Let the land, the people and the city be rejuvenated

Regenerate Christchurch was established as an independent organisation funded by the Crown and the Christchurch City Council. Regenerate Christchurch has focused on catalysing and accelerating activities, investment, interventions and outcomes to achieve additional benefits for Christchurch and its communities that would not otherwise have occurred, or which would have taken longer to deliver.
MESSAGE FROM THE BOARD

On behalf of the Board, I am pleased to present this Transition Plan for the transfer of Regenerate Christchurch’s regeneration leadership responsibilities, assets and liabilities to local agencies.

The Board is privileged to have served Christchurch and is proud of what Regenerate Christchurch has achieved over the past four years. Particular mention must be made of the Ōtākaro Avon River Corridor Regeneration Plan, which is an example of outstanding collaborative planning, and which will provide guidance for the development of this important area for many years to come.

The context within which Regenerate Christchurch is planning and preparing for transition is rapidly evolving as the COVID-19 global pandemic creates significant new challenges for our residents and local communities, our city, our country and the world as a whole in terms of health, social and economic impacts. With this in mind, the Board has sought to reflect on its own observations and experiences within the Christchurch context, and offers insights in this Transition Plan that it believes continue to remain relevant and useful within this new and quickly changing COVID-19 context.

Preparing for transition has been a key focus for the Board in 2019/20. The Board views an orderly transition as an important contribution to the long-term regeneration of Christchurch, and is firmly committed to ensuring this final phase is managed well.

The Board is confident in the arrangements for transition that have been agreed with the Christchurch City Council and the Minister for Greater Christchurch Regeneration (on behalf of the Crown). As it transitions Regenerate Christchurch will continue to share the insights it has developed over the past four years and help to build the knowledge and expertise of those responsible for Christchurch’s ongoing regeneration. We continue to work towards a disestablishment date of 30 June 2020 and, until that time, we remain committed as an organisation to supporting Christchurch’s ongoing regeneration.
How the Transition Plan was developed

The Transition Plan was developed by Regenerate Christchurch, working closely with the Christchurch City Council and the Department of the Prime Minister and Cabinet’s Greater Christchurch Group.

In preparing this Transition Plan, the organisations have worked towards the following outcomes agreed in the 2019 Global Settlement Agreement between the Christchurch City Council and the Crown:

– **People:** support positive outcomes for the people of Christchurch, and provide certainty and confidence about the ongoing regeneration
– **Momentum:** increase the pace of regeneration by contribution to the timely regeneration of Christchurch, with the best possible outcomes
– **Value:** enable the parties to operate in a fiscally responsible manner, while realising social, cultural, economic and environmental benefits for Christchurch
– **Future:** advance the transition to local leadership and a ‘new normal’ relationship between the Crown and the Christchurch City Council.

Development of the Transition Plan has proceeded on the basis that Regenerate Christchurch must remain ‘open for business’ and able to exercise its statutory responsibilities up to and including its final operating date. Depending on the progress of the Greater Christchurch Regeneration Amendment Bill, this date may be brought forward to as early as 30 June 2020.

Transition planning has also been guided by the Regenerate Christchurch Board’s commitment to an orderly and well-managed transition that pro-actively shares its insights on regeneration and helps to build knowledge and expertise in local agencies, as an important long-term contribution to the regeneration of Christchurch.

Implementation of the Transition Plan

Regenerate Christchurch, the Christchurch City Council and the Department of the Prime Minister and Cabinet are committed to the successful transfer of Regenerate Christchurch’s responsibilities, assets and liabilities, and the implementation of this plan.

Over the coming months, Regenerate Christchurch and the Christchurch City Council will work together to complete the sharing of project lessons, knowledge and expertise. Regenerate Christchurch will also manage the transfer of its assets and liabilities to local agencies, and processes associated with disestablishing the organisation.

The Christchurch City Council is preparing to resume overall responsibility for regeneration leadership and will ensure that it has the appropriate skills, structures and resources in place to build on the work that has been done and successfully lead Christchurch’s regeneration into the future.

The Department of the Prime Minister and Cabinet will continue to support the Minister for Greater Christchurch Regeneration to progress the Greater Christchurch Regeneration Amendment Bill, which, among other planned changes, is expected to legally disestablish Regenerate Christchurch.
Regenerate Christchurch’s leadership role

Regenerate Christchurch was established by the Greater Christchurch Regeneration Act 2016 (the Act). It was established as a Crown-Council entity, with an independent board, and joint oversight by the Christchurch City Council and the Crown.

