



ATTACHMENTS MINUTES

Ordinary Council meeting

Monday, 24 July 2023

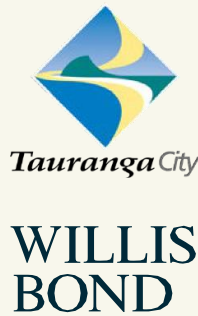
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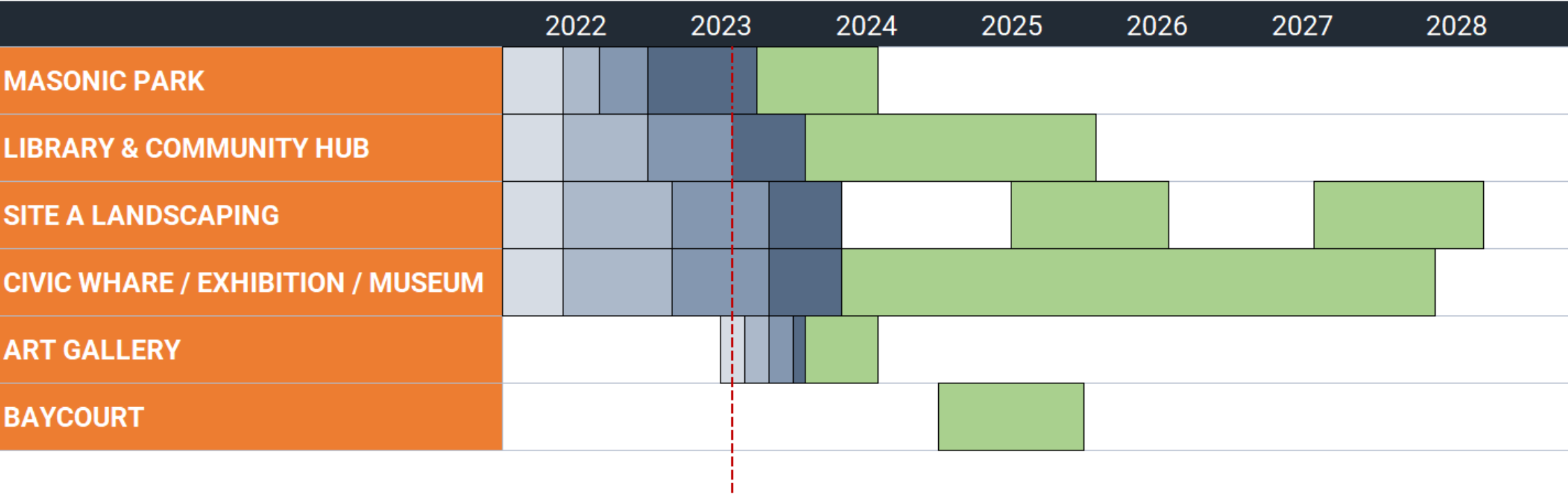


TE MANAWATAKI O TE PAPA DESIGN AND COST UPDATE REPORT

Council Meeting 24 July 2023



PROJECT STATUS



Key:

Concept design

Preliminary design

Developed design

Detailed design / procurement

Construction

Note: The programme excludes Council commissioning and fitout



Key design updates:

- Entry alignments shifted
- Façade performance and efficiencies
- Pātaka experience improved
- Meeting room strategy updated
- Increased visibility into ground floor activities
- Spatial efficiencies and development to mezzanine and staff spaces

LIBRARY & COMMUNITY HUB

COST UPDATE

VALUE ENGINEERING TARGETS

Although not yet specifically identified as a variation target in this report, it may be possible to achieve the remaining \$235,000 through further investigation and coordination across the design team.

Location	December 2022 Estimate	July 2023 Estimate	% change to Dec
Library & Community Hub	\$91.50 m	\$93.25 m	
Difference		\$1.75 m	1.91%
VE Targeted reduction		\$1.51 m	
Remaining variance		\$0.24 m	0.26%

CONTINGENCY & ESCALATION

Item	Contingency %	Contingency \$	Escalation %	Escalation \$
Library & Community Hub	10%	\$8.55m	7.5%	\$4.69m





Key design updates:

- Flexible ground floor space
- Museum structure to a hybrid mass timber and steel approach
- Open plant relocated within the museum volume
- Design exhibition spaces to allow for total blackout
- Key aperture designed to draw visitors into the museum volume
- Upper-level community space to be museum use for items that are not light-sensitive

CIVIC WHARE



Key design updates:

- Layout refined to have clear separations between the public and councilors
- Private kitchenette and toilets introduced for councilors
- Layout of Ātea a Tu refined to accommodate flexible meeting types and event styles

CWEM

Cost

CWEM COST COMPARISON

CWEM is currently partway through developed design. The updated RLB cost estimate date represents a difference of \$3.50 million to the December 2022 Preliminary Design and Cost figure. There is a value engineering target of \$0.8 million that has been identified, along with a further list of items to investigate as the project progresses through the developed design stage.

Location	December 2022 Estimate*	July 2023 Estimate	% change to Dec
Exhibition and Museum	\$110.55 m	\$114.00 m	
Civic Whare	\$15.50 m	\$15.55 m	
Total	\$126.05 m	\$129.55 m	
Difference		\$3.50 m	2.77%
VE Targeted reduction		\$0.80 m	
Remaining variance		\$2.70 m	2.14%

CONTINGENCY & ESCALATION

Item	Contingency %	Contingency \$	Escalation %	Escalation \$
Exhibition and museum	10%	\$10.54m	16.3%	\$11.10m
Civic Whare	10%	\$1.47m	14.8%	\$1.40m
Total		\$12.01m		\$12.51m



WILLIS BOND



SITE A LANDSCAPING

Key design updates:

- Rationalisation of terraces to create a better balance of green / paving
- Inclusion of 'play trail' through lower-terrace and mid-terrace
- Refined geometries of stairs to create a sense of arrival to the Ātea
- Paving strategy of 70/30 split between decorative concrete and stone pavers
- Co-ordinated lighting design to emphasise key spaces and provide safe thoroughfare
- Development of amphitheater to help frame the lower terrace and maximise useable space

SITE A LANDSCAPING

Cost

SITE A LANDSCAPING COST COMPARISON

The updated RLB cost estimate dated July 2023 is \$17.60 million. This represents a difference of \$0.35 million or 2.02% to the December 2022 Preliminary Design and Cost figure. There is a value engineering target of \$0.3 million attributed to the Site A Landscaping.

