

Annual Plan Consultation Supporting Document

Marton Civic Centre



I. Better Business Case Methodology

In 2010 NZ Treasury Identified Systematic Problems with Public Sector Decision-making which included late scope changes, pet solutions looking for problems, undefined and untracked benefits, little consideration of genuine strategic alternatives, lack of stakeholder engagement, lack of supplier relationships, and millions of dollars wasted on poorly justified projects.

When the BBC was developed by NZ Treasury the following requirements were considered:

Requirement	Resulting in...
Systematic	Avoid missing or under-weighting key steps
Disciplined	Managing optimism and anchoring biases
Tests a wide range of options	Avoiding pet solutions
Evidence-based	Providing rigor to the narrative
Staged	Providing point for checking in with decision-makers
Scalable	Fit for purpose effort to avoid over-analysis
Onboards stakeholders	Early and regular engagement
Uses standard and tested tools	Assurance of best practice
Avoids surprises	Managing risks of late challenges
Avoids regret	Pre-challenged recommendations that stick

The BBC process has been designed to enable sound decisions to be made by addressing the context and drivers, defining problems, objectives and needs and at the very last step looking at and designing options.

The five cases look in detail into the following five questions:

STRATEGIC Case – Is there a compelling case for change?

ECONOMIC Case – What is the preferred solution that optimises value?

COMMERCIAL Case – Is the preferred solution attractive to suppliers (and to us)?

FINANCIAL Case – Is the preferred solution affordable? Can it be funded?

MANAGEMENT Case – Is the preferred solution achievable? Can it be delivered successfully?

Options Framework within the BBC

The options framework within the BBC aims to identify all possible options by collating all options in a “long list” which then gets reduced to a “short list”.

Demonstrating public value requires a wide range of realistic options to be appraised (“the long list”), in terms of how well they meet the spending objectives and critical success factors for the project; and then a reduced number of possible options (“the short list”) to be examined in further detail.

The “short list” must include business as usual, a realistic and achievable “do minimum” that meets essential requirements, the preferred way forward and any other options that have been carried forward. These options are subjected to cost benefit analysis, to identify the option that offers best public value to society (“the preferred option”).

The outcome of the business case process is to present the preferred option to council along with the

draft business case. Council then decides on the next steps which may likely include public consultation on the preferred option and the concept designs that have been completed for the preferred option.

Potential benefits for the different parties involved are:

Council decision-makers gain the assurance that they are doing the right things (business assurance), and in the right way (programme and project assurance)

Managers can successfully deliver on their strategic plans

Officials have the tools they need to develop robust, high-quality advice to decision-makers

Stakeholders have opportunities to engage in the decision-making process.



MARTON CIVIC CENTRE OBJECTIVES

(defined through workshop process)

- 1) **MARTON'S TOWN CENTRE IS EVERYONE'S PLACE**
- 2) **TRANSFORM THE MARTON LIBRARY EXPERIENCE TO AN INVITING CENTRE FOR LEARNING AND INTERACTION**
- 3) **IMPROVE THE CUSTOMER AND STAFF USER EXPERIENCE OF RDC FACILITIES**
- 4) **INCREASE EFFICIENCY OF RDC SERVICES**

II. Short-listed options meeting the objectives

	Key Choice 2 – Option 1 Demolish existing buildings and replace with new purpose built facility	Key Choice 2 – Option 2 Refurbish Existing Buildings, Preserving Some Heritage Features, where possible
Objective	Meets objective	
1) Marton's town centre is everyone's place	✓✓	✓✓
2) Transform the Marton library experience to an inviting centre for learning and interaction	✓✓	✓✓
3) Improve the customer and staff user experience of RDC facilities	✓✓	✓✓
4) Increase efficiency of RDC services	✓✓	✓✓
Risk & Cost		
Risk level of cost overruns during construction	Very High* (*Resource Consent is required for demolition)	High** (**Resource Consent is required due to heritage status)
Complexity Level	Very High (Complexity is high trying to receive resource consent to demolish heritage listed buildings)	High (Resource Consent is required for any construction work due to heritage status of the buildings)
Total project estimate	\$33 million	\$34 million

III. Financial Implications & Notes

The Long-Term Plan (LTP) 2021-31 includes a provisional total project budget of \$19,000,000 for the Marton Civic Centre.

The cost estimates for all options are high-level estimates costed by a professional independent Quantity Surveyor and have been all updated to reflect today's costings (February 2023).

The Council is also consulting on the draft Community Spatial Plan while the Annual Plan consultation takes part. Town centre revitalisation is a key theme for Marton.

A range of priorities are identified:

- Position Marton as a boutique town, using the heritage precinct as a key asset/point of difference as a weekend visitor destination, and contributing to what makes Marton unique.
- Investigate opportunities for streetscape redevelopment to create a shared environment where cars, pedestrians, cyclists, mobility scooters and other forms of mobility co-exist.
- Develop the greenspace as an integral part of the town centre, linking the wider Marton town centre with the Tūtaenui Stream and town's greenspaces through the development of nature networks.
- Invest in the upgrade of the public realm to create a vibrant, attractive, comfortable, safe & accessible place for people of all ages & abilities.
- Support the strengthening of earthquake-prone buildings and the establishment of new businesses.
- Facilitate the establishment of a range of businesses – to support the Marton Town Centre as the vibrant heart of the community – a space the community is proud of, has a variety of uses where our community can access a range of services and connect with each other.
- Enable mixed use within the town centre to facilitate the intensification of uses and vibrancy of the area - retail and offices on ground floor with residential above.
- Support the establishment and growth of services and programmes in the health and wellbeing precinct in delivering comprehensive health and wellbeing services for the community.

Important Notes:

- For both options value engineering may be available to save some costs, for example it could be investigated if there are cost savings possible when only the façade of the building is being kept and a new purpose build building is erected behind the façade.
- Out of caution some of the costings may be a little inflated.
- There are potential offsets through grants, property sales and fundraising. However, at this point in time it is impossible to put a confident value to this.
- Both options require a resource consent, and both have risks due to this requirement:
 - A resource consent for demolition of a heritage building carries a very high level of uncertainty of outcome and risk. Council would need to put a robust case forward for the demolition of the buildings and, if successful, may be required to offset the loss of heritage within the wider precinct.
 - A resource consent to make alternations to a heritage listed building carries a level of uncertainty. Council would need to work closely with heritage experts and Heritage NZ to assess any effects on heritage. This option carries significantly less risk than full demolition.

Total Project Cost Estimates include the following:

- Contingency and cost escalation
- \$1,750,000 fitout cost (Furniture, Fitout and Equipment, IT & AV)

IV. Short-listed options Details

Key Choice 2 – Option 1 Demolish existing buildings and replace with new purpose built facility (preferred option)

This includes demolishing the Cobbler, Abraham and Williams and Davenport buildings on the corner of Broadway and High Street, Marton, subject to Resource Consent. A new building would be constructed on the same site to accommodate civic functions from 46 High Street, Marton, a new learning and interaction centre (library) and various meeting spaces for the community.

Benefits

- Meets and exceeds all objectives
- Meets and exceeds all objectives defined in the Better Business Case
- Revitalisation of Marton's town centre
- Purpose built construction results in highest efficiency use of the building
- Resolves liability issues around the empty corner buildings on Broadway
- Does not require temporary offices during construction

Disadvantages:

- High cost
- Limited parking
- Resource consent required for demolition (some of the buildings are heritage listed)



CONCEPT DESIGN PLANS
L0 - GROUND FLOOR PLAN



CONCEPT DESIGN PLANS
L1 - UPPER FLOOR PLAN



Key Choice 2 – Option 2 Refurbish Existing Buildings, Preserving Some Heritage Features, where possible

This includes refurbishing the Cobbler, Abraham and Williams and Davenport buildings on the corner of Broadway and High Street, Marton to accommodate civic functions from 46 High Street, Marton, a new learning and interaction centre (library) and various meeting spaces for the community. It is anticipated some heritage features will be preserved and some parts of the existing buildings will be demolished, this is subject to Resource Consent and design.

Benefits

- Preserves some heritage features
- Meets and exceeds all objectives defined in the Better Business Case
- Revitalisation of Marton's town centre
- Purpose build construction results in highest efficiency use of the building
- Resolves liability issues around the empty corner buildings on Broadway
- Does not require temporary offices during construction

Disadvantages:

- High Cost
- Limited parking
- Resource consent required for refurbishment (some of the buildings are heritage listed)



Option A

Ground Floor

- Library
- Council Offices
- EOC
- Retail
- Circulation
- Utilities
- LEGEND
- COUNCIL
- 1 Reception (4)
- 2 Public Reception Meeting Room (4-6 people)
- 3 Building Team (5)
- 4 Regulatory Team (3)
- 5 Shared toilets and shower (unisex and accessible)
- 6 Kitchenette
- 7 Plant Room
- 8 Horizons Team (5)
- LIBRARY
- 9 Main Library
- 10 Workroom (2-3)
- 11 Storage
- 12 Cleaner's Room
- 13 Info Centre
- 14 Public Toilets
- EOC / CIVIL DEFENSE
- 15 Comms Room (7)
- 16 Store (for CD equipment)
- 17 Kitchenette
- 18 Generator
- 19 IT Store
- 20 Server
- 21 Record Safe
- RETAIL
- 22 Retail Spaces (3-4 leaseable)