The organisation was intended as a transitional arrangement to enable leadership for the recovery and regeneration of Christchurch following the Canterbury earthquakes to shift from the Crown (through the Canterbury Earthquake Recovery Authority) back to local agencies over time.

The establishment of Regenerate Christchurch also represented a deliberate shift in leadership approach to a more collaborative way of working, built on strong working relationships and effective engagement with communities, iwi, the private sector and partner agencies.

Purpose

Regenerate Christchurch’s purpose, as set out in section 122(1) of the Act, is to support a vibrant, thriving Christchurch that has economic, social and lifestyle opportunities for residents, businesses, visitors, investors and developers.

Under the Act, regeneration encompasses rebuilding and improving the environmental, economic, social and cultural well-being and resilience of communities, through urban renewal and development, restoration and enhancement.

Objectives

Regenerate Christchurch’s objectives (in section 122(2) of the Act) are:

- to lead regeneration in the area of Christchurch district that falls within greater Christchurch
- to engage and advocate effectively with communities, stakeholders, and decision makers to achieve its purpose
- to collaboratively work with others in achieving regeneration.

Functions

The functions of Regenerate Christchurch are set out in section 123 of the Act. They are:

- to develop visions, strategies, and regeneration plans to assist in achieving regeneration
- to make recommendations and provide advice to the Minister for Greater Christchurch Regeneration on the development, revocation and amendment of planning instruments and changes
- to facilitate increased investment
- to provide advice to Ōtākaro Limited, Development Christchurch Limited, and others, on the regeneration outcomes being sought
- to comment on regeneration outcomes and interventions, and the contribution of Ōtākaro Limited and Development Christchurch Limited
- to provide independent advice on regeneration activities to the Council and to the Minister.

1 This includes most of the district of the Christchurch City Council but not Banks Peninsula, other than the area around Lyttelton Harbour.
Insights on regeneration leadership

Regenerate Christchurch has developed key insights on regeneration leadership through its experiences over the past four years. These insights are relevant to the ongoing regeneration of Christchurch and also have broader application to any significant regeneration efforts in other regions or areas. They have particular relevance to the recovery efforts of cities and regions in the wake of the COVID-19 crisis.

They cover three distinct aspects:

1. The overall ‘landscape’ or environment in which regeneration takes place

2. Creating a special purpose regeneration agency or function

3. Undertaking successful regeneration projects.

The regeneration ‘landscape’

Regeneration is a long-term and ongoing process

Regeneration is ongoing – around the world, great cities are constantly renewing, developing and enhancing their urban environments. Christchurch should anticipate that progress and ongoing change will continue over the years ahead. It must also be ready to adapt to significant changes in the wider environment (for example, the significant economic and social impacts of COVID-19).

Clear and cohesive leadership is vital

There have been – and continue to be – many organisations actively engaged in Christchurch’s regeneration effort. Confidence and momentum in regeneration requires visible cohesive leadership to ensure that roles and responsibilities are clear, and to provide reassurance that organisations are working in a coordinated way to achieve the intended overall outcomes.

The focus must be on ‘best-for-city’ outcomes

Connected to cohesive leadership is the importance for organisations to be collectively focused on outcomes that are the best for the city and the people of Christchurch. While each organisation will have different roles and responsibilities, organisational objectives must support the achievement of the intended overall outcomes. Every opportunity should be taken to enhance the outcomes that can be achieved in the best long-term interests of the city.

Ongoing communication is required to inspire public confidence

Public confidence is critical to sustaining the regeneration effort. Proactive communication is required to ensure communities and stakeholders know and understand the direction and action that is being taken to regenerate Christchurch. Communication must be regular and ongoing to provide assurance that progress continues to be made, even though this may not always be visible.

