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**ORDINARY MEETING**

**OF**

**WELLINGTON CITY COUNCIL**

**AGENDA**

**Time:** 9:30am  
**Date:** Wednesday, 27 May 2020  
**Venue:** Virtual Meeting

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**MEMBERSHIP**

Mayor Foster  
Councillor Calvert  
Councillor Condie  
Councillor Day  
Councillor Fitzsimons  
Councillor Foon  
Councillor Free (Deputy Mayor)  
Councillor Matthews  
Councillor O'Neill  
Councillor Pannett  
Councillor Paul  
Councillor Rush  
Councillor Sparrow  
Councillor Woolf  
Councillor Young

**Have your say!**

*You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 04-803-8334, emailing [public.participation@wcc.govt.nz](mailto:public.participation@wcc.govt.nz) or writing to Democracy Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number, and the issue you would like to talk about. All Council and committee meetings are livestreamed on our YouTube page. This includes any public participation at the meeting.*

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## 1. Meeting Conduct

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### 1.1 Karakia

The Chairperson will open the meeting with a karakia.

<b>Whakataka te hau ki te uru,</b>	Cease oh winds of the west
<b>Whakataka te hau ki te tonga.</b>	and of the south
<b>Kia mākinakina ki uta,</b>	Let the bracing breezes flow,
<b>Kia mātaratara ki tai.</b>	over the land and the sea.
<b>E hī ake ana te atākura.</b>	Let the red-tipped dawn come
<b>He tio, he huka, he hauhū.</b>	with a sharpened edge, a touch of frost,
<b>Tihei Mauri Ora!</b>	a promise of a glorious day

At the appropriate time, the following karakia will be read to close the meeting.

<b>Unuhia, unuhia, unuhia ki te uru tapu nui</b>	Draw on, draw on
<b>Kia wātea, kia māmā, te ngākau, te tinana,</b>	Draw on the supreme sacredness
<b>te wairua</b>	To clear, to free the heart, the body
<b>I te ara takatū</b>	and the spirit of mankind
<b>Koia rā e Rongo, whakairia ake ki runga</b>	Oh Rongo, above (symbol of peace)
<b>Kia wātea, kia wātea</b>	Let this all be done in unity
<b>Āe rā, kua wātea!</b>	

### 1.2 Apologies

The Chairperson invites notice from members of:

1. Leave of absence for future meetings of the Wellington City Council; or
2. Apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

### 1.3 Announcements by the Mayor

### 1.4 Conflict of Interest Declarations

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

### 1.5 Confirmation of Minutes

The minutes of the meeting held on 7 May 2020 will be put to the Council for confirmation.

## **1. 6 Items not on the Agenda**

The Chairperson will give notice of items not on the agenda as follows:

### ***Matters Requiring Urgent Attention as Determined by Resolution of the Wellington City Council***

The Chairperson shall state to the meeting.

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

The item may be allowed onto the agenda by resolution of the Wellington City Council.

### ***Minor Matters relating to the General Business of the Wellington City Council***

The Chairperson shall state to the meeting that the item will be discussed, but no resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Wellington City Council for further discussion.

## **1. 7 Public Participation**

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

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## **2. General Business**

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# **CATHOLIC CATHEDRAL OUT-OF-ROUND APPLICATION TO THE BUILT HERITAGE INCENTIVE FUND**

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### **Purpose**

1. This report recommends that Council consider a one-off, out-of-round application for up to \$120,000 from the 2020/21 Built Heritage Incentive Fund (BHIF) for seismic strengthening of the Sacred Heart Catholic Cathedral (the cathedral).

### **Summary**

2. The Cathedral of the Sacred Heart Parish (the Parish) on Hill Street has approached Council for an out-of-round application to the BHIF for up to \$200,000 for seismic strengthening work.
3. The request for funding between BHIF rounds arose from the withdrawal of a previously agreed and privately sourced underwrite facility for the cathedral strengthening and associated works of up to \$1m which fell through because of the COVID-19 pandemic.
4. As a result, the Parish has been working with their engineers and architects to split the total costs of the project (\$3.3m) into two, comprising of \$2.6m for the essential strengthening works and just over \$700K for additional works required to restore and open the cathedral after strengthening is completed.
5. Securing a funding commitment from the BHIF will assist the cathedral in undertaking some of the additional works, especially the re-roofing, to facilitate the re-opening of the cathedral for services and to the public.
6. Out-of-round funding is not provided for in the BHIF criteria and would require Council to agree to by-pass the annual contestable funding process. This raises issues of fairness and equity, given a number of other heritage buildings would have an equal claim on funding for such work. The funds available for the 2020/21 BHIF round will be reduced by the amount approved for the cathedral.
7. The cathedral project was not ready to apply to the 2019/20 BHIF round, which closed in February 2020, and Council officers advised them to apply to the 2020/21 round. As an important heritage building the cathedral has a high likelihood of meeting the BHIF criteria for funding.
8. Agreement to pre-approve any BHIF funding for the cathedral from the 2020/21 financial year will be subject to the 2020/21 Annual Plan continuing to provide funding support for the BHIF.

## 1. Recommendation/s

That the Council:

1. Receive the information.
2. Agree to consider a one-off, out-of-round application for up to \$120,000 from the 2020/21 Built Heritage Incentive Fund (BHIF) for seismic strengthening of the Sacred Heart Catholic Cathedral (the cathedral) and directs officers accordingly.
3. Note that pre-approval of BHIF funding for the cathedral from the 2020/21 financial year will be subject to continuing support for the BHIF in Council's 2020/21 Annual Plan.
4. Note that the Strategy and Policy Committee approves all BHIF grants over \$100,000.

## Background

9. In July 2018 the cathedral was closed when it was discovered it did not meet minimum seismic strength requirements.
10. In September 2018 a BHIF grant of \$25,000 was approved for temporary strengthening work to secure the roof of the cathedral while planning proceeded for the long-term seismic strengthening. This enabled the cathedral to:
  - temporarily secure the building
  - ensure the safety of people in the vicinity of the cathedral; and
  - enable the re-opening of adjoining buildings.
11. To strengthen and re-open the cathedral a \$3.3m strengthening and restoration project was developed. This involves strengthening the roof and ceiling to achieve a New Building Standard of 50% and includes components not related to the strengthening works, such as internal painting and lighting upgrades, carpet replacement, restoring the organ, and re-cladding the roof.
12. By February 2020, when applications closed for the 2019/20 BHIF round, planning and associated costings for the permanent seismic strengthening requirements was not complete. No application was therefore made to this round.
13. The cathedral has raised close to \$2m consisting of contributions from the local catholic community, funding from philanthropic trusts and foundations, and Crown Infrastructure Partners. The parish also has access to a \$500,000 interest free loan from the Roman Catholic Archdiocese of Wellington. The remaining funds were to be provided for by an underwrite facility of up to \$1m from a group of supportive individuals.
14. The advent of COVID-19 extinguished the underwrite facility, leaving a project shortfall of around \$700k.
15. To allow for the essential strengthening works to commence as soon as possible, the parish has worked with the engineers and architects on separating the project into

essential strengthening works (\$2.6m) which can be covered by the available funds, and deferred works (\$700K) unrelated to the strengthening (internal painting, lighting, carpet replacement, roof re-cladding) which could proceed at a later date.

16. An out-of-round application for BHIF funding has been made by the parish for the total project costs (\$3.3m). However the amount eligible for funding is for the strengthening works only (\$2.6m).
17. If the funding application is successful, any additional funds available to the parish will likely go towards the deferred works, allowing the cathedral to be open sooner and, in the case of the roof re-cladding (\$115K), would avoid a doubling up of scaffolding costs.

## Discussion

### *Assessment against BHIF Criteria*

18. The cathedral strengthening works present a strong case for funding support when assessed against the BHIF funding criteria, attached as Attachment One.

<b>Total Project cost</b>	\$3,329,355
<b>Amount Requested</b>	\$200,000
<b>Amount eligible for funding</b>	\$2,593,997 (strengthening works only)
<b>Recommended Grant (excl. GST if applicable)</b>	Up to \$120,000
<b>The Issue</b>	See 'Background' (above)
<b>Financial position (Criteria 5 and 7)</b>	Applicant has sufficient funds to accept the revised tender contract (\$2.6m) and complete the seismic strengthening aspect of the application. The Cathedral of the Sacred Heart Parish is a separate entity in its own right and does not have access to funding (other than loans) from the Roman Catholic Archdiocese of Wellington.
<b>Review of Proposal</b>	<p>The proposed strengthening solution prepared by Dunning Thornton (engineers) and Bell Kelly Beaumont Team Architects is sensitive to the heritage values of the building. Most of the strengthening (90%) is within the roof space and does not involve removal of any original fabric. Other components of the strengthening (tension ties on the first floor ceiling, and strengthening &amp; waterproofing components added to the exterior of the roof) are as subtle as possible.</p> <p>The lead architect has experience in heritage conservation projects and is a member of ICOMOS New Zealand. The heritage statement submitted with the application confirms that the proposed works will only have a minimal impact on the heritage values of the cathedral, which is to be expected given the requirements for the strengthening of a building of this scale. The works also align with most of the policies and actions of the Conservation Plan (Salmond Architects, 1998), which will require updating upon completion of the works.</p>

<b>Recommendation</b>	The project is supported from a heritage and building resilience perspective. The proposed work fits with the seismic strengthening component of the BHIF. It is recommended that up to \$120,000 should be allocated to this project. This sum is comparable to previous grants for similar projects in terms of the proportion this presents when compared to the total project costs (see below).			
<b>BHIF Outcome</b>	The grant will achieve the following overall BHIF outcomes: <ul style="list-style-type: none"> <li>• Acknowledge the heritage values of this building.</li> <li>• Acknowledges the additional costs associated with strengthening a heritage building.</li> </ul>			
<b>Suggested changes to the proposal</b>	None			
<b>Additional BHIF condition(s)</b>	Release of funds is subject to: <ul style="list-style-type: none"> <li>• A BHIF sign to be supplied by WCC is affixed prominently to the front of the building throughout the duration of the works.</li> <li>• Code of Compliance Certificate is issued by WCC for seismic strengthening</li> <li>• WCC Heritage Teams onsite approval of works.</li> </ul>			
<b>Comparable Projects</b>				
<b>Building</b>	<b>Funding Round</b>	<b>Project</b>	<b>Total project cost</b>	<b>Allocation</b>
<b>St Mary's of the Angel's</b>	October 2015	Portal/column strengthening (Part 1)	\$9,325,000	\$250,000
	July 2016	Portal/column strengthening (Part 2)		\$150,000 (pre-allocated from October 2015 round)
	October 2016	Installation of cork tiles and organ – assessed as high value.		\$100,00
Total				\$500,000
<b>St John's in the City</b>	August 2018	Strengthening works	\$4,203,132	\$168,500
<b>Wesley Methodist Church (Taranaki Street)</b>	March 2020	Strengthening works	\$4,092,526	\$160,000
<b>T M McCarthy Building (54 – 60 Cuba Street)</b>	March 2017	Strengthening and exterior works	\$3,225,611	\$100,000

#### *Out of Round Funding Issues*

19. Council approval of an out-of-round funding application is not provided for in the BHIF application criteria. The BHIF is a Council approved annual contestable funding process which evaluates all public funding proposals equally. An out-of-round application bypasses this process and potentially raises issues of fairness and equity. A number of other

Wellington heritage buildings would have an equal claim on funding for seismic strengthening work and are likely to be facing the same issues as the cathedral in terms of the availability of contractors and potential escalating costs. The funds available for the 2020/21 BHIF round will be reduced by the amount approved for the cathedral.

