

# **CHRISTCHURCH CITY COUNCIL AGENDA**

**THURSDAY 1 DECEMBER 2011**

**9.30AM**

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

## CHRISTCHURCH CITY COUNCIL

**Thursday 1 December 2011 at 9.30am**  
**in the Council Chamber, Civic Offices, 53 Hereford Street**

**Council:** The Mayor, Bob Parker (Chairperson).  
Councillors Helen Broughton, Sally Buck, Ngaire Button, Tim Carter, Jimmy Chen, Barry Corbett,  
Jamie Gough, Yani Johanson, Aaron Keown, Glenn Livingstone, Claudia Reid and Sue Wells.

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**COUNCIL 1. 12. 2011**

- 1. APOLOGIES**
- 2. DEPUTATIONS / PUBLIC FORUM**
- 3. PRESENTATION OF PETITIONS**

#### 4. COUNCIL EARTHQUAKE MEETINGS

<b>Author:</b>	Tony Marryatt
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##### PURPOSE OF REPORT

1. To present to the Council the Terms of Reference, timing and format of the proposed fortnightly Council Earthquake meetings.

##### EXECUTIVE SUMMARY

2. On 10 February 2011, the Council adopted a notice of motion establishing twice monthly extraordinary Council meetings for the sole purpose of considering earthquake recovery. The first meeting was to have been held at 7pm on 22 February 2011. The terms of reference are as follows:
  - (a) *To oversee and coordinate the council's response and appropriate support for the recovery and reconstruction, Ward by Ward, of Christchurch following the recent earthquakes, including:*
    - (i) *Reviewing the processes and procedures for assisting ratepayers with assets affected by the earthquakes.*
    - (ii) *Regular updates of the cost of renewing council owned infrastructure damaged by the earthquakes and aftershocks.*
    - (iii) *Updates on the insurance on this infrastructural renewal and require council officers to provide early identification of any cases of underinsurance.*
    - (iv) *Liaise with Central Government for financial support for the rebuilding of Christchurch.*
    - (v) *Any items peculiar to any area and of any matter which warrants special attention by the full Council to rebuild the city.*
  - (b) *To report regularly to the public on all matters covered by item (a).*
  - (c) *Monitoring of the councils timely performance in processing Resource and Building consents required as a result of the recent earthquakes.*
  - (d) *To hear deputations from the community, and Community Boards, on earthquake recovery issues which the community wishes to raise.*
  - (e) *That the terms of reference can be reviewed by Council at any time.*
3. These extraordinary council meetings didn't occur due to the 22 February 2011 earthquake.
4. Council has informally discussed and agreed to commence these extraordinary council meetings in December with the opportunity for a public forum at the commencement of the meeting.
5. Part (e) of the 10 February 2011 resolution allows for the terms of reference to be reviewed by Council at any time. Our recommendation is, that following the formation of Canterbury Earthquake Recovery Authority (CERA), that the terms of reference of this meeting could be simplified.
6. **Terms of Reference**

The suggested Terms of Reference/timing for the Earthquake Council meetings are:

- (i) Hold fortnightly, on the 1<sup>st</sup> and 3<sup>rd</sup> Thursday of each month (with the exception of January), an earthquake focused council meeting commencing at 9.30am.

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- (ii) That at the commencement of each meeting a public forum be held where residents/groups/organisations have the opportunity to address Council, ask questions of the Council or raise issues with the Council relating to the earthquake recovery.
- (iii) That the meeting receive monthly reports of the following issues:
  - (a) Facilities
  - (b) Consenting – building consents, subdivisions and resource consents
  - (c) Urban Design Panel Workflow
  - (d) Infrastructure
  - (e) Financial
  - (f) Insurance
- (iv) That the meeting receive quarterly reports on the implementation of the Central City Plan.
- (v) That each meeting agenda includes a report answering the questions asked / issues raised in the public forum section of previous meetings.
- (vi) To consider any other earthquake related issues.

### 7. Reporting

It is recommended that staff present reports to this meeting on the following topics:

First Thursday of the month:

- Facilities
- Consenting – building consents, subdivisions and resource consents
- Urban Design Panel Workflow
- Implementation of CCP – this will be a quarterly report

Third Thursday of the month:

- Infrastructure
- Financial
- Insurance

### 8. **Questions/Issues raised at Public Forum portion of meeting**

It is proposed that questions asked/issues raised at the public forum portion of the meeting be noted and that there be a report on every meeting responding to the questions asked/issues raised at the previous meeting.

As some of the questions/issues raised will need to be answered by CERA, we will facilitate the answering of those questions and include the answers in our report.

