

# Statement of Intent 2013 – 2016



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# Contents

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<b>Foreword from the Minister for Canterbury Earthquake Recovery</b> .....	4
Ministerial Statement of Responsibility .....	5
<b>Introduction from the Chief Executive</b> .....	6
Chief Executive Statement of Responsibility .....	7
<b>The Nature and Scope of Functions</b> .....	8
Scope .....	8
Purpose .....	8
Functions .....	8
Legislation .....	8
<b>Operating environment</b> .....	9
<b>Strategic direction</b> .....	10
Vision and outcomes.....	10
Recovery Strategy programmes.....	11
<b>Supporting the Government's priority</b> .....	12
<b>Operating intentions</b> .....	13
Measuring CERA's performance.....	14
<b>Organisational health and capability</b> .....	16
<b>Capital and asset management intentions</b> .....	19

# Foreword from the Minister for Canterbury Earthquake Recovery

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This is the year of the rebuild. The recovery process has now turned a corner with the rebuild well under way. Canterbury's economy is strong, the value and amount of building work have grown substantially, and employment opportunities are increasing.

In the 2013/14 year I am expecting that all residential red-zoned property owners who have accepted the Government's offer to purchase their properties will have settled and moved. This will allow these people to move on and rebuild their lives.

We will see decisions made on the future use of red-zoned areas in greater Christchurch to enhance the environment, bearing in mind the damaged nature of the land.

I also expect to see a lot of progress with the repair and replacement of other residential properties in other parts of the city, and new subdivisions filling up with new homes where residents can rebuild their communities.

But this year of the rebuild will also see the beginning of the construction of some of the key anchor projects in the Christchurch central business district. Construction of the first demonstration section of Te Papa Ōtākaro / Avon River precinct has started. This will be completed, and further sections of the river precinct will be well under way by the end of the 2013/14 year.

Construction will also commence on the Convention Centre precinct, Metro Sports Facility and the Bus Interchange. All these anchor projects are important milestones that show the recovery of greater Christchurch is well under way.

This Statement of Intent 2013–2016 sets out CERA's key priorities. The Government has made the rebuild of greater Christchurch one of its four priorities and, to ensure this happens, it has invested substantial funding and resources. We have a unique opportunity to create an exciting new greater Christchurch that will be well positioned for growth and will be an inspiring place for those who choose to live here.



**Hon Gerry Brownlee**  
**Minister for Canterbury Earthquake Recovery**

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### **Ministerial Statement of Responsibility**

I am satisfied that the information on future operating intentions provided by CERA in this Statement of Intent and the *Information Supporting the Estimates* is in accordance with sections 38, 40 and 41 of the Public Finance Act 1989 and is consistent with the policies and performance expectations of the Government.



**Hon Gerry Brownlee**  
**Minister for Canterbury Earthquake Recovery**

# Introduction from the Chief Executive

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Recovery and rebuild are the focus for the Canterbury Earthquake Recovery Authority (CERA). Real progress is happening around greater Christchurch. The long-term impact of the events of the last two and a half years, however, is still very real for Canterbury people. I am acutely aware that it will take some time for many to work their way through the process of rebuilding their lives.

I am incredibly proud of the work this department is doing and the progress CERA is making. CERA staff are all determined to return this community to a place to live in and enjoy, and to restore the lives of those who have been affected by the challenges that the earthquakes have created.

CERA has a set of priorities around the rebuilding and recovery of greater Christchurch: to build and maintain confidence in this process; strengthen community resilience and rebuild social infrastructure; identify roadblocks to a sustainable market-led rebuild; progress the city centre rebuild; and ensure a strong funding base through cost-sharing arrangements and private investment.

To maintain local, national and international confidence in the recovery and rebuild process, CERA has developed a Recovery Strategy to provide vision, goals and a road map for our work programme. Implementation of this Recovery Strategy is well under way with a framework for 26 recovery programmes and plans. CERA is working across government departments, local authorities, Te Rūnanga o Ngāi Tahu, non-governmental organisations and the community to coordinate these programmes and to monitor and report on progress.

To strengthen the resilience of the community, CERA actively engages with individuals and groups across greater Christchurch. I want this to be a community-led recovery so CERA staff are encouraging and supporting community organisations in the work they are doing as well as ensuring those organisations are part of our work programme.

