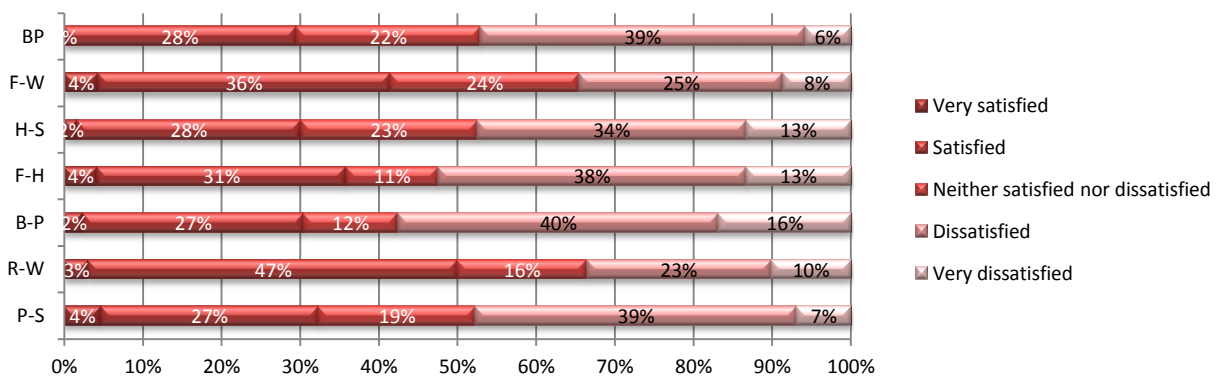
Satisfaction concerning Council Communication regarding Council decisions was varied based on the location of the respondents within the city. The highest level of satisfaction was from residents of Riccarton – Wigram (50%), followed by Fendalton – Waimari (40%). In all other wards, there were more dissatisfied respondents than satisfied. Dissatisfaction was highest in Burwood – Pegasus (56%), followed by Ferrymead – Hagley (51%).

In Burwood-Pegasus, the number of dissatisfied respondents (56%) was significantly different to the number of respondents who were satisfied (29%). Similarly, in Heathcote-Spreydon, dissatisfaction (47.5%) was significantly higher than satisfaction (36.05). In no other wards was the difference between satisfaction and dissatisfaction statistically significant.

**Table 5.2 Satisfaction Concerning Communication to Residents of Council Decisions**

Response	B-P	F-W	F-H	H-S	P-S	R-W	BP
Very satisfied	2%	4%	4%	2%	4%	3%	0%
Satisfied	27%	36%	31%	28%	27%	47%	28%
<b>Total, Satisfied</b>	<b>29%</b>	<b>40%</b>	<b>35%</b>	<b>30%</b>	<b>31%</b>	<b>50%</b>	<b>28%</b>
Satisfied, statistical range	21.8-37.6%	31.3-49.1%	26.6-43.4%	21.8-38.2%	23.2-39.0%	25.2-41.4%	7.1-48.5%
Neither satisfied nor dissatisfied	12%	24%	11%	23%	19%	16%	22%
Dissatisfied	40%	25%	38%	34%	39%	23%	39%
Very dissatisfied	16%	8%	13%	13%	7%	10%	6%
<b>Total, Dissatisfied</b>	<b>56%</b>	<b>33%</b>	<b>51%</b>	<b>47%</b>	<b>46%</b>	<b>33%</b>	<b>45%</b>
Dissatisfied, statistical range	47.7-64.9%	25.6-42.8%	42.4-60.0%	38.6-56.4%	37.7-54.7%	41.0-58.2%	21.4-67.4%
Don't know/NA	2%	2%	2%	0%	4%	1%	6%

**Figure 5-2: Satisfaction Concerning Communication to Residents of Council Decisions**



## 5.3 Sources of Information concerning Council Decision-making

### 5.3.1 Primary Sources of Information

While *The Press* was the most common source of information for all residents, there were geographic variations in the number of respondents who identified *The Press*. The wards who most commonly identified *The Press* were Ferrymead – Hagley, Fendalton – Waimari and Burwood – Pegasus (all over 50%), while in Riccarton – Wigram only 43% identified this information source. Television was most likely to be a primary source of information among those from Ferrymead – Waimari and Riccarton – Wigram.