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#### RECOMMENDATION

- (a) That the report be received.
- (b) That Council adopts the following terms of reference for the Earthquake Council meetings:
- (i) Hold fortnightly, on the 1st and 3rd Thursday of each month an earthquake focused council meeting commencing at 9.30 am.
  - (ii) That at the commencement of each meeting a public forum be held where residents/groups/organisations have the opportunity to address Council, ask questions of Council or raise issues with Council relating to the earthquake recovery.
  - (iii) That the meeting receive monthly reports of the following issues:
    - (a) Facilities
    - (b) Consenting – building consents, subdivisions and resource consents
    - (c) Urban Design Panel Workflow
    - (d) Infrastructure
    - (e) Financial
    - (f) Insurance
  - (iv) That the meeting receive quarterly reports on the implementation of the Central City Plan.
  - (v) That each meeting agenda includes a reporting answering the questions asked / issues raised in the public forum section of previous meetings.
  - (vi) To consider any other earthquake related issues.
- (c) That Council note that the reporting cycle to the Earthquake Council Meeting will be:

#### First Thursday of the month:

- Facilities
- Consenting – building consents, subdivisions and resource consents
- Urban Design Panel Workflow
- Implementation of CCP – this will be a quarterly report

#### Third Thursday of the month:

- Infrastructure
- Financial
- Insurance

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### 5. LEARNING POINTS FROM THE CHRISTCHURCH EARTHQUAKES 2010–2011

<b>General Manager responsible:</b>	General Manager City Environment, DDI 941-8608
<b>Officer responsible:</b>	Manager, Civil Defence Emergency Management (Civil Defence Emergency Management & Rural Fire Unit)
<b>Author:</b>	Manager, Civil Defence Emergency Management

#### PURPOSE OF REPORT

1. The purpose of this report is to inform the Council of learning points identified following a recent review of the responses to the Christchurch earthquakes which occurred during September 2010 – June 2011. Response arrangements / procedures will be modified or developed to improve the response effectiveness of the Christchurch City Civil Defence Emergency Operations Centre (EOC) to any future emergency response.

#### EXECUTIVE SUMMARY

2. On 4 September 2010, a magnitude 7.1 earthquake caused severe damage to properties and infrastructure within the Christchurch City Council territorial area which necessitated the activation of the Christchurch City Civil Defence Emergency Management (CDEM) Emergency Operations Centre from 4 – 17 September 2010. No deaths occurred as a result of this earthquake. A State of Local Emergency was declared by each of the following territorial authorities for the entirety of their districts: Christchurch City Council; Waimakariri District Council; and Selwyn District Council with respective EOCs being activated. The three EOCs were supported by the Canterbury CDEM Group's Emergency Coordination Centre and the National Crisis Management Centre.
3. The Christchurch City EOC was again activated on 26 December 2010 (Boxing Day) due to a magnitude 4.9 aftershock that caused further damage mainly within the Central Business District. The City EOC was activated from 26 – 28 December. No State of Emergency was declared for this response.
4. On 22 February 2011, a shallow magnitude 6.3 aftershock occurred which resulted in the deaths of 182 people; many people sustaining injuries, and further severe damage throughout the Christchurch district to property and infrastructure. A State of Local Emergency was declared by the Mayor of Christchurch City Council for the City Council's entire district on 22 February 2011 (1445 hrs). The State of Local Emergency was superseded with the declaration of a State of National Emergency by the Minister of Civil Defence on 23 February 2011 (1030 hrs). The EOC (or Crisis Response Centre) was operational from 22 February – 30 April 2011.
5. Management of the response changed from the Christchurch City Local CDEM Controller and CDEM Group Controller to the National Controller with the State of National Emergency declaration. The Christchurch City EOC and Canterbury CDEM Group Emergency Coordination Centre then merged to become the Christchurch Earthquake Response Centre (CERC) under the direction of the National Controller.
6. On 13 June 2011, the City was again impacted by two aftershocks within approximately one hour of each other. The first aftershock being a 5.5 magnitude aftershock and the second being a 6.3 magnitude aftershock. These aftershocks caused further damage to buildings, rock fall incidents and required a welfare centre to be opened. The EOC was activated from 13 – 15 June as a result of these two aftershocks. No state of local emergency was declared for this response.
7. Following a large scale civil defence emergency response it is common practice to undertake debriefs and reviews which focus on identifying opportunities for improvements.
8. In the Ministry of Civil Defence & Emergency Management commenced an independent review relating to the response to the 4 September earthquake late October 2010. This review was interrupted by the 22 February 2011 earthquake. A review report was produced but did not include comments from all intended personnel. A comment to this effect has been included within the report – City Council staff were amongst a number of personnel not interviewed as part of this review.

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9. The Ministry of Civil Defence & Emergency Management (John Hamilton, Director) announced on 17 October 2011 that an independent review of the response to the 22 February earthquake in Christchurch will be undertaken. The review team will be led by Mr Ian Mclean with support from Mr David Oughton. The Ministry expects that a draft report will be produced by Christmas 2011 and the final report completed by 31 January 2012. In addition to this review, consideration is being given to a separate study to review the coordination of activities at the national strategic level between government departments and agencies to identify improvements.
10. Staff arranged for an independent review to be carried out of local activities undertaken within the City's EOC, and at City Welfare Centres. The objective of the review was for key personnel involved within the City's response to share their experiences relating primarily, but not solely to the February earthquake response. As part of the review approximately 117 personnel from various organisations participated in an interview or on-line survey. The feedback received has been compiled into a report produced by the consultant (**Attachment 1**). Respondents were given the opportunity to comment on the draft before it was finalised.
11. The recommendations from this review have been compiled into an 'Earthquake Learning Points Action Plan' and will be used to improve the response effectiveness of the Christchurch City EOC to any future emergency (including: operating procedures and documentation; preparedness and training; resources and equipment).
12. These learnings will also be reported to the Canterbury CDEM Group.

