



# Clutha Community Hub Feasibility Study

April 2019

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## Revision History

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## Document Acceptance

Action	Name	Signed	Date
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Approved by	David O'Malley (Director)		03 April 2019
on behalf of	Octa Associates Ltd		

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## 1.0 EXECUTIVE SUMMARY

### WHAT IS IMPORTANT

On behalf of the Clutha Community Hub Charitable Trust, Octa Associates managed the completion of a Feasibility Study to consider options for establishing a Community Hub on the site of the Balclutha War Memorial Hall. This Study was undertaken to meet the brief provided by the Trust, with the overall objective being to explore options for the site.

The assessment of the existing buildings found that:

- Although they have a current Building Warrant of Fitness, the existing buildings are outdated with deferred maintenance issues, and do not comply with current building code requirements.
- Space flow and building design flexibility for the existing building is sub-optimal, resulting in low usage by community groups and businesses, with only two long-standing tenants.

Accordingly, to address these issues along with consideration of the existing building, two development options have been explored. All are feasible, with each option having different outcomes for the community, along with different capital profiles.

As with any redevelopment, there are a range of opportunities available. These depend on the level of investment taken for the site and the needs of the brief.

For the Memorial Hall, three options were identified, namely:

- Option 1** - Renovate the existing facilities to code, including meeting seismic codes.
- Option 2** - Remodel the existing facilities and increasing the footprint to cater for more community activities.
- Option 3** - New build – a two storey complex on the existing site that meets functional needs.

Neither Option 1 nor Option 2 were able to fully meet either the functional requirements. Accordingly, while it has the highest capital cost, as it fully meets the brief requirements, the recommendation is to proceed with Option 3.

With its higher capital cost, the challenge will be to establish a sustainable business case, and then secure the necessary funding to implement this option.

However, when constructed Option 3 will provide the Clutha District with a vibrant and active Community Hub that meets current and future needs. It is located on a key axis, Clyde Street, providing a connection to the river, and when completed, will be an enabler that supports the continued growth of the community.

## 2.0 INTRODUCTION

### BACKGROUND

#### Clutha District – Its History and Today

The Clutha District, which encompasses South and West Otago, is part of the South Island province of Otago, and covers some 6,363 km<sup>2</sup> in area. In 2018 the Clutha District had an estimated population of 17,700, which equates to 3 people per km<sup>2</sup>. As an area the District is effectively centred around the main township of Balclutha, which in 2018 had an estimated population of 3,990 people. The Clutha District also includes other key towns of Milton, Tapanui, Waihola, Lawrence, Owaka, Kaka Point, Clinton, Clydevale, Stirling and Kaitangata.



The Clutha District has a rich and diverse history, with local Māori iwi and predominantly Scottish settlers, the latter of whom arrived during the 1840's and 1850's.



The Central Otago Gold Rush of the 1860's, initially centred around Lawrence, drew thousands of men to the district in search of wealth. The discovery of coal at Kaitangata was also important for the region's development. Both contributed to the growth of the district.

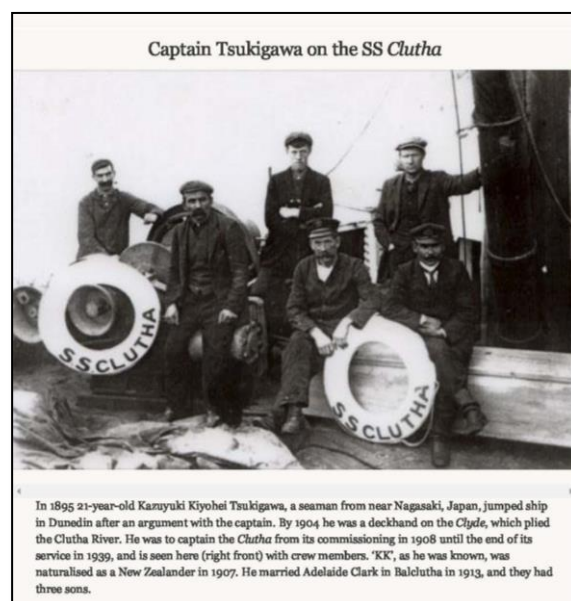
The local economy is driven by the primary sector, including agriculture, forestry, industry and tourism. Sheep, dairy and beef cattle, deer, and cash crops are farmed locally, with farming and farm-related industries providing many employment opportunities for both local and migrant workers.

Recently there has been a change in land use to more intensive dairying which has resulted in investment in industry that includes global brands establishing a presence in the region.

Tourism is also becoming important to the region, particularly in the Catlins.



*Southern Cross (1934) Stirling*





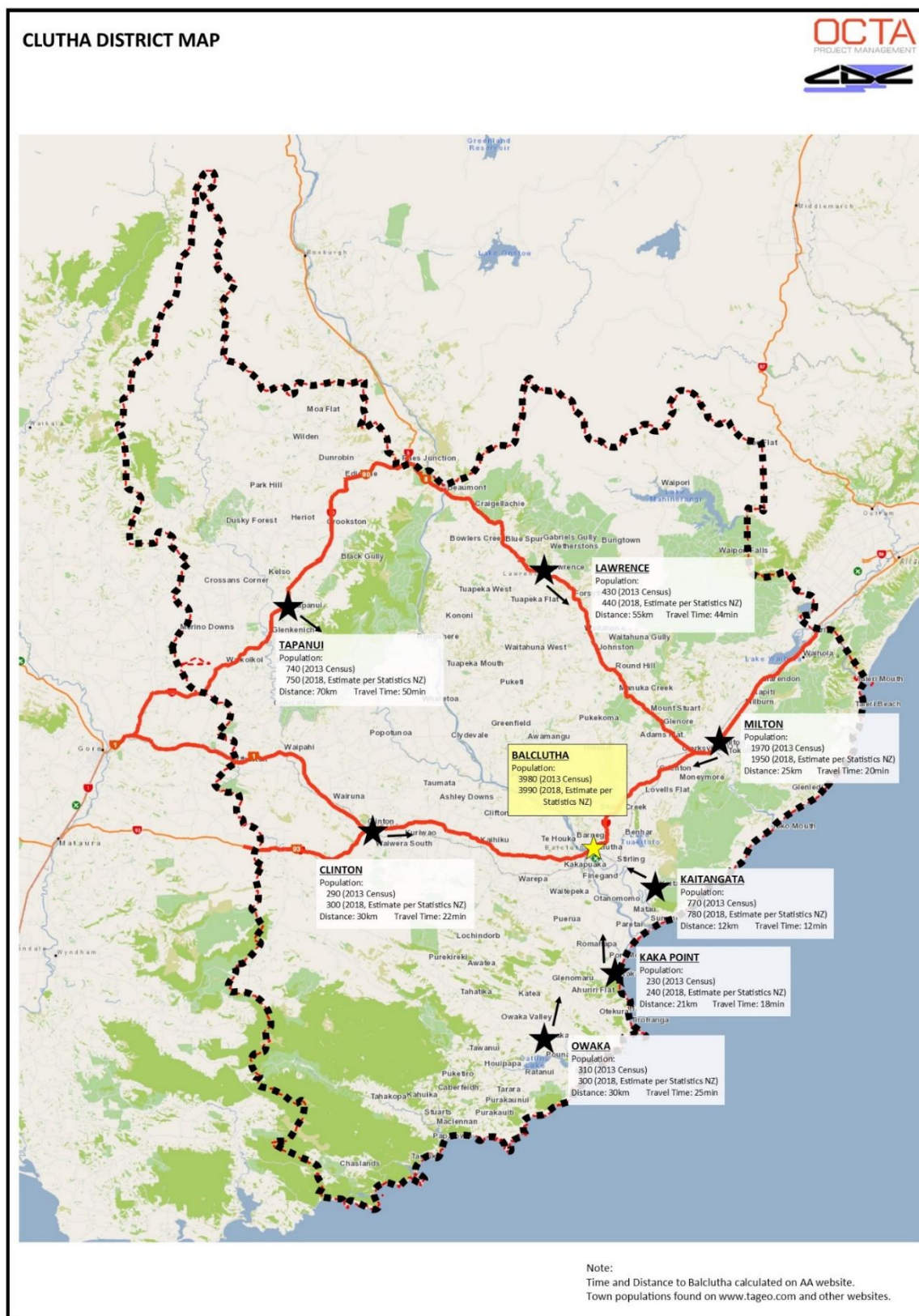
Balclutha is a relatively short commute from other towns in the district, has the largest population, and is therefore the ideal location for a Community Hub. This is detailed in the following table and District Catchment Map.