Option A

First Floor

Council Offices

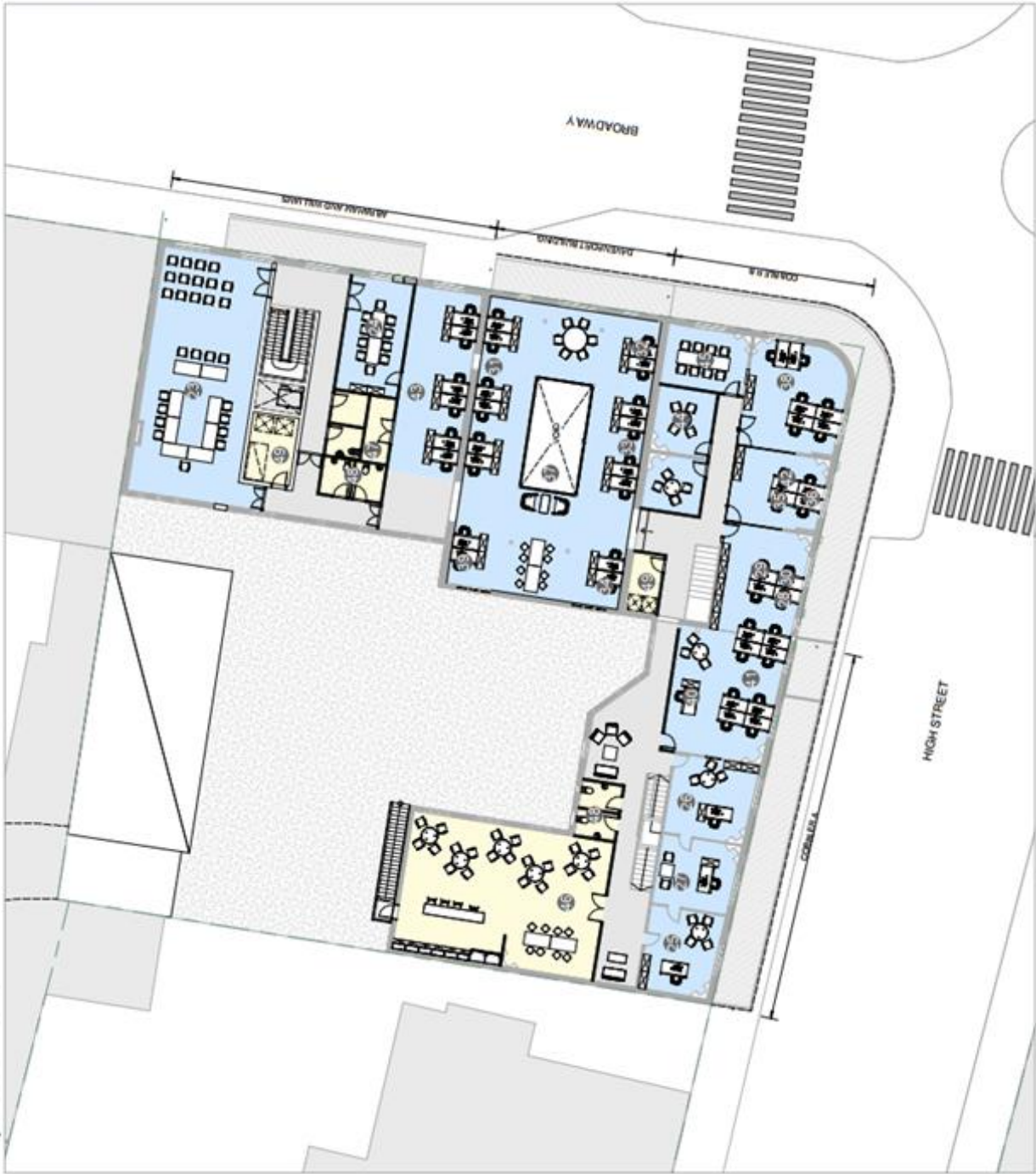
Circulation

Utilities

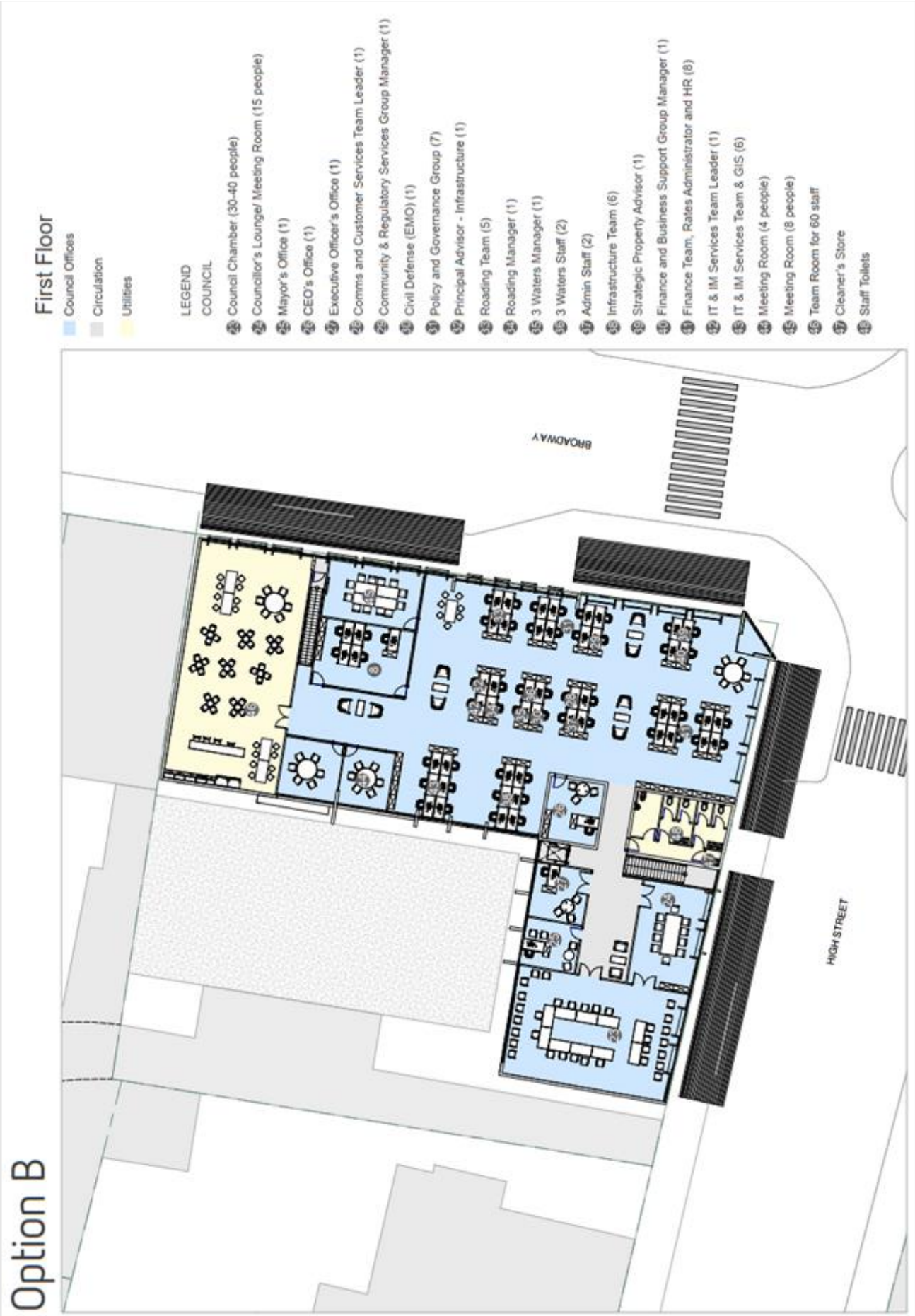
LEGEND

COUNCIL

- 30 Council Chamber (30-40 people)
- 31 Councillor's Lounge/ Meeting Room (15 people)
- 32 Mayor's Office (1)
- 33 CEO's Office (1)
- 34 Executive Officer's Office (1)
- 35 Comms and Customer Services Team Leader (1)
- 36 Comm & Regulatory Services Group Manager (1)
- 37 Civil Defense (EMO) (1)
- 38 Policy and Governance Group (7)
- 39 Principal Advisor - Infrastructure (1)
- 40 Roading Team (5)
- 41 Roading Manager (1)
- 42 3 Waters Manager (1)
- 43 3 Waters Staff (2)
- 44 Admin Staff (2)
- 45 Infrastructure Team - Mapping, Asset Finder, Solid Waste Manager, hot desk (6)
- 46 Strategic Property Advisor (1)
- 47 Finance and Business Support Group Manager (1)
- 48 Finance Team, Rates Administrator and HR (8)
- 49 IT & IM Services Team Leader (1)
- 50 IT & IM Services Team & GIS (6)
- 51 Meeting Room (4 people)
- 52 Meeting Room (8 people)
- 53 Team Room for 60 staff
- 54 Cleaner's Store
- 55 Staff Toilets
- 56 Plant Room







Revitalising Rangitīkei's Civic Heart



The (draft) Business Case for a Marton Civic Centre

September 2022

The Strategic Case: Making the Case for Change

Introduction to our Proposal

The 2014 Marton Town Centre Plan identified a proposal for a new civic centre in the heart of the Town Centre to act as a catalyst for revitalisation of the Main Street. The original Civic Centre proposal was to bring the library, information centre, council headquarters and emergency operations centre under one roof. It is also intended to include community meeting spaces, public toilets, to integrate outdoor space, and to be a flagship of the Boutique Marton Style strategy.

In 2016, the Rangitikei District Council was presented with an offer to purchase the Cobbler, Davenport and Abraham and Williams buildings, located in the Marton Town Centre. Council consulted with the community on the purchase and a total of 128 responses were received, with the majority in favour. The Council strategically purchased the buildings for \$170,000, with plans to either strengthen the space or demolish it to make way for new facilities.

During the development of the 2017-18 Annual Plan, the Council again consulted with the community about options for developing the site.

Rangitikei District Council commissioned this business case to consider the initial proposal. The purpose of this business case is to provide a robust exploration and objective analysis of the options. It is intended to allow the Council to make fully informed investment decisions that will optimise value to the Council, to the people of Marton, and to the region.

The Proposal in a Nutshell

To consider the rationale and options for developing a Civic Centre in the heart of Marton.

Our Approach

We are using the Government's Better Business Cases™ (BBC) methodology. BBC is the internationally recognised best practice standard to help organisations think, plan and deliver on their strategic plans.

The five-case model is an organising framework that provides a disciplined, step-by-step approach to decision-making. This ensures each of the key aspects of the business case analysis is explicitly and systematically addressed.



