

Civic Building Update

Meeting: Kaipara District Council
Date of meeting: 05 February 2020
Reporting officer: John Burt, Property & Commercial Advisor

Purpose/Ngā whāinga

To update Council on the condition, constraints and opportunities with Council's Civic buildings in Mangawhai and Dargaville and to seek direction from Council on priorities to address these matters so that they may be investigated as possible options in the draft long-term plan.

Context/Horopaki

Council own or lease a number of properties in Dargaville and Mangawhai, which fulfil the civic functions of Council Offices, Council Chambers, Town Hall and Libraries.

By 2021 Council Offices will both be on a leasing arrangement rather than owned, which provides a better value for money arrangement for our community. A new office, built by NRC, will accommodate staff in Dargaville.

Kaipara District is unique in that there is not just one main centre. Activities are spread across the district to reflect our customers, our partners and our peoples need.

- Mangawhai 55 at the hub, 18 opposite at 1C
- Dargaville 80 (including 2 at Kai Iwi)
- Whangarei 13 in the NTA

In the medium term, we may need to accommodate up to 190 staff and consultants across the district.

Many of the functions of Council are undertaken in property which is not ideally suited. For example, Council meetings and briefings are held in the Dargaville Town Hall which does not have the expected facilities such as an ante room or media space which most Councils are able to provide.

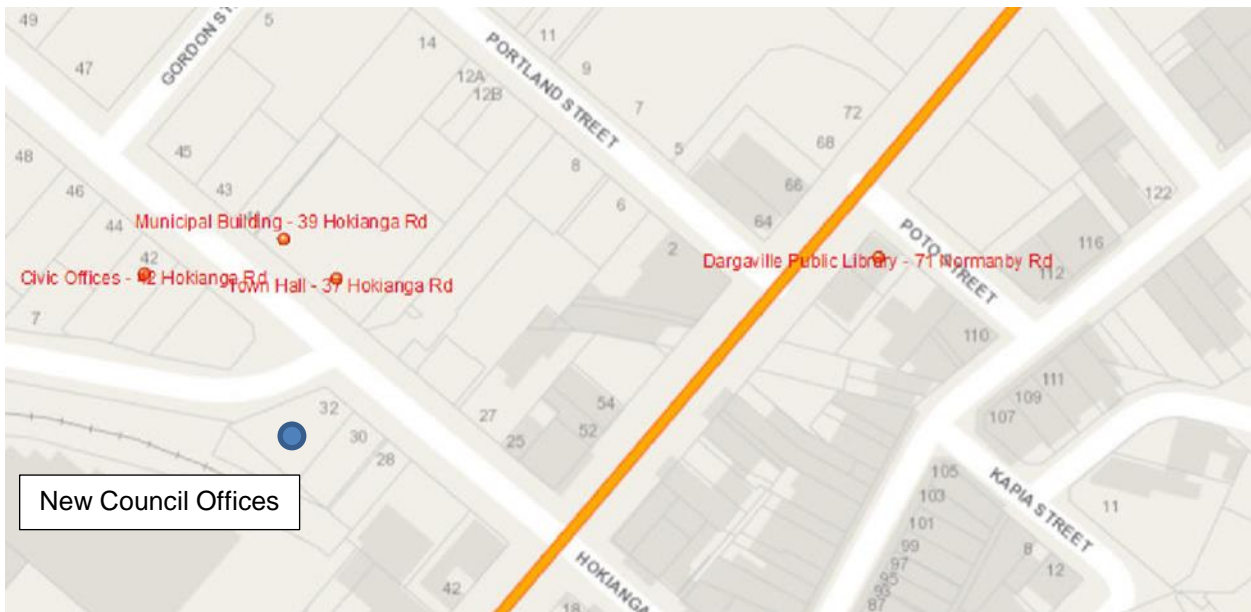
Our libraries are generally in small buildings which have been retrofitted rather than purpose built facilities which meet our communities current and future needs.