#### FINANCIAL IMPLICATIONS

13. Financial implications should be met from funding already provided within the 2009-19 LTCCP. Any additional funding required to implement improvements will be subject to either Annual Plan or LTCCP processes.

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

14. Yes.

#### LEGAL CONSIDERATIONS

15. The Civil Defence Emergency Management Act requires local authorities to:
  - (a) Plan and provide for civil defence emergency management within its district;
  - (b) Respond to and manage the adverse effects of emergencies in its area;
  - (c) Make available suitably trained and competent personnel, including volunteers.

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

16. Yes.

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

17. 2009-19 LTCCP, p178

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

18. Yes, the LTCCP states that the Council will provide civil defence related services such as responding to emergencies when they occur.

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**ALIGNMENT WITH STRATEGIES**

19. National Civil Defence Emergency Management Strategy – Goal Three: Enhancing New Zealand's capability to manage civil defence emergencies.

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

20. Yes.

**CONSULTATION FULFILMENT**

21. Not applicable.

**STAFF RECOMMENDATION**

It is recommended that the Council notes:

1. The independent review's final conclusion which reads: "...the response was positive and very well managed. As long as we build on what we have now established we will be ever better prepared" and
2. That staff will incorporate learning points identified in the review of the responses to the Christchurch earthquakes into future response arrangements.

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### 6. COWLES STADIUM BUILDING STRENGTHENING

<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

#### PURPOSE OF REPORT

1. The purpose of this report is to seek Council approval to spend up to \$400,000 of unbudgeted funds to repair Cowles Stadium up to 100 percent of building code whilst completing the repair of earthquake damage.

#### EXECUTIVE SUMMARY

2. Cowles Stadium is an extensively used sporting and community facility located on Cuthbert's Green at the junction of Pages and Shuttle Road. In the September, February and June earthquakes Cowles Stadium was used as a welfare centre and a hub for delivering disaster relief activities.
3. Cowles Stadium suffered relatively minor damage as a direct result of the earthquakes. This primarily involves roof bracing and has been priced to repair at \$98,000. Negotiations are underway with the Council's insurers.
4. A detailed engineering evaluation (DEE) inspection has revealed Cowles Stadium at between 45 percent and 65 percent of the applicable building Code. The cost to bring Cowles Stadium to 100 percent of code is \$399,100. The cost to bring Cowles stadium to the minimum 67 percent of code is \$318,500. Both these costs are over and above the cost of the repairs directly attributable to earthquake damage covered in section 3 of this report. The nature of the work is as follows:
  - Fire protection \$288,600 (same cost for 67 percent and 100 percent of code)
  - Wall and floor bracing to 67 percent of code \$29,900
  - or
  - Wall and floor bracing to 100 percent of code \$110,500
5. The Council has yet to decide on the level of the new building standards to which it will bring its existing buildings and any decision on Cowles Stadium can not be seen to pre-empt that broader debate. However, in this particular case staff are recommending to bring Cowles Stadium up to 100% of code.
6. It is considered prudent to repair Cowles up to 100 percent of applicable building code because of its extensive community use, its use as a disaster relief centre and the small cost difference between the two options, namely \$80,600. It is important that the repairs are carried out as soon as is reasonably possible as the facility is currently closed. The sporting need is exacerbated by the indefinite closure of three indoor courts at QEII resulting in a critical shortage of indoor courts city wide. If Cowles Stadium can not be repaired by the close of March 2012, winter sports code competitions such as basketball and volleyball will be cancelled for a second year in a row.
7. The Council has committed to investing a total of \$1,300,000 to refurbish Cowles Stadium in the 2009/2019 LTCCP. This project is on hold pending a resolution of the earthquake and building code repair covered in this report.
8. The earthquake and building code repair and the refurbishment project are all subject to a favourable geotechnical report on the site. The results of this geotechnical report are not known at the time of writing this report but are expected before the Council meeting where this report will be considered. Councillors will be updated on any implications from the geotechnical at the earliest opportunity.

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#### FINANCIAL IMPLICATIONS

9. There are financial implications for the Council supporting the repair of Cowles Stadium to 100 percent of building code in the manner recommended in this report.
10. The proposed Council contribution of up to \$399,100 plus GST for the building code repair to 100 percent is not in the 2009-19 LTCCP. Should the Council approve this project, it is proposed that the funding shortfall would be sourced from additional Council borrowings. The borrowing that is required would be a charge against the notional \$150 million of "shortfall allowance" made by the Council in the Response and Recovery Cost.

#### LEGAL CONSIDERATIONS

11. The implications of the issue under consideration directly support a level of service in the 2009/2019 LTCCP namely the provision of Cowles Stadium to the standard required by building code.