20. Agreement to a one-off out-of-round grant for the cathedral will reduce the precedence value of the grant in respect of any similar future applications.
21. Agreement to pre-approve BHIF funding for the cathedral from the 2020/21 financial year will be subject to the BHIF continuing to be supported in the Council's 2020/21 Annual Plan.

### **Options**

22. The Council could choose to decline an out-of-round application and refer the cathedral to the 2020/21 BHIF funding round opening later this year.

### **Next Actions**

23. Any approved funding will be released to the cathedral only once the work is completed and conditions of the grant have been met, and after the closure of the 2020/21 BHIF funding round.

### **Attachments**

Attachment 1. Built Heritage Incentive Fund Criteria [↓](#) 

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Authoriser	Moana Mackey, Acting Chief City Planner

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## **SUPPORTING INFORMATION**

### **Engagement and Consultation**

Officials have been in discussion with the cathedral authorities since 2018 to support their applications for BHIF funding.

### **Treaty of Waitangi considerations**

Not applicable .

### **Financial implications**

Up to \$200,000 will be committed from the 2020/21 BHIF funding round, and unavailable for distribution to other applicants. Pre-approval of BHIF funding for the cathedral from the 2020/21 financial year will be subject to continuing support for the BHIF in Council's 2020/21 Annual Plan.

### **Policy and legislative implications**

Not applicable .

### **Risks / legal**

Agreement to a one-off out-of-round grant for the cathedral will reduce the precedence value of the grant in respect of any similar future applications.

Out-of-round funding is not provided for in the BHIF criteria and would require the Committee to agree to by-pass the annual contestable funding process. This raises issues of fairness and equity, where a number of other heritage buildings would have an equal claim on funding for such work.

### **Climate Change impact and considerations**

Not applicable .

### **Communications Plan**

A media release will be prepared for approval following the Committee's decision.

### **Health and Safety Impact considered**

Not applicable.

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## **Applying for the Built Heritage Incentive Fund**

### **Eligibility criteria (Updated September 2019)**

Your project must meet all the following criteria:

1. The application relates to a heritage-listed building, or a building identified as contributing to a listed heritage area. See Chapter 21: Heritage List (684KB PDF).
2. The applicant is the owner or part-owner of the heritage building. This includes private owners, body corporates, charitable trusts or church organisations. The following are ineligible: the Crown, state sector organisations, overseas state agencies, district health boards, community boards, Council-controlled organisations and Council business units
3. The planned work must aim to physically improve the building's structural integrity, public access, safety and/or heritage values.
4. The works applied for must not have started prior to the Council Committee decision on the application. See the Funding calendar.
5. Funding will be directed towards buildings where successful heritage and seismic strengthening outcomes will be unlikely without assistance. As such: grants will be directed towards buildings that are owned by individuals, body corporates, community groups or small to medium sized companies
  - applications from limited companies must identify if they are affiliated with larger commercial entities
  - all applicants must demonstrate that they do not have excess unallocated reserve funds.
6. The application must demonstrate that the work will conserve and/or enhance the building's heritage significance. As such, input from a recognised conservation architect is:
  - required for all work that impacts the building's heritage elements (such as large-scale restoration works and invasive testing and construction works for seismic strengthening)
  - optional for all other work (such as repair and maintenance, small-scale restoration and detailed seismic design or non-invasive seismic investigations)
7. The owner of the property must show that the full costs of the project can be met.
8. The application does not relate to a building or part of a building that has incomplete allocations from a previous Built Heritage Incentive Fund grant.

### **Assessment and Allocation**

When assessing an application we consider:

- 
- the heritage value of the building, including whether this is on the Wellington City District Plan Heritage List and the Heritage New Zealand list
  - the risk of the heritage value diminishing if funding is not granted
  - confidence in the quality of the proposed work
  - confidence that the project costs are as accurate as possible and the building owner is willing to, and financially capable of, proceeding with the project
  - whether the building owner has sufficient resources, or has access to funding through company affiliations, and could proceed with the project without additional financial assistance
  - whether the project has received funds from other public grants
  - whether the project is visible and/or accessible to the public
  - if the project will provide a benefit to the community.

For conservation projects we prioritise:

- the completion or updating of a conservation plan.

For seismic strengthening projects we prioritise:

- buildings on the MBIE's Earthquake-prone building list
- buildings approaching the expiry date of their s124 Notice under the Building Act 2004
- projects which strengthen more than one attached building
- buildings which have not as yet commenced assessment or detailed design works.

When allocating funding we consider:

- the value of the funding request
  - the value of the funding request when considered against the total project cost
  - parity with similar projects in previous rounds
  - equitable distribution in the current round
  - the amount of funding available for allocation.
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## **WELLINGTON CENTRAL LIBRARY BUILDING AND SERVICE UPDATE AND BUILDING REMEDIATION OPTIONS**

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### **Purpose**

1. This report provides:
  - an update on the structural repair and refurbishment options for the Central Library Building with preliminary indications of costs to remediate;
  - an update on the interim central city library service, commentary on the proposed future central city library service model, and considers the implications for space and facilities;
  - commentary on how the Central Library Building can be better integrated into Te Ngākau Civic Precinct;
  - an outline of a proposed engagement strategy that forms part of a wider process leading to decisions around Central Library services, the building and its relationship with the wider civic precinct.

### **Summary**

2. The Central Library Building was closed in March 2019 on the basis of structural concerns raised by Council's structural engineers, based on new seismic performance guidelines. In particular, these concerns related to how the building's pre-cast concrete flooring system might perform in an earthquake. Officers have been working with engineers to identify what structural remediation options are available for the building and now have preliminary designs for three potential remediation schemes.
3. In conjunction with the structural work, officers also asked engineers to assess the Central Library Building's building services which were mostly installed in the building at the time it was built in 1991. This work identified that the majority of the building services were at the end of their asset life and/or would not meet current compliance standards and now require replacement.
4. The building closure provides the Council and community with an opportunity to review and update the Central Library service offering and improve how the Central Library Building interacts with Civic Square and the wider Te Ngākau Civic Precinct.
5. The report also provides an approach to developing the future Central Library service model and the role this service would play in assisting the activation of Te Ngākau Civic Precinct and environs.
6. A proposed approach to engagement and decision making is outlined to ensure high levels of public involvement in decisions around both the library building and central city library services. The requirements set out in the Local Government Act (2002), the

high level of community interest, large financial commitment and the demands of planning and design timelines, mean that the fastest viable decision making route is via the 2021-31 Long-term Plan.

## **Recommendation/s**

That the Council:

1. Receive the information.  
*Library building related matters*
2. Note the preliminary designs and costs for three structural remediation schemes for the Central Library Building have been completed in consultation with a cross section of senior structural engineers.
3. Note that the Central Library Building's mechanical, fire, electrical and hydraulic systems have been assessed by engineers and require significant upgrade or replacement.
4. Note the high level cost estimates to structurally remediate the Central Library Building, upgrade the building services and reconfigure and upgrade the fit out to accommodate a modern library service (outlined in paragraphs 42-46).
5. Note that costs to improve the access and integration of the Central Library Building to Civic Square and Te Ngākau Civic Precinct have not yet been established.
6. Agree that any building that accommodates Wellington's future central city library service should be resilient (in respect of both the building structure and building services) to a level that ensures it is suitable for reoccupation almost immediately after a significant earthquake and takes into consideration the impacts of climate change including sea level rise.  
*CBD library services including future service model*
7. Note that the interim CBD library network has been designed to ensure continuity of access to library services in the central city. Two libraries have been opened and the third, 1400sqm Te Awe Library will follow in July, along with the new Collection and Distribution Centre, Te Pātaka, which will provide access, to the physical collection previously housed in the Central Library Building.
8. Note that officers are developing a high-level concept, to be further informed through community and stakeholder engagement, for a future Central Library service that could integrate civic, cultural and creative activities and programmes, enable the formation of community and service partnerships, and deliver a modern, 21st century service.
9. Note that a modernised library service could be accommodated in either an appropriately remediated and reconfigured Central Library Building, or in another fit for purpose building.
10. Note that the current configuration of the Central Library Building means it does not

integrate well or actively relate to Civic Square and the surrounding areas - addressing this would bring significant benefits to the users of the building and to the wider area.

*Community engagement*

11. Request officers develop a public engagement campaign that seeks to understand and acknowledge the current and future needs of customers, visitors and ratepayers to inform the design for a future central city library service.
12. Agree that the proposed engagement should seek public opinion on the remediation of the current building as well as options for a new build on the same site.
13. Note that the public engagement campaign, and work undertaken in parallel with it, will explore the feasibility of colocation and partnering with the community and other service providers.
14. Note that the public engagement campaign will be aligned to the ongoing planning for the future of Te Ngākau – Civic Precinct.

*Financial implications*

15. Note that no capex funding is currently allocated in the 2018-28 Long-term Plan (LTP) for major capital works relating to the development of the Central Library Building.
16. Agree that \$1.1M allocated in the 2021 Annual Plan for Te Ngākau Civic Precinct design and consultancy, will be used in part to produce developed designs for the library building when required.

*Process and next steps*

17. Note the proposed timeline that includes public engagement, engineering and design activity, consultation and budget allocation via the 2021-31 LTP.