Direction on our remaining and future property portfolio is the context of this paper

Dargaville

There are four civic buildings in Dargaville, which are shown on the map below.

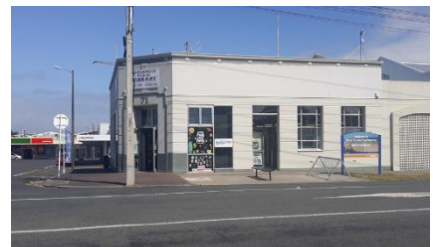
- Dargaville Public Library – Owned
- Civic Precinct
 - Existing Civic Offices- Owned
 - Town Hall and Foyer- Owned
 - Municipal Building -Owned



Dargaville Public Library, 71 Normanby Street, Dargaville

The building at 71 Hokianga road houses Council's only public library. The Library was relocated around 2009/2010 from the building that currently houses the Dargaville community cinema (ANZAC Theatre).

The building constructed circa 1940 as the Northland Power Board offices has several physical constraints. The Library was relocated around 2009/2010 from the building that currently houses the Dargaville community cinema (ANZAC Theatre).



- Dargaville Library has an existing floor area of 266m². The size is limited in comparison to most libraries and is inadequate design. Does not meet LIANZA standards.
- Crowded state of shelves, lack of walking space between shelves, extremely difficult for wheelchair access.
- Access to additional digital hardware, services and training cannot be accommodated.

- Health and safety concerns identified covering specific incidence and the fact that the library is only registered through its building Warrant of Fitness to have 21 people in the library at any one time.
- Although recording high user satisfaction in our quarterly customer surveys, based on additional feedback received, the library is currently not meeting community expectations of a modern library by providing facilities such as reading groups, children's holiday programmes, meeting spaces, seating for using mobile computers etcetera.

Dargaville Town Hall, 37 Hokianga Road

The complex is used by the community for recreational and community events and also by Council for meeting. The complex is comprised of three buildings encompassing a foyer, town hall and conference buildings.

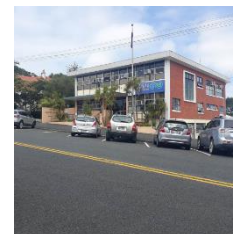


- There are weathertightness defects to the foyer, town hall and conference buildings. These have been confirmed as relating to the direct fixed cladding systems and flat pitch membrane roofs and internal gutters; however, the costs of addressing this are significant.
- The defects have resulted in deterioration to the timber framing and internal linings.
- The cinema and citizens advice are also located in the building. There were 419 bookings for the hall, conference and foyer areas in 2019.

Existing KDC Offices, 42 Hokianga Road, Dargaville

This office building is utilised as Council's Dargaville base, and as such currently houses approximately 80 staff, who will all move to the new NRC Office to be constructed at 32 Hokianga Road.

The current Council office was built in the 1960s, a further extension was added in the 1990s to house the Council Chambers and has an alternative access from Station Road.



There are weather tightness and asbestos issues, which will require remediation in the medium term. As a result of these issues, water ingress is now visible in portions of the 1999 extension.

- The building continues to deteriorate every time it rains.
- Poor lighting in the offices that were formerly the Council Chambers has been raised by staff as a health and safety issue.
- The 1960s block has a fragmented layout.
- Although the block is not defined as earthquake-prone, it has an assessed NBS rating of only 55%.
- The building does not have lifts or disabled access to top floor.

Former Municipal Building, 37 Hokianga, Dargaville

The building is now used exclusively by two Community Groups – Dargaville Community Cinema and Dargaville Arts.

- This building which was constructed approximately 100 years ago with unreinforced masonry. The building has been assessed as an Earthquake prone building (EPB). E.g. less than 33% of New Building standards. As a condition of their LTO, Dargaville Arts have undertaken to seek funding from external agencies for restoration and strengthening on this heritage building. Northland has the lowest seismic risk in New Zealand and as such, the Government has provided for up to 45 years for strengthening works to be completed.