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

12. The operation of Cowles Stadium is an express level of service detailed on page 113 volume 1 of the 2009/2019 LTCCP. The provision of sports facilities is expressly covered on page one of the Councils Recreation and Sport Services Activity Management Plan (7.0).

#### ALIGNMENT WITH STRATEGIES

13. Aligns with goals one and two of the Councils Physical Recreation and Sport Strategy relating to facility provision and the availability and accessibility of facilities.

#### CONSULTATION FULFILMENT

14. There is no requirement for further consultation as the implications of this report support a level of service in the 2009/2019 LTCCP namely the provision of Cowles Stadium to the standard required by building code.

#### STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Note that this decision on Cowles Stadium does not set a precedent for the Council on the level of the new building standards to which it will bring its facilities.
- (b) Approve the repair of Cowles Stadium to 100 percent of building code in a manner consistent with section 4 of this report and to a maximum value of \$399,100.
- (c) Note that funding will be sourced from additional Council borrowings. The borrowing that is required would be a charge against the notional \$150 million of "shortfall allowance" made by the Council in the Response and Recovery Cost.

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7. INFRASTRUCTURE REBUILD MONTHLY REPORT

General Manager responsible:	General Manager Capital Programme
Author:	General Manager Capital Programme

PURPOSE OF REPORT

1. To provide Council with a monthly update on the infrastructure rebuild.

EXECUTIVE SUMMARY

2. At its April meeting, Council gave approval for an Alliance to be formed to deliver the reinstatement of the City's damaged infrastructure. It was also agreed that the Chief Executive would report regularly to the Council on progress with regard to the reinstatement work.
3. The report (**Attachment A**) is the fifth of what will be a regular monthly report that is provided to both Council and the Canterbury Earthquake Recovery Authority (CERA). Ultimately it will be a report against the Infrastructure Rebuild Plan and agreed Annual Work Programme which is currently being developed.

STAFF RECOMMENDATION

It is recommended that the Council receives the Infrastructure Rebuild Progress Report for November 2011.

**8. INFRASTRUCTURE REBUILD UPDATE**

<b>General Manager responsible:</b>	General Manager Capital Programme, DDI 941-6401
<b>Officer responsible:</b>	Infrastructure Rebuild Client Manager, Capital Programme Group
<b>Author:</b>	Infrastructure Rebuild Client Manager, Capital Programme Group

**PURPOSE OF REPORT**

1. This report provides an update on a range of activities within the rebuild of the City's horizontal infrastructure. It seeks the Council approval of the Infrastructure Rebuild Plan. It also seeks the Council approval of the associated delegations necessary to complete the rebuild.

**EXECUTIVE SUMMARY**

2. An Infrastructure Rebuild Plan has been prepared to outline the Council's plan for reinstating its own horizontal infrastructure and the community participation process to be adopted through the rebuild work. This plan has been developed with input from the Council, Christchurch Earthquake Recovery Authority (CERA) and the various Community Boards. Approval is now sought to publish this document.
3. An updated infrastructure rebuild estimate has recently be prepared to be used for budgeting and cash flow purposes going forward. This updated estimate is presented in the report for the Council to note. Linked to the updated estimate is the Annual Plan and annual appropriations process for approving an annual programme for the rebuild and associated cash flow. Delegations are sought to manage this programme accordingly once it has been approved. A reporting framework has also been developed to keep the Council informed of progress of the infrastructure rebuild. This will include monthly progress reports showing progress against key performance indicators as well as financial and work activity progress.
4. In order to oversee any scope and standards decisions for the rebuild, a committee has been established. This committee is chaired by the General Manager of City Environment and consists of technical representatives from both the Council and CERA. This committee will act as the conduit for scope and standards departures for the rebuild but recognises that where there are significant departures requested that have increased financial implications in excess of \$250,000 or involves changes to agreed Levels of Service, then the full Council will need to be involved in the decision making process eg recent approval of the use of alternative sewer solutions. This committee will also act as the conduit for resilience and betterment decisions with regard to the rebuild.
5. The community will be involved in the rebuild of our city's infrastructure as the work progresses. The plan and this cover report outlines the public participation process for the rebuild.
6. The Infrastructure Rebuild Plan has been consulted on with the Council, the Community Boards at various workshops and CERA during its development and feedback incorporated where appropriate.

**FINANCIAL IMPLICATIONS**

7. The Annual Plan has made provision for infrastructure rebuild activity in the 2011/12 financial year. Future activity will be address in successive Annual Plans and the 2013/22 Long Term Plan.

**DO THE RECOMMENDATIONS OF THIS REPORT ALIGN WITH 2009-19 BUDGETS?**

8. Yes, see above.

**LEGAL CONSIDERATIONS**

9. There are no immediate legal considerations. Officers have met with officials from CERA and will continue to do so to ensure that work is consistent with, and will inform, the development of the Recovery Strategy and Recovery Plans.

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#### HAVE YOU CONSIDERED THE LEGAL IMPLICATIONS OF THE ISSUE UNDER CONSIDERATION?