	Commute Distance to Balclutha (km)	Average Commute Time to Balclutha (min)	Estimated Population 2013	Estimated Population 2018
Benhar	5	6	100	100
Stirling	5	6	310	340
Bruce	Various	Various	3,170	3,340
Milton	25	20	1,970	1,950
Kaitangata	12	12	770	780
Clinton	30	22	290	300
Kaka Point	21	18	230	240
Owaka	30	25	310	300
Clutha	Various	Various	3,330	3,430
Balclutha	0	0	3,980	3,990
Tuapeka	Various	Various	1,630	1,740
Tapanui	70	50	740	750
Lawrence	55	44	430	440
<b>Total:</b>			<b>17,700</b>	

The District Catchment Map (next page) also shows this information.



## District Catchment Map



## POPULATION AND DEMOGRAPHICS

As part of the study, the population statistics for the Clutha District were reviewed to identify any trends that may influence the development of a Community Hub. While the 2018 Census data was unavailable, Statistics NZ provided estimates of population demographics since the last Census in 2013. These estimates are provided with the following caveat from Statistics NZ;

“While all care and diligence has been used in processing, analysing, and extracting data and information in this publication, Statistics NZ gives no warranty it is error-free and will not be liable for any loss or damage suffered by the use directly, or indirectly, of the information in this publication. “

This information shows a small population increase for the District. Since the 2013 census there has been a 450 people increase, with the age and gender demographics remaining relatively the same between 2013 and 2018. The changes are summarised in the table below.

Year at 30 June		2013			2018		
		Total	Male	Female	Total	Male	Female
<b>Area</b>	<b>Age</b>						
Clutha district	Total	17,250	8,850	8,400	17,700	9,200	8,500
	0-14	3,600	1,850	1,750	3,400	1,750	1,650
	15-39	4,650	2,450	2,200	4,750	2,550	2,200
	40-64	6,300	3,300	3,000	6,400	3,300	3,100
	65 +	2,700	1,300	1,400	3,150	1,550	1,600

Other than extracting details on a town and area basis, this data has not been analysed any further. Populations for district towns have been included on the District Catchment Map shown earlier.



## The Geography

The Clutha District is dominated by three main topographic features: forests, hill country, and floodplains. To the south is the rough bush country of the Catlins, with its forests and rugged coastline, and to the north and west, the land is mainly rolling hill country, dissected by the floodplains of several large rivers, including the Clutha, Waitahuna, Taieri, Catlins, Pomahaka, and Owaka rivers.



The largest river is the Clutha which is the country's second longest river, flowing from Lake Wanaka in Central Otago for 340 kilometres, through Balclutha (Scots Gaelic for "Town on the Banks of the Clyde"), where it splits into two branches, Koau (west) and Matau (east), around the large delta island of Inch Clutha before reaching the Pacific Ocean. The Clutha River / Mata-Au is also the largest river by volume in the Southern hemisphere, and on average discharges 600 m<sup>3</sup>/second to the Pacific Ocean (~57 million m<sup>3</sup> per day). A significant west-flowing tributary is the Tuapeka River, the starting point of the 1860's Central Otago Gold Rush near Lawrence.

## The River

Throughout its history the Clutha River has been significant to all in the District. It was used by the local Maori, and in recent European times, with paddle steamers and sailing ships transporting people, livestock and goods up and down the river. In addition, and prior to the construction of the road and rail bridges, river ferries were used to transport people and goods from one side to the other.



The existing road bridge over the Clutha River at Balclutha has an Historic Places Category 1 listing (Places of special or outstanding historical or cultural heritage significance or value), Registration Number: 5180.

## The Site

The Balclutha War Memorial Hall and the Balclutha Borough Council offices are sited on a 7,046m<sup>2</sup> parcel of land, bounded by Clyde Street (SH1) to the south and east, and Renfrew Street to the west. The legal description of this land is; Section 17 Block VI, Town of Balclutha, with the buildings and land vested with the Clutha District Council.

The Clutha River lies on the northern boundary of the site.

The site also extends to the area known as the Charles Street Reserve. This is immediately adjacent to the Hall on the west, bounded by Charles Street and the Clutha River. Refer to the drawings in Appendix 1.

The site is also in a key location on SH1 between Dunedin and Invercargill, as well as being on the Southern Scenic route for tourists.

## The Hall

Construction of the current hall and complex began in the early 1950's, with completion in the early 1960's. The construction was undertaken by the community using voluntary labour from the local district.

The entire facility consists of a number of buildings with the key elements being: (refer drawings in Appendix 1).