This business case development process is applied to:

- demonstrate that the proposed investment addresses genuine needs and is strategically aligned with regional and ratepayer priorities
- systematically consider a wide range of options and recommend a preferred solution that optimises value for Rangitikei District Council stakeholders
- outline plans for procurement of the preferred solution, and
- plan the necessary funding and project management arrangements to successfully deliver the preferred solution.

Our Strategic Context

Rangitikei Overview

The Rangitikei District gets its name from one of New Zealand's longest rivers. The Rangitikei river is 253 kilometres long, stretching from its headwaters in the Kaimanawa Ranges to the South Taranaki Bight at Tangimoana, forty kilometres southeast of Whanganui.

The district comprises 4,500 square kilometres of mainly lush, rural land. It is a diverse district, ranging from the hill country of the upper Rangitikei river to the sand plains on the south coast. The river flows southwards past the towns of Taihape, Mangaweka, Hunterville, Marton and Bulls.

The Rangitikei River is at the heart of Ngāti Apa's traditional lands, that stretch between the Manawatū River in the south and the Whanganui River in the north.

The population of the district was estimated as 15,750 at June 2019. This is up 12% from the 2013 Census and reversed the previous trend of declining population observed since 1996. 3,936 people identified as Māori, an increase of 20% from 2013.

The Rangitikei District Council

The Rangitikei District Council was formed in 1989 by the amalgamation of the Rangitikei County Council, Marton Borough Council and Taihape Borough Council, along with parts of the KIWITEA and Taupō County Councils. The Council is a territorial authority governed by the Local Government Act 2002.

The Council provides a range of services including, roads, wastewater disposal, provision of potable water, stormwater drainage, community facilities, parks and reserves, as well as strategic direction and leadership for the District.

The Council's main corporate office is located at 46 High Street, Marton. In the financial year to 30 June 2021, the Council employed 105 employees and received \$41.9 million in operating revenue, against expenditure of \$37.9 million. At 30 June 2021 the Council's net assets were \$611 million. This included accumulated cash holdings of \$6.99 million due to a significant underspend on capital works.¹



¹ Rangitikei District Council (2021), Annual Report 2020/21, downloaded from <https://www.rangitikei.govt.nz/council/publications/reports> on 24 February 2022.

Marton's Brick-built Heritage

Marton was established in 1866 when three local farmers agreed to sub-divide parcels of their properties to meet the growing demands of settlers.

The land was laid out for the town of Marton - then known as Tūtaenui. The name was changed to Marton in 1869, after the birthplace of Captain James Cook.

By the 1880s, Marton was an important junction between the main trunk line and the railway line connecting Whanganui to Palmerston North. The two main streets, Broadway and High Street were lined with commercial and retail timber buildings, many connected with adjoining walls.

The pressures of a growing population and a series of fires from 1879 to the mid 1920s, led to the original wooden buildings being replaced with larger and less vulnerable, two-storeyed brick buildings. These were constructed in the common style of the period, with ground floor shops, distinctive verandas, and decorative parapets.

Marton's prosperity waned with the restructuring of the railways and the subsequent withdrawal of manufacturing businesses. Without ongoing redevelopment many of the pre-1930s buildings remain, 16 of which are heritage-listed. These brick buildings pre-date the art deco facades of Napier, creating a distinctive point of difference for Marton's heritage precinct.

The focal point for the heritage precinct is the intersection of High Street and Broadway, providing a prominent gateway to Marton's quiet central business area. The former Town Hall and White Hart Hotel were located on the Lower High Street corners of the intersection. These two buildings were demolished and are survived by grassed parks, both Council owned.

In 2016, the Rangitikei District Council was presented with an offer to purchase the run-down Cobbler, Davenport and Abraham and Williams buildings. These are shown as H21/H22, H18 and H29 respectively in the below town map².



² WSP Opus (2016), Marton Community Civic Centre and Heritage Precinct, high-level concept design commissioned by the Rangitikei District Council.

The Council consulted with the community and a total of 128 responses were received, with the majority in favour of the purchase. The Council bought the buildings for \$170,000, with plans to either strengthen or demolish the existing buildings. The current heritage buildings dominate the intersection and the gateway to the Marton town centre.



The town centre has a range of businesses, mainly focused on hospitality and retail. However, there are a number of unoccupied commercial premises. The Marton Town Centre is no longer the thriving and vibrant retail/commercial hub it was in the early 1900s.

Our Strategic Alignment with Government and Council Goals

Alignment with Government's Wellbeing Goals

In 2017 the Government signalled a significant change in policy settings towards a focus on greater wellbeing. Life is about more than just profits and money. Investing for wellbeing takes a broader perspective on increasing the opportunities and the capabilities of New Zealanders to live the lives they have reason to value.

This wellbeing focus uses the Treasury's Living Standards Framework to inform Government investment priorities and funding decisions.

The Treasury vision of “higher living standards for New Zealanders” is based on the stewardship of four capital stocks. Each capital stock – human, natural, social and financial/physical – focuses on a category of assets and resources needed to lift inter-generational wellbeing.

The Four Capitals (natural, human, social, and financial and physical) are the assets that generate wellbeing now and into the future

Looking after intergenerational wellbeing means maintaining, nourishing, and growing the capitals

Natural Capital

All aspects of the natural environment that support life and human activity. Includes land, soil, water, plants and animals, minerals and energy resources.

Social Capital

The norms, rules and institutions that influence the way in which people live and work together and experience a sense of belonging. Includes trust, reciprocity, the rule of law, cultural and community identity, traditions and customs, common values and interests.

Human Capital

The capabilities and capacities of people to engage in work, study, recreation, and social activities. Includes skills, knowledge, physical and mental health.

Financial and Physical Capital

Financial and human-made (produced) physical assets, usually closely associated with supporting material living conditions. Includes factories, equipment, houses, roads, buildings, hospitals, financial securities.



Under the Treasury's four capitals model sit 12 identified domains of wellbeing, five of which are strategically aligned to the civic centre proposal. This proposal can potentially contribute to increased wellbeing by strengthening:

1. Civic engagement and governance - by making it easier to access and engage with Council services
2. Social connectedness - by creating spaces for people to meet, linger and interact.

It could also contribute to improving:

3. Cultural identity - by embedding Te Tiriti o Waitangi principles and a connection to the wider region
4. Subjective well-being - by creating inviting spaces for people to work, live and play
5. Jobs and earnings - by supporting local businesses.



Alignment with the Council's Strategic Direction

Rangitikei District Council is similarly guided by the Local Government Act 2002, which defines the community facing purpose of local government to to:

"... enable democratic local decision-making and action by, and on behalf of communities and; ... promote the social, economic, environmental, and cultural well-being of communities in the present and for the future."

These goals are communicated and implemented by key Council strategic planning documents, including the:

- Long Term Plan 2018-28
- Economic Development Strategy, and
- Taihape Town Centre Plan.

Long-Term Plan

The Long-Term Plan 2018-28 identifies the Council's strategy to develop multi-purpose buildings and address earthquake-prone building requirements across the District. New or redeveloped Council facilities are intended to provide fit-for-purpose services for the local communities by integrating learning and information hubs, service centres, meeting spaces, youth spaces and spaces for social agencies. In addition, facilities will enable increased staffing efficiencies. Existing buildings that are no longer required for service delivery are intended to be disposed of.

Economic Development Strategy

The Council is in the process of preparing an Economic Development Strategy. The two key areas of focus are:

- 1) District promotion, and
- 2) Supporting growth

Marton Town Centre Plan

The 2014 Marton Town Centre Plan provides a framework and guide for the future management of public areas in the Marton Town Centre, the timing of the development and Council's role. The Town Centre Plan was developed by Creative Communities for Council in partnership with the local community.

The Town Centre Plan proposed that the Council should develop a new Civic Centre in the heart of the Town Centre. This Civic Centre is intended to consolidate council services, potentially including a learning and interaction centre, information services, Council front desk, meeting rooms and storage spaces for community groups. The Council also intended that the development act as a catalyst for revitalisation of the Central Business Area.

The Town Centre Plan identifies that a new Civic Centre should:

- integrate outdoor and indoor spaces
- be a flagship of the Boutique Marton Style, that the Plan identifies as a key strategy, and
- make the best use of existing Council properties, which would as a consequence, become surplus to requirements.

Marton's Council owned facilities are currently dispersed, many are earthquake-prone, and none are currently located in the Town Centre. The Plan noted that consolidating Council services in the Town Centre could potentially improve community services, increase efficiency and act as a catalyst for revitalisation and leading redevelopment.

Our Legislative Environment

Legislation relevant to this proposal includes the:

Local Government Act 2002

The Local Government Act 2002 outlines the purpose of local government and the role of local authorities. It sets out the responsibilities of Council – which are mainly to provide for the efficient and effective provision of infrastructure and public services for local communities.

Resource Management Act 1991 (the "RMA")

The Resource Management Act (RMA) 1991 sets out the requirements for land use and discharges. The Rangitikei District Plan 2013 is developed under the RMA, setting out the land use rules. Relevant resource consent requirements (if any) will guide the scope and nature of any proposed development.

Building (Earthquake-prone buildings) Amendment Act 2017

The Building (Earthquake-prone buildings) Amendment Act 2017 identifies the Rangitikei as an area of high seismic activity. The Act requires earthquake-prone buildings to be assessed within five years and remediated within 15 years. This means that over the next 20 years all earthquake-prone buildings in Taihape will need to either be remediated or disposed of.

3 Waters Review

Central Government has announced a controversial reform programme to transform drinking water, storm water and wastewater. It is focussed on the challenges facing the sector, including funding pressures, rising environmental standards, climate change, seasonal pressure from tourism, and the recommendations of the Havelock North Inquiry. This Review has the potential to create significant shifts in the nature and type of services that Council provides. Any reform will likely affect the staffing requirements of Council, and consequently impact on the portfolio of Council-owned facilities.

Why Change and Why Now?

The first stage of the analysis is to determine if there is a genuine need for change – why change and why now?

Our business case development approach uses a facilitated workshop process to engage early with key stakeholders to identify and agree the need for investment, outline the case for change and to identify and appraise potential options for achieving the stated objectives.