To address possible roadblocks that may hold back the repair and rebuild of the Canterbury community, CERA is closely managing the residential red zone process, working towards ensuring an adequate supply of land and housing, and actively assisting in the process of repairing and rebuilding those homes on TC3 green-zoned land. Almost 190,000 properties have been zoned throughout greater Christchurch based on their capacity to be rebuilt on. As at 8 April 2013, of the 7,436 red zone properties eligible for the Crown offer, 7,043 have signed a sale and purchase agreement. CERA is also working closely with insurers and the Earthquake Commission to progress claim settlements and resolve any remaining blockages in this process.

The *Christchurch Central Recovery Plan* was published in July 2012 to provide a visionary blueprint for the rebuild of the central city. CERA is on the home-straight with demolitions and the cordon has now been scaled back by 90 per cent. New buildings are rising, and real progress is being made on a number of key anchor projects that will underpin the economy of the new central city.

To ensure a strong funding base for the rebuild, CERA is working closely with our strategic partners on cost-sharing arrangements and working hard to attract private investment. A timely recovery is dependent on resources and funding being available.

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I am well aware that expectations are high after more than two years of upheaval and change. Tangible evidence of progress is needed not just in the central city but also throughout the badly affected residential areas and within those communities most affected by the events. I believe we can now point to the considerable progress that has been made and to the substantial programme of change that will become clear as this year progresses.

This Statement of Intent outlines the detail of CERA's priorities and the way in which CERA will deliver on its commitments to the greater Christchurch community and to the Minister for Canterbury Earthquake Recovery. I am confident that the staff at CERA are all working to meet our obligations and to ensure the recovery and rebuild are delivered.



**Roger Sutton**  
**Chief Executive**

### **Chief Executive Statement of Responsibility**

In signing this statement, I acknowledge that I am responsible for the information contained in the Statement of Intent for the Canterbury Earthquake Recovery Authority. This information has been prepared in accordance with the Public Finance Act 1989. It is also consistent with the proposed appropriations set out in the Appropriations (2013/14 Estimates) Bill, as presented to the House of Representatives in accordance with section 13 of the Public Finance Act 1989, and with existing appropriations and financial authorities.



**Roger Sutton**  
**Chief Executive**  
May 2013



**David Mills**  
**Chief Financial Officer**  
May 2013

# The Nature and Scope of Functions

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## Scope

CERA provides services to the Minister and Associate Minister for Canterbury Earthquake Recovery, as mandated by the Canterbury Earthquake Recovery Act 2011 (the CER Act).

## Purpose

The purposes of the CER Act are set out in section 3:

- (a) to provide appropriate measures to ensure that greater Christchurch<sup>1</sup> and the councils and their communities respond to, and recover from, the impacts of the Canterbury earthquakes:
- (b) to enable community participation in the planning of the recovery of affected communities without impeding a focused, timely, and expedited recovery:
- (c) to provide for the Minister and CERA to ensure that recovery:
- (d) to enable a focused, timely, and expedited recovery:
- (e) to enable information to be gathered about any land, structure, or infrastructure affected by the Canterbury earthquakes:
- (f) to facilitate, coordinate, and direct the planning, rebuilding and recovery of affected communities, including the repair and rebuilding of land, infrastructure, and other property:
- (g) to restore the social, economic, cultural, and environmental well-being of greater Christchurch communities:
- (h) to provide adequate statutory power for the purposes stated in paragraphs (a) to (g).

## Functions

The functions of the Minister, for the purpose of giving effect to the CER Act, are set out in section 8.

The functions of the Chief Executive of CERA, for the purpose of giving effect to the CER Act, are set out in section 9.

## Legislation

CERA administers the Canterbury Earthquake Recovery Act 2011.

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<sup>1</sup> In the Canterbury Earthquake Recovery Act, 'greater Christchurch' is defined as the districts of the Christchurch City Council, the Selwyn District Council and the Waimakariri District Council, and includes the coastal marine area adjacent to these districts.



# Operating environment

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CERA is in the unique position of being a central government agency with a local focus. The scale of need in greater Christchurch, to which CERA is responding, is unprecedented in New Zealand.

## **Managing in a changing environment**

Since its inception, CERA's focus has changed from short-term rapid response to medium- to long-term planned recovery with the objective of supporting and enabling greater Christchurch to take back responsibility for its recovery. Notable characteristics of this environment are the need to:

- be flexible
- take effective and timely action while taking into account the needs of the community
- consider recovery roles and responsibilities to minimise overlaps, focus on efficiency, and ensure local ownership
- coordinate a large number of different organisations and agencies that provide a wide range of services
- undertake significant consultation and relationship building.