Previous Decisions regarding Dargaville

At its meeting on 30 May 2019, the following was resolved, *That Kaipara District Council:*

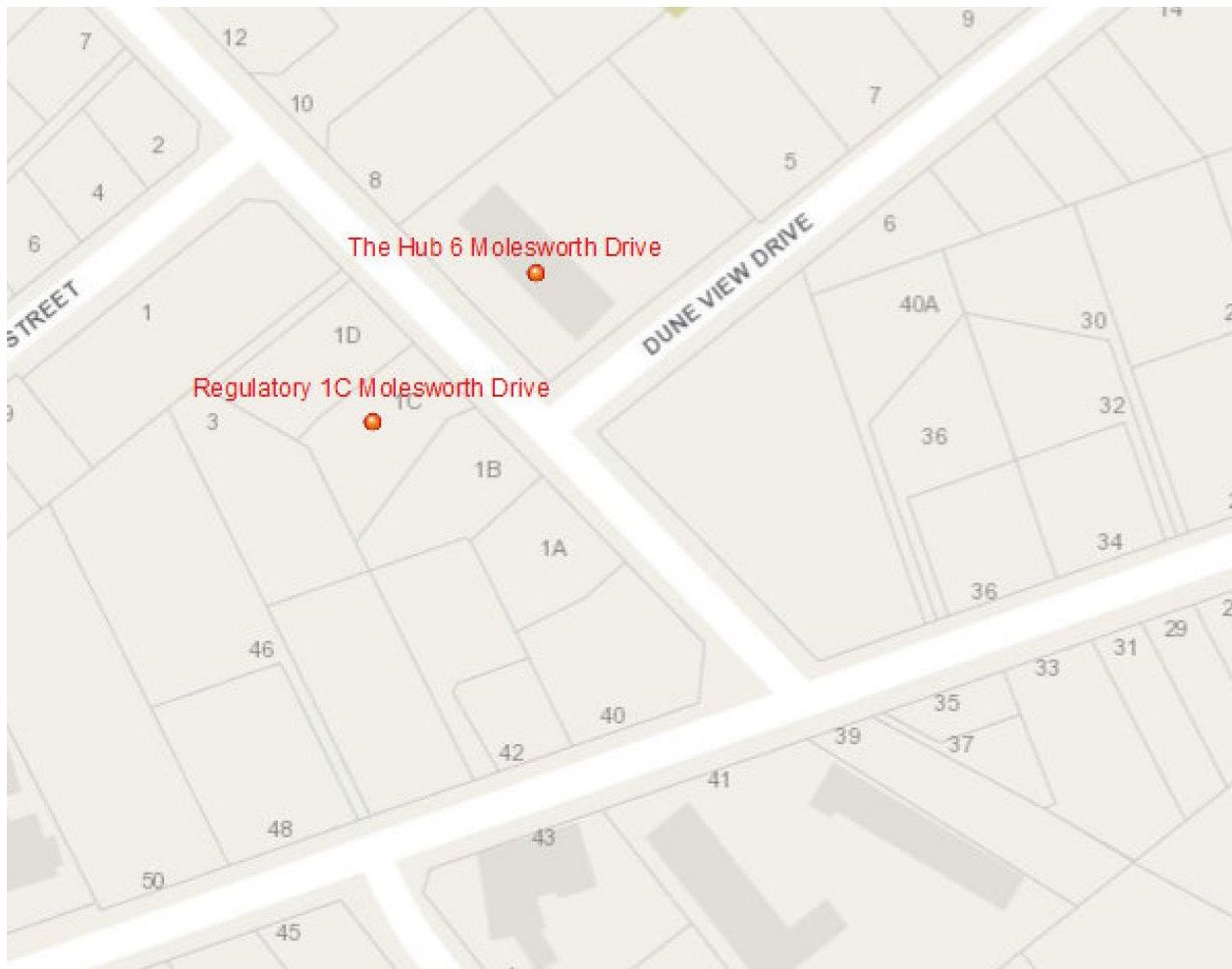
- a) Approves Kaipara District Council entering into an Agreement to Lease for up to 975m² of offices in the building Northland Regional Council is proposing to construct at 32 Hokianga Road, Dargaville.
- b) Delegates to the Chief Executive responsibility for negotiating the terms and conditions of the Agreement to Lease for an initial term of 15 years, subject to the lease costs being within the costs budgeted in the LTP.
- c) Notes that Council will need to include expenditure for the upgrade of 42 Hokianga Road, Dargaville and relocation of the library in the next Long-Term Plan for consultation with the public.