10. Yes, see above.

#### ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

11. The infrastructure rebuild was not anticipated by the LTCCP or Activity Management Plans but is a response to a natural disaster.

#### DO THE RECOMMENDATIONS OF THIS REPORT SUPPORT A LEVEL OF SERVICE OR PROJECT IN THE 2009-19 LTCCP?

12. Yes - the Annual Plan has made provision for infrastructure rebuild activity in the 2011/12 financial year. Future activity will be addressed in successive Annual Plans and the 2013/22 Long Term Plan.

#### ALIGNMENT WITH STRATEGIES

13. The draft CERA Recovery Strategy provides for the development of a Land, Building and Infrastructure Recovery Plan. This plan is consistent with that foreseen in the Land, Building and Infrastructure Recovery Plan.

#### DO THE RECOMMENDATIONS ALIGN WITH THE COUNCIL'S STRATEGIES?

14. Yes, see above.

#### CONSULTATION FULFILMENT

15. There has been consultation with Council, Community Boards and CERA.

#### STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Approve the Draft Final Infrastructure Rebuild Plan for publication;
- (b) Note the proposed reporting framework, current rebuild estimate, process for the Annual Plan and annual appropriations, and public participation processes;
- (c) Authorise the Chief Executive in conjunction with Canterbury Earthquake Recovery Authority and New Zealand Transport Authority to confirm the scope of each project as it is finalised; and
- (d) Authorise the Chief Executive in conjunction with Canterbury Earthquake Recovery Authority and New Zealand Transport Authority to allocate funding from the approved programme and approve funding for each project as it is finalised.

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**BACKGROUND (THE ISSUES)**

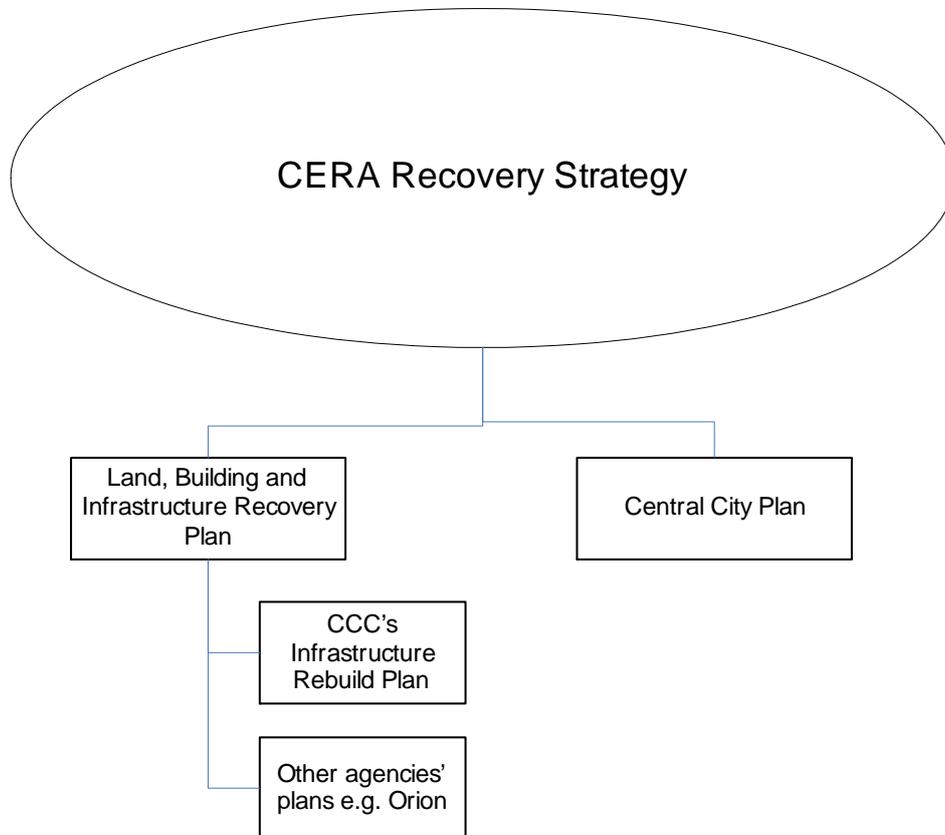
16. A devastating earthquake struck Christchurch on 22 February 2011, causing massive damage to city buildings, underground water and waste services, roads, parks and facilities. The magnitude 6.3 earthquake was centred 2 kilometres west of Lyttelton and struck at 12.51pm. Violent shaking brought down buildings across the city and claimed the lives of 181 people.
17. This happened six months after the 7.1 magnitude 4 September earthquake, centred in Darfield, which also resulted in significant damage to city buildings and infrastructure. While higher in magnitude, the September earthquake was not felt as violently by residents. It struck at 4.35am while many people were still sleeping; damage was widespread but, mercifully, no lives were lost as a direct result of that earthquake.
18. These earthquakes, combined with the more than 8000 aftershocks that have rocked the city since September 2010, have caused an estimated \$2 billion of damage to our city's essential services.
19. At its meeting of 28 April 2011, while considering reinstatement of the City's infrastructure, the Council agreed to:
  - (a) The Council prepare and approve an infrastructure recovery plan or similar, including the community participation processes planned.
  - (b) It ratifies the Chief Executive's proposal for an Alliance to be formed to deliver the reinstatement of the City's damaged infrastructure.
  - (c) The Chief Executive is authorised to approve and enter into such agreements and arrangements as are necessary to implement the proposal for an alliance referred to in (b) above.
  - (d) The Chief Executive is to report at least monthly to the Council on the programme of works and on progress in implementing the recovery plan and the reinstatement work.
  - (e) The Chief Executive is to exercise his authority in accordance with the relevant provisions of the Canterbury Earthquake Recovery Act 2011 and Orders in Council.