# Strategic direction

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## Vision and outcomes

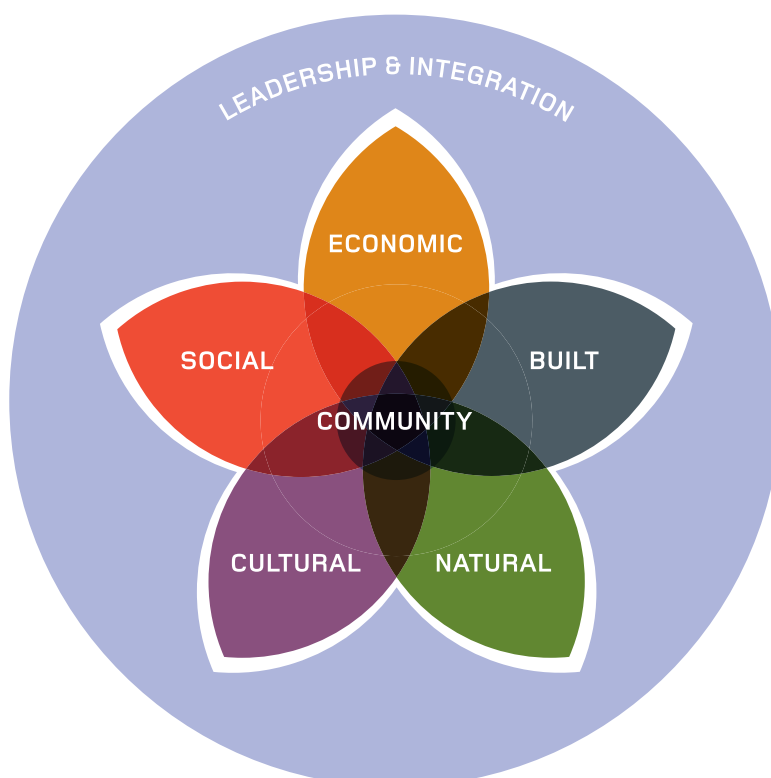
CERA's vision is to support and enable greater Christchurch to take back responsibility for its ongoing recovery.

The *Recovery Strategy for Greater Christchurch: Mahere Haumanutanga o Waitaha* (the Recovery Strategy) is the key reference document that guides CERA's programmes of work, including the development of Recovery Plans under the CER Act.

The Recovery Strategy aims to:

- provide overall direction to all individuals and organisations who have a role in recovery activities
- coordinate recovery activities by helping those individuals and organisations to identify the interests they have in common and to understand they need to work together in their recovery activities
- give the community confidence that recovery is well-planned and progressing
- take every opportunity to restore, renew, revitalise and enhance greater Christchurch.

The Recovery Strategy outlines the overall goals, priorities and key programmes for the recovery within six component areas: leadership and integration; economic recovery; social recovery; cultural recovery; built environment recovery; and natural environment recovery.



## Recovery Strategy programmes

CERA cannot achieve the recovery entirely by itself. Instead, it works in collaboration and partnership with local government, business, insurers, Te Rūnanga o Ngāi Tahu, other central government agencies, and community groups. While CERA is mandated to take the lead on some matters in the recovery, in other areas it has a facilitative or monitoring role, which it implements through established governance frameworks.

CERA's operating model involves delivering, enabling or supporting across a large work programme to achieve the implementation of the Recovery Strategy for greater Christchurch. Where CERA is not leading a programme, other agencies or strategic partners will be taking the lead in delivery. In the table below, CERA's roles are indicated as delivering (D), enabling (E) or supporting (S) the programmes from the six components of the Recovery Strategy.