## **Background**

7. The Kaikōura earthquake in November 2016 caused significant damage to a large number of buildings in the Wellington region. The event caused the closure and demolition of several buildings. Much of the damage related to buildings with precast concrete flooring systems and this included Statistics House, where two floors partially collapsed, and Council's Civic Administration building which suffered cracked floors and damage to structural frames.
8. Following the Kaikōura earthquake, the Ministry for Business, Innovation and Employment (MBIE) partnered with the New Zealand Society for Earthquake Engineering, the Structural Engineering Society of New Zealand and the New Zealand Geotechnical Society to investigate the performance of precast flooring systems during earthquakes.

9. These investigations, together with the recommendations made following the Statistics House investigation, led to the drafting of revised guidelines for concrete buildings, and more specifically provided guidance on assessing precast concrete floor systems.
10. The final version of these guidelines was issued by MBIE in November 2018 and engineers were instructed to use these to assess buildings with precast concrete floors (noting though that these assessments should not be used to determine whether a building was earthquake prone under current legislation).
11. Following the publication of these guidelines officers spoke with engineers (Aurecon) to gain an understanding of the implications for the Central Library Building which was constructed using pre-cast concrete floor systems.
12. Aurecon advised they were in the process of reviewing the guidelines to gain a full understanding of how they should be applied and indicated that they would be in a position to undertake an assessment of the Central Library building in February 2019.
13. Aurecon was instructed to undertake an assessment of the building and this was provided to Council in March 2019.
14. The assessment identified that pre-cast concrete floors are used extensively in the Central Library and that the building design provides for floor seatings of 50mm. The new guidelines provide that this width of seating presents a high level of structural risk, particularly in buildings constructed with a flexible frame, as is the case with the Central Library Building.
15. Although the new guidelines do not create a New Building Standard (NBS) rating, the calculations can be expressed as a percentage of NBS. Aurecon provided percentages in this fashion. When allowance is made for construction tolerances, creep and shrinkage effects, the engineers calculated that the building has an effective NBS rating of 20%. To take into account the number of parameters included in the calculations, Aurecon undertook a sensitivity analysis which indicated that the range could potentially extend from (an effective) 15% NBS up to 25% NBS.
16. During its assessment process, Aurecon engaged with other major engineering firms to ensure their approach to the new guidelines was consistent with the approach being taken by the industry, however following receipt of the Aurecon report, a formal peer review of the Aurecon assessment was commissioned.
17. WSP Opus was engaged to undertake a peer review of Aurecon's assessment. WSP Opus agreed with Aurecon that the building had structural vulnerabilities and that it had an effective 20% NBS rating based on loss of floor seating when assessed against the MBIE 2018 'C5 Yellow Book' technical guidelines.
18. In addition to the specific concerns raised by the new MBIE guidelines, there are other matters that needed to be considered in making any decision about the building. The building is a complex design with a flexible frame, large voids and irregular shape – all

of these elements contribute to the building's structural vulnerability in a significant earthquake particularly in respect of the floor seatings.

19. From an occupancy and visitor perspective, the building presented a high risk as it had Council's highest visitor numbers with over 3000 visitors a day including large numbers of children. In addition, the Central Library has always been a safe haven for many of Wellington's more vulnerable residents.
20. On the basis of the engineering advice received from Aurecon, officers recommended to the Chief Executive that Council closed the Central Library building and car park located underneath the Library Building and Civic Square to the public and staff as soon as practical.
21. The Chief Executive agreed with officer recommendations, and after consultation with the Mayor and Councillors, made the decision to close the building and public car park on 19 March 2019.
22. It is important to note that previous engineering assessments had identified other potential vulnerabilities that could influence the performance of the building. Council had been planning to address these issues but thought it prudent to wait for the MBIE guidelines before instructing engineers to develop designs. These items are included in the 'Base Case' option referred to later in this paper and include:
  - insufficient seating and detailing of the central stairs and escalators to allow safe egress of occupants following a major seismic event;
  - insufficient movement allowance for the external cladding panel support fixings which could be compromised under pressure;
  - potential floor diaphragm capacity issues including the likely brittle performance of the reinforcing mesh;
  - stability of the retaining walls and basement slab in the event of potential liquefaction and lateral spread (risk considered low).

## **Discussion**

### **Technical workshop**

23. In order to canvas a wide variety of engineering and construction perspectives on the building's structural issues officers hosted a facilitated session in September 2019 where the library's structural design and associated vulnerabilities were discussed and potential engineering and construction solutions assessed.
24. The workshop included several of Wellington's most senior engineers, as well as representatives from the architecture and construction communities. The workshop was facilitated by Professor Ken Elwood from Auckland University who serves as the Research Director of QuakeCoRE: NZ Centre for Earthquake Resilience and is actively involved in research related to the seismic response of existing concrete and masonry buildings.

25. The goal of the workshop was to discuss the library's structural vulnerabilities and consider remediation options across a range of possible seismic performance objectives for the building. In addition to life safety considerations any solutions also need to consider the building's resilience.
26. Although extremely important, the NBS seismic rating system does not provide the full picture of how a building might react to an earthquake. Simply defined, a %NBS score evaluates the performance of a particular building over a range of earthquakes only in terms of protecting life.
27. A %NBS rating does not measure a building's resilience ie its ability to function after an earthquake. It says nothing about the damage that a building could be expected to sustain or whether it will be able to be used again post-event. So modern building design and construction methods need to consider resilience as well as life safety.
28. As part of the discussion, the workshop considered the varying seismic performance objectives a building could achieve in terms of both life safety and resilience - these performance objectives translated into three potential remediation schemes.
29. Attachment 1 of this report provides a more detailed commentary on the technical elements discussed in the workshop.

#### **Structural remediation - design schemes**

30. On the basis of the approach determined at the technical workshop, officers instructed Council's appointed structural engineers to produce design schemes for each of the three performance categories (developed to a level suitable for costing by a quantity surveyor).

The engineers further refined the thinking from the workshop and have now provided a preliminary design for the three remediation schemes identified as follows:

#### **Central Library Building – remediation schemes**

<b>Option</b>	<b>NBS % range</b>	<b>Resilience level</b>	<b>Impact on building use</b>
<b>Base case</b>	Approx. 40% NBS IL3	<ul style="list-style-type: none"> <li>• Substantial (and potentially unrepairable) damage following a significant earthquake.</li> <li>• Not suitable for reoccupation after an event until repairs complete (likely 12+ months).</li> </ul>	No material impact on floor space.

<b>Mid-range</b>	Approx. 80% NBS IL3	<ul style="list-style-type: none"> <li>• More resilient solution than base case, but still substantial damage following a significant earthquake.</li> <li>• Not suitable for reoccupation after an event until repairs complete (likely several months).</li> </ul>	Minor impact on floor space.
<b>High resilience</b>	> 100% NBS IL3	<ul style="list-style-type: none"> <li>• Base isolation provides highest level of resilience.</li> <li>• Building will be suitable for reoccupation almost immediately after a significant earthquake.</li> </ul>	Minor impact on floor space - loss of approximately 20% of basement space.

Estimated costs based on the preliminary design for each of the schemes in the above table are discussed in paragraphs 42-46.

### **Building Services**

31. In addition to requesting structural engineers to develop the structural repair schemes, officers also engaged building services engineers to review the Central Library building services. In this context 'building services' includes the following systems:
  - mechanical (heating and cooling)
  - hydraulics (plumbing and water systems)
  - fire protection
  - electrical.
32. The purpose of this review was to provide guidance and recommendations to Council giving consideration to the following:
  - current condition of the building services – is there plant that is at end of life and needs to be replaced;
  - impact of structural repair schemes on building services elements, including identification of plant that needs to be added or replaced due to strengthening;
  - advice in respect of re-use versus replacement;
  - whether the plant and systems remain compliant under current building regulations in the event of major work being done on the building;
  - potential for separating the building services to allow the Central Library to be a standalone building and not be reliant on shared plant and mechanical systems.
33. Attachment 1 of this report provides a detailed discussion of the engineers' assessment following their review of the building services, however in summary, their findings are that:

- most of the building services have reached the end of their asset life;
- many of the services will be rendered non-compliant if consentable work is undertaken on the building; and
- to achieve a high level of resilience, the plant needs to be moved out of the basement and separated from the central system that serves all buildings in Civic Square.

34. In conclusion the building services engineers recommended that all major building services plant and equipment is replaced.
35. Estimated costs to fully replace the building services are discussed in paragraphs 42-46.

**Building design and fitout**

36. The building was designed by Athfield Architects and opened in 1991 as part of the Civic Precinct update that included the City Gallery, Town Hall, Civic Square, and civic administration buildings which were jointly planned as an inter-related campus.
37. The building has not had a substantial refresh or refurbishment since it was designed over 30 years ago meaning that the fitout and configuration do not support a modern library service.
38. The structural and services work will be very intrusive and will require the removal and/or demolition of much of the internal fitout so this will require replacement.
39. More detailed commentary in relation to the proposed future Central Library services model is provided in paragraphs 50-77 and in Attachment 2.
40. More detailed commentary in relation to improved connections to the Te Ngākau Civic Precinct and surrounding areas is provided in paragraphs 78 to 87. Note that no design specification has been established for this work to date and accordingly there are no cost estimates available.
41. Estimated costs to for the building and furnishings/IT fitouts are discussed in paragraph 45.

**Costs**

42. The costs provided in this report have been estimated separately for each of the categories discussed in this report (i) structural remediation; (ii) building services upgrade; (iii) hard fitout; (iv) soft fitout; and (v) new build cost comparisons.
43. Structural remediation - it is important to note that these costs provided in this report are based on preliminary design only. Although these designs have been costed by a quantity surveyor and include appropriate contingency sums, there is no guarantee that the costs established once detailed design and construction procurement is complete will not vary from these initial estimates.

44. Building services - the estimated costs established for the building services upgrade have been produced by a quantity surveyor on the basis of specifications to fully replace all services.
45. Fitout - in respect of building fitout costs there are two components to be considered:
- 'Hard' fitout which could include walls, floors, partitioning, lighting, electrical, cabling and joinery;
  - 'Soft' fitout could include workstations, chairs, filing cabinets, furniture, IT and audio-visual equipment.
46. To provide some context and comparison, we have provided cost estimates for a range of new building options for the Central Library Building. New build cost estimates are based on industry sqm rates – they reflect a base isolated build solution and include upgraded building services and a basic office level fit out.