Location	December 2022 Estimate	July 2023 Estimate	% change to Dec
Site A Landscaping	\$17.25 m	\$17.60 m	
Difference		\$0.35 m	2.02%
VE Targeted reduction		\$0.30 m	
Remaining variance		\$0.05 m	0.29%

CONTINGENCY & ESCALATION

Item	Contingency %	Contingency \$	Escalation %	Escalation \$
Site A Landscaping	21%	\$3.01m	10% - 16%	\$1.63m



WILLIS BOND



Key design updates:

- Arbor size and scale reduced, material to be painted steel
- Water feature springs design integrated into the paving treatment
- Archaeological site design further progressed
- Lighting design highlighting key spaces and providing for a safe environment
- Pedestrian bridges removed from Willow Street raingardens
- Furniture design updated

MASONIC PARK & WILLOW STREET

Cost

MASONIC PARK AND WILLOW STREET COST COMPARISON

The updated RLB cost estimate dated July 2023 is \$17.03 million. This represents a saving of \$0.28 million or 1.59% to the December 2022 Preliminary Design and Cost figure.

Location	December 2022 Estimate	July 2023 Estimate	% change to Dec
Masonic Park	\$9.00 m	\$9.08 m	
Willow Street	\$8.30 m	\$7.95 m	
Total	\$17.30 m	\$17.03 m	
Difference		-\$0.28 m	-1.59%

CONTINGENCY & ESCALATION

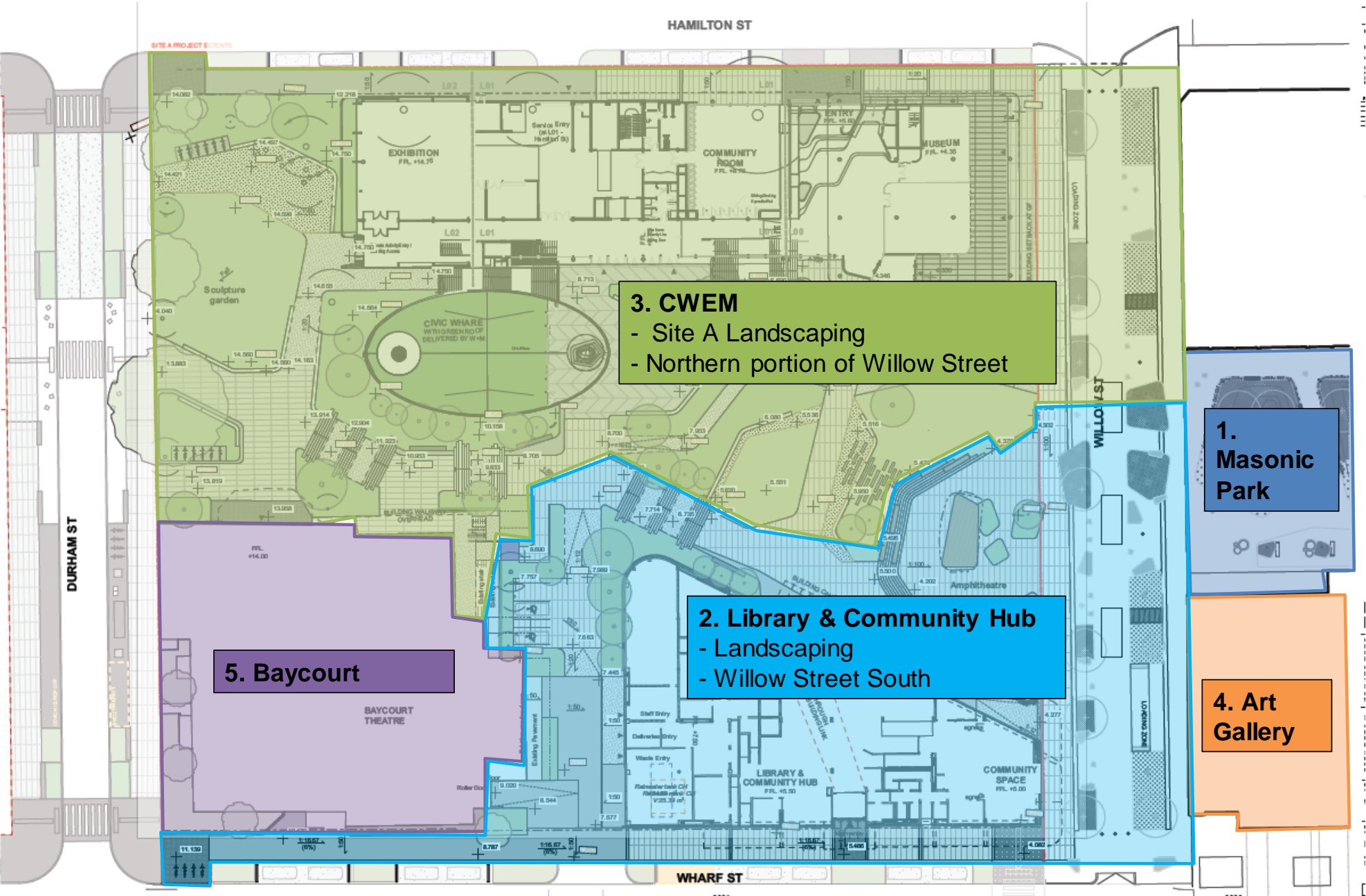
Item	Contingency %	Contingency \$	Escalation %	Escalation \$
Masonic Park	20%	\$1.61m	6.5%	\$0.26m
Willow Street	21%	\$1.43m	10% - 16%	\$0.79m
Total		\$3.04m		\$1.05m



WILLIS BOND

PROJECT PACKAGES

Te Manawataki o Te Papa will be delivered as a series of ‘packages’, staged in a way that maximises efficiency and practicality across the precinct.