The goals of these workshops are to:

- engage early and frequently with a group of key stakeholders
- test and challenge our thinking
- enable collaborative thinking, and
- build consensus.

A group of key stakeholders were invited to join the workshop panel, based on their potential interest in, and influence on the successful outcome of the proposal. The panel encompassed senior Council managers, councillors and community representatives, including members from local iwi and the Pacific communities. The list of panel members is included in the appendices.

The first facilitated stakeholder workshop was held on 20 October 2021 to ascertain if there existed a genuine need to invest, and to agree the problem definition. The analytical approach used was to:

- identify threats and weaknesses within the scope of the proposal and the operating environment that needed to be managed, as well as opportunities and strengths that could be built upon
- focus on the vital few issues
- drill down to the underlying causes (by asking “why?”) and consequential effects (by asking “so what?”), and
- determine if there is a compelling rationale or call for action, by answering the questions, why change and why now?

The panel first identified threats and weaknesses within the scope of the proposal and the operating environment that needed to be managed, as well as the internal opportunities and strengths that could be built upon.

Opportunities to Build Upon:

Demographic growth:

- demand for community meeting spaces – both large and small
- demand from small businesses for shared service workspaces
- increased supply of meeting spaces in the Bulls community centre
- evolving needs of Pacific peoples and iwi
- greater population diversity
- family formation, with demands for housing and high-quality education

Marton Rail Hub development:

- a new key logistical hub for the forestry industry
- partly funded from the Government COVID-19 Response and Recovery Fund
- expected to create 83 jobs (during development) and 22 permanent full-time equivalents
- expected to attract new commercial developments.

COVID-19:

- more Council staff working from home during and post-COVID-19
- more flexible arrangements, closer to home

Ohakea Te Whare Toroa development:

- \$250 million hanger complex for the new Poseidon maritime patrol aircraft
- peak of 400 construction workers
- 250 RNZAF staff and families to relocate from Auckland to the region.

Strengths to Develop:

Local access to quality education provision:

- UCOL and Wananga tertiary education and trades provision
- Nga Tawa Diocesan school
- Rangitikei College

Threats to Manage:
<p>Government Policy and Legislative risks:</p> <ul style="list-style-type: none">• Ongoing political risks (from changes in Government and changes to existing policy settings)• Local Government reform• 3 Waters reform• Building Act requires earthquake prone buildings to be remediated to IL4 in 7.5 years <p>Existing retail risks:</p> <ul style="list-style-type: none">• impacted by remote working, during and post-COVID• competition from online shopping• loss of youth to urban centres
Weaknesses to Address:
<p>Council Administration facilities:</p> <ul style="list-style-type: none">• are earthquake-prone and neither fit for purpose for current nor future service delivery• deferred maintenance and past under-investment• inflexible spaces that are “bursting at the seams”• subject to constrained technology services• Council services and staff that are dispersed, disjointed and fragmented. <p>Marton Library:</p> <ul style="list-style-type: none">• is “tired”, uninviting and has poor flow• is neither engaging not meeting user expectations• anecdotal evidence of Marton people travelling to the Bulls Library. <p>Retail demand:</p> <ul style="list-style-type: none">• walk-by traffic along Broadway (95+ per day)• the distance from State Highway 1 restricts passer-by traffic• less than 30 minutes’ drive from Marton to the Whanganui shops.

Based upon the identification of the key issues and an analysis of the underlying causes and effects, the stakeholder panel identified and prioritised four problem statements.

A tired and unattractive Town Centre	Outdated Library services	Earthquake prone facilities	Fragmented Council operations
<ul style="list-style-type: none">•The tired Marton town centre is unattractive to people as a community space to work, live and play•40%	<ul style="list-style-type: none">•Changing ways of learning and community interaction are not fully supported by the outdated Marton library services•25%	<ul style="list-style-type: none">•Rangitikei District Council’s outdated facilities are both earthquake prone and fail to meet user requirements, now and in the future•25%	<ul style="list-style-type: none">•Council operations are fragmented and disparate, limiting the Council’s ability to leverage operating efficiencies•10%

The key output of the thinking of this first workshop was a simple one-page Investment Logic Map (ILM) that concisely communicates the rationale for an investment in change. The completed ILM is attached in the appendices.

A tired and unattractive Town Centre

Marton is the administrative hub and the largest town within the Rangitikei District. Yet Marton is off the beaten track, at least four kilometres and six minutes from the nearest intersection with State Highway One (SH1). Passing car and foot traffic through the town centre is largely limited to locals and visitors. Feilding and Whanganui provide more appealing visitor attractions.

The ageing buildings and unoccupied retail stores in Marton provide the perception of a sleepy rural town centre. There has been limited

reinvestment in the commercial and retail building stock, which is now generally run-down.

In addition, around one third of the commercial buildings in the town centre are earthquake prone and are required to be remediated within the next seven years. Around 17 of these buildings are on the core block of Broadway – between High and Follet streets.

While the heritage buildings hint at an era of long-past prosperity, shopping and relaxing in Marton's commercial centre is less appealing than a 30-minute drive to nearby Whanganui.

The panel considered that revitalising the town centre was the most compelling and important rationale for investment. The panel were cognisant of the significant efforts that had already been achieved by business owners and the community to revitalise the town centre precinct. While the Council representatives also put a high weight on the office accommodation needs of Council staff, the panel agreed to a 40% weighting, relative to the other three problems.

The Council have a significant ownership interest in the town centre, with five sites adjoining the key intersection of Broadway and High Street. Hence the Council is well-placed and has opportunities to lead and influence initiatives to revitalise the town centre.

Council owned town centre properties include:

- 1) 305 Broadway – green space (the “village green”)



- 2) 319 Broadway - park



- 3) 304 Broadway – the Abraham and Williams building
- 4) 312 Broadway - the Davenport building
- 5) 318 Broadway – the Cobbler buildings (A and B)

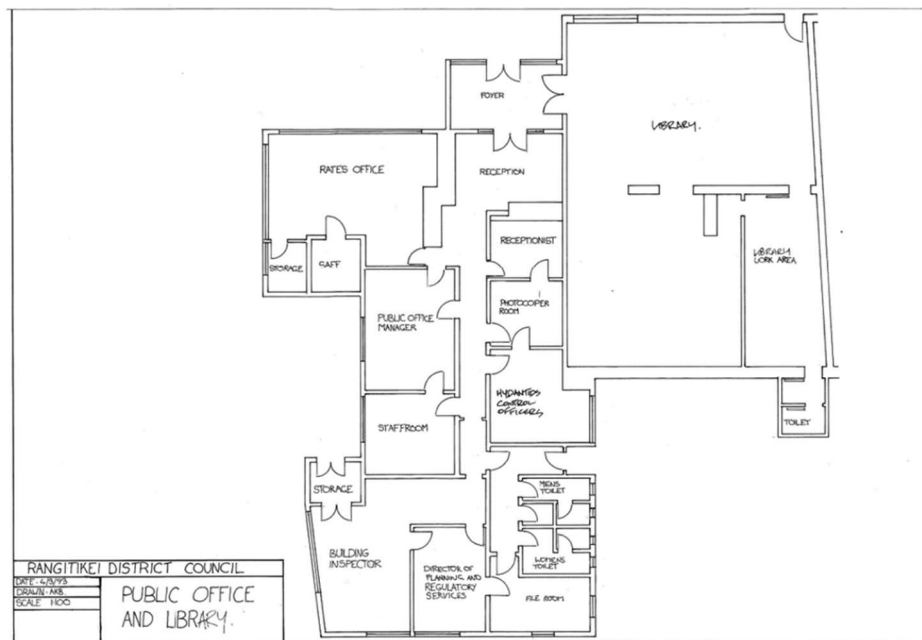


Out-dated Library services

The Marton Library is sited at 31 High Street. The Library is dated, uninviting, and has a poor flow, reflecting a low level of reinvestment in recent years.

While there was panel support for the services provided by the helpful staff, including access to printing and wi-fi, the consensus was that it is neither engaging nor meets the needs of current and future library users. The service offering is dated and there is anecdotal evidence of families preferring to travel to the new Bulls Library.

The building was originally built in 1910 and extended in 1956. The total floor area is approximately 500 m², of which around 190 m² is occupied by the Library. The remainder provides office space for around five Council staff.



The building currently does not have a heritage status.



The Marton Library is an earthquake prone building. The WSP seismic assessment dated 3 December 2021 rated the building as 18% of New Building Standard (NBS). It represents a seismic risk to occupants of more than 25 times greater than expected for a new building, indicating a very-high life-safety risk exposure.

The panel agreed to a 25% weighting for this issue, relative to the other three problem statements.

Earthquake-Prone Facilities

Most of the RDC administration staff are accommodated on the site encompassing 46 High Street and 55 to 59 Grey Street, three blocks and four minutes' walk from the intersection with Broadway. Building inspection staff are housed at 23-25 Hereford Street, 700 metres away.

The three main Council facilities are earthquake-prone and represent a seismic risk to occupants, from high to very-high life-safety risk exposure.

Building	Administration Office	Assets Building	Civil Defence Building
Built	1923	c.1950s	c.1952
Alterations	Extended 1935	c.2006	Storage/ archives added 1982
Floor area	697 m ²	290 m ²	410 m ²
Occupancy	20 (IL4)	20 (IL2)	(IL4)
Seismic rating	15%NBS (GHD, October 2018)	15%NBS (WSP, 12 November 2021)	27%NBS (WSP, 12 November 2021)
Life-safety risk description	Very High risk	Very High risk	High risk

The panel noted that the Council office spaces in the Assets and Administration buildings no longer provide a contemporary, fit for purpose working environment, that reasonably meets the expectations of staff.



The office spaces are:

- out-dated, with deferred maintenance and past under-investment
- inflexible and siloed
- small and constrained (described by one panel member as “rabbit holes” and “bursting at the seams”, and
- subject to limited and constrained technology services.

Like the general state of most the buildings, the Council Chambers in the Administration Building are dated and unappealing for meeting important visitors, officials or guests. There is little space for the public to attend and observe Council meetings, potentially constraining the democratic role of Council.