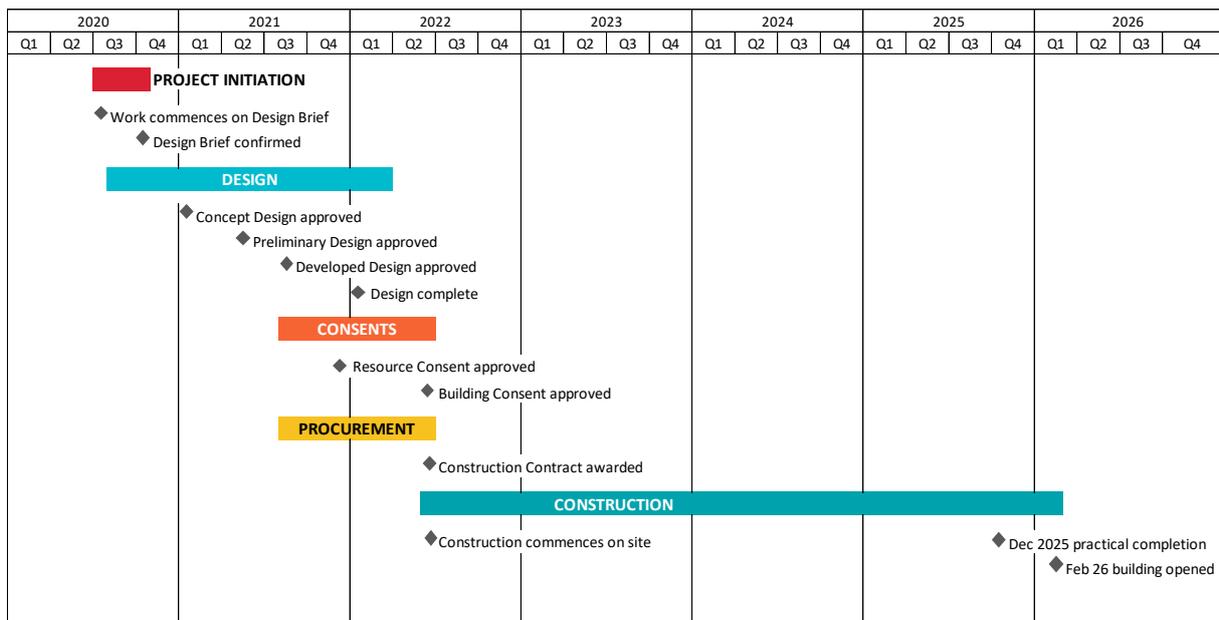
Option	Structural	Building services	Hard fitout	Soft fitout	Total estimate
Base case	\$ 36m	\$ 31m	\$ 14m	\$9.8m	<b>90.8m</b>
Mid-range	\$ 89m	\$ 39m	\$14m	\$9.8m	<b>\$151.8m</b>
High resilience	\$ 133m	\$ 43m	\$ 14m	\$9.8m	<b>\$ 199.8m</b>
Tūranga equivalent (9000sqm)	\$ 82m	(included in structural rate)	\$2.8m	\$5.6m	<b>\$ 90.4m</b>
Library GF-L2 equivalent (14000 sqm)	\$ 120m	(included in structural rate)	\$4.3m	\$8.7m	<b>\$ 133m</b>
Library full footprint equivalent (17000sqm)	\$ 146m	(included in structural rate)	\$4.9m	\$9.8m	<b>\$ 160.7m</b>

Remediation options for Central Library Building

New build scenarios for cost comparison

**Indicative construction programme**

47. The table below provides an indicative construction timeline if the Council was to agree to a base isolation solution for the building and includes a full building services upgrade; internal reconfiguration and refresh and improved activation of the buildings ground floor and connection to the Civic Square and Te Ngākau Civic Precinct more broadly.



48. It is important to note this timeline is not based on a fully developed project scope but does provide an indication of how long a programme of this nature may take.

49. The programme assumes that no construction procurement or work would commence until after the commencement of the new Long-term Plan (LTP) in July 2021, however it assumes that some initial design work will be undertaken in the months leading up until the approval of the LTP.

Note, the 'base case' and 'mid-range' structural remediation schemes would a result in a material reduction in construction time (as compared with the base isolation scheme) – this reduction may be 12 months or more.

**Central City Library Services**

**Update on interim library services**

50. Following the closure of the Central Library building, an interim CBD library network was developed to ensure Wellingtonians and visitors could continue to access library services in the central city. The City Strategy Committee endorsed this model on 16 May 2019.

51. The interim CBD library network is three new smaller libraries providing access to: 60,000 library items in 1,900 m2 of library space, spaces for popular programmes, which will be open a combined 174 opening hours per week:

- Arapaki Manners Library is co-located with the Council's Service Centre. Opened 28 May 2019 the library occupies 250 sqm of space. The lease term is two years with renewal option of three further years (2 + 3 years).
  - He Matapihi Molesworth Library opened in October 2019 in partnership between Wellington City Council and the National Library of New Zealand. With 250 sqm of space the co-location agreement is for two years with renewal option of two further years (2 + 2 years).
  - Te Awe Library (Brandon Street) will be the largest of the three new CBD libraries with 1400 sqm and a lease term of four years, with two further renewals of two years available (4 + 2 + 2 years).
52. Te Pātaka, the new 2000 sqm Collection and Distribution Centre (Johnsonville) was also designed to provide a safe, secure facility for the Central Library's physical collection, which customers and rate payers are concerned they have lost access to. When operational in July, customers will be able to browse collections virtually in addition to searching the library catalogue (with staff assistance where required), and order items to pick up from the library branch of their choice. The lease term for this facility is eight years.
53. The full network was due to be complete by the end of May 2020, with the opening of Te Awe Library and the Te Pātaka. Due to the COVID-19 Alert Level 4 lockdown, work on both services was suspended for 5-6 weeks. Work resumed under Alert Level 3 but will take longer as contractors and staff carry out their work under the required COVID-19 hygiene and social distancing protocols. Both services are expected to be available in July.
54. By the end of July 2020 Wellingtonians will be able to use four new libraries (including Waitohi) and access the more the 750,000 physical items. The 14 library branches supported by the new Collection and Distribution Centre, will be open for a combined 675 hours per week (up from 578 pre-closure). Ongoing investment in expanding digital collections is also reaping benefits with a significant growth in usage, particularly throughout the lockdown.

### **A Central Library service for the 21st Century**

55. As Wellington's 'living room' and 'home away from home', the Central Library service played an important role in the social well-being and community life, welcoming over 3,000 visitors daily. As well as being the branch for inner-city residents, it was an events space for guest speakers and children's programmes, provided storage and access to 400,000 items including special and rare collections, and a place for anyone to relax, study, read, use devices, access Wi-Fi and PCs or get advice from staff.
56. The original 1980s concept brief for the new library was to create a flexible space designed to accommodate twenty years' growth. The space was to be primarily functional, revolving around the storage and display of the library collection, lending of items, purposeful reading and study, and information services. It also indicated the

library would need to change over time, particularly in response to “the continuing impact of new technology”.

57. Social, economic, political and environmental needs change, and so has the role of libraries. What libraries deliver, what customers need, and the way people learn, has evolved beyond what was planned for in the late 80s and early 90s when there was no internet, Wi-Fi or digital devices.
58. Modern libraries have moved from being the traditional storehouses and gatekeepers of knowledge. Not only do they provide books and other physical and digital collections, people can access new technologies, physical spaces to support learning and interaction, and a range of community activities and services which support life-long learning, connection and community.
59. With the growth of inner city apartments, often with smaller footprints, people look to “3rd places” such as libraries to become a second living room and meeting place. Libraries are also valued “visitor attractions”, which when imaginatively-conceived and executed, attract significant national and even international visitors and events. This in turn creates value to the city and ratepayers.
60. Libraries can play a key role in response efforts following significant events – as a place to gather, access help and support, and keep up to date with what can be rapidly changing information. This is particularly important for the more vulnerable members of our community, including those that are socially isolated.
61. If the Central Library Building is to be the home of Wellington’s largest and most visited library again in the future then it should provide a modern service offering in line with those being delivered in major libraries in New Zealand and around the world.
62. Ensuring the Central Library service is fit-for-purpose in the 21st century has implications for space use: the arrangement of collections, services, furniture and equipment; and functionality, circulation and customer pathways, technology integration and acoustic control.
63. The Central Library service should be located in a place that is able to rebound from significant events quickly and safely. This could be either an appropriately remediated Central Library building or another fit for purpose building.
64. Attachment 2 of this report provides a more discussion on the role and use of the Central Library service and commentary on modern library trends.

**Implications for spaces and facilities**

65. A future Central Library service needs to feature larger, more dynamic spaces for children and families; flexible shelving options for physical collections; enough space for individual, quiet reflection, study and relaxation; as well as areas for collaborative learning (formal or informal), meetings or social interactions. The diversity of activities needs to be fully accessible, with good delineation of spaces, multi-functional spaces of varying sizes, and the ability to physically and/or acoustically separate quiet and noisy spaces.

66. Reinstating the Central Library service, as it was, would not deliver the modern services, flexible spaces and technologies the public need and would likely expect, particularly following a long period of closure. Customer surveys prior to the closure showed they valued the building and collections. However for some it lacked the spaces they needed.
67. Feedback included the need for more seating options, comfortable furniture, and meeting spaces; better air circulation and improved lighting, navigation routes, signage and accessibility and bathroom facilities; and continued access to quality collections. The lack of acoustic control, and no dedicated events space, meant noise regularly impacted on quieter areas.
68. As noted above, the existing internal fitout of the Central Library will be impacted by any structural and services work. It therefore makes sense to consider an upgrade and refurbishment of the spaces and facilities.
69. A refurbishment could remain faithful to the original design, while introducing contemporary design elements and reflect the modern role of libraries – the key objectives and assumptions underlying this proposition could include:
  - a solution that balances space for people with space for collections;
  - an upgraded facility that caters for a wide variety of user needs;
  - a building that is fully accessible, welcoming, and attractive to the community;
  - flexibility (of uses and spaces) through innovative design; and
  - making the most of its location as a key connection to the wider Civic Precinct.
70. In order to achieve these objectives and match modern libraries standards, a design could include:
  - increased options around services and flexibility, for example flexible spaces and shelving, and a smaller physical collection on site;
  - increased and improved technology;
  - dedicated zones for both quiet activities and noisier or communal activities such as lectures, meetings and performances;
  - replacement of existing furniture and fittings where needed;
  - refresh of finishes (carpet, paint, toilets) throughout;
  - improved functionality of the building;
  - improved circulation and customer pathways; and
  - improved connections to the Te Ngākau Civic Precinct and surrounding areas.