**Table 5.3 Main Sources of Information about Council Decision-Making Processes**

Response	B-P	F-W	F-H	H-S	P-S	R-W	BP
Coverage in The Press	50%	52%	61%	48%	46%	43%	56%
Coverage on television	9%	13%	8%	5%	10%	12%	17%
Council publications	9%	4%	4%	6%	10%	12%	6%
Coverage on radio	5%	6%	4%	8%	5%	7%	11%
Council website	5%	6%	3%	8%	6%	5%	0%
Council advertisements in newspapers	8%	3%	3%	3%	7%	7%	0%
Don't know	2%	2%	3%	3%	4%	2%	6%
News websites	2%	3%	3%	3%	2%	2%	6%
Word of mouth	3%	4%	1%	1%	3%	3%	0%
Internet	2%	2%	0%	7%	1%	2%	0%
Community/ Free newspapers	1%	2%	2%	4%	1%	1%	0%
Personal contact with third parties	1%	1%	1%	1%	1%	2%	0%
Personal contact with Council or Councillors	0%	1%	1%	0%	2%	2%	0%
Other	3%	2%	6%	2%	1%	2%	0%

### 5.3.2 Secondary Sources of Information

*What other sources of information do you use to form your opinion?*

Across all wards, 'coverage on television' was the second most commonly identified source of information concerning Council decision making. Those in Fendalton – Waimari (42%) were most likely to identify television, while those in Papanui – Shirley were least likely to do so (34%). When comparing the use of radio as a source of information, those in Fendalton – Waimari (37%) were most likely to identify radio, while those in Papanui – Shirley (21%) were least likely to identify radio. Details are provided in Table 5.4 overleaf.



Table 5.4 Other Sources of Information about Council Decision-Making Processes

Response	B-P	F-W	F-H	H-S	P-S	R-W	BP
Coverage on television	37%	42%	36%	37%	34%	37%	28%
Coverage on radio	25%	37%	30%	31%	21%	31%	39%
Coverage in The Press	24%	20%	21%	21%	24%	26%	6%
Council website	11%	10%	10%	8%	11%	8%	11%
Council advertising in newspapers	10%	6%	11%	8%	8%	10%	0%
Internet News sites	8%	5%	10%	8%	6%	7%	6%
word of mouth	5%	8%	9%	8%	8%	5%	0%
Council publications	8%	5%	6%	8%	7%	2%	17%
Internet	9%	9%	2%	8%	7%	2%	6%
Personal contact with third parties	4%	8%	9%	2%	6%	6%	0%
Community/ Free newspapers	7%	6%	3%	6%	6%	4%	22%
Personal contact with Council or Councillors	3%	0%	4%	1%	4%	3%	6%
Resident's/ Community meetings	1%	1%	0%	1%	1%	2%	6%
Leaflet in mailbox	2%	0%	2%	0%	0%	1%	6%
Council meetings/ Service centre	0%	2%	1%	0%	0%	2%	0%
Other	5%	1%	2%	3%	3%	1%	6%
Don't know	13%	8%	8%	5%	13%	10%	17%

## 6 Results in Detail by Age<sup>6</sup>

### 6.1 Council Decisions are in the Best Interests of the City

*Overall, how satisfied or dissatisfied are you that the Council makes decisions that are in the best interests of the city?*

The younger respondents (those aged 15 – 24) were significantly more likely to be satisfied that Council decisions were in the best interests of the community than other groups of the population. Among this group, 62% were either satisfied or very satisfied. There was minimal variation among other age or gender groups regarding satisfaction. However, when considering dissatisfaction, there were significantly fewer females (38%) who were dissatisfied with Council decisions than there were males (45%).