CONSTRUCTION PROGRAMME

[illegible]

Note: The programme excludes Council commissioning and fitout

PRECINCT COST UPDATE

NZD in thousands	Site A Civil Establishment	Durham St footpath	Masonic Park	Art Gallery	Library and Community Hub	Wharf St footpath	Baycourt	Willow Street	Civic Plaza	Exhibition and Musuem	Civic Whare	Hamilton St footpath	Total
Construction and infrastructure	4,855	100	5,940	1,890	62,505	1,100	6,565	4,675	10,650	69,220	9,525	970	177,995
Escalation	280	10	255	115	4,690	120	810	750	1,630	11,110	1,400	155	21,325
Total construction cost	5,135	110	6,195	2,005	67,195	1,220	7,375	5,425	12,280	80,330	10,925	1,125	199,320
Direct costs	870	25	1,240	835	14,000	192	1,575	1,155	2,310	17,580	2,400	225	42,407
FF&E	-	-	100	100	3,500	-	1,000	-	-	5,800	750	-	11,250
Contingency	1,285	15	1,540	440	8,550	313	1,050	1,370	3,010	10,290	1,470	300	29,633
Total cost	7,290	150	9,075	3,380	93,245	1,725	11,000	7,950	17,600	114,000	15,545	1,650	282,610
GFA*	-	-	-	-	6,001	-	-	-	-	5,619	581	-	
construction cost (\$ / m ²)	-	-	-	-	10,257	-	-	-	-	12,048	16,084	-	
Estimated completion date	2024	2024	2024	2024	2026	2026	2025	2026 - 2028	2026 - 2028	2028	2028	2028	2028
Contingency (%)	21%	11%	20%	15%	10%	22%	11%	21%	21%	10%	10%	22%	10%
Escalation (%)	6%	6%	6.5%	8%	7.5%	10%	12.5%	10 - 16%	10% - 16%	16.3%	14.8%	16%	7.5%
December 2022 cost	7,000	150	9,000	1,500	91,500	1,550	11,000	8,300	17,250	110,550	15,500	1,650	274,950
July 2023 Variance	290	-	75	1,880	1,745	175	-	-350	350	3,450	45	-	7,660
TCC approved budget re allocations	-	-	-	1,880	-	-	-	-	-	-	-	-	
Net variance to December 2022	290	-	75	-	1,745	175	-	-350	350	3,450	45	-	5,780
Value Engineering Targets	-	-	-	-	(1,510)	-	-	-	(300)	(720)	(80)	-	(2,610)
Remaining Variance	290	-	75	-	235	175	-	-350	50	2,730	-35	-	3,170
Total % variance													1.15%

RISKS

- Consenting (particularly in relation to mass timber buildings)
- Sub-contractor capacity
- Ground conditions and existing services diversions
- Client approvals
- Funding
- Scope creep
- Change in governance
- Escalation
- Coordination of Council fitout and commissioning



21 July 2023

PURPOSE OF THE REPORT

1. The purpose of this paper is for the Chair of the Te Manawataki o Te Papa Limited Board (the **Board**) to present the views of the Board on matters contained within the reports.

RECOMMENDATIONS

That the Council:

- (a) Receives and notes the report from the Te Manawataki o Te Papa Limited Board.

BACKGROUND

2. In December 2022, Council approved the establishment of a separate council controlled organisation to govern Te Manawataki o Te Papa project delivery – Te Manawataki o Te Papa Limited.
3. As of 30 June 2023, Council has appointed four independent directors to the Board, all who share Council's ambition for the development of vibrant new community spaces in Tauranga's city centre. The Board members bring diverse skills and significant experience in the delivery of large capital projects, on time, within budget, and to stakeholder expectations.
4. The Board have met monthly since April 2023, receiving status updates and independent advice in relation to the design and construction of Te Manawataki o Te Papa. As outlined in these papers, there are a number of significant risks, which is to be expected in a programme of this size and scale. Inherent in the programme are key cost, time, and scope challenges, which the Board are closely monitoring and managing.
5. As the entity responsible for governing the delivery of Te Manawataki o Te Papa projects, the Board is firmly committed to, and actively engaged in, setting up successful strategies and relationships (e.g. mana whenua) to achieve the goals as set out in the 2023-2024 Letter of Expectation, and the 2023-2026 Statement of Intent.

KEY REPORTS

Te Manawataki o Te Papa – Design and Cost Update Report

6. The designs and cost estimates continue to be further refined as design phases progress. Additional confidence in the robustness of the cost estimates will increase as specific designs are finalised. The total cost estimate (including cost escalation and contingencies) has increased from \$303.4 million in the December 2022 LTPA, to a total of \$306.3 million.
7. Cost estimates include project contingencies of ~10% and average escalation costs of ~7.5%, which are considered necessary and based on current information and sector advice, adequate. The Board intends to retain and preserve sufficient contingencies throughout the life of the programme.
8. The Willis Bond report outlines potential value engineering opportunities of \$2.6 million for which Willis Bond have advised the Board that there is a high level of confidence in being achieved.

9. In the current economic climate, and benchmarked with other similar projects, a cost estimate increase of 1.15% at this stage is considered minimal. However, the Board is highly cognisant that Council publicly consulted on a total project budget of \$303.4 million and any overspend is very likely to be detrimental to strengthening community perceptions of trust and confidence in Council.
10. As such, the Board have instructed the Council project team to continue actively pursuing all opportunities through the ensuing design phases, to reduce cost estimates further with a view to delivering the programme within the overall project budget.