**Key:** **D** Deliver **E** Enable **S** Support

Social	Leadership & Integration	Economic	Cultural	Built	Natural
<ul style="list-style-type: none"> <li><b>E</b> Community Resilience Programme</li> <li><b>D</b> Residential Red Zone Programme</li> <li><b>S</b> Effective Government Services Programme</li> <li><b>S</b> Education Renewal Recovery Programme</li> <li><b>S</b> Canterbury District Health Board Recovery Programme</li> </ul>	<ul style="list-style-type: none"> <li><b>D</b> Recovery Governance Coordination Programme</li> <li><b>S</b> Iwi Māori Recovery Programme</li> <li><b>D</b> Monitoring and Reporting Plan</li> <li><b>E</b> Communications and Engagement Programme</li> <li><b>D</b> Central City Leadership</li> <li><b>D</b> Transition Plan</li> <li><b>D</b> Christchurch Central Delivery Programme</li> <li><b>D</b> Christchurch Central Development Support Programme</li> </ul>	<ul style="list-style-type: none"> <li><b>E</b> Greater Christchurch Business and Investment Attraction and Retention Programme</li> <li><b>E</b> Business Environment Programme</li> <li><b>E</b> Insurance Programme</li> <li><b>E</b> Labour Market Programme</li> </ul>	<ul style="list-style-type: none"> <li><b>S</b> Arts, Culture, and Heritage Collections Programme</li> <li><b>S</b> Heritage Buildings and Cultural Heritage Places Programme</li> <li><b>S</b> Sport and Recreation Programme</li> </ul>	<ul style="list-style-type: none"> <li><b>D</b> Land and Land Use Programme</li> <li><b>D</b> Demolition and Operations Programme</li> <li><b>E</b> Residential Rebuild and Housing Programme</li> <li><b>D</b> Infrastructure Programme</li> </ul>	<ul style="list-style-type: none"> <li><b>S</b> Natural Environment Recovery Programme</li> </ul>

For further information on the six components of the Recovery Strategy, see: <http://cera.govt.nz/recovery-strategy/overview>

# Supporting the Government's priority

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One of the Government's key priorities is the rebuild of greater Christchurch and it remains committed to leading and driving momentum for the rebuild. The Government expects to see significant tangible and visible progress in the rebuild through 2013 and beyond.

To achieve this progress, the Government has agreed that CERA has five priority areas for 2013.

1. Build and maintain confidence in the rebuild and recovery through setting and communicating recovery priorities and activity timelines, demonstrating progress and highlighting success.
2. Identify and address roadblocks to enable a sustainable market-led rebuild.
3. Progress action on the rebuild of the central city.
4. Strengthen community resilience and rebuild social infrastructure.
5. Agree on public cost-sharing arrangements for the rebuild, and continue to attract local, national and international private investment.

CERA will continue to ensure that the combination of priorities and activities for 2013 and beyond meets the Government's overall aim of rebuilding greater Christchurch.

# Operating intentions

CERA will achieve a focused, timely and expedited recovery for greater Christchurch by delivering on the priorities identified in the table below.

## Government priority

Rebuild greater Christchurch

## CERA's outcomes

Implementation, facilitation and monitoring of the Recovery Strategy for greater Christchurch

## CERA's priorities

Building and maintaining confidence in the rebuild

Residential repair and rebuilding

Action on the central city rebuild

Strengthening community resilience and social infrastructure

Funding the rebuild

## CERA's performance areas

- ✓ Monitor and report on confidence in the rebuild
- ✓ Ensure that the majority of greater Christchurch residents have confidence that CERA makes earthquake recovery decisions that are in the best interests of the region
- ✓ Ensure that CERA keeps the public informed throughout the process of recovery
- ✓ Report on the satisfaction of strategic partners with CERA's governance and coordination of the recovery

- ✓ Provide timely management of the clearance of the residential red zone properties owned by the Crown
- ✓ Oversee the building timeframes for rebuild activity
- ✓ Finalise all outstanding zoning decisions

- ✓ Provide timely execution of land acquisition
- ✓ Develop or support business cases for the anchor projects in the Christchurch Central Recovery Plan
- ✓ Oversee the start of the construction of anchor projects

- ✓ Report on the quality of life for residents in greater Christchurch
- ✓ Carry out a Wellbeing Survey twice a year until April 2016
- ✓ Ensure that residents have access to community hubs and the contact centre during office hours and that community meetings are held regularly

- ✓ Agree on the funding for the infrastructure work programme for Christchurch City Council and Waimakariri District Council
- ✓ Support businesses, commercial property investors and consumers to ensure confidence in greater Christchurch

✓ Provide quality advice for decision making

## Measuring CERA's performance

As CERA has moved from managing urgent and reactive activities to managing recovery, it will be able to set longer-term targets and articulate its key performance indicators. This Statement of Intent notes where work is under way in setting those targets. Achieving many of these will also rely on partners and stakeholders, and CERA will use the range of influence, tools and powers to achieve the required results.

CERA intends to measure its performance against the targets listed in the table below.