At its meeting on 28 February 2019 the following was resolved,

That Kaipara District Council receives, for information, the Facilities, Procurement and Contracts Coordinator's report "Remedial Works 37 and 42 Hokianga Road, Dargaville - Weathertightness".

Mangawhai

There are two civic buildings in Mangawhai shown on the map below



- The Hub, 6 Molesworth Drive – Leased
- Regulatory Office, 1 C Molesworth Drive- Leased

Mangawhai's population has grown from 1,660 in 1998, to 2600 in 2013, to an estimated 5000 in 2018 (plus the holiday population of 5,000 or more). Over the next 20 years its anticipated that Mangawhai may grow to a population of approx. 15,000 or more.

Based on current trends we anticipate that customer demand will continue to grow at a faster rate in the Mangawhai area.

Mangawhai Public Library/Hall: 45 Moir Street

The Mangawhai public library/hall on the corner of Moir/Insley street houses the Mangawhai Community Library.

- The floor space utilised for the library approximately 129m².
- Run entirely by volunteers.
- It is open for only 14 hours a week.
- While the library service delivers free 24-hour Wi-Fi access, the library does not provide any computers/digital devices.
- Does not meet LIANZA standards.



Library volunteers in Mangawhai are aware that a new library is needed in the medium term. They do find the current computer system challenging but currently provide a good but limited service to their community. The collection is very limited by the size of the library.

Consultation with the community has highlighted the desire for a larger Library, comments received include:

- Old-fashioned space needs more digital access for all ages.
- Modern libraries are awesome.
- Mangawhai is under resourced and very small.

The Hub, 6 Molesworth Drive, Mangawhai

This office building is utilised as Council's Mangawhai base, and as such currently houses approximately 55 staff.

The Hub was built in two stages over 2005 and 2007 and was originally intended for use as a two-storey mixed-use (residential/retail) complex. Construction comprises reinforced concrete and structural steel with exterior claddings of linear and stone.



- Council currently leases five units on the upper level and two ground floor units of the Hub, which houses approximately 50-65 Council staff.
- There is limited additional room for growth and the space has been designed for living areas above shops and is therefore not as efficient while utilised as office space.
- The most significant issues are inadequate design and lack of available space for growth.
- Previous exit surveys identified a poor level of staff satisfaction with facilities.
- More staff roles are district-wide so more hot desks are required. Significant number of staffs have expressed a preference to work from Mangawhai.
- Parking may not be easy to find for customers

1C Molesworth Drive, Mangawhai (former Fresh Building)

A character building which is opposite the Hub had recently become available and was refurbished. Council approved the lease of the building in mid-2019 and Council's expanded regulatory team is now housed in this facility. It has the capacity to house up to 18 staff.



Previous Decisions regarding Mangawhai

At its meeting on 30 May 2019 the following was resolved, *That Kaipara District Council:*

Approves further investigation into the feasibility of construction and acquisition of new Council offices/library at 191 Molesworth Drive in Mangawhai Community Park and requests that the outcome of this investigation is reported to Council once completed

Discussion/Ngā kōrerorero

As detailed above Council is facing several challenges and constraints with its portfolio of Civic buildings. These have been summarised as the following problem statements

- We own properties which require significant investment to bring them up to an appropriate standard and their future function is not clear
- Our existing library buildings do not meet the needs of our community
- Council chambers do not meet the needs of Council
- Our council offices are not efficiently arranged and do not provide room for growth

It is noted that the last problem has been largely addressed through the transition to a more flexible way of working and investment in flexible working spaces in Mangawhai as well as the planned move to the new NRC building in Dargaville.