**INFRASTRUCTURE REBUILD PLAN**

20. The draft CERA Recovery Strategy provides for the development of a Land, Building and Infrastructure Recovery Plan (LBIRP). LBIRP will identify where, when and how rebuilding can occur; timeframes for making decisions about whether land can be remediated, and a process and timeframe for land remediation; a methodology for reviewing existing national, regional and local strategies and plans; programmes and sequencing of areas for rebuilding and development; a spatial plan for housing and strategic infrastructure and community facilities to maintain the short-term wellbeing of communities, long-term recovery and growth aspirations; a framework for identifying investment priorities and opportunities for horizontal, strategic and community infrastructure; and identification and prioritisation of 'early-win' projects. It is anticipated that LBIRP in draft form will be prepared by April 2012.
21. This plan, the Infrastructure Rebuild Plan (**Attachment 1**), is the Council's plan for reinstating its own infrastructure. It is meant to be totally consistent with that foreseen in LBIRP and will be used to inform its development. The purpose of this plan is to outline the scale of the work ahead, how the work will be coordinated, prioritised, identify key issues and opportunities, and describe how we will work and involve the community in the rebuild.

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22. The diagram below shows the relationship between the Recovery Strategy, LBIRP, and the Infrastructure Rebuild Plan.



23. Staff have met with the Council, Community Boards and CERA to seek feedback on elements of the plan. A summary of the feedback and the action taken is included in **Appendix A**.
24. It is proposed to publish the plan such that it is readily accessible to the public on both the Christchurch City Council and Stronger Christchurch websites with a limited amount of hard copies available at our Service Centres.

**REPORTING**

25. Currently staff are reporting monthly to the Council on the infrastructure rebuild.
26. We are refining this framework such that it is more meaningful. The following structure is being developed:
- Monthly operational progress reports that outline overall progress with regard to projects within the work plan, summary of productivity and performance metrics e.g. lineal metres laid by asset type (sewer main, water main), metres squared of pavement laid; work planned for the next three months; financial progress against annual and total budgets for each asset group.
  - Monthly email updates will be provided for each Community Board that outlines what projects are either ongoing or upcoming within their wards.

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**REBUILD ESTIMATE**

27. The infrastructure rebuild estimate was updated in September 2011. This supersedes the estimate prepared in April 2011. There are four points to consider:
28. Most Likely - the expected or most likely out-turn cost for the infrastructure rebuild. This is used for budgeting and cash flow purposes.
29. Best - the best out-turn cost for the infrastructure rebuild. While a risk adjusted cost estimate has not been prepared, the best could be nominally compared to a P5 cost estimate ie there is a 1 in 20 chance of the out-turn cost being less than this figure.
30. Worst - the worst out-turn cost for the infrastructure rebuild. While a risk adjusted cost estimate has not been prepared, the worst could be nominally compared to a P95 cost estimate ie there is a 1 in 20 chance of the out-turn cost being greater than this figure.
31. September 2011 Outlook - the current estimated out-turn cost for the infrastructure rebuild.
32. The Most Likely cost of the infrastructure rebuild is \$2.207 billion. This is an increase of \$96 million from that estimate prepared in April (\$2.111 billion). The main difference arises from damage sustained in the June earthquake.
33. The Best is \$1.662 billion and the worst is \$2.796 billion. The September Outlook or estimate is \$2.319 billion. It should be noted that the September Outlook lies between the Most Likely and Worst scenarios.
34. The table below provides further detail:

<b>Activity</b>	<b>Most Likely (\$M)</b>	<b>Worst (\$M)</b>	<b>Best (\$M)</b>	<b>September 2011 Outlook (\$M)</b>
Sewer Works	844	1,092	581	756
Water Systems	142	192	107	146
Storm Water Systems	109	182	68	119
Roading	731	862	607	763
Structures	123	142	105	203
Parks and Open Spaces	54	59	43	113
Solid Waste	11	13	9	13
<b>Sub-Total</b>	<b>2,015</b>	<b>2,542</b>	<b>1,520</b>	<b>2,112</b>
Contingency	192	254	142	207
<b>Total incl Contingency</b>	<b>2,207</b>	<b>2,796</b>	<b>1,662</b>	<b>2,319</b>
Escalation				171
<b>Total September outlook for Infrastructure including Contingency and Escalation</b>				<b>2,490</b>

**ANNUAL PLAN AND ANNUAL APPROPRIATIONS PROCESS/DELEGATIONS**

35. Funding will be provided through a combination Government subsidies from the New Zealand Transport Agency (NZTA) and CERA/Treasury, insurance and Council borrowings. This requires significant coordination between Christchurch City Council, NZTA and CERA.
36. A funding process is being developed which will align with the Council's own Annual Plan process. It is anticipated that in February 2012, we will have available the cash flow at a programme level for the infrastructure rebuild for the 2012/13 financial year. This will be supported by a detailed schedule of projects. It is expected that more detail will be available for projects that are to be completed in the early part of the financial year than the latter part.
37. This information will be used to support appropriations from NZTA and CERA/Treasury and in our own Annual Plan process.