People and relationships are critical influences on success

The achievements of Regenerate Christchurch and other agencies are due in large part to the skills, commitment and energy of their staff, and the effort that has gone into building collaborative working relationships with stakeholders and the wider community. Continuing to build and strengthen relationships and ensuring the right people with the right skills and knowledge are in key roles is critical to the success of ongoing regeneration.
A special purpose regeneration agency or function
To be successful, the regeneration agency requires a clear mandate and secure funding

Any future efforts to establish a regeneration agency or function should ensure it has a clear and distinct mandate from the outset, along with secure long-term funding upfront. Careful planning of the establishment process to ensure the organisation (or function) is set up to succeed. Security of tenure is also required to ensure the agency can attract and retain people with the specialist skills it needs and maintain a strong focus on regeneration.

Planning and implementation go hand-in-hand
The most successful plans are developed with an implementation focus and attention to how they can, and will, be delivered. System design must consider how planning and implementation functions are best integrated. Successful implementation will be achieved when plans reflect a clear understanding of funding and delivery challenges and when the implementation proceeds in a timely way that reflects the full intent of planning.

Shareholders provide ongoing guidance and public support for the regeneration agency
To be effective, the regeneration agency requires regular and aligned guidance from its shareholders and opportunities to test emerging thinking about regeneration and its work programme. The work of the regeneration agency must also be fully supported in the public arena so that it is clear to the public, ratepayers and taxpayers that its work is welcomed and supported.

Regeneration projects
Project objectives must be clear and well communicated
Successful projects are commissioned in the context of a clear and agreed understanding of issues and opportunities by key agencies. This ensures projects are well-defined and supported with clear objectives that are well understood by the regeneration agency and others. Projects will be less successful where there is uncertainty, disagreement or misunderstanding about what is to be achieved.

Bottom-up planning can take time but leads to a better outcome
Taking a bottom-up approach that involves communities is complex and by its nature takes longer than a top-down approach but is more likely to result in a better and widely supported outcome, particularly for complex and potentially contentious projects.

A flexible and adaptive approach is needed to engagement
At times, high levels of engagement can be overwhelming for communities and people may feel they are being repeatedly asked the same questions. Being able to adapt the engagement approach as projects develop and in response to the needs of the community is important to keep people engaged. In undertaking engagement, care must be taken to ensure that the community and stakeholders have realistic expectations of what can be achieved and can see progress.

Successful projects have a robust decision-making framework
Successful regeneration planning and implementation requires a clear framework for making decisions between different options and initiatives. Drawing on the best available evidence and developing agreed decision-making criteria will provide a clear rationale for decisions that best achieve desired outcomes.

Agencies must be ready for implementation, and be able to act quickly
For success, it is vital that prompt action be taken to implement the outcomes of regeneration planning. This requires the funding and delivery agencies to be ready to allocate resources so they can be agile and take advantage of opportunities for partnering with the private sector and others as soon as they arise. Delivering and communicating some ‘quick wins’ will also bolster public and organisational confidence.
Early transfer of Regenerate Christchurch’s responsibilities

Regenerate Christchurch’s planning for early transfer of its regeneration responsibilities is informed by three key documents:

- the Updated Letter of Expectations for Regenerate Christchurch 2019/20 from the Mayor of Christchurch and the Minister for Greater Christchurch Regeneration
- the Global Settlement Agreement between the Christchurch City Council and the Crown

Letter of Expectations

As set out in section 131 of the Act, the Christchurch City Council and the Minister for Greater Christchurch Regeneration may provide a letter of expectations that sets out their expectations of Regenerate Christchurch’s strategic direction and their specific priorities.

The Letter of Expectations for Regenerate Christchurch 2019/20 expresses the clear view that “regeneration in Christchurch has become embedded in the everyday work of the Council and Crown, and their various agencies operating in Christchurch.” It states that: “This being the case, we consider that the transition of responsibilities can be brought forward, and the time is now right for Regenerate Christchurch to begin actively supporting the transfer of its regeneration functions to the locally-based agencies that will be responsible for those over the long term.”

The letter notes “the Council and Crown’s ambition to have institutional arrangements that embed strength in Christchurch’s permanent institutions” and sets the expectation that, in the 2019/20 financial year, Regenerate Christchurch “actively transitions its lessons, knowledge and expertise, as well as its assets and responsibilities to local entities.”

Global Settlement Agreement

The Global Settlement Agreement approved by the Council in August 2019 and then by Cabinet in September 2019 concluded negotiations on matters relating to the ownership of key city assets and future institutional arrangements, including how Christchurch transitions back to full local leadership.