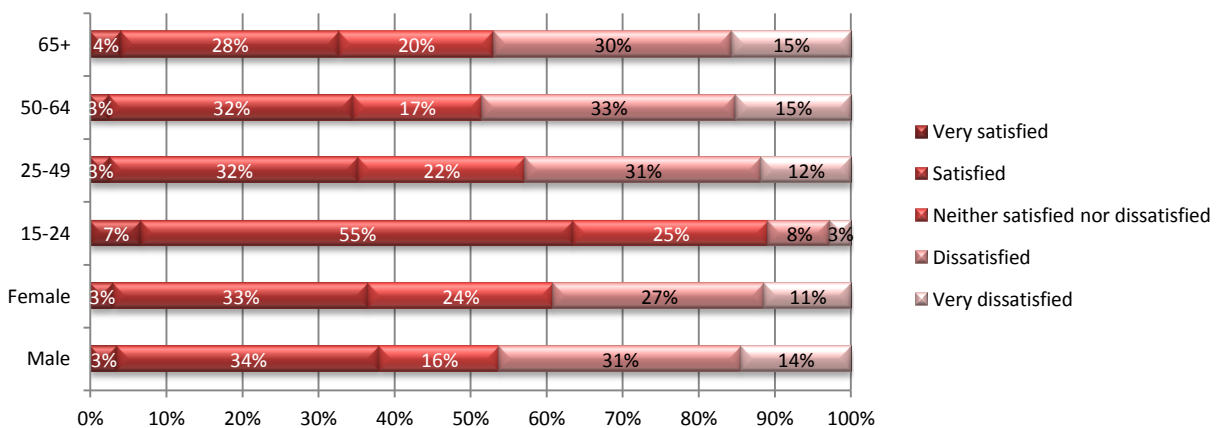
There was no statistically significant variation in the satisfaction or dissatisfaction levels based on the gender of the respondents.

When analysed by age, 61.8% of those aged 15-24 were satisfied with the fact that Council decisions were in the best interest of the city, compared to 10.5% who were dissatisfied that this was the case. In contrast, 34.1% of those aged 50-64 were satisfied that Council decisions were in the best interest of the city, compared to 48.0% who were dissatisfied. Both these results were statistically significant.

**Table 6.1 Satisfaction that the Council makes Decisions in the Best Interest of the City**

Response	15-24	25-49	50-64	65+	Male	Female
<b>Very satisfied</b>	7%	3%	3%	4%	3%	3%
<b>Satisfied</b>	55%	32%	32%	28%	34%	33%
<b>Total, Satisfied</b>	62%	35%	35%	32%	37%	36%
Satisfied, statistical range	50.9-72.7%	28.5-39.9%	28.5-39.7%	24.2-39.0%	32.5-42.3%	30.7-40.1%
<b>Neither satisfied nor dissatisfied</b>	25%	22%	17%	20%	16%	24%
<b>Dissatisfied</b>	8%	31%	33%	30%	31%	27%
<b>Very dissatisfied</b>	3%	12%	15%	15%	14%	11%
<b>Total, Dissatisfied</b>	11%	43%	48%	45%	45%	38%
Dissatisfied, statistical range	3.6-17.4%	36.6-48.4%	42.1-53.9%	37.5-53.3%	40.6-50.8%	33.4-43.0%
<b>Don't know/NA</b>	3%	1%	1%	3%	1%	2%

**Figure 6-1: Satisfaction that the Council makes Decisions in the Best Interest of the City**



<sup>6</sup> The tables provide detail based on the responses per age and gender of respondents. All data provided has been analysed. However, with small sample sizes, the margins of error for some sets of these data are high.