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38. Once this programme is approved (the approved programme), it will be managed accordingly. This will involve confirming the scope of each project as it is finalised in real time and allocating the funds to that project from the approved programme. This programme management function will be performed by a joint Board that includes Christchurch City Council, CERA and NZTA officers.
39. For the purposes of delegations it should be noted that:
- (a) In April 2011 the Council ratified the proposal for an Alliance to be formed to deliver the reinstatement of the City's damaged infrastructure;
  - (b) In April 2011 the Council gave authorisation to the Chief Executive to approve and enter into such agreements and arrangements as are necessary to implement the proposal for an alliance;
  - (c) The Council in concert with Central Government will approve an annual programme;
  - (d) A joint Board that includes Christchurch City Council, CERA and NZTA officers will confirm the scope of each project as it is finalised in real time and allocate funds to that project from the approved programme.
40. It should be noted that some of these projects will be greater in value than the current \$5 million delegation for capital works. This delegation is being sought because the three organisations (CERA, NZTA and Christchurch City Council) who each fund a share of the project will each need to approve the project. This delegation is appropriate on the basis of:
- The Council have already approved who will perform the work (the Alliance)
  - The Council will approve the annual programme
  - The scope and standards of the work has been pre-determined
  - The budget for each project is independently verified by an external auditor
  - Opportunities for betterment beyond that envisaged in the annual programme will be reported separately to the Council for their approval
  - Regular reporting will flow through to the Council

#### SCOPE AND STANDARDS

##### *Scope*

41. The scope of the work is limited to the rebuild of the infrastructure damaged in the Canterbury earthquakes. This may involve repair or replacement.

##### *Standards*

42. The standards to be applied for the rebuild are based on the Infrastructure Design Standards that were adopted by the Council in 2010 and the Construction Standard Specifications. In addition to the above, Council officers have prepared an Infrastructure Recovery Technical Standards and Guidelines document that is currently being independently peer reviewed. The purpose of this document is to record actions taken to date and provide technical standards and guidance for the organisations and individuals that will assist the Council to undertake the restoration process associated with the water and roading networks. It is expected that the baseline standard for the infrastructure rebuild will be to replace 'like for like to modern equivalent' (ie using modern materials and modern construction methods) whilst also incorporating earthquake learnings to date where appropriate.

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43. In order to oversee any scope and standards decisions, a committee has been established. This committee is chaired by the General Manager of City Environment and consists of technical representatives from both the Council and CERA. This committee will act as the conduit for scope and standards departures for the rebuild but recognises that where there are significant departures requested that have increased financial implications in excess of \$250,000 or involves changes to agreed Levels of Service then full Council will need to be involved in the decision making process e.g. recent approval of the use of alternative sewer solutions.

#### *Resilience and Betterment*

44. In the case of the infrastructure rebuild, resilience is the ability of our services to resist future earthquake damage and continue to function. Improved infrastructure resilience can be achieved by: using better materials, adopting higher construction standards, creating new systems, building redundancy into systems, and eliminating, isolating or minimising the hazard.
45. Betterment is used to describe an improvement in the system and it raises both opportunity and cost. Examples we will face in the infrastructure rebuild include providing improved resilience to future earthquakes, increasing the capacity of piped networks, enhancing streetscapes and providing new infrastructure.
46. Betterment is not meant to include improvements arising from applying modern day standards and materials. It is clear that the standards at which a pipe was designed and built 50 years ago will be different to today. While this may have a cost consequence it is not betterment.

#### **PUBLIC PARTICIPATION PROCESSES**

47. The community will be involved in the rebuild of our city's infrastructure as the work progresses.
48. However, the infrastructure rebuild is a largely technical project and decisions about how damaged services are replaced must be made by technical experts.
49. Unlike other areas of the city's recovery, such as the draft Central City Plan which was based on the ideas of the community and stakeholders, public participation in the infrastructure rebuild will be largely through information sharing. There will still be opportunities for the community to be involved.
50. Information will be shared through face-to-face briefings, local information displays, letter box drops, online information and advertising. The rebuild team will listen to residents' feedback and respond to any concerns as work progresses.
51. There will also be some opportunities for the community to influence decision-making. This will occur when the bulk of the underground work is complete and planning is underway for above-ground elements on local streets and parks.
52. To keep the cost of the rebuild within budget, in most areas the rebuild will be replacing like with like to modern standards – there will not be large-scale changes to our infrastructure. More time will be spent talking to the community in areas where significant changes are required to what previously existed. For example, where the road and/or streetscape changes noticeably from its pre-earthquake design with the street width being reduced to bring the road into line with current design standards.
53. Interactions with the community will be carried out on two distinct levels:
  - (a) Inform – the community will be actively engaged through clear, timely communication informing them of the nature of the work, duration and any specific impacts during construction, through a wide range of tools and techniques. In many instances this will involve direct personal contact with some of the more directly affected stakeholders, and there may be opportunities to influence the delivery methodology in some instances where that doesn't pose an unacceptable risk to the timing or cost of the project.