• Hall (including Fly Tower, Back of Stage, Kitchen & Somerville Lounge)	1,186m <sup>2</sup>
• Hall Foyer and Toilets	90m <sup>2</sup>
• Former Borough Offices and Council Chamber	328m <sup>2</sup>
• Boiler House	40m <sup>2</sup>
<b>Total:</b>	<b>1,644m<sup>2</sup></b>

## The Trust

In 2016/17 the Clutha District Council undertook a wide range of community consultation to form the 2018-2028 long term plan "Our Place Balclutha." The consultation found that the option 'to create a multipurpose community and visitor hub at the current hall site' was a community priority.

Following community consultation by the Clutha District Council and Results Consulting, a community coordinating committee was established and tasked with further consultation (with both non-profit and commercial groups) with respect to the existing facilities and how these may or may not meet the community's needs.

To undertake this consultation, the coordinating committee incorporated a Charitable Trust, the "Clutha Community Hub Charitable Trust". This Trust was to act as an umbrella for the development and as a guardian of the Clutha Community Hub ("Hub"). The Trust was incorporated by the New Zealand Companies Office on 3<sup>rd</sup> August 2018.

The vision of the Trust is "to provide an inspiring, inviting multifunctional hub that puts Balclutha on the map. It will cater to the needs of the wider Clutha Community now and into the future while honouring its foundations as a War Memorial Hall."

The Trust's key objective was stated as: "To investigate the feasibility of, and develop a facility that will provide a socially cohesive place for members of the community to plan, manage and participate in activities. Further, that these activities advance and encourage cultural, recreational and heritage involvement and awareness."

In 2018 the Trust sought proposals for professional services to undertake a Feasibility Study to assist in determining the option that best meets the Trust's vision.

## The Study

In December 2018 the Trust engaged the Project Management Consultancy of Octa Associates Ltd to facilitate the feasibility study. The aim was to investigate and assess the current site of the Balclutha War Memorial Hall and Balclutha Borough Council Offices and determine options to develop a Community Hub on the site. For this study, Octa was instructed to determine the option that meets the Trust's brief and supports the District's activities now and into the future.

## Objectives of the Study

The feasibility study to be a "high-level" analysis, with the primary objective to determine options that meet the brief, plus the needs and desires of the community for a Community Hub.

Given the level of consultation already undertaken, the Trust was well informed and in their brief advised:

*"The Study's purpose is to determine the most feasible option to develop the current Balclutha War Memorial Hall as a significant component of a community hub for the use of the Balclutha and surrounding communities, now and in the future. "*

For the Study, the Trust provided Terms of reference as follows.

### Terms of Reference

The Trust do not require further community consultation with stakeholders but with the information already collated, the Study will take account of and review the trends patterns from:

- Community preferences for use:
  - Existing users' perspectives and potential future use requirements
  - Requirements of and opportunities for potential future tenants /users
- The suitability of the current buildings and grounds, taking into account the Beca Engineers March 2017 Detailed Seismic Assessment report.

The study will then need to include:

- Building options and costs including the option of a renovated, remodelled or rebuild as minimum conceptual designs.
- Benefits and advantages of each option.
- What are the wider community benefits and shortcomings of the options proposed?
- Is the capital project the best way to meet the needs/objectives?
- Recommended and proposed action.
- What is the likelihood of resource/building consent being granted?
- Does the recommendation ensure minimum duplication of facilities and maximum use of resources in the community?
- What are the proposed project timeframes?
- Is the project viable in the economic climate?
- What is the capability and capacity of the Trust to undertake the development?
- What are the indicative capital and operation costs for the proposed options?
- Incorporation of a project managers role and costs.

From this brief and from further consultation with the Trust, the key points for the study were identified as:

- Options are to consider existing and potential community users, established from earlier consultation, along with potential new users and tenants.
- Suitability of the current buildings and grounds.
- Development options (including costs considerations, benefits and advantages of options, constraints, timing), which were agreed as:

- Option 1** - Renovate the existing facilities to code, including meeting seismic codes.
- Option 2** - Remodel the existing facilities and increasing the footprint to cater for more community activities.
- Option 3** - New build – a two storey complex on the existing site that meets functional needs.

In addition, an implicit fourth option that was considered was to assess whether the existing site is the most suitable site to develop a Community Hub. Due to the prime location of the existing site, the alternative of relocation was discounted at an earlier stage of the Study.

Throughout the study an important consideration was to provide flexible spaces in order to cater for a wide range of community users. This included one off ad-hoc groups to regular community groups, as well as permanent tenants, such as the i-Site and Council Service Centre.

Whilst the Trust has been established with objectives to develop a Community Hub and serve as its guardians, in order to promote and maintain a sustainable operating model, it was important to consider a mix of revenue streams, including commercial operations with anchor tenants.

Accordingly, the incorporation of commercial users into the building has been a consideration. Therefore, providing facilities for both non-profit and commercial use, with the ability to lease spaces as well as meeting the needs of community groups, have been included in the Study.



## CURRENT BUILDINGS

Currently on the site is the Balclutha War Memorial Hall (a community hall) of 1,671 m<sup>2</sup>, orientated east-west. The hall consists of a meeting room (Somerville Lounge), circulation space and commercial kitchen annexed on the eastern end of the hall, together with a theatre stage and back-of-house facilities on the western end.

The Hall structure consists of structural steel portal frames, concrete block walls and corrugated iron roof, with the building completed in the early 1960's.

Constructed on the southern side of the Hall are the Balclutha Borough Council Offices, which are single-storey concrete block with a corrugated roof. These offices were vacated in 1983 when the Borough relocated to new purpose-built offices on Rosebank Terrace, Balclutha. In November 1989 the local Borough Councils were amalgamated to form the Clutha District Council.



## REVIEWS AND CONSULTATION COMPLETED TO DATE

During the Study a number of studies, reports and consultations previously provided to the Council were reviewed. These reports included the following, with copies attached as appendices.

<ul style="list-style-type: none"> <li>Balclutha Town Hall Theatrical Flying System and Kitchen Upgrade Report; Shand Shelton report 1999.</li> </ul>	Appendix 3
<ul style="list-style-type: none"> <li>South Otago Historical Society Feasibility Study; Philip Gilchrist Architect Ltd and Results Consulting Community Development October 2015,</li> </ul>	Appendix 4
<ul style="list-style-type: none"> <li>Detailed Seismic Assessment -Clutha District Council Main Buildings and Community Halls, Appendix F, Balclutha Town Hall; Beca March 2017.</li> </ul>	Appendix 5
<ul style="list-style-type: none"> <li>Our Place – Balclutha District War Memorial Hall Project. Document for Expressions of Interest for Feasibility Study: Results Consulting Community Development April 2017.</li> </ul>	Appendix 6

A further report, “Our Place Balclutha Feedback Report”; Clutha District Council April 2017, is located at the following site:

(<https://www.cluthadc.govt.nz/your-district/our-place-balclutha/Documents/Our%20Place%20Balclutha%20-%20Feedback%20Appendices.pdf>).