The problems and opportunities are discussed below.

Dargaville Civic Buildings Defects - 37 & 42 Hokianga Road

In summary the scope of remedial works identified as required for both buildings is extensive but includes:

- Full replacement of the direct fixed cladding with a cavity based cladding system;
- Address lack of cladding clearance to the tiled areas;
- Address structural defects to the subfloor framing of the hall;
- Where possible, replace the flat roof areas with new hipped or mono-pitched roofs;
- Replace the curved roofs of 37 and 42 Hokianga Road with mono-pitched roofs;
- Replace the internal gutters with new with greater falls and where possible replace with new external gutters.

Costs estimates for the weather tightness remediation are included as attachment A

If 42 Hokianga Road is to be continued to be used for Civic purposes in the future, there is a requirement to modernise and refurbish the building so that it's fit for purpose. It has been estimated that this will cost around 2.4 Million.

Dargaville library

To tackle digital deprivation, empower, engage communities, and encourage economic development within the district, the current library service standard needs to be improved.

An analysis of the main library in the district highlighted several key issues including the lack of space and inadequate design. Modern and efficient library services, which enhance the district's digital environment, will provide a beneficial and attractive community space for the community and visitors, which is seen as crucial to the economic development of the district. By empowering the community digitally, residents will develop skills that are essential in a modern workplace. The economic implications of this will be a result of both adults and children in the district becoming more digitally literate.

Dargaville options

Council needs to:

- i. Provide a larger Library facility
- ii. Remediate weather tightness issues at Town Hall complex at 37 Hokianga Road
- iii. Decide on the future use or otherwise of existing offices at 42 Hokianga Rd.
- iv. If 42 Hokianga is to be retained and repurposed it will need to be remediated and refurbished.

Possible approaches

- Acquisition of another building for library
- Retention- Retain all/some existing buildings and endeavour to address issues with each one.
- Consolidation/Disposal – Consolidation of all functions on one or more of the existing building/locations and dispose of any building becoming surplus as a result e.g. Library at Normanby or 42 Hokianga

Relocating the library to Councils, existing office building at 42 Hokianga is considered an attractive and viable option. However due to the costs of remediation and refurbishment it may not be the best value for money. There are alternatives options for a library relocation, which have been considered and or investigated previously. Therefore, officers consider it prudent that Council is reminded of these prior to progressing any potential relocation. The alternative options include new buildings on Council owned reserve land or purchasing existing buildings adjacent to or near the existing Library on Normanby Road.

Options for Library other than 42 Hokianga:

- i. New Build on Council owned land (e.g. Selwyn Park beside Swimming pool)
- ii. New Build on private land (e.g. beside 37 Hokianga or extension of existing town hall complex and create a Community facility similar to the Far North's Te Ahu Centre. (**see details below)
- iii. Refurbishment/extension of existing Library
- iv. Move library to a larger building in town

**Te Ahu is a multi-functional community facility in Kaitia, which houses the Town's library, museum, i-SITE visitor information centre and council customer services. The complex also houses a café, a variety of venues for hire including different sized meeting rooms, banquet room and a main hall, little theatre, art space and cinema



Mangawhai constraints/opportunities

In Mangawhai the current focus is how we improve the provision of library services as well as plan for the long-term provision of civic services and office accommodation.

The current Spatial Planning process will confirm areas for commercial development as well as other uses.

Recognition of need for a new Library in Mangawhai

Mangawhai library has a small footprint, is very cramped and is only open 14 hours per week. As highlighted in the 2017 Library Strategic Plan, a fully staffed library in Mangawhai would improve lives in the township. An adequate collection and professional librarians contribute to learning and literacy in the community. The positive impact of offering professional library service to residents, visitors, community groups and schools is an opportunity to improve Council's reputation.