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- (b) Consult – stakeholder feedback will be actively sought on specific elements of a project where that feedback can add value to the project or provide a confident platform for well-informed decision making.
- 54. It is anticipated that for more than 85 percent of the rebuild interaction will be of an inform nature. However, further levels of public engagement will be considered through the rebuild as appropriate to further involve the community.
- 55. The table below provides an indication on how we will apply these levels (this is summarised in the Infrastructure Rebuild Plan). This table has been provided to the Community Boards for their feedback and any comments received to date have been incorporated in **Appendix A**.

Activity	Notes/Example	Level of Public Participation	
		Inform	Consult
<b>All infrastructure</b>			
Maintenance Repair Like for like replacement	Includes the use of modern materials and to current standards.	✓	✓
<b>Below ground infrastructure</b>			
New systems, same LOS	For example an enhanced gravity sewer system or vacuum sewer system	✓	✗
New systems, different LOS	For example a pressure sewer system	✓ Need and selected option	✓ Location of any associated infrastructure on private property
<b>Above ground infrastructure</b>			
<i>Water and Wastewater Works</i>			
WWTP		✓	✗
New pump station	New site	✓ Need/Requirement	✓ Location
New reservoir	New site	✓ Need/Requirement	✓ Location
New well	New site	✓ Need/Requirement	✓ Location
New well, Reservoir, Pump Station	Existing site	✓	✗
<i>Roading and Structures works</i>			
Carriageway smoothing		✓	✗
Modification to street width		✗	✓
Street-scape changes (Excluding technical and safety design elements)		✗	✓
Retaining walls		✓	✓ Access to private property for construction. Statutory requirements eg Historic Places Trust -Archaeological Authority

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Activity	Notes/Example	Level of Public Participation	
		Inform	Consult
<i>Parks and Open Spaces</i>			
New structures		✓ Need/Requirement	✓ Location
Significant New landscaping		✓	✓ For areas in excess of 1000m2
<i>Rivers and streams</i>			
Work within streambed		✓ Work within global consent	✓ Work outside of global consent ECan/MKT/Key Stakeholders
Work on River Banks		✓ To meet existing LOS	✓ Changed LOS or access/encroachment onto private property.
Tree Removal		✓ Health and safety/adverse project risk in terms of time/cost	✓ Removal desirable but not essential

**KEY**

✓ Either inform or consult or both in the circumstances outlined in the note below the tick

\* Not inform or consult or both

**9. NOTICES OF MOTION**

**10. RESOLUTION TO EXCLUDE THE PUBLIC**

Attached.

THURSDAY 1 DECEMBER 2011

COUNCIL

RESOLUTION TO EXCLUDE THE PUBLIC

*Section 48, Local Government Official Information and Meetings Act 1987.*

I move that the public be excluded from the following parts of the proceedings of this meeting, namely items 11.

The general subject of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter and the specific grounds under Section 48(1) of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

GENERAL SUBJECT OF EACH MATTER TO BE CONSIDERED	REASON FOR PASSING THIS RESOLUTION IN RELATION TO EACH MATTER	GROUND(S) UNDER SECTION 48(1) FOR THE PASSING OF THIS RESOLUTION
11. <b>Organics Processing Plant Rebuild</b>	) GOOD REASON TO ) WITHHOLD EXISTS) ) UNDER SECTION 7	SECTION 48(1)(a)

This resolution is made in reliance on Section 48(1)(a) of the Local Government Official Information and Meetings Act 1987 and the particular interest or interests protected by Section 6 or Section 7 of that Act which would be prejudiced by the holding of the whole or relevant part of the proceedings of the meeting in public are as follows:

ITEM	REASON UNDER ACT	SECTION	PLAIN ENGLISH REASON	WHEN REPORT CAN BE RELEASED
11.	Prejudice Commercial Position	7(2)(b)(iii)	Commercial negotiations yet to be finalised. Sensitivities still exist around resolution of insurance position.	Outcome of report can be released after commercial discussions finalised with Contractor.

**Chairman's**

**Recommendation:** That the foregoing motion be adopted.

**Note**

Section 48(4) of the Local Government Official Information and Meetings Act 1987 provides as follows:

- “(4) Every resolution to exclude the public shall be put at a time when the meeting is open to the public, and the text of that resolution (or copies thereof):
- (a) Shall be available to any member of the public who is present; and
  - (b) Shall form part of the minutes of the local authority.”