A confidential survey was undertaken by the Trust of potential commercial entities with this information also made available for the Study.

During the Study, community organisations or groups that were likely to benefit from the development of a new District Community Hub were consulted. (Refer to Appendix 7). This process was considered an important independent check of potential users and assisted when considering space and facility needs of user groups that do not currently use the building.

## NEEDS, DESIRES AND ISSUES

A significant amount of stakeholder and community consultation has been undertaken by or on behalf of the Clutha District Council. These include interviews with existing, past and potential users.

The Trust has distilled the information and data obtained from this consultation to form the brief for this study. In order to provide a basis for comparing development options, the user’s needs were split into “Non-Negotiable”, “Negotiable” and “Potential” requirements. The following table summarises these user requirements into a Needs table. This information, along with an assessment of existing spaces and functional needs, was then used to establish a Space Schedule. This Space Schedule, which has area requirements, was then used as the basis for the space and functional layouts planning for the options.

**High Level Wants and Needs (Non-Negotiable/Negotiable)**

Non-Negotiable	Negotiable	Potential
Hall		Water Fountain
Stage	Visitor Info Centre	Movie Theatre
Commercial Kitchen	Retail Space	Children Indoor Play Area
Rental Spaces (tenants)	Cafe I Food (Leased Space)	Teen Space
Kitchen Facilities related to Rental Space	Better visibility to Hall entrance	Cenotaph
Space for War Memorial (Interior)	Fly tower	
Toilets (disability access)	Museum space	
Heating	Chill out space	
Manager to operate the facility	Foyer	
Meeting Spaces (Small/Medium/Large all flexible spaces)	Lighting	
Sound Proofing	Sustainable features- power, heating, and reduce the environmental footprint.	
Sound System		
Lockable Storage		
Improved visibility of Facility (Entrance to i-Site)		
Dressing Room		
Green Space		
Carparking		
Technology		
Bar		
Advertising Space		
Encompass Bridge I River- linkages		
i-Site		

The Clutha District Council requested that the Balclutha Library also be considered within the footprint. A full museum space including storage was considered as a potential inclusion. Accordingly, both of these potential users were included in the options analysis.

As well as the Needs Table, three existing physical constraints were considered. These are:

1. A waste water pump station is sited to the west of the Hall and immediately adjacent to the existing boiler house. This pump station is some four to five metres deep and could cost upwards of \$1 million dollars to be moved.







## 3.0 APPROACH

### Community First and Foremost

Throughout this Study it has been important to always consider what is important for the community; not only Balclutha but the wider Clutha District. In effect, what is it about a community that makes current and future residents and businesses want to locate, live, work and play there?

Research undertaken during the study found attributes that are often found in a good community to be:

- **Membership** - that feeling that part of us is invested in the community, that we have a right to belong and feel welcome.
- **Influence** - that sense that we have some say in the community issues that affect us and that our perspectives are appreciated and respected.
- **Integration and fulfilment of needs** - based on the notion that the community has numerous opportunities for both individual and social fulfilment including basic needs, recreation, and social interaction. Some scholars have referred to this as the meeting the needs of 'whole person' in all our roles, (e.g. goods, services, recreation, desirable social interaction activities etc).
- **Shared emotional connection** - based in part of shared history or sense of community and quality of interactions within the community.



*Bridge Ball circa 1935 (location unknown given current Hall not built until 1960s).*

These attributes were discussed with the Trust and considered when determining development options.

The overall theme of a well designed community hub that is a place that draws the community in, where people can meet and share their diversity, is an important outcome. This is considered to be a characteristic of the Clutha District Community today and should be supported in any new development.

## The Team

Following their appointment and on behalf of the Trust, Octa assembled a team of design consultants to provide input to the Feasibility Study.

The project team established for this Feasibility Study consists of:

- |                           |                        |
|---------------------------|------------------------|
| • Baker Garden Architects | - Lead Architect       |
| • Rawlinsons              | - Quantity Surveyors   |
| • Jacksons                | - Mechanical and HVAC  |
| • Pedersen Read           | - Electrical Engineers |
| • Shand Shelton           | - Theatre Specialists  |

These consultants provided expert technical advice to address building and design issues that arose during the Study.

Other Consultants contacted during the Study included:

- Beca Structural
- Tonkin & Taylor
- Rough & Milne Landscape Architects

These design consultants had knowledge of the existing site, with specific input provided on the building issues.

Other parties also consulted during the Study were:

- Clutha Development
- Clutha District Council
- Fiordland Cinema
- Heritage NZ (Andrew)
- I-Site
- National and Regional RSA Offices
- New Zealand Transport Authority
- Otago Chamber of Commerce (Dougal McGowen)
- Otago Regional Council
- Owaka Museum
- Petri Dish (Jason Lindsay)
- Plunket
- Porta Com
- St James Theatre Gore (Paul McPhail, Fraser Falconer)
- South Otago Historical Society
- South Otago Theatrical Society
- Stone Mason (Marcus Wainwright)
- Trust Meetings

The feedback provided from these other parties was also incorporated into the Study.

## **Workshop(s)**

A number of workshops with the Trust were undertaken during the Study. This was to seek collective input on the issues that could arise from a redevelopment facility.

The first workshop was held on 4<sup>th</sup> December 2018, where Octa met with the Trust to hear first-hand their thoughts and aspirations for the project. Also present at the meeting was the Clutha District Mayor (Bryan Cadogan) and Clutha District Council CEO (Steve Hill). This was a valuable meeting that provided an overall context for the project.

Following the formal engagement of Octa, all material provided by the Trust was collated into a consultant brief. This was then distributed to the project team for review in preparation for a workshop session with the Trust and key stakeholders. This workshop was held in Balclutha on 12<sup>th</sup> December 2018 in the Balclutha War Memorial Hall (Somerville Lounge). As this workshop was undertaken at relatively short notice, Shand Shelton were unable to be present, with a separate site visit undertaken by them late in January 2019.

The workshop provided a forum for the project team to hear the Trust's aspirations and desires, meet with other members of the Clutha Community Hub Committee, examine the facilities and the site, as well as meet with a number of stakeholders, including:

- Clutha District Council - i-Site, Council Service Centre, Library
- Plunket
- South Otago Theatrical Society
- South Otago Historical Society

There were potential stakeholders attending who have not been included in this list for commercially sensitive reasons.