The panel agreed to a 25% weighting for this problem, relative to the other three problem statements.

Fragmented and disparate Council operations

In the period since many of the current Council facilities were first built, the nature and functions of local government have altered significantly. In 1989, 700 councils and special purpose bodies were amalgamated to create 86 local authorities. Changes in legislation in the 1900s and early 2000s clarified Council's functional responsibilities and provided more flexible powers.

In addition to responding to demographic changes, the current review of 3 Waters could also see further legislated changes in the future operations and staffing of the Council.

Current Council facilities and operations have developed historically in a reactive approach that utilised available space over the different Council-owned sites. Staff are distributed over the three main Council buildings, shown in the attached Google Earth map. The Council inspection staff at Hereford Street are housed 700 metres from the Council reception in the High Street Administration Building.

The panel discussed how this fragmentation impacts on the community user experience when interacting with the Council. It is often not clear where the respective Council services reside. The initial contact point is intended to be the reception area in the Administration Building.

However, visitors may need to be redirected, or staff required to come from the other buildings. There is also limited waiting space in the Administration Building, and limited spaces for confidential meetings.

The consequence is physical separation of Council teams and operations, limiting opportunities to seek collaboration gains, to leverage operational efficiencies or improve scale economies.

The panel agreed to a low 10% weighting for the fragmentation issue, giving it a lower priority compared to the other three key problems.



What do we want to Achieve?

Our Investment Objectives

This business case considers the rationale and options for developing a Civic Centre in the heart of Marton. The overall goal of the proposal is to contribute to the rejuvenation of Marton as the administrative hub of the Rangitikei District.

The purpose of the stakeholder workshop held on 5 November 2021 was to agree a set of investment objectives that answer the key question “what do we want to achieve”?

Based upon addressing the rationale for change identified as part of the first problems workshop, the stakeholder panel agreed on the four objectives below. These four objectives are outcome-based and clearly communicate stakeholder panel consensus on what we want to achieve from successfully investing in a Marton Civic Centre.

Our Place	To Learn & Interact	Better User Experience	Increased Efficiency
<ul style="list-style-type: none"> • Marton's town centre is everyone's place 	<ul style="list-style-type: none"> • To transform the Marton Library experience to an inviting centre for learning and interaction 	<ul style="list-style-type: none"> • To improve the customer and staff user experience of Rangitikei District Council facilities 	<ul style="list-style-type: none"> • To increase the efficiency of Rangitikei District Council services

Objective One: Marton's town centre is everyone's place

The panel prioritised this outcome as their most important priority. The desire is to stimulate investment in the town centre so that the community and visitors would want to consider it their preferred place to work, live and play. The panel envisaged a Marton town centre that would be connected, vibrant, inviting and inclusive.

This outcome also directly aligns with the:

- 2014 Marton Town Centre plan – which provides the framework for place-based development of Marton's public areas and helps to provide a context for Council's role and presence in the CBD, and
- Council's Long-Term Plan – in terms of contributing to addressing the issues with remediating Marton's earthquake-prone buildings.

At the same time the panel interpreted “town centre” and “CBD” broadly to include potential areas of development extending from Centennial Park to the Memorial Hall.

How would we know that we had been successful? Potential indicators for observing and measuring success for this objective were identified including:

- increased patronage, measured by increases in walk-by foot traffic, longer dwell-times and changes in car-parking usage
- increases in the number and variety of new retail businesses
- reductions in commercial vacancy rates
- increases in retail spending and repeat customers, and
- increases in number and duration of stays in local accommodation.

Some panel members also noted that existing car-parking was limited and would come under additional demand pressure. A four-year time frame was agreed for observing significant change. That is, to the end of 2026.

Objective Two: To transform the Marton Library experience to an inviting centre for learning and interaction

Of the existing Council facilities, the Marton Library is considered a high priority for redevelopment. This is a function of the importance of the Library in engaging and interacting with community, and also its very high seismic risk level. The Library is currently rated as 18% of New Building Standard.

This outcome aligns with both the Long-Term Plan as it addresses seismic risks to public safety, and the Local Government Act 2002 focus on reinvestment in community services. It also provides an opportunity to reconsider the ease of access and amenity value of the Library services.

How would we know that we had been successful? Potential indicators for observing and measuring success for this objective were identified including:

- improvements in the library user experience
- increased patronage
- a broader range of ages of users, and
- increases in the number and range of service offerings.

The panel identified a three-year time frame for observing significant change, to the end of 2025.

Objective Three: To improve the customer and staff user experience of Rangitikei District Council facilities

The main public interactions with the Council are:

- over the counter Council and information services
- Council sessions that enable open democracy, and
- the Marton Library services.

The panel noted the current limitations on the three current physical environments and identified the need for these environments to be more welcoming and inviting.

In addition, creating and providing comfortable working environments for Council staff was seen as critical for attracting and retaining high quality people to work in the District.

This outcome is well-aligned with Council's statutory requirements and the Long-Term Plan.

How would we know that we had been successful? Staff and customer experiences are monitored using satisfaction survey measures. Success is to be measured by significant improvements in the relevant Council satisfaction survey responses.

Objective Four: To increase the efficiency of Rangitikei District Council services

Efficiency in this case is defined to be the relationship between the goods and services delivered by the Council and the level of inputs employed.³

The panel noted the costs imposed on Council, staff and the public as an indirect result of deferred maintenance, fragmented and siloed services and under-investment in existing building-enabled services. Opportunities to reduce ongoing maintenance and energy costs were noted, as well as the potential for rental income streams from existing Council properties.

This outcome is well-aligned with Council strategies. Indicators that can be used to determine the success of this outcome include space utilisation, space per workstation, or reductions in operating expenditure (for maintenance and energy, for example).

The panel identified a four-year time frame for observing significant change, to the end of 2026.

What Needs to Change?

Business needs are the changes needed to existing services and business processes to achieve our stated objectives. They describe the gaps to be addressed between where we are now and where we want to be. This needs analysis helps us to build a more detailed picture of the desired future state.

The stakeholder panel identified the following business needs, detailed in the summary table overleaf.

³ Efficiency is a measure of performance of the enabling business processes. Increased efficiency can result from reductions in maintenance, energy use, turnaround times, duplication or

compliance. Or can be due to increases in flexibility and space utilisation, resilience or sustainability. Not all efficiency gains result in cost savings.

Where are we now? (our Existing Arrangements)	What do we want to achieve? (our Objectives)	What needs to change? (our Business Needs)
<ul style="list-style-type: none"> Unwelcoming and uninviting Unattractive to locals, workers, businesses, visitors The CBD lacks cohesion Poor amenity value Dated look and feel Lacks vibrancy No “wow” factor Vacant buildings Not enough people Limited convenient car-parking 	Objective One: Marton's town centre is everyone's place	<ul style="list-style-type: none"> More welcoming and inviting Inclusive to all More accessible Higher visibility Promotes sustainability
<ul style="list-style-type: none"> Unwelcoming and uninviting Dated look and feel Lacks vibrancy Static displays Helpful staff Current Library does nothing to inspire creativity or innovation in users Current Library is poorly sited Seismically unsafe No current i-site or equivalent 	Objective Two: to transform the Marton Library experience to an inviting centre for learning and interaction	<ul style="list-style-type: none"> Welcoming and inviting Inclusive to all Enabler of possibilities Supports learning More business friendly Technology-enabled More experiential
<ul style="list-style-type: none"> Fragmented and disparate Non-central Seismically unsafe facilities Dated Not fit for purpose for contemporary service delivery Cramped and siloed Past under-investment in existing building-enabled services 	Objective Three: To improve the customer and staff user experience of Rangitikei District Council facilities	<ul style="list-style-type: none"> Safer More vibrant Technology-enabled
<ul style="list-style-type: none"> deferred maintenance fragmented and siloed services Not fit for purpose for contemporary service delivery Cramped and siloed office spaces 	Objective Four: To increase the efficiency of Rangitikei District Council services	<ul style="list-style-type: none"> Increased flexibility Accessible Technology-enabled More efficient facilities

Scope and Service Requirements

As part of considering the boundaries for potential solutions for achieving our desired objectives, the working group considered service coverage, design and requirements. These were identified as the first part of a Co-design Lab held at the Bulls Community Centre on 10 November 2022. This Co-design Workshop varied from the previous workshops as it engaged with a much wider group of Council, staff and community stakeholders. The list of attendees is attached in the appendices.

The attendees were divided into five user groups and were asked to assume a future state that met the objectives with one or more Council facilities that either delivered or enabled a broad mix of services.

- 1) Future Locals
- 2) Businesses
- 3) Locals
- 4) Visitors
- 5) RDC Whanau

In the first session, each group was asked to break-out, to discuss and identify (from the perspective of the assigned target population) which Council and Community services should be included within the scope of the project? Discussion of solutions and sites was assumed to be out of scope.

Table 1 – Scope – The preferred boundary conditions for considering potential solutions

	Core Must Haves (Do minimum – TOP 3 suggestions)	Out of Scope
Scope of services	Community hub (where people want to be) Business hub Staff and Council meeting spaces Future focused office spaces	Conferences Clubs and sports groups Town hall

	Core Must Haves (Do minimum – TOP 3 suggestions)	Out of Scope
Mix of support services	Support formation of Business group Self-employed spaces Co-work spaces Bookable office spaces Meeting spaces (tech enabled) Local Information Storage areas Banking hub	
Accessibility	24/7 access to some public areas Clean toilets 40+ car-parks	
Recreation Activities	Festivals and Events (eg Chinese new year)	Cinema/ movie theatre
Design of spaces	Develop a vision for Marton Story telling Showcases Marton/ point of difference Captures multi-cultural history Modular and flexible workspaces Doesn't look like a council building Multi-functional/use greenspaces	Smoking areas Stage
Technology Services	Tech enabled	
Seismic and physical safety	67% of New Building Standard	

Potential Benefits from Achieving Objectives

Successfully investing in change to achieve the stated objectives will result in realisable benefits to affected stakeholders. There are five key groups of stakeholders – users, community, visitors, staff and Rangitikei District Council (the Council).