Te Manawataki o Te Papa – Business Case

11. The Board has received, reviewed, and provided feedback to Council on the Te Manawataki o Te Papa Business Case.
12. Of particular note and significance is the fundamental Business Case premise that delivery of the projects within Site A are interdependent, and to be undertaken as a single-staged, five-year construction programme, planned for completion in September 2028.
13. The capital project costs include proposed fitout costs, which are under ongoing review. Any changes in costs will need to be managed within the constraints of the current budget, or considered through the established approval processes and gateways for this project.
14. Detailed phased cashflow forecasts for the whole-of-life project costs (e.g. capital and operating expenses) are in development and due to be presented to the Board in September 2023.

Te Manawataki o Te Papa – Financial Strategy

15. The Board has received and provided feedback on Council's Financial Strategy to support delivery of the Te Manawataki o Te Papa budgeted capital works programme.
16. Early procurement of key structural elements (e.g. timber and steel for the Library and Community Hub building) presents an opportunity for the Board to manage cost escalation by recommending Council locking in supply in the near term, at current pricing. The Board has received timber supply options, which will be presented for consideration at the next Board meeting, once Council approves the Business Case.
17. Detailed cashflow forecasts are underway, as mentioned above, and will subsequently provide the Board with the opportunity to test and seek assurance that the ratepayer funded vs. external funded assumptions and parameters (timing and value), will be achieved.
18. The Board is cognisant of the critical necessity for ongoing Council support of this Funding Strategy, to ensure delivery of the full, single-staged programme which will in turn, realise the full community outcomes intend from this significant investment.

Asset Realisation Reserve

19. The Board has received and provided feedback to Council on the proposal to establish an Asset Realisation Reserve as a funding option for capital projects, with Te Manawataki o Te Papa being the first of these.

20. Funding the programme remains a critical risk, however the Board has gained further confidence from information presented in the proposed Asset Realisation Reserve paper. Noting in particular, the independent review undertaken by KPMG which, whilst generally supportive of the methodology and sensitivities applied, makes several recommendations and highlights material issues regarding the saleability and pricing of certain properties.
21. As detailed in the Te Manawataki o Te Papa Financial Strategy, the Board supports Council's commitment to fund the programme of works by maximising external funding sources, including grants and development contributions, before utilising funds generated through the Airport Activity and/or the Asset Realisation Reserve.

Willis Bond – Development Management Agreement

22. The Board has received and provided feedback to Council on the Development Management Agreement appointing Willis Bond as Council's Development Manager for delivery of Te Manawataki o Te Papa.
23. An independent benchmarking exercise of the Willis Bond fee was recently undertaken, which provided confidence to the Board that the costs presented value for money to Council. In the Board's opinion, the proposed fee structure was also considered to be reflective of the risk and project complexities.
24. In appointing Willis Bond, the Board expects there will be additional benefit from an active application of learnings from Council's 90 Devonport Road project, and other recent similar scale and complexity projects.
25. Additionally, the expertise demonstrated by Willis Bond promotes an effective pathway to managing and resolving key project risks such as construction complexities and most importantly, consenting risk. Te Manawataki o Te Papa presents a significant step-change opportunity for Council to look at ways to deliver consenting support more efficiently and effectively.

Tauranga Moana Waterfront – Updated Masterplan

26. The Board received the Tauranga Moana Waterfront update report.
27. As these projects have been recently added to the governance scope of the Board, a workshop has been scheduled next month to enable a more detailed review of the projects risks and opportunities.