The Global Settlement Agreement sets a clear expectation of a transition process to enable the Christchurch City Council to lead and coordinate Christchurch’s regeneration into the future. The agreement includes provisions on transition planning for Regenerate Christchurch, including that:

- “Regenerate Christchurch’s regeneration leadership responsibilities and strategic functions will be either concluded or progressively transitioned with the majority of its work to be either concluded or transitioned by 30 June 2020.”
- Regenerate Christchurch will retain and continue to “undertake its mandatory legislative and administrative functions up to the repeal of the relevant parts of the Act at which time Regenerate Christchurch will be formally disestablished and none of its functions will continue.”


The Greater Christchurch Regeneration Act 2016 (the Act) includes provision for an annual review of the operation and effectiveness of the Act. The most recent review covers the year to 30 June 2019 and was presented in the House of Representatives September 2019.

One of the review objectives was “to identify and recommend any changes to the Act that will improve the Act’s overall operation and effectiveness in supporting the transition to local leadership. This includes the roles and function of Regenerate Christchurch, and the powers established through the Act including s71 and Regeneration Plans.”

The review noted key developments over the year, including the return of standard resource management processes for managing the Christchurch District Plan, negotiation of the Global Settlement Agreement and completion of the Ōtākaro Avon River Corridor Regeneration Plan, and the time that has elapsed since the Canterbury earthquakes. It concluded that “the accelerated progress of transition to local leadership has changed the context in which the Act operates. A tipping point has been reached where the need for the legislation in its present form is effectively over.” The review recommended that early repeal of the Act should now be considered (other than powers exercised by Land Information New Zealand).


Anticipated changes to the legal framework for regeneration

In response to the recommendations in the review of the Greater Christchurch Regeneration Act 2016, the Minister for Greater Christchurch Regeneration has proposed amendments to the Act, which will:

- repeal sections relating to Regenerate Christchurch
- repeal section 71 of the Act, which enables the Minister to suspend, amend, or revoke a document made under the Resource Management Act 1991 or certain other council planning documents.

If enacted by Parliament, these amendments will bring forward the planned disestablishment of Regenerate Christchurch in relation to a Regeneration Plan or a Recovery Plan.

The legislation will continue to provide for Regeneration Plans and Recovery Plans. Local agencies such as the Christchurch City Council and the chief executive of the Department of the Prime Minister and Cabinet will continue to have the ability to propose new Regeneration Plans, or the amendment or revocation of an existing Regeneration or Recovery Plan, until 30 June 2021. However, the legislation will no longer make provision for the Minister to make use of section 71 of the Act to suspend, amend or revoke plans made under the Resource Management Act 1991 or other legislation.

The Minister also proposes to extend the Act's land powers for title reconfiguration, to ensure that Land Information New Zealand has sufficient time to complete its work to amalgamate land titles in the Avon–Ōtākaro River Corridor before the Crown-owned land is transferred to the Christchurch City Council, as agreed in the Global Settlement Agreement.

The Greater Christchurch Regeneration Amendment Bill was introduced in Parliament on 19 February 2020 and was referred to the Governance and Administration Committee on 5 March 2020 after receiving its first reading. The Governance and Administration Committee invited public submissions, which it heard on 29 April 2020, and is due to report back to Parliament in June 2020. If agreed, the amendments are expected to be enacted by 30 June 2020 (subject to parliamentary processes).

ARRANGEMENTS FOR TRANSITION OF REGENERATE CHRISTCHURCH RESPONSIBILITIES

Regenerate Christchurch is committed to an orderly and well-managed transition of its regeneration leadership responsibilities to local agencies. Regenerate Christchurch has been actively working with the Christchurch City Council and the Department of the Prime Minister and Cabinet and other local agencies to enable this to occur.

Strategic functions

Regenerate Christchurch’s strategic functions (set out in section 123 of the Act) reflect the key activities that cities undertake to lead and coordinate regeneration.

These functions will no longer be set out in legislation when section 123 of the Act is repealed. However, as outlined in the following sections, local agencies are already undertaking activity in these areas and will continue to do so as part of their future leadership or contribution to the ongoing regeneration of Christchurch.

No single organisation will be responsible for all of these functions. Although there is provision for it in the Act, there will be no “successor organisation” when Regenerate Christchurch is disestablished.