**Co-partnerships**

71. There is potential to achieve cost and/or space efficiencies through co-location with other Council and Civic activities, services and functions. External organisations, such as children's learning and experience providers or others in the arts, culture, creative and literacy sectors, may be interested in exploring opportunities to partner on programming and events or, where they share similar requirements in facilities and spaces, in co-locating. Modernising our Central Library as both a service and facility will position Wellington City Libraries in a strong position for strategic partnerships

**Developing space and functional requirements**

72. It is proposed that officers develop space and functional requirements for the future Central Library service, in the form of a design brief, to inform proposals to be included in 2021 LTP consultation process. Three stages of work will begin in June to form the basis for the design brief.
73. Stage one will produce detailed requirements for space use, function and facilities of a modern Central Library service. This stage will build upon requirements gathering exercises previously completed and will address the following themes:
- Knowledge, learning, creativity
  - Collections, spaces and technology
  - Community and people
  - Events, activities and programmes
  - Partnership and collaborations
  - Engagement and participation
  - Modern spatial design
  - Vision and values.
74. The principles that will guide the development of the requirements will be to:
- restore a Central Library service to the community that reflects peoples changing needs
  - remove barriers to access through services, programmes and facilities that are equitable and inclusive to all
  - provide inviting, engaging, and comfortable facilities with embedded flexibility through innovative design.
  - balance space for relaxation, recreational reading, study, learning, and knowledge exploration, with space for collections
  - embed fit-for-purpose technological solutions and equipment to reflect Wellington as a 'smart city'

- consider how the library service could co-locate with Council's front-facing customer services and other partners whose mission, purpose and values are aligned, complementary and mutually beneficial
  - more appropriately celebrate and showcase our taonga and special collections and honour Te Tiriti o Waitangi as the foundation of our nationhood and community.
75. In stage two, Wellingtonians' views will be gathered through public engagement approach which is outlined in paragraphs 88-92 below.
76. Stage three will assess potential partnerships that would complement a future Central Library service. Council service and civic functions that could co-locate with the Central Library service will be identified and their space requirements scoped.
77. Exploring other potential community and service partnerships would be based on aligned vision, purpose and values and the ability to deliver mutual benefits and outcomes. A framework for partnership formation will be developed to assess potential partnerships and will result in a report on the feasibility and suitability of potential partnership arrangements, particularly those that would include co-location. This assessment mechanism will include:
- establishing what the goals and objectives of a partnership would be
  - identifying the strategic benefit to partnering
  - alignment of vision, purpose and values
  - the extent that there are services and/or customers in common
  - the ability to achieve mutual benefit and enhanced outcomes
  - whether there are similar requirements in facilities and spaces
  - and the extent that cost and/or space efficiencies could be realised

**Improved integration of the Central Library building into Civic Square**

78. The Library building was one part of the Civic Centre masterplan developed in late 1980's by Sir Ian Athfield, Gordon Moller (of Craig Craig Moller Architects) and Stevenson and Turner's Maurice Tebbs after Wellington City Council commissioned Fletchers Development and Construction to deliver Civic Square on a design and build basis.
79. Athfield Architects were charged with delivering the anchor building, the new Wellington Central Library, the plaza (with car park below), Capital E and the city side of the City to sea bridge.
80. The original schemes included far more development than what was ultimately realised by the consortium. Notable from the earlier sketches are the colonnade spanning from the Harris Street side of the library building to the Michael Fowler centre, a larger City to Sea Bridge and a building on what is now Jack Illott Green.

81. Later revisions show the colonnade replaced by a sweeping ramp and 15 stylised metal nīkau palms (nine of which are structural supports for the library). Further deletions were the building shown on Jack Ilott Green when the 1987 share market crash hit.
82. The Library building is an example of New Zealand post modernistic architecture rich in symbolism and geometric forms. We see this stylistic influence play out across the precinct.
83. The Library building itself was designed to cater for a modern 1980s library service. Access in and out of the building is very controlled and there are still many remnants of a classical library structure in the organisation of the space inside the building. In many ways the building is regarded as before its time and pushed the limits of what a new modern library building could be.
84. The mezzanine floor creates an internal street through the building and houses public functions such as a café, creating the beginnings of what we know today, the library as a meeting place and a space for collaboration.
85. The library interior is also open and daylight floods into the reading areas through the large curtain glazed window onto the square and the central circulation allows visitors and users an experience which invites exploration and allows them easily to orientate themselves in relation to the different sections of the library.
86. However, the building and its predominately closed facades has a dominating and authoritative presence on its surrounds and direct access and a visual connection between the Library and the Square is inhibited due to levels – the building connects to the square from the mezzanine level rather than the ground floor. This lack of direct connection between the library and the square and surrounding streets, along with similar conditions in other buildings, has contributed to the overall underutilisation of the public space in Te Ngākau Civic Precinct. This underutilisation is further compounded by the functions of the buildings - most of which typically close for business at 5pm, meaning the square has no sustained night life associated with it.
87. Although a decision to address the immediate surrounds in connection with strengthening and renovating the Library Building will be a major step in re-activating Te Ngākau Civic Precinct and the surrounding streets, there will still be many future decisions required to enable Te Ngākau to return to being Wellington's Civic Centre.

#### **Public engagement approach**

88. It is proposed that the engagement approach with the public and key stakeholder groups will occur from mid-June to late August 2020. This is to gather peoples' views to inform proposals to be included in 2021 LTP consultation process. The engagement will be carried out in two phases - "Reconnect" and "Restore".
89. The Reconnect phase will run over June and focus on:
  - Acknowledge peoples' frustrations about the building being closed.
  - Share what we have learned about the building including costs to remediate to various levels.

- Share the history of the library and Te Ngākau Civic Precinct, and their role in the supporting the city's growth and resilience.
  - Engage people to share what they valued most about the Central Library Services and Te Ngākau Civic Precinct.
  - Canvas opinion on the things they would like to see in the future spaces.
  - Begin engaging with key groups to plan how to engage with them effectively in the Restore phase. This would prioritise (but is not limited to) mana whenua, children and youth, older people, Pasifika, migrants, homeless, accessibility, creative and humanities sectors.
90. The Restore phase (from mid-July across August) will engage key groups (outlined above), stakeholders and the wider public to detailed discussions and events around function and design for the future Central Library services including the building, and its relationship with Te Ngākau Civic Precinct. This would:
- Share the views gathered from public in the Reconnect phase
  - Run a mix of online and face-to-face events and displays (in line with COVID-19 social distancing measures) to show people about what could be possible, and gather their feedback and ideas.
91. The principles guiding the engagement discussions are to:
- Listen to, and communicate, the aspirations of the community for CBD library services, the Central library building and its relationship with the wider Civic Precinct.
  - Highlight the importance of building resilience in the city's recovery and resilience strategy, so spaces and services can reopen quickly after an event, such as an earthquake.
  - Promote any future development as creating welcoming and inclusive services and space/s that will support the changing needs of the city and its communities. This will include:
    - o How the Te Ngākau Civic Precinct and its services support the city's economic and social wellbeing by providing spaces which support activities and events, and provide links to community services/information
    - o reflect previous customer survey feedback, such as more spaces for reading, collaborating and community meetings
    - o demonstrate how future library services are developing into spaces for learning and innovation, as well as access to books and information.
92. This engagement process is to gather the public's views to shape Te Ngākau Civic Precinct and the central library services as uniquely-Wellington, welcoming, inclusive spaces that will support the city and future generations. To encourage all voices in sharing their views and ideas, we will engage with key user groups to develop the engagement approach in more detail; and we will use a mix channels and events. These will include:

- Engaging with Council staff who hold insights into how people use spaces and help encourage communities to take part.
- An engagement webpage to share information/speaker videos/webinars etc, and provide a space where people can ask questions or submit ideas.
- Deliver a set of online webinars with various speakers on how future library services can work. For example, showcase a range of overseas library spaces; Q and A on the engineering scenarios for the Central Library; The history of Central Libraries within Te Ngākau Civic Precinct. These can be videoed and shared via social media.
- Set up display space in the CBD where various subject matter experts can present ideas and answer questions (as above).
- Use Wellington City Library and WCC Facebook to run polls and/or ask for people's views on the related webinars or presentations.

Develop a high level leaflet explaining the future library opportunities and how to provide feedback for people who are not easily able to access online or CBD events.

## **Next Actions**

### **Decision making processes and timeline**

93. Since the closure of the Central Library in March 2019, community interest has been high in the future of the building and central city library services in general. Feedback has also demonstrated a clear desire to reinstate central library services as soon as possible.
94. Although the interim CBD library service will be fully operational by July 2020, the full reinstatement of a central library service will require a number of high profile decisions of a period of time. These decisions will centre around the building remediation options, reconfiguration of library spaces, future service models, partnership options and financial commitment. There will be strong community interest in all of these decisions and an expectation from the community that they are involved in the process surrounding them.
95. Capital expenditure on this project is likely to be large and on a scale that the City has not often seen before. As such, consideration of the financial impacts will need to be made in the context of the other financial pressures Council is facing. These include, among others, large capital programmes such as Let's Get Wellington Moving, three waters infrastructure and resilience issues in the wider Te Ngākau Civic Square precinct.
96. The Local Government Act (2002) clearly sets out the required steps Councils must take in making significant decision such as these. The Act includes requirements for the examination of all 'reasonably practicable' options, preparation of preferred options, thorough community consultation and oral hearings. These processes are time and

resource intensive and best carried out within the context of other key decisions the Council is facing.

97. The requirements set out in the Local Government Act (2002), the high level of community interest, large financial commitment and the demands of planning and design, mean that the fastest viable decision making route is via the 2021-31 LTP.
98. The following timeline has been built with the drivers referred to above in mind.