Business Case – presentation to Council

24 July 2023



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Approach

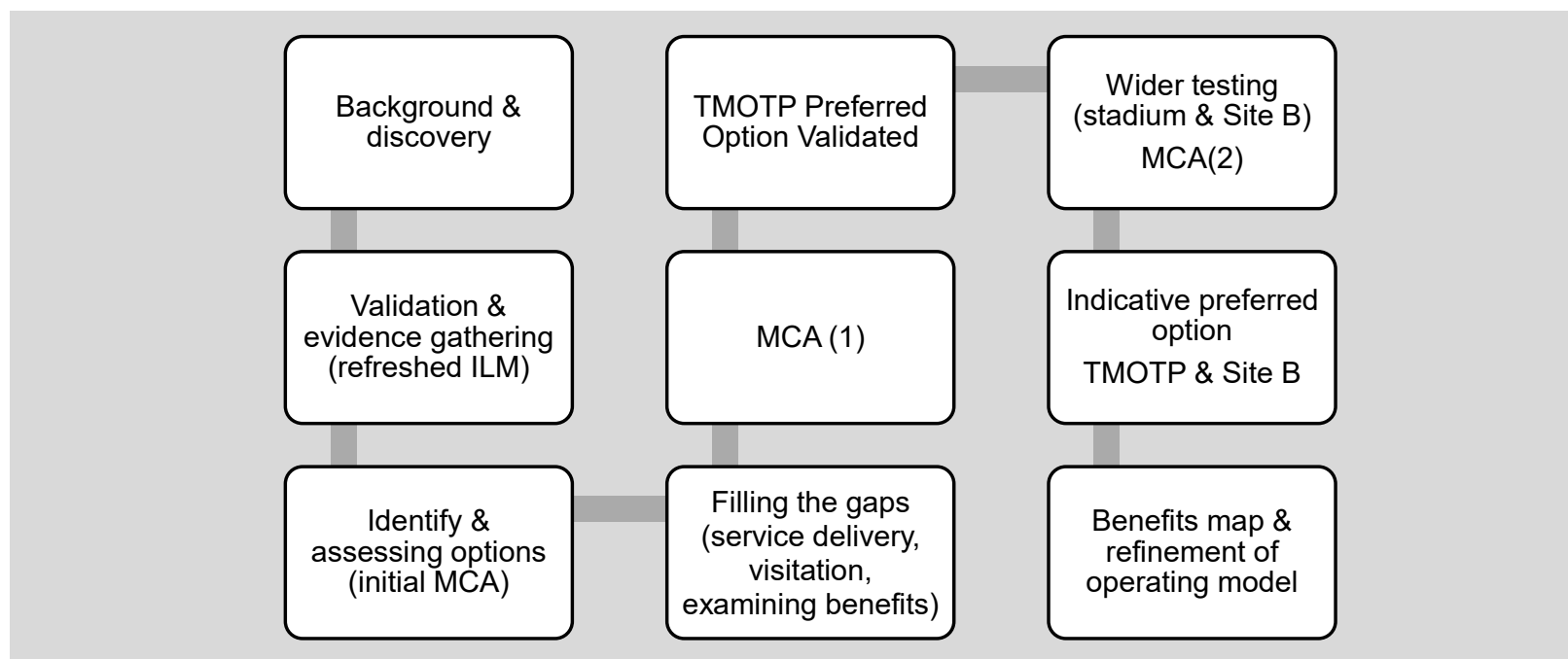


- Premise is to **seek to** re-confirm the validity of TMOTP to ensure we deliver the best value for our communities.
- Guided by NZ Treasury's Better Business Case model

History



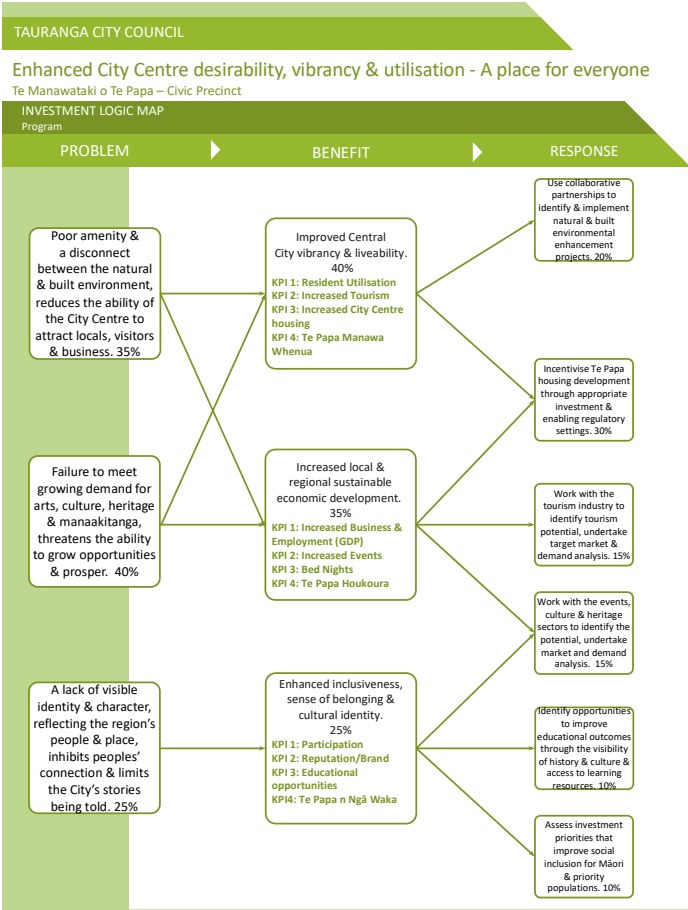
Process to **seek to** validate TMOTP



SMART Investment Objectives



1. To improve central city vibrancy and liveability by attracting 2,000,000 visits per annum to TMOTP by 2035.
2. To increase the present value of local and regional economic output by \$500 million and wider economic benefits of \$500 million over the life of the buildings
3. To enhance inclusiveness, sense of belonging and cultural identity by attracting greater than 300,000 annual museum visits, greater than 800,000 annual community hub visits, with 60% of residents being prepared to recommend Tauranga as a visitor destination by 2035.



Investment Logic Map

TMOTP visitation Rationale's modelling

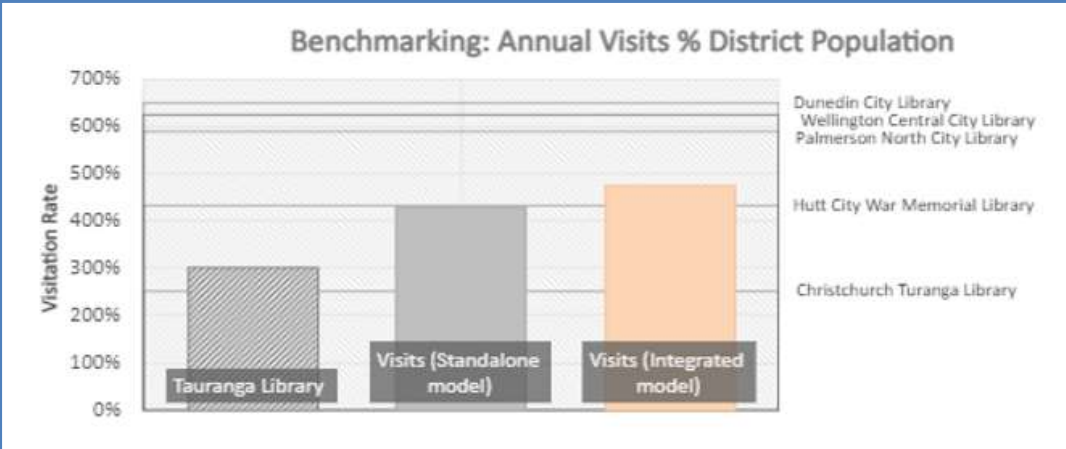
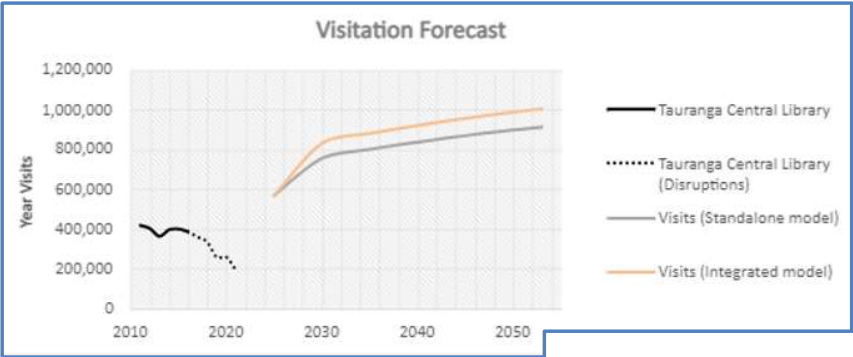