## 6.2 Council Communications

*Overall, how satisfied or dissatisfied are you with the communication to residents in general of decisions made by Council?*

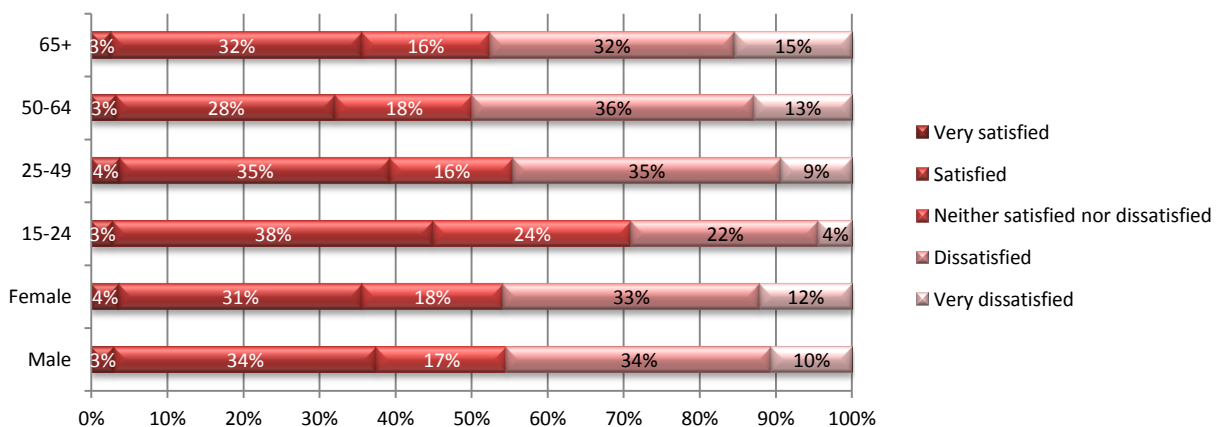
While there were some variations in the level of satisfaction regarding Council communications, the differences were within the margin of error of the relevant sample (refer to Table 1.5). However, when contrasting dissatisfaction regarding communication, those aged 15 – 24 exhibited lower levels of dissatisfaction than any other population. For all other age groups, and for both male and female respondents, there were more dissatisfied respondents than satisfied respondents.

Among females, there were more who were dissatisfied (44.8%) than satisfied (34.7%), a statistically different result. Similarly, among those aged 50 – 64, 49.1% were dissatisfied compared to 31.9% who were satisfied. Again, this difference was statistically valid. No other sub-groups of age or gender provided responses that demonstrated statistically different results.

**Table 6.2 Satisfaction Concerning Communication to Residents of Council Decisions**

Response	15-24	25-49	50-64	65+	Male	Female
<b>Very satisfied</b>	3%	4%	3%	3%	3%	4%
<b>Satisfied</b>	38%	35%	28%	32%	34%	31%
<b>Total, Satisfied</b>	41%	39%	31%	35%	37%	35%
Satisfied, statistical range	29.8-51.8%	32.8-44.6%	26.4-37.4%	27.3-42.5%	31.9-41.7%	30.0-39.4%
<b>Neither satisfied nor dissatisfied</b>	24%	16%	18%	16%	17%	18%
<b>Dissatisfied</b>	22%	35%	36%	32%	34%	33%
<b>Very dissatisfied</b>	4%	9%	13%	15%	10%	12%
<b>Total, Dissatisfied</b>	26%	44%	49%	47%	44%	45%
Dissatisfied, statistical range	16.4-36.2%	38.7-50.7%	43.2-55.0%	38.8-54.6%	39.8-50.0%	39.9-49.7%
<b>Don't know/NA</b>	9%	0%	1%	2%	1%	3%

**Figure 6-2: Satisfaction Concerning Communication to Residents of Council Decisions**



## 6.3 Sources of Information concerning Council Decision-making

### 6.3.1 Primary Sources of Information

*What is the main source of information informing your opinion about decision-making processes within the Council?*

Among all age groups, and based on gender, *The Press* was the most commonly identified source of information regarding Council decision making. There was a clear trend based on age, with older respondents (65+) being far more likely to obtain their information through *The Press* (58%) than younger respondents (only 32% of 15 – 24 year olds identified *The Press*. Conversely, while *The Press* was still the primary source of information, those in the 15 – 24 year age group were more likely to identify the television as a source (18%) than those aged over 50 (among whom 7% identified television as a source of information).