	June 2020	July 2020	Aug 2020	Sept 2020	Oct 2020	Nov 2020	Dec 2020	June 2021
<b>Public engagement</b>	Reconnect		Restore	Complete engagement findings	Complete options for preferred design brief	<b>Report to Council</b> Decisions will be required in relation to:		
<b>Service partnership</b>	Identify potential partners and requirements			Complete partnership findings	Complete options for preferred design brief	1. Agree options for building remediation, refurbishment and activation to Te Ngakau and environs. 2. Agree a future central library service design brief, including partnership options.		
<b>Space and functional requirements</b>	Prepare library service requirements	Match library and potential partner requirements		Complete space requirements	Complete options for preferred design brief	LTP process includes full financial and budget analysis; consultation via Special Consultative Procedure, Audit opinion and adoption of budget alongside other Council priorities.		
<b>Building remediation and refurbishment</b>	Develop design brief and initial design							

99. Following public engagement, scoping of partnership opportunities, planning of space requirements and progressing a design brief for building options, Council will be asked to decide on options to take forward to consider as part of the 2010-31 LTP. A LTP amendment process has been considered, however, due to the steps required by the Local Government Act (2002), the need for thorough engagement with the community and preparation of a proposal; it has been assessed that it would not deliver a decision earlier or reduce the overall timeframe of the project.
100. Officers have looked at other opportunities to compress this timeframe, and intend to progress several streams of work prior to budget allocation via the LTP.

## Attachments

- Attachment 1. Building structure and building services [↓](#)  Page 36
- Attachment 2. Central City Library Services: Background and commentary [↓](#)  Page 41

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## **SUPPORTING INFORMATION**

### **Engagement and Consultation**

This paper outlines a high-level engagement approach (in paragraphs 88-92) which will form an integral part of the decision making process. Further consultation is envisaged alongside the LTP, before substantive decisions are made about the library building or any alternative options.

### **Treaty of Waitangi considerations**

Mana Whenua have previously gifted the name Te Ngākau, 'the heart', to the City, and Te Matapihi ki te Ao nui, 'Opening windows to the wide world' to Wellington City Libraries when the Central Library opened. They remain central to the discussions around the future of the the library building, the service and the wider precinct.

Wellington City Libraries and the Central Library service has a role to play in and recognising, promoting and celebrating te reo Māori as a taonga and is committed to the principles of Te Tiriti o Waitangi.

Mana Whenua and Maori representatives are key stakeholders will be consulted early in the engagement phase. Continued collaboration will be incorporated throughout development of the future of the Central Library building, the service it provides and the wider Te Ngākau Civic Precinct. Collaboration with Mana Whenua and Maori representatives in the development of a design brief and design of the library building (both if a renovation or a new building), the library service and the wider Te Ngākau precinct is imperative.

### **Financial implications**

Substantive decisions relating to capital expenditure are not considered in this paper. However, the capital expenditure on this project is likely to be large and on a scale that the City has not often seen before. As such, consideration of the financial impacts will need to be made in the context of all the other financial pressures Council is facing. These include large capital programmes such as Lets's Get Wellington Moving, three waters infrastructure and resilience issues in the wider Te Ngakau Civic Square precinct. As such, officers have laid out a plan to consider the capital expenditure aspects of this project as part of the 2021-31 LTP. This timeframe also fits in with the wider requirements of the project to complete engagement, planning, design and consultation.

### **Risks / legal**

Key risks and legal considerations from this phase of the project relate to the financial and process considerations above, and the requirement for prudent decision making around them. The Local Government Act (2002) outlines in detail our requirements for prudent decision making that considers the impacts of decisions on the community and future generations. Making the capital commitment to this project alongside the 2021-31 LTP, while progressing the nessasary pre-work to inform those decisions, will mitigate the majority of that risk.

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**Climate Change impact and considerations**

Any accommodation solution for Central Library services will need to consider the matter of climate change closely, most notably that of sea level rise. All options for the current building and any alternatives will need to mitigate this risk. Consideration of the carbon footprint of any building solutions will also be considered, using a 'whole of life' lens.

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## Attachment 1 - Building Structure and Building Services

### 1. Technical Workshop

The workshop considered the varying seismic performance objectives a building could achieve in terms of both life safety and resilience - these performance objectives translated into three potential remediation schemes. The following is a summary of the discussion around the retrofit requirements for each scheme:

#### Scheme 1 - Base case

The base case involves addressing all local structural vulnerabilities, including the precast floors, but does not reduce the drift demand on the building. This option would include (as a minimum) the following:

- installation of hollow-core floors support angles
- protection of the alpha-slab (hollow-core unit adjacent to seismic frame)
- extended seating for stairs
- strapping to secure precast panels
- separation of blockwork walls from frame
- addition of columns ties
- strengthening of the diaphragm.

It is noted that while the floors will not be at risk of collapse with the above retrofits, they are likely to be significantly damaged in a design level.

#### Scheme 2 - Mid-range

In addition to the retrofits required for the "Base Case", the workshop participants felt that the inter story drifts would need to be reduced in order for the building to achieve the performance expected in the Wellington commercial building market. Four general solutions were discussed:

##### Stiffening using shear walls or braced frames

This solution would likely lead to large diaphragm and foundation demands requiring strengthening of both. The workshop participants felt this is likely not the preferred solution due to the amount of stiffening required to address the existing large drift demands.

##### Increased damping

This would reduce diaphragm and foundation forces, but it is not clear if damping alone will be able to drop the drifts to acceptable levels.

##### Combination of damping and stiffening

As a combination of the above two solutions, this would likely provide a compromise to reduce the demands on the diaphragms and foundations (relative to stiffening alone) but also keep the drift demands below unacceptable levels.

##### Removal of the top two stories (potentially in combination with other options above)

Removal of the office tower on the Victoria St side of the building would reduce the drift demands, but it is unlikely that the reduction would be sufficient to avoid the need for stiffening or damping.

The above solutions would reduce the ductility demands in the beams to approximately levels expected in new buildings. While this would achieve the mid-range performance objective selected, this would still lead to damage in structure and non-structural systems in a design earthquake.

### **Scheme 3 - High resilience**

The primary challenge to achieving an immediate occupancy performance in a design-level earthquake for the Central Library is the vulnerability of the precast floors. Although the retrofits under the “base case” would keep floors from collapsing, it was not feasible to retrofit the floors to avoid damage. To ensure little or no damage to the precast floors, the workshop participants felt the drift demands had to be kept below 1% or the floor units needed to be removed.

Two approaches which would provide high confidence of being able to use the building after a design earthquake were considered:

#### Base isolation and stiffening

Stiffening in addition to base isolation would be necessary to achieve a low damage design with no or limited ductility demands in the primary structure due to the flexibility and high ductility demands on the existing building.

As in the “Mid-range” case, removal of the two upper stories could be explored as an alternative method to achieving limited ductility demands. This option would require stiffening of the basement columns, excavation along Victoria St side of the building, and would result in loss of use of carpark. This solution would reduce diaphragm demands significantly, potentially avoiding the need to retrofit diaphragms.

Demands on panel connections would also be reduced, but some inspection of panels to ensure they are properly installed would still be desirable. The workshop participants felt it would still be wise to install support angles for the hollow-core floors, despite the drift demands being kept very low. In design, the engineer would also need to consider at what shaking level the isolation system kicked in.

#### Removal of precast floors

An extreme approach may be to remove all the vulnerable components of the building (ie precast floors and panels) and then reconstruct cast-in-place floors. This would still require significant stiffening to limit ductility on the primary system in a design level earthquake. This was generally not felt to be a realistic approach. For a high resilience solution, it would also be important to consider liquefaction risk on eastern end of the building.

## **2. Building services**

In conjunction with the developing the structural repair schemes, officers asked building services engineers to review the Central Library building services. In this context ‘building services’ includes the following:

- mechanical (HVAC)
- hydraulics
- fire protection
- electrical.

The purpose of this review was to provide guidance and recommendations to Council giving consideration to the following:

- (i) current condition of the building services – is there plant that is at end of life and needs to be replaced;
- (ii) impact of structural repair schemes on building services elements, including identification of plant that needs to be added or replaced due to strengthening;
- (iii) advice in respect of re-use versus replacement;
- (iv) impact of separating the precinct services to allow the Central Library to be a standalone building.

#### ***Mechanical services***

Based on their condition assessment observations, the engineers' key recommendations for the replacement of mechanical equipment are as follows:

- replace all chilled water pipework in the building;
- replace existing boilers with new higher efficiency boilers or heat pumps;
- replace all heating water pipework and associated equipment;
- replace all eight air handling units;
- replace all return air fans;
- replace all fan coil units;
- replace all variable air volume boxes;
- replace the majority of on-floor ductwork and replace all ductwork components such as motorised dampers;
- replace the toilet extract fans and potentially replace all toilet extract ductwork;
- replace all (nine) basement carpark fans;
- replace the Building management system (BMS) in its totality including all associated cabling and equipment.

Although the recommendation is to replace most of the mechanical equipment, for the purposes of the Base Case upgrade the design and costing assumption was to re-use existing mechanical equipment wherever possible. However, it is clear that due to their end-of-life and interconnected state, there is clearly an opportunity to consider the replacement using highly efficient and more sustainable service provision.

In order to separate the services from the central (Civic Square) plant which all of the buildings in Te Ngākau are currently connected to, and allow the Central Library building to operate independently, two new dedicated air-cooled chillers would be located on the roof of the building for the decentralisation of the chilled water services. This will include all ancillary equipment such as chilled water pumps, buffer tanks etc. Furthermore, if a heat-pump chiller is used to replace the existing boilers, this would be able to provide additional cooling capacity and redundancy in the cooling system.

The roof of the library building will require strengthening to accommodate the chilled water plant installation. The roof strengthening will need to accommodate required acoustic treatment, along with access and safety provisions such as platforms, handrails etc. A plant room (approximately 36m<sup>2</sup>) will need to be built at roof level to accommodate the chilled water system ancillary plant including pumps, switchboards and the like.

### ***Fire protection services***

Fire Protection Services includes the building's; fire sprinkler system, fire alarm system and hydrant system.

The fire sprinkler system was installed pre 1996 and does not current code requirements and is there likely to require replacement if strengthening works were to occur.

The fire alarm system for the building consists of analogue addressable smoke detectors (in limited locations around the atrium), manual call points, strobe lights, siren and main alarm panel. The engineer's recommendation is that the system is fully replaced.

The hydrant system also requires a significant upgrade to ensure compliance with current code.

Note that for the purposes of the Base Case upgrade the design and costing assumption was to re-use existing fire protection equipment wherever possible.

### ***Hydraulics services***

Following its condition assessment of the hydraulics systems, engineers' identified that the passive systems such as pipework and storage tanks are in reasonable condition and do not require replacement. However the recommendation is to replace active components such as water heaters and fixtures.

The pipework in the basement carpark will need to be disconnected and removed to allow for the strengthening works. Reinstating the pipework with new is highly preferable as, in order to retain and reuse the existing pipework, careful removal, cleaning and storage would be required to prevent damage.