- 1,981,487 annual visits to TMOTP by 2035 averaging about 5,500 people a day.
- In 30 years (2053), visits will reach nearly 2.3 million annually (6,300 people a day).
- For comparison, current foot traffic on the corner of The Strand and Wharf Street averages 1,613 people a day.

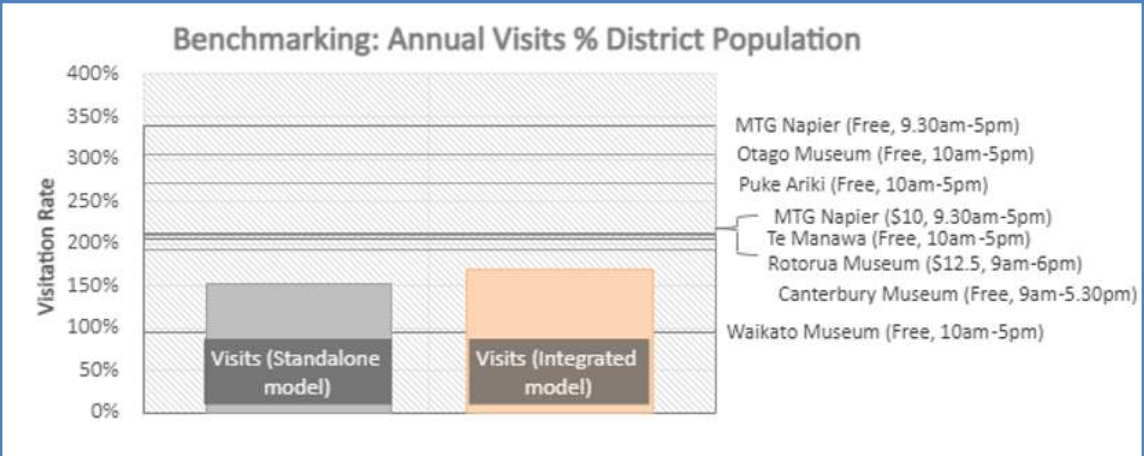
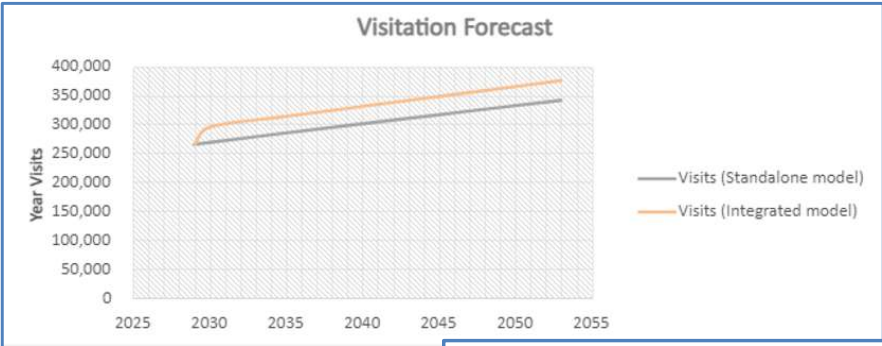
Forecasted visitation to TMOTP (Site A) over 30 years

	2025	2030	2035	2040	2045	2050	2053
Total visits		1,869,103	1,981,487	2,078,404	2,166,248	2,248,068	2,293,551

Community hub visitation



Museum visitation



Wider Benefits

GHD's analysis



- TMOTP will generate between \$788.4 million and \$1,370.5 million in estimated quantified benefits in net present terms over the next 60 years assuming a 4% discount rate.

	4% real discount rate		6% real discount rate	
	Assumed*	Catalyst	Assumed	Catalyst
Agglomeration benefits from business concentration	\$18.9	\$172.7	\$9.7	\$89.0
Use and non-use value of amenities	\$187.2	\$192.5	\$119.0	\$122.0
Visitor/Tourism contribution to GDP	\$419.0	\$822.8	\$280.8	\$551.4
Value of Māori cultural expression	\$161.1	\$161.1	\$102.5	\$102.5
Lower emissions growth in housing	\$2.2	\$20.6	\$1.0	\$9.4
Lower opportunistic crime	\$0.1	\$0.7	\$0.1	\$0.4
Total quantified benefits	\$788.4	\$1370.5	\$513.1	\$874.7