Priority areas	Performance measure	Target	Trend or performance
<b>Building and maintaining confidence in the rebuild</b>	Report on progress of overall earthquake recovery	Performance framework in place. Quarterly reporting established	Performance framework in place by June 2013. Quarterly reporting from first quarter 2013
	Satisfaction of strategic partners with CERA's governance and coordination	Majority of strategic partners satisfied or very satisfied	The 2012 annual survey of strategic partners found that the majority are satisfied or very satisfied with CERA's work in this area
	Greater Christchurch residents have confidence that CERA makes earthquake recovery decisions that are in the best interests of the region	Majority of residents satisfied or very satisfied	The 2012 CERA Wellbeing Survey reports that overall confidence in CERA's earthquake recovery decisions is relatively high, with 60% of respondents stating that they are very confident, confident or neutral
	Number of issues of the Greater Christchurch Recovery Update published to keep the public informed	11 issues per year, distributed to 150,000 households in greater Christchurch	The 2012 CERA Wellbeing Survey reports that overall satisfaction with communications and information is positive, with 65% of respondents reporting that they are satisfied or neutral
<b>Residential repair and rebuilding</b>	Timeliness of the clearance of properties owned by the Crown in the residential red zone	Clear 5,000 Crown-owned, red-zoned properties by 1 April 2014	New measure

Priority areas	Performance measure	Target	Trend or performance
<b>Action on the central city rebuild</b>	Land acquisition for anchor projects	Land necessary for anchor projects has been acquired by 30 June 2014	New measure
	Oversee the construction of anchor projects <ul style="list-style-type: none"> <li>Te Papa Ōtākaro / Avon River precinct</li> <li>North end of East Frame</li> <li>Convention Centre precinct</li> <li>Metro Sports Facility</li> <li>Bus Interchange</li> </ul>	<ul style="list-style-type: none"> <li>Construction commenced by December 2013</li> <li>Construction commenced by 30 June 2014</li> <li>Construction commenced by 30 June 2014</li> <li>Construction commenced by 30 June 2014</li> <li>Construction commenced by 30 June 2014</li> </ul>	New measures
<b>Strengthening community resilience and social infrastructure</b>	Carry out a Wellbeing Survey	Twice a year until April 2016	First Wellbeing Survey carried out in 2012
	Availability of support services at community hubs and the contact centre	100% of services available during core hours	In March 2013, more than 98% of calls were answered first time
<b>Funding the rebuild</b>	Timeliness of advice to Ministers on funding for the infrastructure work programme	Ministers satisfied with timeliness of advice	New measure
<b>All priority areas</b>	CERA will develop quality policy advice for decision making	Minister satisfied with quality of policy advice delivered	Minister indicated in the 2012 CERA annual report that he is satisfied with the quality of policy advice

# Organisational health and capability

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CERA has a distinctive set of organisational concerns that arise from its unique status as a central government agency located in a region, with the potential for its functions to change over time, and with a fixed end date. It will regularly monitor its dynamic requirements for organisational health and capability and will respond to them over the next three years.

## **Good employer**

Because of its fixed-term end date, and because it needs the right mix of skills to respond to issues and roles as and when required, CERA is comprised of staff recruited under a variety of conditions: some are on fixed-term contracts, while others are seconded from other agencies or are contracted in. That mix also includes both Christchurch-based staff and staff from other cities with central and local government expertise.

Key human resources goals are to:

- establish a strong culture that has the CERA purpose, vision and values at its heart
- achieve our health and safety vision of being a great, safe and supportive place to work
- attract and retain the best people and provide them with the right tools to deliver the work programme that will achieve CERA's purpose and vision by April 2016
- provide support to staff and be aware of their personal earthquake experiences
- support professional development so staff are well prepared for other opportunities when CERA is disestablished
- recognise and reward contributions to this vital recovery work.

## **Credible and effective leadership**

CERA's focus continues to be on developing the senior leadership team and organisational communication to ensure cohesive programme management within the department. The senior leadership team will exemplify the purpose, vision and values in their work with each other and their counterparts in other organisations in pursuit of recovery goals. The structure is designed to support the delivery of our work programme and provides the opportunity for a cohesive approach to the leadership of the organisation.

In making sure its organisational structure can both deliver the operational aspects of the work plan in the most efficient and effective way, and achieve the purpose and vision for greater Christchurch, CERA has developed a matrix structure for the organisation. The matrix approach underpins the processes of finalising and clarifying the work programme and confirming who the programme sponsors, programme and project managers across the organisation are. With form following function, it is crucial that CERA is structured in the best way to deliver the objectives in the work programme.

By developing a clear work programme and structure to support the delivery of the key objectives within it, CERA will have and can communicate a clear direction. From this basis, we can then lead the recovery more effectively. We can also develop individual group business plans, agree CERA's role against certain milestones and allocate resources accordingly so that we are in a position to clarify accountabilities both internally and externally.