The potential benefits from achieving the desired objectives were identified and classified into four classes or types:

1. **Financial and cash releasing (F&CR)**– gains that can be measured in financial terms and accrue directly to Rangitikei District Council, enabling resources to be reallocated
2. **Financial but non-cash releasing (F&NCR)** – gains that can be measured in financial terms but do not release resources or are indirect (i.e. accrue to other external stakeholders. For example, fiscal benefits to the Crown.)
3. **Quantitative (QUANT)**– can be measured, but not in financial terms
4. **Qualitative (QUAL)**– can be observed but are difficult to measure reliably.

A benefits map is included in the appendices to demonstrate the line of sight relationships to the objectives and potential end outcomes.

Benefits can be either direct to the Council or indirect, impacting on external stakeholders and the community.

Table 2 - Potential Benefits of achieving the desired change objectives

Ref	Potential Benefit (Disbenefit)	Stakeholders impacted	Benefit Type	Notes
B1	<i>Increased visitor numbers</i>	Community, businesses, RDC	QUANT	Measured by visitor nights, foot traffic and retail sales
B2	<i>Increased community users</i>	Community, businesses	QUANT	Measured by car-parking, foot traffic, library counter
B3	<i>Stickier – people linger longer</i>	Businesses	QUANT	Measured by car-parking, foot traffic, retail sales
B4	<i>Increased community awareness</i>	Community, businesses, RDC	QUAL	Surveyed by Council. Contributes to community engagement.
B5	<i>Increased Library users</i>	Community, RDC	QUANT	Measured by library counter.
B6	<i>Improved (Library) user experience</i>	Community, businesses	QUAL	Library satisfaction survey.
B7	<i>Easier access to learning resources</i>	Community	QUANT	Library satisfaction survey
B8	<i>Easier access to business resources</i>	Businesses	QUANT	Library and Council user satisfaction surveys
B9	<i>Improved (RDC) user experience</i>	Community, businesses	QUAL	Library and Council user satisfaction surveys
B10	<i>Improved (RDC) staff experience</i>	RDC	QUAL	Council workplace climate surveys, staff turnover
B11	<i>Increased compliance</i>	Community, businesses, RDC	QUANT	Increase in New Building Standard
B12	<i>Increased (RDC) space utilisation</i>	RDC	QUANT	Ratio of users to floor areas, meeting room occupancy
B13	<i>Reduced RDC operating costs</i>	RDC	F&CR	Utilities and maintenance costs

Potential Risks and Uncertainties

Risks are contingent future events that may or may not have adverse consequences that can hinder or prevent the attainment of our desired objectives. Uncertainty is a measure of what we do not know about future events (including timing, likelihood, and severity of impact). Potential risks were initially identified by the project team.

Table 3 - Potential Risks to objectives by class

Ref	Class	Risk Description	Notes
R1	External - Political	Policy and regulatory change impacts	Government's policy or regulatory changes impact on Council plans. Seek ongoing advice on policy intentions. (accept)
R2	External – Economic	Economy recovery delayed	Delayed economic recovery results in excess and under-utilised facilities. Strategies for utilising excess space capacity (reduce)
R3	External - Social	Continued pandemic restrictions	Post COVID-19 restrictions limit large events resulting in under-utilisation of facilities Pandemic risk planning (accept)
R4	External – Social	User expectations are not met	Council services provided do not meet the expectations of users. Change management and communication (manage)
R5	Council	Loss of stakeholder support	Loss of shareholder support for proposed changes. Early shareholder engagement & consultation (reduce)
R6	Council	Loss of community support	Early community engagement & consultation (reduce)
R7	Council	Loss of key staff	Loss of key staff undermines capability and capacity to implement. Early change management – awareness & inform (reduce)
R8	Council	Decisions are not timely	The Council are not proactive in responding to emerging opportunities and threats. (accept)

Ref	Class	Risk Description	Notes
R9	Project Design	User expectations not met	The facility services do not provide the functionality or experience expected by users. (mitigate).
R10	Project Quality	Benefits realised are constrained by available funding	Insufficient funding could result in de-scoping of capacity and value-enabling design features, eg FFE (furniture, fit-out and equipment). Mitigate with cost controls/ value engineering.
R11	Project Delivery	Disruption to business as usual	Potential inconvenience to staff, loss of productivity and disruption to Council operations. Mitigate with business continuity planning.
R12	Project Duration	Capacity constraints	External suppliers and/or project team members do not have the capacity or capability to deliver on expected milestones. Mitigate.
R13	Project Change Management	Design development	Risks of scope creep and changes in design that fail to meet business needs, including potential for de-scoping to meet budget constraints. Mitigate with detailed design.
R14	Project	Scope of decant more extensive than anticipated	The risk that decanting staff, furniture and (possibly) services from one site to another incurs additional cost, time or difficulty. Mitigate with communications.
R15	Project Capability	Implementation delays	Delays to implementation, including delays in obtaining approvals. Share risks with suppliers.
R16	Project Cost	Costs exceed budget	Development and ongoing operating costs exceed or expected operating savings are not achieved. Mitigate with conservative cost estimation and quantitative risk analysis.

Key Constraints and Dependencies

Constraints describe the limitations on our ability to make change.

Dependencies describe the things that we rely on to achieve our objectives.

This proposal is subject to the following constraints and dependencies, identified during the stakeholder discussions. These are to be closely monitored during the development of business case, the transition period, and the longer-term implementation of transformational change.

Table 4 - Constraints and Dependencies to be monitored and managed

Constraints	Notes
Temporary decant facilities	Possible limitations on the availability of appropriate temporary facilities for decanted Council and Library staff
LEANZ	NZ library standards
District Plan constraints	The Rangitikei District Plan 2013 contains assessment requirements for heritage listed buildings within the Heritage Precinct undertaking works. Also potential height restrictions on new buildings.
Taihape Town Hall and Ohakea construction projects	The demands of concurrent major projects may over-tax the capacity of regional construction suppliers
Council Funding	Possible constraints on fundability if cost escalation higher than expected
Dependencies	Notes
Taihape Town Hall	Scheduling and phasing requirements to manage possible supplier capacity constraints

The Rangitikei District Plan 2013 has specific assessment requirements for any heritage listed building within the Heritage Precinct undertaking works. These requirements focus on the following objective and policies:

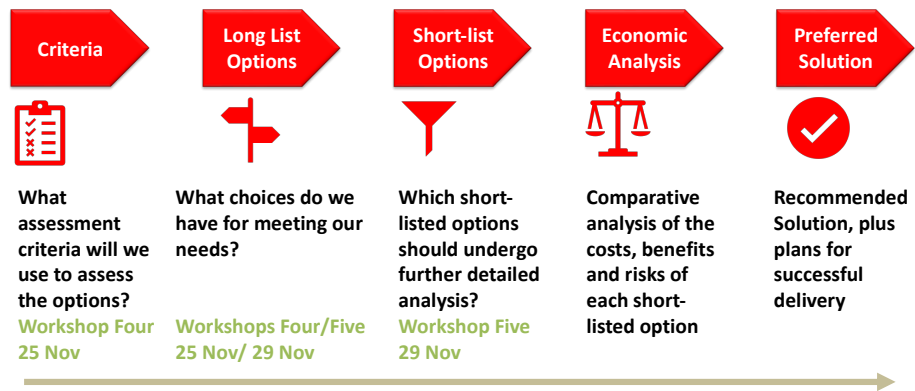
Objective 16B - Recognise and provide for the protection of identified heritage values at building and heritage precinct levels.
<p>Policy A3-2.3 – The historical, cultural and physical heritage values of buildings contained in Schedule C3B are recognised and provided for in resource consent decision-making.</p> <p>Policy A3-2.5 – Proposals to redevelop, modify, demolish or partially demolish heritage buildings in the Marton Heritage Precinct (as listed in Schedule C3B) shall assess the effect on overall precinct values.</p> <p>Policy A3-2.6 – Proposals to redevelop, demolish or partially demolish buildings in the Marton Heritage Precinct (as listed in Schedule C3B) shall be assessed by a design panel facilitated by Council to inform resource consent decision making processes.</p> <p>Policy A3-2.7 – If, after considering the economic feasibility of all reasonably practicable options, all adverse effects of a proposal cannot reasonably be avoided, remedied or mitigated, heritage offsets for any remaining adverse effects will be considered.</p>
<p>Policy A3-2.8 – Heritage offsets must adhere to the following principles:</p> <p>a) Heritage offsets must be enduring. As such, they should be secured in perpetuity by appropriate legal mechanisms</p> <p>b) Heritage offsets must address all residual effects that remain after all reasonably practicable measures are in place to avoid, remedy, or mitigate effects</p> <p>c) Heritage offsets cannot account for deferred maintenance arising from willful neglect or unconsented work</p> <p>d) Offsets must be determined using sound methodologies, fully documented and undertaken by appropriately qualified heritage specialists</p> <p>e) Offsets shall not be considered where the adverse effects apply to a Category 1 place, waahi tapu or other site of significance to Maori, or to a historic building or area outside the Marton township</p> <p>f) The heritage building or heritage site receiving the benefit from the heritage offset must be within the Marton Heritage Precinct</p> <p>g) The design and implementation of heritage offsets and communication of the results to the public shall be undertaken in a transparent and timely manner.</p>

The Economic Case: Determining the Preferred Option

The purpose of this part of the business case is to determine the preferred option that is most likely to optimise value to Rangitikei District Council and the District.

Having established a robust case for change, this section details the workshop and economic analysis undertaken to:

- systematically generate a wide range of feasible options for appraisal (the long list)
- confirm the ranking process to be used for the initial options appraisal
- appraise the long-list options to determine a focused set of short-listed options, and
- undertake more detailed analysis of the short-listed options to determine the preferred solution for meeting our business needs and achieving the desired investment objectives.



Identifying Long List Options & Initial Appraisal

A wide range of initial options was generated and initially appraised by the stakeholder panel in facilitated workshops held on the 8th of June 2022. The workshop process used the Better Business Cases methodology.