Development of visions, strategies and regeneration plans

Visions, strategies and regeneration plans provide an important mechanism for articulating the community’s desired regeneration outcomes and providing clear direction about how these will be achieved. The Christchurch City Council already has the ability to develop strategic documents relating to regeneration under the Local Government Act 2002 and may, until 30 June 2021, be a proponent of a regeneration plan under the Greater Christchurch Regeneration Act 2016.

Other strategic partners, including Environment Canterbury and Te Rūnanga o Ngāi Tahu, will also retain the ability to develop a regeneration plan within the Christchurch district until 30 June 2021. Within greater Christchurch, the Selwyn District Council and the Waimakariri District Council may develop regeneration plans.
Investment facilitation
Creating the conditions for, and supporting, ongoing investment in Christchurch is vital to the city's regeneration and its future growth and prosperity. The Christchurch City Council's economic development and city profile agency, ChristchurchNZ, is already working to facilitate investment into the city, and will continue to do so after the disestablishment of Regenerate Christchurch. The Council’s development agency, Development Christchurch Limited, also works with private sector partners to encourage investment and development in the city. The proposed amendments in the Bill will not affect the existing mandates of these agencies.

Advice and comment on the contribution of Ōtākaro Limited, Development Christchurch Limited and others on regeneration outcomes
Liaising with other agencies is an important part of ensuring that regeneration efforts are coordinated and working towards common outcomes. The Christchurch City Council already provides advice to Development Christchurch Limited on desired outcomes through its ongoing oversight of the organisation. The Council will play an increasingly important role in coordinating and providing advice to on regeneration outcomes, working with mana whenua, Te Rūnanga o Ngāi Tahu and other local agencies, to provide regeneration leadership in Christchurch.

Independent advice to the Minister and Council on regeneration activities
The Christchurch City Council is able to seek independent advice on regeneration activities as and when required. The Crown is advised by the Department of the Prime Minister and Cabinet and other government agencies on matters relating to greater Christchurch’s regeneration and can seek independent advice via these organisations if required.

Transfer of project lessons, knowledge and expertise
In preparing for transition, a key focus for Regenerate Christchurch and the Christchurch City Council have been identifying what project lessons, knowledge and expertise needs to be transferred to support the successful transition of regeneration leadership responsibilities and strategic functions. Regenerate Christchurch is collating the project lessons and insights gained through its experiences over the past four years, as well as preparing for the transfer of its official records, to ensure the Christchurch City Council can access and use this information. This work will continue over the next few months.

Responsibility for residual disestablishment functions
Regenerate Christchurch will remain operational up to and including its disestablishment date (which is anticipated to be 30 June 2020). However, some organisational responsibilities cannot be fully completed until after it ceases to operate.

Residual disestablishment functions include:
- preparing the Annual Report for its last year of operation
- preparing the final audit report for the organisation
- paying final staff salaries
- paying final invoices for goods and services
- disposing of any remaining assets (such as office furniture and IT equipment) that will be required up until it ceases operating
- responding to any new requests for official information relating to operation of the organisation.

Responsibility for these residual functions will be transferred to ChristchurchNZ, the Christchurch City Council’s economic development and city profile agency. Regenerate Christchurch will work closely with ChristchurchNZ over coming weeks to ensure that ChristchurchNZ is ready to take on these responsibilities.

It is envisaged that ChristchurchNZ will complete these residual functions within the first three months of the financial year after Regenerate Christchurch is disestablished.

Transfer of assets and liabilities
As part of planning for disestablishment, Regenerate Christchurch has been reducing its assets and liabilities by:
- disposing of surplus assets (such as office furniture) at fair market value
- ensuring that Regenerate Christchurch’s contractual arrangements for the supply of services (such as IT services) can be concluded or novated by 30 June 2020.

Regenerate Christchurch is working with the Christchurch City Council and ChristchurchNZ to identify what residual assets and liabilities will remain as at 30 June 2020 and appropriate arrangements for their transfer to Christchurch City Council and, subject to a confirmed disestablishment date, ChristchurchNZ.

Arrangements for the transfer of assets and liabilities will be agreed by the Christchurch City Council and the Minister for Greater Christchurch Regeneration. As required by section 139 of the Greater Christchurch Regeneration Act 2016, this agreement will be tabled by the Minister for Greater Christchurch Regeneration in the House of Representatives.