The strengthening works will impact all the bathrooms in the building, it is expected that all of the bathrooms would be stripped out and replaced with new equipment.

### ***Electrical services***

Electricity to the Central Library building is supplied from a shared Wellington Electricity transformer located in the basement, this transformer also supplies the Art Gallery and CAB. The engineer's recommendation is that a dedicated transformer is provided to the Central Library building to achieve the desired services separation from the other buildings in the Civic Precinct. Ideally this transformer should be located above ground as there are concerns around the flood risk of the basement.

The building is supplied with standby (essential) power from a standby diesel generator located in the common basement level. This generator also supplies essential power to CAB, MOB and Town Hall buildings. The existing generator is approximately 28 years old – the life expectancy of a standby generator is in the order of 30 years. The engineers recommended a new dedicated standby diesel generator is dedicated to the Central Library building and that this generator is located above ground.

The main switchboard services the Central Library building, CAB, Art Gallery, MOB and Town Hall. In addition the engineers recommended a dedicated main switchboard is provided (above ground) to the Central Library building.

The building is served by distribution boards located on each floor. These boards are from the original construction of the building in 1991 and have a life expectancy of approximately 25 years. On that basis the recommendation is to replace the existing switchboards.

The lighting to the Library floor is provided via suspended fluorescent luminaire with direct and indirect light distribution. The light fittings are generally from the original building construction.

The life expectancy of internal lighting systems is approximately 20 years, the existing fluorescent lighting should be replaced with energy efficient LED lighting system.

The Library and office floors are not provided with self-contained emergency luminaires. The emergency lighting is presently provided by normal lighting connected to the essential supply (generator backup). The recommendation is to install self-contained emergency lighting.

## Attachment 2 - Central City Library Services: Background and commentary

### About Wellington's libraries

Wellington City Libraries (WCL) provides central city destination spaces and neighbourhood meeting places that anchor community life, bring people together and provide access to a wide range of information resources and services, for more than 200,000 Wellington City residents and others from across the Wellington region. WCL provides a variety of services and programming to meet a wide range of community needs. Services and programmes include both self-directed and staff-run interactions or activities. In the year to June 2019, the library network:

- had over two million visits
- managed 1.9 million issues from a collection of 700,000 physical items
- managed half a million downloads of eBooks or eAudiobooks
- saw 4.84 million visits to the WCL website and online catalogue
- welcomed over 60,000 people at nearly 3,000 events held at, or organised by, WCL
- was open for 578 hours per week.

### The Role of the Central Library

At over 10 times larger than any other library branch, the Central Library building provided three main roles: a public space, the 'Central Library service'; the collection storage, processing and distribution centre for the Wellington City Libraries network; and staff work spaces for organisation-wide library functions such as administration, management, specialist and online services staff.



Open 65.5 hours per week (9.30am to 8.30pm Monday to Friday, 9.30am to 5pm Saturdays, and 1-4pm Sundays) the Central Library was a significant and highly used community space in the central city welcomed over 3,000 people every day. As a public space it supported a growing city population, as well as people from the wider Wellington region (particularly those working and studying in the city) and other visitors who used the space in a variety of ways including:

- A branch library for inner-city residents
- A meet-up space and community meeting space for residents, tourists and micro businesses;
- An events space e.g. talk series, guest speakers, and children's programmes
- Storage and access to 400,000 items
- Space for people to study, read and relax
- Space to access Wi-Fi and charge and use personal devices
- Internet access, PCs, printing, and photocopying
- Special and rare collections
- Public meeting rooms.



The Central Library held 56% of Wellington City Libraries' lending collection, in addition to a reference and rare books collection. It acted as the hub in Wellington City Libraries' delivery routes, and managed the ordering, receipting, processing and cataloguing of new items.

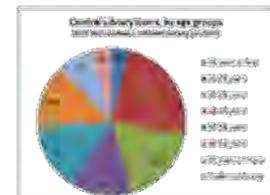
As a staff workspace it accommodated library and support staff responsible for centralised support functions for the entire library network, including specialist staff, online services staff, and management.

While physical visits to the Central Library have been generally declining or static since 2009/10, the most recent full year prior to closure (2017/18) physical visits increased to 1.24 million compared to 1.06m in 2016/17.

### Who used the Central Library?

While there are other free, publicly accessible spaces the Central Library was arguably the primary one Wellingtonians could visit in comfort, for any length of time without a specific reason. It was effectively Wellington's 'living room' and 'home away from home', and played an important role in the social well-being of many people.

Based on the responses to Wellington City Libraries 2018 Annual Customer Survey, customers aged 20-29 years old were the highest users of the Central Library in 2018/19. They were followed by a fairly even split across each age band from 30-39 years through to 60-69 years. However, collection usage data indicates approximately 25% of Central Library users were borrowing items from the Children's collection. Events at the Central Library tended to focus on regular children's programming, festivals or holiday activities as well as larger adult events, such as presentations, talks, or awards. Geographically, while Central Library users come from all areas of the Wellington region, most are based in Wellington City.



### Collection and Distribution Centre



Wellington City Libraries has established a Collection and Distribution Centre, Te Pātaka, to support the interim CBD library service and the wider libraries' network. It will house the Central Library collection in the interim and act as the central node for the libraries' distribution operation. Setting up this new facility provides an opportunity to undertake a full stocktake of the collection, improve the management and access to physical collections across all branches, and enables a more resilient and future-proofed library network.

Retaining this facility in the future for low use, valued physical collections would alleviate capacity issues across the network, in particular the space required for shelving in a future Central Library. In the longer-term there may also be opportunities to utilise the centre as shared Council storage facility (for example with City Archives), or explore the feasibility of regional library collection storage initiatives.

### Collaborations and partnerships

In an environment of rapid change, collaborations and partnerships are a necessary and productive way of making sure the library can fulfil its mission. As social, economic, political and environmental concerns change and evolve, the roles that libraries take on have expanded. Working with partners to bridge the gaps and provide value-added services makes sense and offers benefits to both sides.

WCL provides a significant value proposition to potential partners, both within the Council and externally. The numbers and demographics of visitors; the location and visibility of library buildings in the CBD and suburbs; the high levels of trust afforded both the institution and those who work in it; and an audience interested in learning, education, recreation and being online are characteristics that are appealing to a variety of potential partners. Some examples include approaches from the Digital Inclusion Alliance Aotearoa; Capital E; and Massey University, to partner in areas such as providing home-based internet access, code clubs, activities for visiting schools, and social worker placements. In embarking on partnerships, the intangible value of libraries needs to be well managed to ensure that these collaborations are mutually beneficial and that they grow the reputation of the library as a trusted public space.

### Modern library trends

The view of the public library as custodians of knowledge for dissemination and access speaks to a traditional view of libraries. While it is still relevant in the current age of ubiquitous digital access to

information, it is also widely accepted that libraries are re-positioning themselves as trusted, safe arbiters of both knowledge and space. Regarded by many as core social infrastructure to empower communities and individuals, libraries are uniquely positioned to lift up those who are most vulnerable, facilitate meaningful engagement, and support the development of literacy and skills in all forms.

While there is increasing demand and usage of digital collections, particularly downloadable books and streaming media, physical collection remain a core part of a library's purpose and will remain so for a long time into the future.

Modern libraries continue to respond to changing community expectations and how people behave. They are a hub for the community; contribute to wellbeing; and celebrate and showcase diversity, culture, and form part of the physical and social infrastructure that supports a city to respond to, and recover from, significant or difficult events. Some integrate with other creative, cultural, social or civic services. They prioritise engagement with their communities to develop and evolve their services and ensure their diversity is reflected in their spaces, programmes, services and staff.

With attractive, welcoming spaces that meet a variety of needs, modern libraries provide ways to explore digital collections are integrated with their physical counterparts, which are arranged in flexible, accessible and appealing ways. They create larger, more dynamic spaces for children and families; enough space for individual, quiet reflection, study and relaxation; as well as collaborative learning (formal or informal),



meetings or social interactions. Providing tangible experiences through creative, innovative 21st century tools and spaces in libraries can take the form of interactive education centres, digital labs and makerspaces, recording studios, and gaming lounges; theatre and performance spaces; or virtual and augmented reality experiences embedded within the physical space or enhancing storytelling techniques and tools.



Modern libraries feature inclusive, accessible design elements, particularly in wayfinding, circulation routes, facilities, and access points. They use technology overtly when necessary; otherwise it is integrated invisibly and seamlessly. There is visual and physical connectivity between different zones. Flexibility guides furniture choices, the arrangement of physical spaces, and shelving selections to enable ad-hoc or longer term adjustments to configuration of spaces. Barriers at entry and exit points are minimised. New technologies can streamline the operational functions of running a library, such as automated book returns, mobile devices for staff, and robots for shelving. Skilled staff assist people with finding information, accessing support and developing skills and knowledge. Staff are mobile and interact with customers where, when and if they need help, rather than waiting passively behind large desks. They also deliver or facilitate programmes to grow literacy and skill development.



Renewed commitment is being made to libraries providing citizens with access to valued, safe, non-commercial and communal spaces. There is an international trend of libraries increasingly being seen as community places where people discover, connect with, create and experience the power of ideas and each other – inside and outside the library building. There is also a movement from some library organisations towards becoming 'libraries of things' as opposed to a traditional book lending service. Offering creation spaces, lending tools, and facilitating seed exchanges, these libraries are seeking both to increase the value of their offering and to fill identified community needs.



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## **CITY RECOVERY FUND**

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### **Purpose**

1. This report asks the Council to approve the framework for administering the City Recovery Fund.

### **Summary**

2. The purpose of the City Recovery Fund (CRF) was established at the Council Meeting of 9 April 2020 as part of the Pandemic Response Plan.
3. The CRF has been established to provide a funding pool that is available to support and boost the economic recovery from the impacts of COVID-19.
4. This report sets out the key design principles that underpin how the CRF will operate, establishes a suite of criteria and the decision making framework.
5. Upon approval by Council of the CRF framework Officers will work to operationalise the fund.