The options analysis was broken down into five dimensions of choice. The panel identified feasible choices under the service scope and service solution dimensions.

Table 5 – Long-list options identification and appraisal process

Stage One: Initial Long-list Options Identification and Appraisal		
Service Scope Choices	the “what”	What alternative choices are there for the levels of service and coverage?
Service Solution Choices	the “how”	What choices are there about where and how the services could be provided?
Stage Two: Short-list Options Design		
Service Delivery Choices	the “who”	Who can help us to deliver the above solutions? Possible choices for who can assist in the design, build and operation of the solutions above.
Implementation Choices	the “when”	When and how quickly can the proposed changes be implemented?
Funding Choices	“how funded”	How might the proposed changes be funded?

The Options Appraisal Methodology

The initial multi-criteria decision analysis (MCDA) appraisal of the long-list options filters out those choices and options that should not be prioritised for inclusion in the short-list. For each of the five dimensions, each long list choice is scored by the working group against a set of criteria comprising the three objectives and five criteria success factors.

Table 6 - The five critical success factors agreed by the workshop panel on 25 November 2021

Critical Success Factors	Options Appraisal Criteria Description
CSF1: Strategic fit & Business Needs	How well each option aligns with our strategy, achieves the agreed investment objectives and delivers the related business needs.
CSF2: Value for stakeholders	How well each option optimises value for our ratepayers, iwi, businesses, Council staff and users (i.e., the optimal mix of potential expected benefits, estimated whole of life costs, and residual risks)
CSF3: Supplier capacity and capability	How well each option matches the ability of potential suppliers to deliver the required goods, services and/or works, and is likely to result in sustainable arrangements that optimise value over the contract term
CSF4: Affordability	How well each option can be met from available funding and matches other funding constraints
CSF5: Achievability	How well each option is likely to be implemented given the ability of the Council to access the capabilities required for successful delivery and to manage change.

The critical success factors are attributes that are essential for success. These are confirmed by the panel as a key part of the appraisal process. Where an option or choice fails to meet a critical success factor, it is ineligible to become part of the short-list options and is discarded from further analysis.

The panel appraisal considered trade-offs between the relative advantages and disadvantages of each option and choice, considering available evidence on potential costs, benefits, and risks. The results were moderated for consistency and as additional information became available.

A four-point scoring basis was agreed by the panel as being fit for purpose for the long list options appraisal:

3	The proposed option <u>strongly meets</u> the criteria, in all significant respects
2	The proposed option <u>broadly meets</u> the criteria, in most respects
1	The proposed option <u>may meet</u> the criteria, in some respects
0	The proposed option <u>does not meet</u> the criteria, in any significant respect

Choices were either preferred, carried forward for further consideration as part of the short-list option, or discarded from further appraisal. Note that the business-as-usual option is constructed from the business-as-usual choices in all five dimensions of choice and is always carried forward to the short-list as the baseline comparator for further economic options appraisal.

Post COVID labour shortages and higher construction costs have moderated expectations that the development of the Civic Centre will happen either promptly or without cost. Delays are very likely in scheduling construction works (for both Marton and Taihape). The preferred implementation is a phased development with design completed within 12 months, but the timing of major construction works remains uncertain.

There are limited funding choices. The development is programmed into the Long Term Plan and is intended to be funded from Council balance sheet.

The Long List Options Identification and Initial Appraisal

The following long list options were identified by the stakeholder panel. Further detail of the workshop analysis is outlined in the appendices to this business case.

Table 7 - The long list options identified by the stakeholder panel in the workshops held on 25 and 28 November 2021

Three Dimensions of Choice	Long-list Options by Dimension of Choice					
	Business as Usual	>>>>>>	Intermediate	>>>>>>	More Ambitious	
Service Scope Choices What alternative choices are there for the levels of service and coverage?	SC1: Business as Usual Compliant Council and Marton Library facilities	SC2: Council Focus Upgrade and consolidate Council services, chambers and office spaces. Business as usual Library services.	SC3: Learning and Interaction Focus Redevelop current Library services into a Learning and Interaction Hub. Business as usual Council services.	SC4: Core Council Services: Both Council services upgrade and new Learning and Interaction Centre.	SC5: Community Service Focus: Council services upgrade. New Learning and Interaction Centre and additional community spaces.	SC6: Multi-purpose Civic Service Focus: Including Council, Learning and Interaction, community, retail spaces and business hub services.
Short-listing Recommendation	Business as Usual choice is ALWAYS carried forward as the baseline of the short-list	Discarded from further options analysis	Discarded from further options analysis	Carried forward to the short-list	Preferred Scope Choice – carried forward to the short-list	Carried forward to the short-list
Service Solution Choices What choices are there about where and how the services could be provided?	SS1: Remediate the existing Council and Library buildings on High St	SS2: Redevelop the existing Council and Library buildings on High Street	SS3: New build Civic Centre on existing 46 High Street with consolidated services	SS4: New build on the 304 Broadway site, retaining the existing facades	SS5: Renovate the Cobbler, Abraham and Williams and Davenport buildings	SS6: New build on a suitable greenfields site (the Village Green at 305 Broadway)
Short-listing Recommendation	Carried forward to the short-list	Discarded from further options analysis	Discarded from further options analysis	Discarded from further options analysis	Carried forward to the short-list	Preferred and carried forward to the short-list
Service Delivery Choices Who can help us in the design, build and operation?	SD1: Business as Usual No contracted works are needed other than compliance work	SD2: Design and Construct Single contract for both design and build. Preliminary designs provided for public consultation.		SD3: Traditional Design and Build Separate design and build contracts. Design is fully developed before the construction contract is awarded.	SD4: Modified Design and Build Separate design and build contracts with an overlap to provide for early contractor involvement	
Short-listing Recommendation	Carried forward to the short-list	Discarded from further options analysis		Preferred and carried forward to the short-list	Discarded from further options analysis	

The Short-listed Options

Based upon the initial long list options appraisal, the following short-list options were selected for further, more detailed, comparative options analysis.

Table 8 - The results of the long-list options appraisal – the short-listed options

	Option One (Business as Usual) Remediation of Existing Council Facilities	Option Two: New Build CBD Council Buildings	Option Three: New Build CBD Council & Community Services	Option Four: Heritage CBD Council & Community Services	Option Five: New Build CBD Council, Community & Business Hub
Option Description	A compliance-led remediation of earthquake prone Council facilities at 46 High Street and 31 High Street (the Marton Library). Remedial works and strengthening undertaken under pre-competed supplier panel arrangements.	New build Council administration, chambers, Council and a Learning and Interaction Centre on the greenfields site at 305 Broadway. New building works undertaken under a traditional design and build arrangement.	New build Council administration, chambers, Council and a Learning and interaction Centre, on the greenfields site at 305 Broadway.	Heritage restoration of the Cobbler, Abraham and Williams and Davenport site. Providing Council administration, chambers, Council service, community services and a Learning and interaction Centre.	New build Council administration, chambers, Council and a Learning and interaction Centre, on the greenfields site at 305 Broadway.
Additional capacity	Existing capacity and service levels are maintained.	Provision for 100 Council staff.	Additional community-centred spaces provided.	Additional community-centred spaces provided.	Community and business hub spaces.
Potential site disposals	Cobbler, Abraham and Williams and Davenport site.	Cobbler, Abraham and Williams and Davenport site. Exit 31 High Street site.	Cobbler, Abraham and Williams and Davenport site. Exit 31 High Street site.	Exit 31 High Street site.	Cobbler, Abraham and Williams and Davenport site. Exit 31 High Street site.
Civil Defence HQ	Remediation of the Civil Defence & Emergency Management (CDEM) HQ at 46 High Street to IL4 standard. Not costed in the options appraisal.				
Initial options Appraisal	The Business as usual option is ALWAYS carried forward to the short-list as the baseline	Carried forward for further economic appraisal	Preferred Way Forward – subject to further economic appraisal	The Heritage option – carried forward for further economic appraisal	More Aspirational Option - carried forward for further economic appraisal

Appendix One: Investment Logic Map

The investment logic map is a one-page graphical story that provides the logical line of sight from the “why” – the rationale for action, to the “what” – what needs to change to contribute to the three high level outcomes. This map is a key deliverable of the series of facilitated workshops with the stakeholder panel.