Cost Benefit Analysis

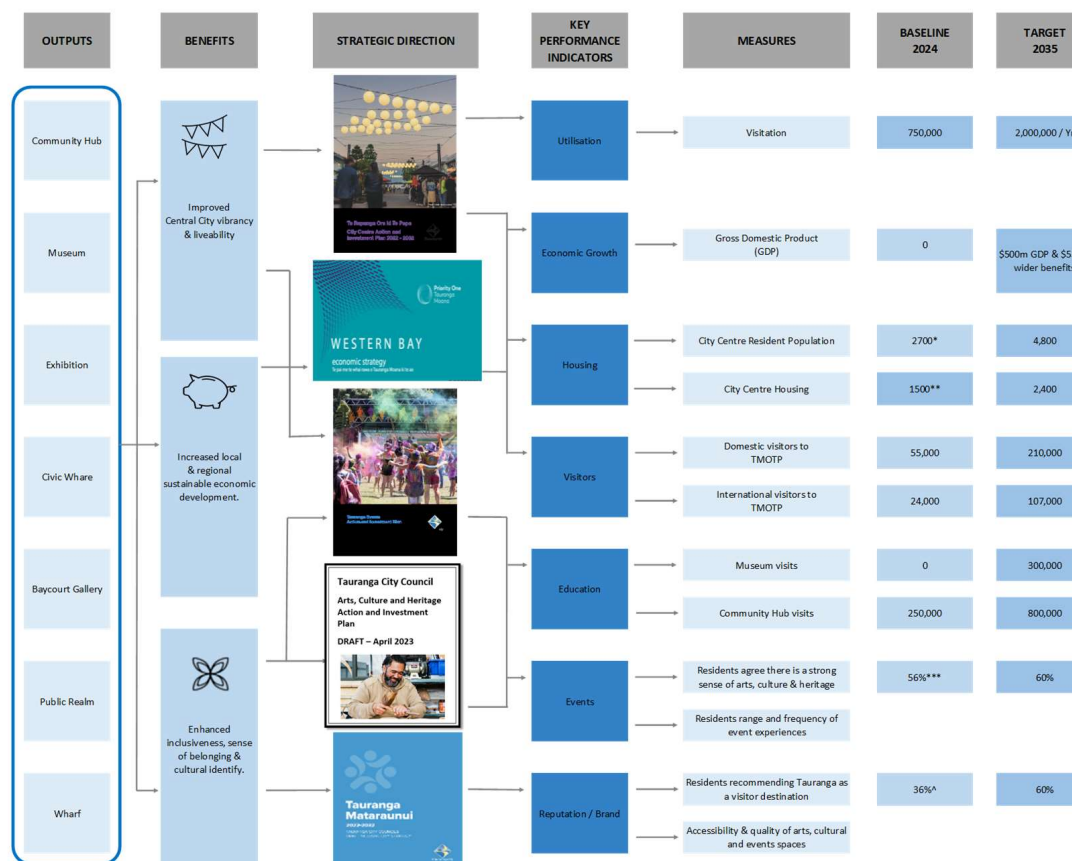


4% real discount rate		6% real discount rate	
Assumed*	Catalyst	Assumed	Catalyst
1.17	2.03	0.95	1.61

Note: Assumed 4% scenario is recommended by GHD

Benefits map

*census data 2018
 ** TCC growth projections
 ***Vital Update (2020)
 ^Annual residents survey 2022



Funding & financing



- Council has resolved to fund \$151.5 million of the capital investment (\$309.8m) and will likely fund close to 100 % of ongoing net cost of TMOTP each year.
- Potential for IFF levies (removing debt from Council's balance sheet) and city-wide development contributions (\$11.5M).
- Financial Strategy provides further options to be utilised to the extent needed to fully fund the remaining capital investment of TMOTP (\$146.8m).