Recognition of need for new office building

In September 2018 Council requested the Chief Executive prepare a civic building strategy. At that time, Council faced significant challenges in delivering the services required by our community in the existing leased space at Mangawhai.

The Mangawhai office opened in May 2013 in response to population and development growth in the Mangawhai Area.

Modern workplace design has seen a change in the design of office spaces. Where offices were historically designed with the assumption that people needed to work there, organisations are now realising that they can increase productivity through workspace planning and design. Good design can also help with staff retention.

Staff well-being is strongly correlated with employee productivity and employment satisfaction generally, and the physical environment in which staff work, is a driving factor to overall well-being. Modern office design principles focus primarily on delivering a digitally adept, dynamic and intuitive space for staff.

The 'Flexible Work Locations' survey demonstrated the need for Council's office spaces to be dynamic, large enough to accommodate fluctuating staff numbers, and able to accommodate hot desking depending on staff movements between offices in any given week.

In order to become more responsive to our customers' needs we looked at office design, location and employment policies. This more strategic approach will enable Council to improve both customer and staff engagement

In late 2019 several changes to Office layouts and work practices were implemented in Mangawhai. This includes a changing to agile working style where most desks spaces are no longer allocated to only one staff member and the introduction of greater flexibility and recognition of the need for mobility.

As a result of these improvements the current offices are anticipated to meet the needs of Council until the end of the current leases in October 2024.

Mangawhai Summary

In the Medium Term, Council needs to:

1. Establish a Council run library in Mangawhai
2. Acquire larger office and library buildings.

Mangawhai options

- Acquisition- of one building on one site to replace existing facilities.
- Acquisition of more than one building on multiple sites to replace existing facilities.

There is medium term need for more suitable offices and library in Mangawhai. In the shorter term this has been catered for with the current leases. These leases only run through until 2024 therefore consideration of alternative solutions is needed in the coming months.

In its report, TPG looked at three options in Mangawhai potentially available and/or suitable for civic buildings. These were presented in the report to Council in May 2019. The three locations were:

- i. Fagan Place, Mangawhai.
- ii. Mangawhai Central
- iii. Mangawhai Park, 191 Molesworth (beside Fire Station)
- iv. As noted in the context section Council has previously approved investigations into the suitability of the site 191 Molesworth for Council Offices and a Library. These investigations are largely complete and have concluded that construction of buildings on the site is feasible, although a recent report from Council's consultants Stantec on the Park's hydrology concluded; - Future proposed works are also likely to further impact on the stormwater management in the park and need to be carefully considered

The recent improvements made to office accommodation at Mangawhai is now expected to address constraints for longer than previously thought. As such Officers now believe that the existing Offices at 1 & 6 Molesworth Drive will remain adequate for Council use through until the end of the current leases in October 2024.

This additional time will allow Council to consider which of the previously identified locations or other sites would most effectively meet Council's long-term needs for the provision of library and Civic services.

Conclusion

The urgency to address council office accommodation has been addressed through the provision of the new NRC building in Dargaville and adoption of flexible working and reconfiguration of the office space in Mangawhai. There is still a need to identify and protect future opportunities in Mangawhai.

There is an urgency to address weather tightness issues in existing properties in Dargaville and confirm the future direction with our Council owned portfolio.

There is a need to address the constraints of our existing libraries so that an even better level of service can be provided.

Officers would like direction from Council on:

- Risks, issues and opportunities to be considered in developing the Property Plan for Dargaville
- Risks, issues and opportunities to be considered in considering potential site(s) in Mangawhai

Next steps/E whaiake nei

- i. Further investigation into the preferred location for an improved Library and Civic Precinct in Dargaville.
- ii. Further investigation of options available in Mangawhai for future provision of Library and Civic services.

Attachments/Ngā tapiritanga

	Title
A	Remediation cost estimates (circulated separately from this agenda)

John Burt, 22 January 2020