**Table 6.3 Main Sources of Information about Council Decision-making Processes**

Response	15-24	25-49	50-64	65+	Male	Female
Coverage in <i>The Press</i>	32%	38%	56%	68%	52%	48%
Coverage on television	18%	11%	7%	7%	9%	10%
Council publications	9%	7%	9%	3%	8%	7%
Coverage on radio	3%	7%	7%	5%	6%	6%
Council website	11%	9%	2%	3%	6%	5%
Council advertisements in newspapers	1%	6%	5%	7%	4%	7%
News websites	4%	5%	2%	0%	3%	2%
Word of mouth	3%	4%	2%	0%	2%	3%
Internet	5%	2%	2%	1%	3%	2%
Community/ Free newspapers	0%	3%	1%	1%	1%	3%
Personal contact with third parties	1%	1%	1%	2%	2%	1%
Personal contact with Council or Councillors	0%	2%	0%	0%	1%	1%
Other	1%	2%	4%	1%	2%	3%
Don't know	12%	3%	1%	1%	2%	3%

### 6.3.2 Secondary Sources of Information

As with primary sources, there was a variation based on age with regard to secondary sources of information regarding the Council. Those aged 50 – 64 were most likely to identify television coverage as a secondary source (44%) while those aged under 49 were least likely to identify television (30%). Similarly, radio was a more common secondary source among older respondents (33% of those aged 50+) than among those aged 15-24 (18%), as shown in Table 6.4 (overleaf).

*What other sources of information do you use to form your opinion?*

**Table 6.4 Other Sources of Information about Council Decision-Making Processes**

Response	15-24	25-49	50-64	65+	Male	Female
Coverage on television	30%	30%	44%	38%	36%	38%
Coverage on radio	18%	26%	34%	33%	28%	31%
Coverage in The Press	22%	22%	23%	21%	23%	22%
Council website	7%	15%	8%	4%	10%	9%
Council advertising in newspapers	4%	6%	13%	7%	7%	10%
News websites	18%	13%	3%	1%	8%	7%
Word of mouth	11%	6%	4%	12%	6%	8%
Council publications	0%	5%	6%	11%	5%	7%
Internet	3%	10%	7%	1%	6%	6%
Personal contact with third parties	7%	8%	5%	2%	5%	6%
Community/ Free newspapers	3%	6%	7%	5%	7%	5%
Personal contact with Council or Councillors	3%	2%	3%	4%	2%	3%
Resident's/ Community meetings	3%	0%	2%	0%	1%	1%
Leaflet in mailbox	0%	0%	1%	1%	1%	1%
Council meetings/ Service centre	0%	0%	1%	0%	1%	1%
Other	4%	3%	2%	0%	3%	2%
Don't know	16%	9%	9%	9%	7%	12%

## Appendix

**Table 8.1: Response Rate**

	Calls	% of Calls
Total Valid Calls	4,098	
No Answer	916	
Total Valid Calls Answered	3,182	
Non Qualifier	745	
Language Barrier	48	
Total Valid Calls Answered and Qualifying	2389	
Not Interested	1619	68%
Total Survey Completions	770	32%

**Table 8.2: Survey Sampling Errors**

	Sample	Maximum margin of error (+/-)
Total survey	770	3.5%
Burwood – Pegasus	128	8.7%
Fendalton – Waimari	118	9.0%
Ferrymead – Hagley	123	8.8%
Heathcote – Spreydon	119	9.0%
Papanui – Shirley	135	8.4%
Riccarton – Wigram	129	8.6%
Banks Peninsula	18	23.1%
Aged 15 – 24	76	11.2%
Aged 25 – 49	268	6.0%
Aged 50 – 64	275	5.9%
Aged 65+	152	7.9%
Male	373	5.1%
Female	398	4.9%