RANGITIKEI DISTRICT COUNCIL

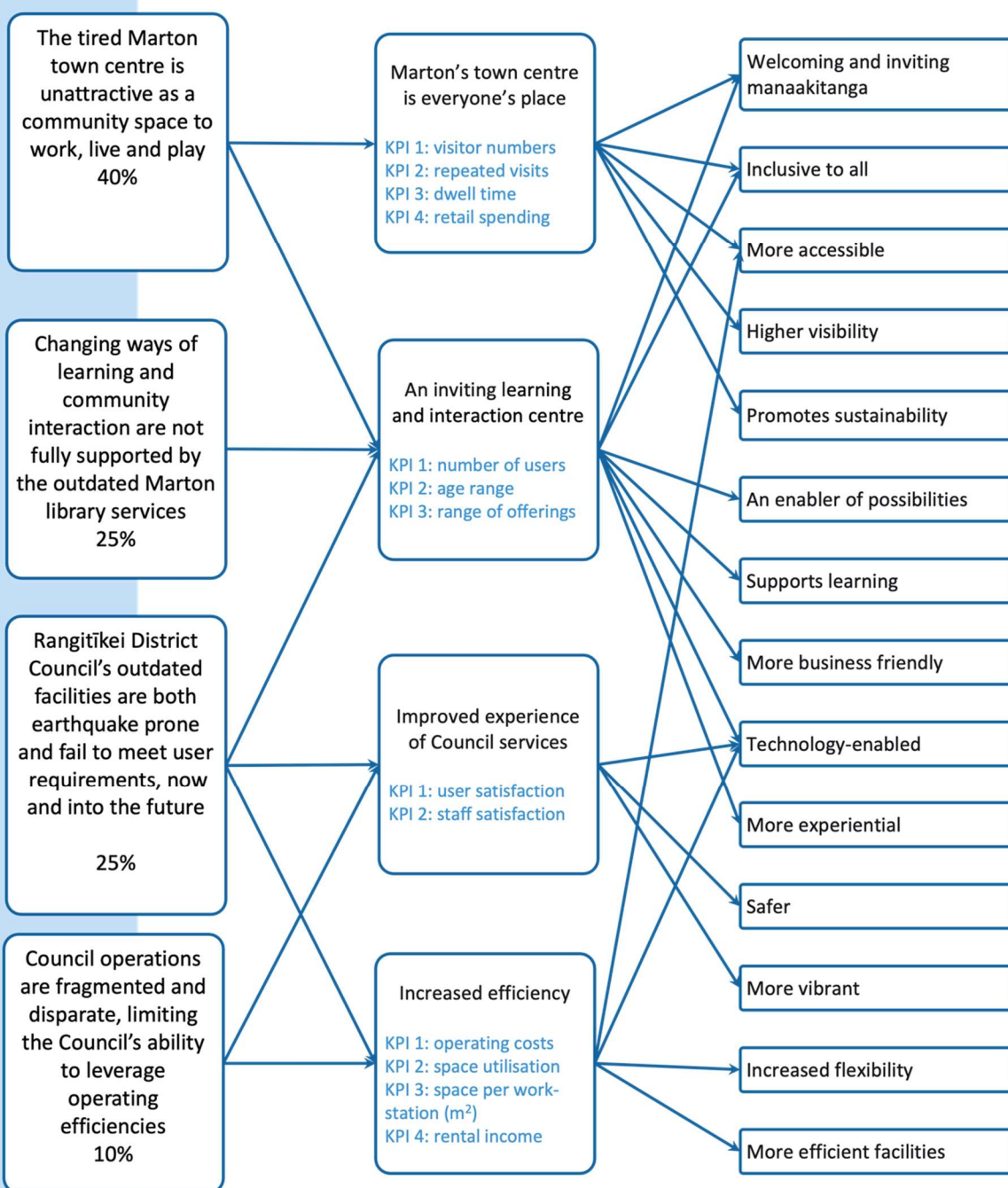
Rejuvenating Marton's Role as the Hub for Rangitikei

INVESTMENT LOGIC MAP:

PROBLEM DEFINITION

BETTER OUTCOMES

BUSINESS NEEDS



Appendix Two: The Stakeholder Workshop Process

Overview of the Workshop Process

A key part of the approach is the use of facilitated workshops to engage early with key stakeholders to initially identify and agree the need for investment, the case for change and to identify and assess potential options.

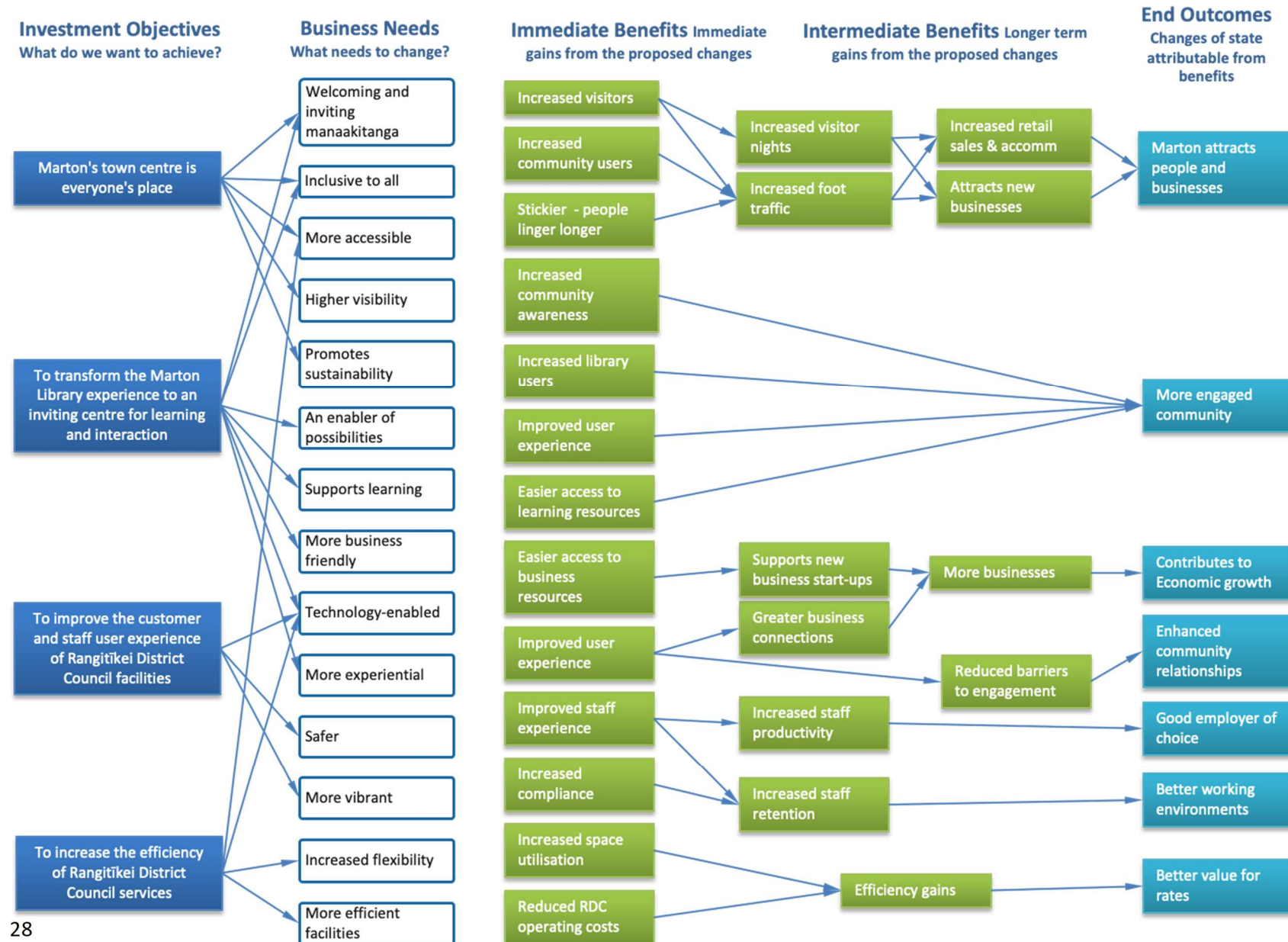
These workshops are critical to developing the strategic and economic cases. They are intended to:

- enable early engagement with a group of key stakeholders
- test and challenge our thinking
- enable collaborative thinking, and
- build consensus.

The workshop timetable is shown below.



Appendix Three: The Benefits Map



Appendix Four: Scope and Service Requirement Notes (from the Workshop 3 whiteboards)

	Core Must Haves (Do minimum – cf top 3 suggestions in bold)	Desirable (Intermediate)	Nice to Haves (More Aspirational)	Out of Scope
Scope of services	<ul style="list-style-type: none"> Community hub (where people want to be) Business hub Staff and Council meeting spaces Future focused office spaces Learning and Interaction Centre CD/EM spaces Chambers/ public gallery 	<ul style="list-style-type: none"> Pop-up retail Driver licensing/ OTC ratepayer services Visitor info CC reception/ service desk (triage) Youth/study spaces NGOs & community groups (CAB, age concern, plunket, rotary etc) Well-being spaces 	<ul style="list-style-type: none"> Retail spaces full business support services 	<ul style="list-style-type: none"> Conferences Clubs and sports groups Town hall
Mix of support services	<ul style="list-style-type: none"> Support formation of Business group Self-employed spaces Co-work spaces Bookable office spaces Meeting spaces (tech enabled) Local Information Storage areas Banking hub 	<ul style="list-style-type: none"> Stimulate start-ups Business printing/ copying/ PCs Support start-ups Careers advice Cultural awareness 	<ul style="list-style-type: none"> Brokering - users to services (Enabler of possibility) Employment services 	
Accessibility	<ul style="list-style-type: none"> 24/7 access to some public areas Clean toilets Increased pedestrian foot traffic Accessible parking 40+ car-parks 	<ul style="list-style-type: none"> Central location Self-service Changing rooms (showers?) Parents rooms 	<ul style="list-style-type: none"> Free shuttles (disability, airport) Self-help kitchenette Staff dog areas 	
Recreation Activities	<ul style="list-style-type: none"> Festivals and Events (eg Chinese new year) 	<ul style="list-style-type: none"> Farmers and craft markets Arts displays Marketing/ Information Shopping/factory & garden tours Cycle/walkway 	<ul style="list-style-type: none"> Artisan products Craft beers Craft learning spaces 	<ul style="list-style-type: none"> Cinema/ movie theatre
Design of spaces	<ul style="list-style-type: none"> Develop a vision for Marton Story telling 	<ul style="list-style-type: none"> Theme – river/ district Way-finding and signage adaptable 		<ul style="list-style-type: none"> Smoking areas Stage

	Core Must Haves (Do minimum – cf top 3 suggestions in bold)	Desirable (Intermediate)	Nice to Haves (More Aspirational)	Out of Scope
	<ul style="list-style-type: none"> Showcases Marton/ point of difference Captures multi-cultural history Modular and flexible workspaces Doesn't look like a council building Multi-functional/use greenspaces 	<ul style="list-style-type: none"> Attractive Accessible acoustics Indoor/outdoor, green spaces Well-lit Inclusive (culture, heritage) Sustainability leadership 		
Technology Services	<ul style="list-style-type: none"> Tech enabled Short-term workstations 	<ul style="list-style-type: none"> EV chargers Free wifi E-bike hire Technology help-desk Bike/scooter parks Power points everywhere 	<ul style="list-style-type: none"> ICT hub High-speed internet Rolling screens 	
Seismic and physical safety	<ul style="list-style-type: none"> 67% of New Building Standard 	<ul style="list-style-type: none"> 100% of New Building Standard Security monitoring 24/7 CPTED – crime prevention through environmental design 	<ul style="list-style-type: none"> 100% of New Building Standard 	