After this workshop the project team took the opportunity to visit the South Otago Theatrical Society facilities on George Street, and the South Otago Museum on Renfrew Street. This visit was to understand other nearby community facilities.

## Building Assessment

During the 12<sup>th</sup> December workshop, the project team visited the existing facilities and site. This was not a detailed assessment but was intended to provide an opportunity to familiarise and inform the team of the existing layout and usage.

As noted above, Shand Shelton, along with Octa and Baker Garden, also revisited the site on 24<sup>th</sup> January 2019. This was to inspect the Hall, Fly Tower and Back of Stage facilities.

It is noted that in September 1999, Shand Shelton had undertaken a formal review of the Fly Tower and kitchen. The January 2019 site visit confirmed that little had changed since then. (Refer Appendix 3, Shand Shelton Report).

## Space Schedule

The next step of the Study was to determine what was within the existing complex. For example, what the individual spaces were, and what was their Gross Floor Area (GFA). In order to do this, the existing plans held with the Clutha District Council were analysed, and the on-site dimensions were checked, firstly by Trust members and then confirmed following a site visit by the project team.

The following table detailing the spaces and GFA was determined from this process.

(Note a floor plan is included in the Existing Facility Section).

Space Schedule for Existing Facility			
<i>Space/Possible Tenant</i>	<i>Description</i>	<i>Area per Space m2</i>	<i>Note</i>
Bar	Bar for functions.	12	
i-Site/Council Service Centre		148	1
Seminar/ Meeting Rooms		59	2
Plunket		115	
Janitor Closet		7	
Storage		242	3
Hall	Caterers Commercial Grade Kitchen	23	
	Hall.	421	4
	Stage	124	5
	Back of House - Dressing Rooms	43	
	Back of House - Green Room	8	
	Back of House - Toilets		6
	Mezzanine	123	7
Pop-Up Museum		38	8
Foyer	Foyer space and Entry areas	63	
	Toilets - Male	31	
	Toilets - Female	23	
Circulation		124	
Boiler House	Boiler House (not shown on drawing)	40	
	<b>Total</b>	<b>1,644</b>	



Notes of aspects of the existing facility that were identified in the site are detailed in the following table.

<i>Description</i>	<i>Note</i>
Must have high visibility and street frontage to main street. Opportunity for branding and signage.	1
Somerville Lounge.	2
Area underneath stage plus at areas at the end of the Hall.	3
Hall plus Fly Tower assessed as below 20% NBS.	4
Currently non-compliant.	5
Included in Dressing Rooms.	6
Mezzanine in main Hall includes stairs (Non-compliant).	7
Ex Council Chambers.	8

Note this space schedule and Beca's 2017 Seismic report informed the costing of the option to refurbish the existing structure to meet both Seismic and Building Code requirements for Option 1.

In addition to information gained during the site visits and workshops, Octa and Baker Garden used the following information to determine the options.

- Non-negotiable/Negotiable table (as above).
- Balclutha War Memorial Hall and Visitor Hub – Commercial team report 3<sup>rd</sup> May 2018.
- Clutha District Council consultation document; Our Place Balclutha - Feedback Appendices April 2017.
- Overall Summary and Analysis spreadsheet produced by the Hall Committee.
- Clutha District Council report; Balclutha Service Centre/Clutha i-Site services and facilities February 2018.

Based on the above and subsequent discussions with the Trust, a more detailed facility space schedule was developed (as per the table below). This schedule was used to determine the bulk and location plans for the options.

As noted elsewhere and in agreement with the Trust, the three options to be considered are:

### **Option 1**

Minimal upgrade to meet building regulatory needs.

### **Option 2**

Retain part of existing structure, address compliance issues, and provide additional space to meet functional requirements.

### **Option 3**

New build - a two storey complex to meet the briefed functional needs.

Space Schedule for Development Options			
<i>Space/Possible Tenant</i>	<i>Description</i>	<i>Area per Space m2</i>	<i>Notes</i>
<b>Site</b>			1
	War Memorial Cenotaph		
	War Memorial garden		
	Internal War Memorial Marble Wall		
	Asphalt carpark		
	Plaza		
	Green Space		
Bar	Bar for functions.	12	
i-Site		122	2
Reconfigurable Office/Meeting Space		154	3
Seminar/ Meeting Rooms	Two Seminar Rooms	280	4
Shared Offices		101	
Plunket		85	
Facilities Managers Office		43	
Site Technician Office Workshop		12	
Facility	Storage etc	405	
Café		119	
Mini Movie Theatre		160	
Kitchen	Caterers Commercial Grade Kitchen	25	5
Hall		572	
Pop-Up Museum		150	6
Foyer	Foyer space and mezzanine areas	225	
Toilets		59	
Mechanical and Electrical Plant Rooms		50	7
Boiler House (Include Chiller)		60	8
	<b>Estimated Total:</b>	<b>2,632</b>	m <sup>2</sup>

**Notes:**

- 1 Site to be wired for wi-fi, consider war memorial and possibility of moving the cenotaph.
- 2 Must have high visibility and street frontage to main street. Opportunity for branding and signage.
- 3 Reconfigurable office space/meeting space on first floor with street frontage. Note the Trust has received expressions of interest for this space. This space will have high visibility, as well as the opportunity for branding and signage.
- 4 Room to have a sound proof divider wall to section the create two small seminar rooms, may be 10/30? Also, to include electronic conference facilities. ie. projectors, sound ports, speakers, smart screens, smart boards, teleconferencing (via voice or video), etc.
- 5 This must be near the Hall.
- 6 This space is achieved within the atrium/foyer spaces in either options.
- 7 Note some plant, including Air Handling Units may be located on/in roof spaces constructed specifically for the purpose.
- 8 A new environmentally friendly and energy efficient boiler and chiller unit would be in proximity of the existing foul sewer pump station on the site.

## Developing Feasible Options (Plans)

The investigation and development of high-level bulk and location plans for the various options was based on the refined Space Schedule. It was noted that during the Study the Space Schedule was progressively updated in consultation with the Trust.

Once bulk and location plans were completed, and it was agreed with the Trust that they satisfied the requirements in the brief, estimated capital costs were then determined by Rawlinsons, Quantity Surveyors.

Additional research was also undertaken with respect to space needs such as shared spaces, theatre complex, mini-theatre, museum space, including visiting or discussing with the following organisations:

- The St James Theatre in Gore (Appendix 9).
- Visiting the Owaka Museum (Appendix 10).
- Phone discussions with the Manager of Fiordland Cinema, Te Anau (Appendix 11).
- Site visit to the shared offices complex, The Petri dish in Dunedin (Appendix 12).