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## Business practices

Core corporate services are successfully delivered through a shared services model. CERA will continue to use this arrangement, and enhance it where possible, in order to maintain low capital investment while still delivering quality services that meet its business needs.

CERA has established an independent Audit and Risk Committee to provide independent advice to assist the Chief Executive to discharge his responsibilities for the maintenance of systems of internal control, responsible resource management, and the management of risk.

## Structure

CERA is divided into five groups, each led by a Deputy Chief Executive.

The **Implementation/Christchurch Central Development Unit's** purpose is to drive the rebuild of central Christchurch as part of the recovery of greater Christchurch. The Unit also manages the operational aspects of the clearance of dangerous or earthquake-damaged built structures, both commercial and domestic, in greater Christchurch.

The **Recovery Strategy, Planning and Policy Group** has the core functions of providing high-quality and timely analysis and policy advice; and monitoring the Recovery Strategy plans and programmes developed to achieve recovery. It also acts as the programme sponsor of the cross-agency housing system work programme to support the rebuild and recovery of greater Christchurch and management of the Economic Recovery Programme.

The **Social and Cultural Recovery Group** aims to strengthen community resilience and enhance the quality of life for residents and visitors. It focuses on strengthening and supporting existing collaborative initiatives in greater Christchurch; engaging with communities, including iwi, to encourage them to participate fully in planning; and supporting the development of neighbourhood plans and initiatives.

The **Corporate and Governance Group** is responsible for financial, legal, human resources and information systems. It acts as a shared service across CERA, providing strategic and operational advice and support to the Chief Executive, the senior leadership team and all other CERA employees and contractors.

The **Communications Group** helps manage key relationships with the community, partner organisations and other stakeholders. It produces a range of external communications including newspaper supplements, letters to residents, web and social media updates, speeches, information sheets and videos. It is also responsible for CERA's media liaison.

## New information management system

As CERA is supporting a range of organisations in making well-coordinated and timely decisions, the information it manages, stores and tracks is diverse and multidisciplinary. The information CERA holds is of high value and significant interest to the public currently and is likely to become of historic interest in future years.

Given the importance of this information, CERA has implemented a new document management system. This system provides a structured and disciplined approach to information management and applies retention and disposal rules appropriate to each type of document stored.

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## **How will we assess organisational capacity?**

Two tools CERA will use to assess organisational capacity are:

- the employee engagement index – with the goal of achieving the agreement or strong agreement of over 85 per cent of staff across all categories in the annual culture and engagement survey
- the personal development and performance management system – we will manage and evaluate individual performance and behaviours against roles and expected standards of the department. With this information, we can assess the department's collective performance capability against departmental outcomes, including the overall work programme, individual group programmes, and Government priorities.

It is also proposed to measure CERA's cost-effectiveness with reference to:

- the total administrative and support services costs as a proportion of departmental operating costs for CERA, which will be no more than 30 per cent.

# Capital and asset management intentions

## Asset management capability

CERA has a strategy of purchasing and holding only a few assets, given the short-term nature of the organisation. CERA's departmental assets may at any time consist of a small pool of motor vehicles, leasehold improvements and office equipment, and IT equipment or software in a limited number of instances.

## Performance of physical assets

CERA has developed simple processes to manage the performance of the asset classes where assets have been capitalised to date.

The following table records the performance criteria set for particular asset categories or identified assets.

Asset	Performance criteria	Assessment
Leasehold improvements and office equipment	Occupancy rates	All locations are fully used, and any excess space is released
Motor vehicles	Business mileage used	Annual mileage is monitored and those with low or high mileage are investigated

## Internal capital expenditure intentions

CERA undertakes a five-year planning process for annual capital expenditure. Its purpose is to ensure CERA invests in capital items that are of the highest priority for meeting the needs of the department and replaces assets at the optimum time.

CERA's forecasts for capital expenditure over a four-year period are shown in the following table.

CERA will consider the 2013/14 capital expenditure (including new assets) for approval as part of its annual planning process.

## Capital expenditure forecasts for 2013/14–2016/17

Asset Forecast (\$m)	Financial Year			
	2013/14	2014/15	2015/16	2016/17
Leasehold improvements	-	-	-	-
Motor vehicles	0.050	0.100	-	-
Information technology - equipment and software	-	-	-	-
Other	-	-	-	(1.500)
Total	0.050	0.100	-	(1.500)

Included in the 2013/14 forecast is the following capital expenditure project: Motor vehicles – CERA's motor vehicle replacement programme.