### **Recommendation/s**

That the Council:

1. Receive the information.
2. Agree to adopt the City Recovery Fund framework as set out in this report.

### **Background**

6. The establishment of a City Recovery Fund was included in the Pandemic Response Plan approved by Council at the 9 April 2020 meeting.
7. The Pandemic Response Plan was developed against a backdrop of the significant and widespread impacts of COVID-19 to the Wellington economy and consequently our communities.
8. Council currently has three funds that support the economy and the cultural sectors, these are the City Growth Fund, the Capital of Culture activity and Destination Wellington. The funding from these three funds will be aggregated within the CRF for the specific purpose of supporting and boosting the economic recovery in response to the impacts of COVID-19.
9. Each of the legacy funds has purposes, criteria and decision making parameters and these have informed the development of the CRF framework.
10. It is expected that Council will decide whether to continue the CRF for a second year or revert back to the legacy funds during the 2021/22 Annual Plan process.

## Discussion

11. The CRF will start with an aggregated funding pool of around \$7.6m. After taking into account the legacy commitments of the component funds of \$2.6m, the CRF will have \$5m available in funding for the 2020/21 year.
12. The legacy commitments of \$2.6m are those activities that have existing firm funding commitments coming through from the City Growth Fund, Capital of Culture and Destination Wellington.
13. The legacy commitments provide a strong base for the CRF of activities and initiatives that align well with the purpose of the CRF. An outline of these is set out in the table below:

<b>Innovation/Tech:</b>	<b>Events:</b>	<b>Other:</b>
Start-up Garage	DocEdge film festival	Art on Walls
LLab Tourism	Festival of the Future	Sports Sponsorships
Arts Accelerator	Second Unit	Roxy 5 short film competition
Te Tech Tribe	Hilma af Klint	Performing Arts Fund
Rippl Contact Tracing	ITx 2021	
	WOW	
	WOAP/Beervana	
	Matariki	
	ReCut	
	LGNZ ASPAC	

14. In developing the framework for the CRF we have adopted a set of key principles and these have been used to shape the various aspects of the framework for the fund. The key principles are as follows:

### **Flexibility and Agility**

The fund needs to be available to be accessed quickly and efficiently with efficient decision making processes.

### **Emphasis on more immediate responses**

The framework needs to have an emphasis or give priority to more immediate responses that can contribute to the economic recovery.

### **Job protection and creation**

Employment will be a key factor in the recovery and responses with a clear line of sight to job re-creation, protection of jobs and creation of new jobs should be fostered. However the fund should not be a proxy for business support packages akin to those provided by Central Government.

### **Preserving the intent of the original funds**

The CRF activities should be consistent with the intent of the original funds being mindful of the funding sources.

### **Capacity should be retained**

The recovery will be drawn out and there are likely to be a number of stages in the City's recovery. Funding should be managed so the fund is able to respond to quickly changing circumstances. The available funding, unless supplemented from other sources, has to stretch through to June 2021 and funding capacity should be maintained to support activities across this period.

### **Funding to the Creative Sector should not be reduced**

This is a specific requirement of Council arising from the resolutions passed at the meeting of 9 April 2020. The legacy funds provided significant support to the Creative Sector and in establishing the CRF there is a clear expectation that the levels of funding to the sector will not reduce.

15. The purpose of the fund is to provide a funding mechanism that can support and boost the economic recovery in response to COVID-19. The fund will have a focus on city revitalisation and stimulating economic activity. The fund is not intended to sit alongside or replace the Central Government support packages.
16. It will be important to recognise the importance of the four well-beings as we seek to recover from the impacts of COVID-19. A traditional narrow economic focus will not be wholly appropriate and the economic recovery must support the Social, Economic, Environmental and Cultural well beings.
17. The scope of the fund will be necessarily broad and encompass all sectors of the economy including support for the work of our venues, city visitor attractions and events to deliver a strong, innovative and targeted programme of events and activities across the city.
18. Stimulating domestic tourism and city vibrancy will be important while also considering accessibility to ensure a wide and diverse cross section of Wellingtonian's can engage. There will be competition for the domestic tourism dollar and Wellington needs to deliver a strong offer to the market.
19. The responses will need to be tailored to the stages of recovery. It is intended that the fund remains throughout 2020/21 at which point the CRF would revert back to the

legacy funds subject to the Council Long-term Plan process at that time or Council could look to extend the duration of the fund.

### **Gateway Criteria**

20. Gateway criteria provide an immediate guide as to whether a proposition falls within the remit of the fund. These Gateway Criteria are useful for parties seeking funding and also for the officers administering the fund as they provide clear stop/go type of parameters. The Gateway Criteria for the CRF are proposed to be:-

- Applicants must be Wellington City residents or ratepayers, or have a physical presence in Wellington.
- Matched funding is a prima-facie requirement so that no more than 50% of the cost of a proposal is funded by the CRF (value in kind is recognised as a contribution).
  - o The matched funding requirement may be relaxed or waived in circumstances where the proposal is deemed to be sufficiently strong and the opportunities for achieving matched funding are constrained.

### **General Criteria**

21. While the purpose of the fund is deliberately broad, it is helpful to people seeking to access funding and those responsible for administering the fund to have defined criteria to assist and guide the process. General Criteria should not be viewed as a rigid set of criteria but rather to provide guidance as to the types of activities Council is seeking to encourage and support.
22. Simply meeting or aligning to the criteria does not mean a funding proposal will be successful, that will be determined by the strength and merit of the proposal. However, not being able to align to the criteria means it would be unlikely a funding proposal would be successful. For clarity, proposals do not need to meet all of the General Criteria. The General Criteria are separated into three categories:

#### **A. Events that:**

- strengthen the City's profile as a leading events destination;
- promote vitality in the City;
- support and showcase the diversity and vibrancy of Wellington's arts and culture sector; and
- support a strong events support structure, including the infrastructure and capability to deliver events.

#### **B. Initiatives that:**

- contribute to the immediate recovery of the City economy;
- enhance or protect Wellington's position as a leader in innovation and creativity;

- seek to use innovation and creativity to support recovery, revitalisation and job protection or creation;
- contribute to sustainable economic outcomes; and
- align to the WellingtonNZ promotional campaigns.

**C. Partnerships that:**

- support the commercialisation of innovative or creative ideas that are Wellington based or focussed;
- add to the vitality, creative or cultural diversity of the City; and
- encourage collaboration that contributes to the economic recovery or long term sustainable economic outcomes.

**Fund Exclusions**

23. The fund has a broad purpose and set of General Criteria, almost more important is clarity around those things that the fund will not support, these are the Fund Exclusions. Having a clear set of exclusions saves a lot of wasted time for those people or organisations seeking to access funding and the officers charged with administering the fund.
24. The legacy funds had a well-tested set of exclusions and these have been adapted to reflect the points raised by Councillors at the meeting of 9 April 2020. The Fund Exclusions are set out below detailing those things that the fund cannot be used for, unless there are clear exceptional circumstances to waive the exclusions.
- Developing a bid for further funding from Council or other institutions
    - Funding will not be provided to assist in the development of proposals for funding to Council or any other entity.
  - Feasibility reports or studies
    - The purpose of the fund is to contribute to the economic recovery of the City through activities and initiatives that directly contribute and have tangible outcomes.
  - Start-ups
    - Council does not have the skills or experience to evaluate start-up proposals and this is a specialised area and one of high risk.
    - We will however, actively connect any start-up type opportunities with Creative HQ who have the skills and connections to aid start-ups.
  - Initiatives that create an ongoing need for Council operational funding
    - The CRF is a short term discretionary fund and should not support initiatives that are only sustainable into the future with ongoing Council funding.

- Research and Development
  - o These are by nature speculative with uncertain outcomes. The fund is seeking initiatives with more immediate impacts on the economic recovery.

### **Decision making framework**

25. The delegation framework for approving applications should link back to the key principles of the fund and particularly the need to be flexible and agile. This suggests quick and efficient decision making and having trust and confidence in the robustness of the framework to deliver good outcomes. The delegation framework proposed for the CRF draws on the processes for the legacy funds which are all slightly different and is set out below:
- Up to \$100k – the Chief Executive
  - Between \$100k and \$300k – the Chief Executive in consultation with the Mayor, Deputy Mayor and relevant Portfolio lead
  - Over \$300k – Strategy and Policy Committee.
26. Reporting will be on a monthly basis through a confidential communication to all Councillors, updating them on the activities of the fund in terms of funding approvals, delivery and outcomes. Formal reporting will be via the quarterly report and as part of the formal annual Grants Funds Report.
27. The fund will be generally managed on an individual application basis as opposed to a grant funding pool with scheduled funding rounds.

### **Options**

28. A fund of the nature of the CRF needs to have a clear framework setting out the purpose, criteria, restrictions and decision making processes. There is no alternative to having a strong, easy to understand and implement framework providing clear guidelines to the officers responsible for administering the fund and to applicants or partners seeking to access the fund.
29. Accepting that the framework itself is critical, the options are limited to the individual components of the framework. These have been developed based on a core set of design principles, the experience of having administered the component funds over a number of years and recognising the dangers of being overly prescriptive, particularly around setting criteria.

### **Next Actions**

30. Once the CRF framework has been agreed then the fund will be operationalised. The first steps will be to communicate that the fund is open for business and to socialise the purpose of the fund, the criteria and other guidelines for seeking funding.

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**Attachments**

Nil

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## **SUPPORTING INFORMATION**

### **Engagement and Consultation**

We have engaged with WellingtonNZ in developing the framework. This is largely an administrative report but does reflect what we are hearing from a range of sectors.

### **Treaty of Waitangi considerations**

There are no direct Treaty considerations.

### **Financial implications**

These are addressed within the report.

### **Policy and legislative implications**

There are no new policy or legal considerations.

### **Risks / legal**

The report is administrative and does not of itself raise any legal issues. The primary risks will be around robust processes but the nature of the activities does carry some degree of risk. These will be assessed on a case by case basis and having a clear framework reduces risk.

### **Climate Change impact and considerations**

There are no direct impacts from the report itself, as it is primarily an administrative report. In developing the criteria we have been clear that sustainable economic recovery is one of the criteria. Initiatives that have a climate change theme that contribute to the economic recovery will fall within the remit of the fund.

### **Communications Plan**

This will be developed in conjunction with launching the fund on Council's website and the landing page for accessing the framework and lodging applications on-line.

### **Health and Safety Impact considered**

There are no Health and Safety considerations related to the report.

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### 3. Public Excluded

#### Recommendation

That the Council:

1. Pursuant to the provisions of the Local Government Official Information and Meetings Act 1987, exclude the public from the following part of the proceedings of this meeting namely:

General subject of the matter to be considered	Reasons for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
3.1 Appointments to Council Controlled Organisations	7(2)(a) The withholding of the information is necessary to protect the privacy of natural persons, including that of a deceased person.	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.