The outcome of this consultation was also considered when determining the options.

Once high-level bulk and location plans were developed, high-level implementation programmes were developed in order to understand the timing of each option, as well as the impact on the community with respect to facility availability during construction. Note the programmes are indicative, given that a start to the next phase of the project will be dependent on funding.

## Resource Consent

The site of the existing town hall is designated as a “Hall and Community Centre”. If minor works were undertaken in accordance with the Designated purpose, then this would generally be undertaken under the Designation. However, any significant work to the site is likely to require an Outline Plan to be submitted and approved, pursuant to Section 176A of the RMA.

Any use outside the existing uses or designation may require the need for a resource consent. Therefore, it is recommended that regular contact between design team and CDC is maintained so that planning issues can be resolved during the detailed design process.’

## Building Consent

There are unlikely to be any unusual or unique features with any of the options, and therefore obtaining a Building Consent should therefore be straight forward.

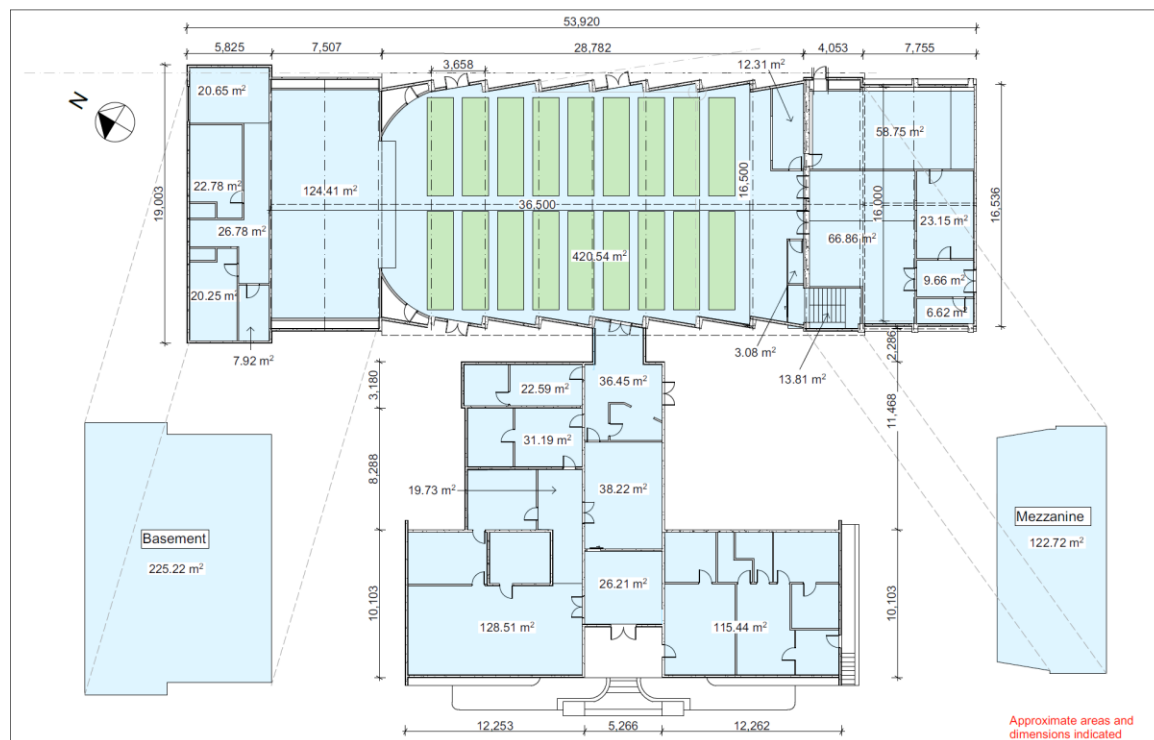
It is noted that when redeveloping existing buildings, local authorities may accept “as near as practicable” solutions to meet the building codes. However, for Option 2, the approach undertaken in the Study was to target full compliance.

As with the resource consent, close contact will need to be maintained with the CDC to address any building consent queries as they arise.

## 4.0 EXISTING FACILITY

The Hall is a structural steel portal frame structure with block infill, corrugated iron roof and timber floors, orientated east-west on the site. Constructed on the southern side of the Hall is the single-storey concrete block and corrugated roofed Balclutha Borough Council Offices.

The Hall currently functions as the Town Hall, although many of the sporting activities that it once accommodated are now undertaken at the Cross-Recreation Centre. The original Borough offices have been modified in order to accommodate current anchor tenants: I-Site/Council Service Centre and Plunket NZ, with the old Council Chambers currently housing a pop-up museum.



## EXISTING USERS AND TENANTS

At the time of this report there are two “anchor” tenants to the facilities, i-Site and Plunket NZ. The spaces these two tenants occupy, are considered to be less than ideal for their operation and user needs. In both cases the existing Borough Offices have been remodelled to provide as best as practicable functional spaces within the existing layout.

The South Otago Historical Society has created a “pop-up” museum in the Old Borough Council Chambers. There has been no remodelling undertaken with existing spaces used.

The Clutha District Council was able to provide the 2016/17 booking schedule. These were the only current records available and show a diverse range of user groups across the District as well as from outside the District. Further analysis shows that users groups were a mix of non-profit community groups such as the Balclutha Garden Club, the Philippine Community, Te Reo, etc, through to commercial users such as Orbit World Travel, Primary ITO etc.



Below are usage tables for each facility within the complex, i.e. The Hall, The Chambers, and the Somerville Lounge.

The users from community show the Somerville Lounge was 28 days usage out of 365 days by 12 separate groups.

<b>Balclutha War Memorial Hall - Somerville Lounge Usage July 2016 - 2017</b>	
<b>User/User Group</b>	<b>Use per Annum</b>
Redacted	1
	1
	1
	2
	1
	1
	17
	1
	1
	1
	1
<b>Total</b>	<b>28</b>

The Council Chambers were used 178 days out of 365 days the Chambers were available by 15 separate groups, as tabled below. Note the Council Chambers is now used as a “pop-up” Museum.

<b>Balclutha War Memorial Hall - Chambers Usage July 2016 - 2017</b>	
<b>User/User Group</b>	<b>Use per Annum</b>
Redacted	3
	35
	8
	1
	1
	52
	1
	1
	2
	12
	32
	2
	23
	2
	3
<b>Total</b>	<b>178</b>

The Hall was used by 41 separate groups, 122 days out of 365 days the Hall was available. These users and frequency are tabled below.