Recommendations to the Minister regarding development, revocation and amendment of Regeneration Plans
The Greater Christchurch Regeneration Amendment Bill, if enacted, will repeal provisions that require Regenerate Christchurch to make recommendations and provide advice to the Minister for Greater Christchurch Regeneration on the development, revocation, and amendment of regeneration plans. The Christchurch City Council and other strategic partners will continue to have the ability to act as a proponent for a regeneration plan (or a plan amendment or revocation). Under current legislation, only Regenerate Christchurch may be a proponent of a proposal or revocation plan (or a plan amendment or revocation) relating to any area that includes any of the Christchurch residential red zone. If the proposed amendments in the Bill are enacted, this provision will be repealed, enabling the Christchurch City Council and other strategic partners to be a proponent of a regeneration plan in relation to any part of the Christchurch district.
### Disestablishment of Regenerate Christchurch

**Timeframe for disestablishment**

The Letter of Expectations and Global Settlement Agreement set a clear expectation that Regenerate Christchurch will have transitioned the majority of its project lessons, knowledge and expertise, as well as its assets and responsibilities to local entities by 30 June 2020. Planning for the transition has proceeded on this basis.

The Greater Christchurch Regeneration Amendment Bill, currently before Parliament, also anticipates that Regenerate Christchurch will be disestablished on the close of 30 June 2020. Regenerate Christchurch is therefore preparing for its disestablishment and transfer of its residual functions from this date.

However, in the event that proposed amendments to the Greater Christchurch Regeneration Amendment Bill are delayed or not enacted, Regenerate Christchurch will publish an updated date for the disestablishment and the transfer of its residual functions, assets and liabilities. If required, Regenerate Christchurch will also prepare a short Statement of Performance Expectations for 2020/21.

An overview of the key steps in the transition process is set out in the following table.

<table>
<thead>
<tr>
<th>Planning for transition</th>
<th>Implementation of transition plan</th>
<th>Disestablishment of Regenerate Christchurch</th>
<th>Contacts for enquiries</th>
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<tbody>
<tr>
<td>Identifying and capturing Regenerate Christchurch’s insights, knowledge and expertise; reducing assets and liabilities; determining operational arrangements for disestablishment</td>
<td>Sharing Regenerate Christchurch’s insights, knowledge and expertise; preparing records for transfer; disposal of surplus assets; supporting ChristchurchNZ to take on residual reporting and accountability requirements</td>
<td>Transfer of residual assets and liabilities to Christchurch City Council and ChristchurchNZ</td>
<td>For any enquiries regarding Regenerate Christchurch up until and including 30 June 2020 please phone Regenerate Christchurch on 03 353 9600 or email <a href="mailto:info@regeneratechristchurch.nz">info@regeneratechristchurch.nz</a></td>
</tr>
<tr>
<td>By April 2020</td>
<td>April to June 2020</td>
<td>Subject to Parliamentary processes: 30 June 2020 (end of day)</td>
<td>From 1 July 2020, for any enquiries regarding Regenerate Christchurch please contact the Christchurch City Council on 03 941 8999 or email <a href="mailto:info@ccc.govt.nz">info@ccc.govt.nz</a></td>
</tr>
<tr>
<td>Christchurch City Council resumes overall responsibility for regeneration leadership</td>
<td>ChristchurchNZ assumes responsibility for Regenerate Christchurch’s residual disestablishment functions</td>
<td>From 1 July 2020</td>
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**Disestablishment**

- **Planning for transition:**
  - Identifying and capturing Regenerate Christchurch’s insights, knowledge and expertise; reducing assets and liabilities; determining operational arrangements for disestablishment.
  - By April 2020.

- **Implementation of transition plan:**
  - Sharing Regenerate Christchurch’s insights, knowledge and expertise; preparing records for transfer; disposal of surplus assets; supporting ChristchurchNZ to take on residual reporting and accountability requirements.
  - April to June 2020.

- **Disestablishment of Regenerate Christchurch:**
  - Transfer of residual assets and liabilities to Christchurch City Council and ChristchurchNZ.
  - Subject to Parliamentary processes: 30 June 2020 (end of day).

- **Contacts for enquiries:**
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