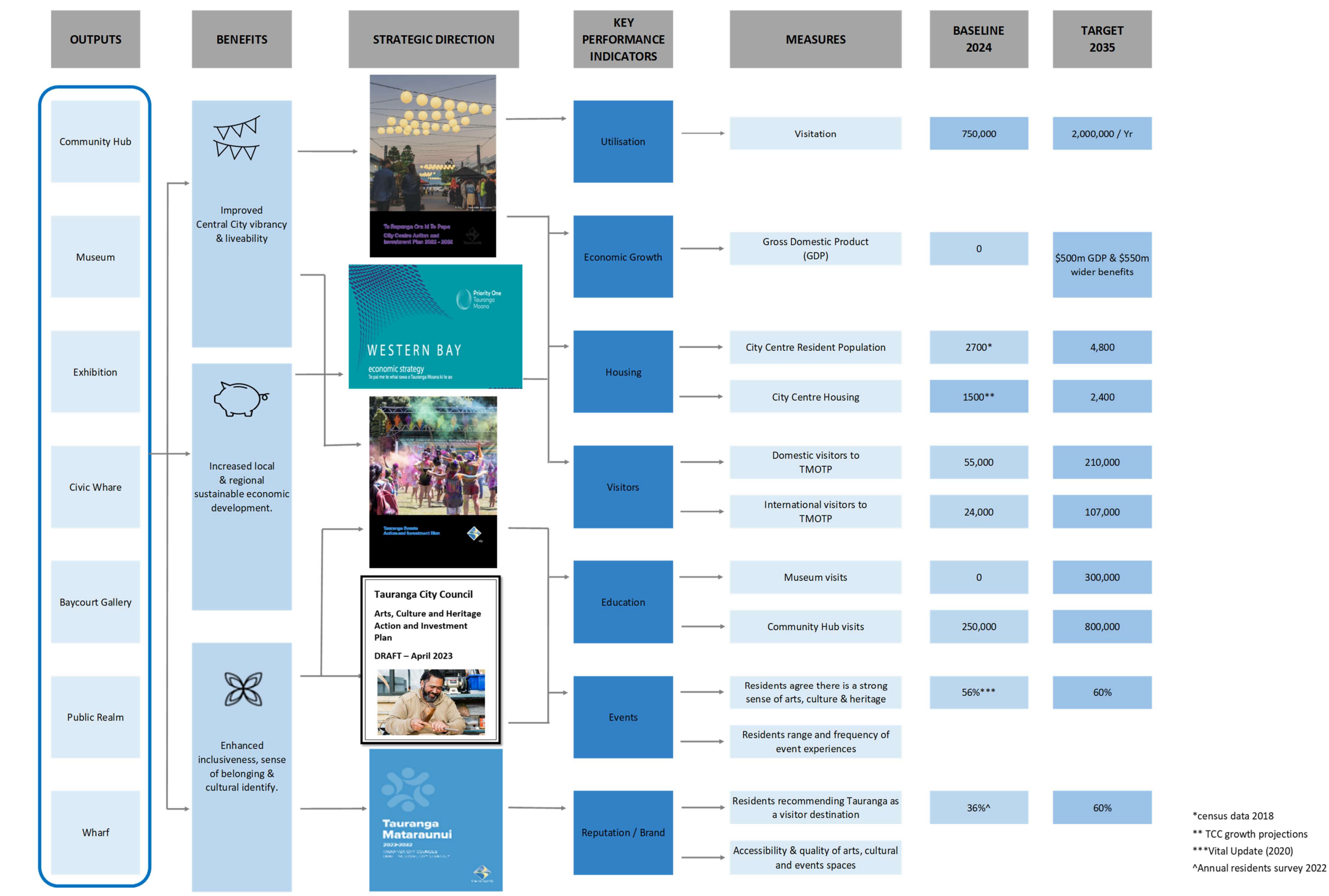
Questions & Feedback



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TO BE TABLED AT COUNCIL MEETING – Monday 24 July 2023 (Replacement Figure 40, page 131 for Te Manawataki o Te Papa Business Case)

Figure 40: Benefits map for Te Manawataki o Te Papa aligning with Council’s strategic direction and outlining KPIs, measures, 2024 baseline data and 2035 targets





Te Manawataki o Te Papa

Financial Strategy – presentation to Council

24 July 2023



Funding



External:

- Government and Community Grants
- Waters Reform
- Development Contributions

Other Funding:

- Asset Realisation Reserve
- Airport Activity Contribution

Table 1: Comparison of the funding sources as per the LTPA with current estimates

Funding Source	LTPA Estimate (\$M)	Current Estimate (\$M)	Current Risk Weighted ³ Estimated (\$M)
External Non-Rates Funding			
Waters Reform Funding ("Better Off" funding)	\$33.2M	\$12.1M*	\$12.1M*
Other Government Grants	\$49.1M	\$23.6M	\$14.2M
TECT Partnership	\$27.0M	\$27.0M	\$21.0M
Local and Community Grants	\$31.7M	\$15.5M	\$4.5M
Growth Funding (Developer Contributions)	\$10.9M	\$10.8M	\$11.4M ⁴
Total External Funding	\$151.9M	\$89.0M	\$63.2M
Total Remaining Funding Required	\$0	\$65.8M	\$91.6M
Total Non-Rates Funding	\$151.9M	\$154.8M	\$154.8M
Rates Funded Debt (including Renewals)	\$151.5M	\$151.5M	\$151.5M
Total Approved Budget for Programme of Works	\$303.4M	\$306.3M⁵	\$306.3M

Table 3: Potential other funding sources

Funding Source	Estimated Realisable Value Gross \$'s million's	Estimated Realisable Value Net of Debt Repayment \$'s million's
Asset Realisation Reserve	\$146.3	\$97.7
Airport Activity Funding	\$13.0	\$13.0
Other Funding Options	Nil *	Nil *
Total Other Funding Identified	\$159.3	\$110.7
Total Other Non-Rates Funding Required (Table 1)	\$91.6	\$91.6

Airport Activity Surplus

Considerations:

- Link to City Centre and Te Manawataki o Te Papa
- Level of funding available (potentially \$45m)
- What is appropriate to apply

Appropriateness Assessment:

- Requirements of Airport Authorities Act
- Level of airport patronage from international & domestic tourism visitors
- Level of international & domestic visitors to individual Te Manawataki of Te Papa facilities
- Expected benefit to the airport measured in increased visitors

Recommended Resolutions

Approve Financial Strategy

- Reconfirms maximum ratepayer loan \$151.5m
- Maximise external funding sources
- To extent above funding sources insufficient, balance funded by Airport Authority funding (to \$13m) & Asset Realisation Reserve

Airport & Asset Realisation Reserve

- Decisions on quantum to be via future Council resolution subsequent to further consideration of what is appropriate, legal advice & assessments, and consultation as appropriate.



Questions





Asset Realisation Report

- Proposal to establish an Asset Realisation Reserve approach and criteria
- Treatment of debt associated with properties managed through the Reserve approach
- Approval of list of properties to be managed through the Asset Realisation Reserve approach.

Proposal to Establish Asset Realisation Reserve

- Reserve is proposed to be used:
 - Transparently manage sale of Council property & assets
 - Hold any resulting proceeds
 - Enable Council to allocate funds to capital projects
- Identification of property or asset to be managed through the Reserve approach not necessarily a decision to dispose. Disposal decisions make on case-by-case basis and in accordance with Council policy.

Properties & Assets Identified

- Assessment:
 - Not required to deliver core business; or
 - Should be disposed (externally or internally to achieve a strategic objective, and defined trigger or timeframe for that disposal has been determined.
- Identified properties and assets include:
 - Carpark Buildings - Spring Street & Elizabeth Street
 - Marine Precinct
 - Smiths Farm
 - Poteriwhi (residential land)
 - Other Council properties

Policy & Legal Considerations

- Property funded by an activity:
 - Proceeds will return to that activity (except stormwater affected properties)
 - Proceeds will be used to repay debt

- Council can, by resolution:
 - Direct proceeds from sale of assets to a use other than debt repayment
 - Decide not to act in accordance with an adopted policy provided that decision is transparently made, and specific Local Government Act 2002 requirements are complied with.

Other Matters Addressed in Resolutions

- Proposed that annual review of properties will be undertaken
- Potential sales of managed through the Asset Realisation Reserve approach will be assessed and managed:
 - case-by-case basis and
 - in accordance with legal requirements
 - in accordance with Council policies (including Property Acquisitions and Disposals Policy, and Significance and Engagement Policy)
- Approve Asset Realisation Reserve to be used as funding source for TE Manawataki o Te Papa project in the first instance.



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