<i>Balclutha War Memorial Hall Usage : July 2016-2017</i>			
<i>User/User Group</i>	<i>Use per Annum</i>	<i>User/User Group</i>	<i>Use per Annum</i>
Redacted	2	Redacted	12
	2		1
	5		1
	3		2
	1		1
	2		8
	1		1
	1		23
	1		1
	3		19
	1		1
	1		2
	1		1
	2		5
	2		3
	1		1
	5		1
	2		2
			1
<b>Total:</b>			<b>122</b>

It is noted that overall the usage of the facility is relatively low (less than 50%). This is considered to be a combination of demand and a reflection of the perceived poor quality of the existing facilities.

A new or remodelled Community Hub that better matches users' needs is expected to increase utilisation. The benefits and potential revenue increase that could result will need to be considered during the Business Case development.

## CONDITION ASSESSMENT

The structures are considered to be in a “fair” condition and have a current building Warrant of Fitness. It appears that there has been minimal maintenance over the last decade carried out on the structures, with a degree of deferred maintenance as well compliance issues to address. However, it is noted that the building has a current Code of Compliance, and until consentable works are undertaken, there is no requirement to meet current building codes.

Regarding seismic regulations, it is noted that if the seismic rating is below 20% then the building owner is required to address this issue within 25 years of a seismic assessment being completed. This is discussed further in Section 7.

### Seismic Risk and Performance Levels

A Detailed Seismic Assessment (DSA) was carried out by Beca Structural Consulting in February/March 2017 (Appendix 5).

Beca have assessed the building’s importance rating (the Hall) as IL3.

An importance rating is given to buildings by considering the risks to human life, environment, economic cost and other factors. This rating also considers seismic risk.

An IL3 rating therefore recognises a higher level of societal benefit, with a higher risk due to numbers of occupants.

Also following the definition of the New Zealand Society of Earthquake Engineering (NZSEE) building grading scheme, it is noted as a Grade E. Therefore, the existing building could be regarded as exposing the occupants to a very high seismic risk.

The New Building Standard requires an IL3 building to have a low probability of collapse in a 1 in 1,000 year “design level” earthquake (ie. an earthquake with a probability of exceedance of approximately 5% over the assumed 50-year design life of a building).

When all the seismic elements are taken into consideration and rated, the Hall was determined as less than 20% of NBS:

*“From our assessment, the Balclutha Town Hall building is likely to achieve approximately <20% NBS as it relates to life safety issues” (Beca March 2017).*

Steel Portal Frames - Viewing Mezzanine in the main Hall Gallery	50% NBS
Steel Portal Frames – Fly Tower (Stage Tower) Transverse	40% NBS
Fly Tower (Stage Tower) Façade Wall - Out of Plane Stability	45% NBS
Fly Tower (Stage Tower) Façade Wall – Façade Ties	20% NBS

## Retrofit and Strengthening Options

Following this assessment, Beca developed high level seismic strengthening concepts to address all elements below 67% NBS (Clutha District Council minimum NBS rating required is 67%). The intention was to improve the seismic rating and maximise the use of existing structure, minimise cost, and minimise business interruption. For the purposes of this study all work required has been assumed to meet a 100% NBS rating. This was to enable a comparison of all options as any new structures would be required to meet 100% NBS.

While the Beca DSA did not assess the old borough offices, anecdotally, the rating is not expected to exceed 67% NBS. A structural assessment was not part of this study, as this would form part of the design process.

## Hazardous Materials

An Asbestos Management Survey was completed by Precise Consulting and Laboratory in January 2017 for the Clutha District Council. This report identified the following areas of risk, ie. asbestos being present.

- |  |                           |
|--|---------------------------|
| • Main switch board in Hall Foyer                                | - assigned a medium risk. |
| • Switchboards in various other locations                        | - assigned a low risk.    |
| • Sealant used on waste pipes in various locations               | - assigned a low risk.    |
| • Fibre Cement Board install on the external Soffits to the Hall | - assigned a low risk.    |

There were several disclaimers and limitations noted in the report. Therefore, for any development, there would be a need to check all areas for asbestos, and manage these in accordance with industry standards and practices.

No additional hazardous materials survey has been carried out.

## Fire Protection

No formal review of the fire protection systems in the existing facilities was undertaken. However, during the site visits, a number of potential issues were identified. These included the location of brigade call points, and there appeared to be no passive fire protection in place. Also given the building's age, it is probable that the ceiling in the Hall may not meet current fire codes.

## **Accessibility**

No formal assessment was undertaken of the facilities with respect to disability access.

It is noted however there are areas on the site that may not be meeting current building code requirements and, given the existing layout, it would be difficult to have the building fully comply. For example, the pedestrian ramps at the front of the building would not comply, being a gradient greater than 1 in 12. The fire egress from the Hall on the northern side also would also not comply.

This would be a consideration in any option that retains all or part of the building.

## **Hall Mezzanine and Stage**

During a site visit it was observed the mezzanine floor in the Hall would likely be non-compliant, due to the balustrade being lower than code. As well, the access stairs to the mezzanine gallery would also appear not to comply.

The stage height makes it non-compliant, given its height above the Hall floor making it a fall hazard. It is presumed when in use that this issue is addressed through management procedures.

Again, for reuse options, these issues would need to be resolved.

## **Toilets**

The existing toilets are non-compliant given the lack of disability access. Also, there is no designated disability toilet available. Again, this is a consideration in any reuse option.

## **General**

Any remedial works undertaken in the existing building have the potential to trigger compliance issues for fire and disability accessibility. However, for an existing facility and where the intention is to undertake minor works, all works must meet building code requirements as near as reasonably practical. Note that in consultation with the owner, the controlling authority will establish what is a “as near as reasonably practical”.

However, for the purposes of this study, any and all work undertaken is being assessed as being undertaken to achieve 100% compliance. This is to allow for a consistent comparison to be made between options, especially cost.

With respect to Option 1 (Refurbishment only) it is difficult to establish what would need to be undertaken to meet code requirements. Full design would be required to establish this, with the capital cost estimate assuming the required scope of compliance work.



## **EXISTING SERVICES**

A workshop was held on the Hall site with the Trust and the Project Team (Project Manager, Architect, Quantity Surveyor, Mechanical Engineer and Electrical Engineer).

Although no intensive examination was undertaken by this team, their observations are summarised below. These have been used to inform the issues and costs of upgrading the existing facility.

## **MECHANICAL/HVAC/PLUMBING & DRAINAGE**

The plumbing system design is a fully vented type and limited to 3 storeys including basement level. The foul and storm water drainage systems were not reviewed at the time. Anecdotally there have been no issues advised by current facility users.

Potable cold-water supply is from town mains and comprises a mix of copper and synthetic (plastic) reticulation pipework through the complex. Hot water is by local electric, with water cylinders and wall mounted water boilers, some of which are inoperative, eg. basement.

Heating is principally provided by Low Temperature Hot Water (LTHW) reticulation system. Hot Water is provided from a bunker fed coal stoker supplying a Beeston Robin Hood Major cast iron sectional boiler, circa 1970, which is at the end of its economic life. Weeping (damp patches) is evident at the back end. LTHW heat emitters comprise extended fan convectors in the Hall with cast iron and pressed steel wall panel radiators in spaces adjoining the Hall. The seismic engineer indicated that heaters are inappropriate for the hall, and at the end of their life. LTHW reticulation system is black mild steel pipe and where visible is insulated with preformed calico covered fibreglass insulation in good condition.

Electric convectors and heat pumps provide heating to remaining spaces, eg. Plunket and I-site.

Ventilation is principally natural passive via opening windows, with local window/wall mounted extract fans in hall toilets. Hall window corded winder/openers appear inoperative.

## **ELECTRICAL & DATA**

The electrical engineer indicated that the existing main switchboard is at the end of life (and unsafe) and should be replaced with any development of the facility.

Generally electrical infrastructure throughout the facility is of similar age and it would not be expected that any existing services would be used in any of the options considered. ie. the infrastructure is at the end of its useful life. Thus, effectively treating any development as a green-fields build.

This would include new lighting, power, AV and data services.

## **ACOUSTIC PERFORMANCE**

No assessment of the quality of the acoustic performance of the Hall was undertaken during this study.

## **TECHNOLOGY**

Apart from the access to wi-fi, the existing facilities do not have a network or data information.

## 5.0 POTENTIAL TENANTS/USERS

### POTENTIAL USERS

The Trust undertook further consultation early in 2018, identifying a number of factors that need to be considered in any redevelopment. These are:

- 400-450 seat auditorium
- small cinema/lecture space
- permanent space for museum and creative arts displays
- meeting spaces
- retail and café/restaurant spaces
- opening the space to take advantage of the views and access to the river
- relocation of Cenotaph
- recognition of being a War Memorial Hall
- outside spaces.
- linking to aspects that surround the site, such as Charles Street Reserve, proposed walking and cycle tracks, riverbank etc.

These factors were incorporated into the planning of the development options.

### The Community

The project team understood the philosophy and drive from the Trust was to create a “Community Hub” which will be a facility for the community that meets its current needs and yet is flexible for the future.

There is a large and diverse range of existing community groups currently using the existing facilities such as; the local primary schools, multi-cultural groups like the Te Reo and the Philippine Community, special interest groups such as the Balclutha Garden Group. There are also many groups who have previously used the existing facilities but have moved elsewhere, as the current facilities no longer meets their needs.

Therefore, improving the facilities will attract both former and new users.

## Potential Anchor Tenants

The Trust identified the building's anchor tenants as:

### I-Site

I-Site is an existing tenant who have expressed their desire to remain a tenant regardless of which development option is pursued for the site. They consider their current location, whilst not as visible as they would like, is in a prime location for them.

### Office Space

A third party has expressed a desire to be on the site given its location and the access to shared facilities not currently available to them. A generic space has been included on the bulk and locations plans. Entity name has been withheld due to commercial sensitivity.

### Plunket

The inclusion of Plunket NZ on the site is important as this community service will attract similar entities to the space, ie. it may be possible for a parent group to leverage off Plunket's presence.

### Mini-Theatre/Auditorium

While this is considered a potential activity, the inclusion of a mini-Theatre was deemed to be of benefit to the overall project. For example, to run promotional videos of the district on the site along similar lines to the Owaka Museum and Fiordland Cinema. This will also support i-Site's operations. This space would be similar to a small 40 seat lecture theatre, which could also be used as an auditorium and seminar space.

### Café

It is noted there are issues for other café operators, with the significance of a café in the area open longer (7 days a week). The Hub will be open longer hours than cafes in town to support theatre, mini theatre seminars, evening presentations etc.

### Shared Offices and Seminar Spaces

Seminar spaces developed for multi-purpose flexible use with flexibility to reconfigure to meet needs. These spaces are primarily for community needs, however commercial use will assist with cost recovery for the complex. Many of the previous community users have the potential to return.

The above anchor tenant requirements were considered in all the options with meeting their space and functional needs a critical requirement.

## 6.0 DEVELOPMENT OPTIONS IDENTIFIED

On a number of occasions, Octa met with the Trust to discuss the potential options. Whilst there are numerous combinations and configurations for the site, the outcome was to settle on three options. These are:

Option 1:	Refurbishment to address compliance
Option 2:	Refurbishment plus partial new build.
Option 3:	New build.

These options and their configurations have been tested against the stated community's needs and desires, with their advantages and disadvantages assessed. Each option reflects the Project Team's interpretation and assessment of the community's needs derived from previous work undertaken by various parties, including the Trust. The next stage of detailed design will be the stage to further refine these requirements.

A floor layout and capital cost range (cost to build) has been developed for each option.

Concept and detailed design stages are usually undertaken following the selection of a preferred option. This is when other technical aspects are investigated in detail, such as structural detail, exterior and interior cladding materials, ground conditions, etc.

Given the site's proximity to the river and the area's previous geological history as a flood plain, contact was made with Tonkin and Taylor, in relation to their recent work on the Otago Regional Council flood banks. The advice provided with respect to the potential geotechnical (ground) conditions on the site was considered when determining development options.

Flexibility of space was a primary focus when potential building footprints were considered for the Community Hub. The principle of dual occupation within shared areas ensures adequate consideration has been given for community and commercial groups.

### CONSTRAINTS AND CONSIDERATIONS

During the study, several constraints and conditions with the existing structures and the site itself were identified with respect to a redeveloped site, whether partial or total rebuild.

For Option 1, refurbishment of the existing facilities, apart from bringing the building up to meet current seismic and building code requirements, the most significant constraint is the total floor area of the facilities. Based on advised demand, this current building is insufficient to meet the space brief required for the community hub.

The existing floor plan area is 1,644m<sup>2</sup>, compared with the required area according to the space brief of 2,632m<sup>2</sup>. This clearly shows a deficit of 988m<sup>2</sup> of space between the existing and what is required to meet the identified needs.



For the alternatives for partial and full rebuild, the final size and shape of the hall needs to accommodate a range of users. In effect, to have an optimal design for theatrical performance whilst still being able to accommodate other users. For example, the South Otago Indoor Bowls requires 18 mats on a flat floor for local tournaments. It should be noted the existing hall floor plan does not fully meet the requirements for modern theatrical performance venue.

For redeveloped options, the addition of moveable/stackable racked seating will require flexible emergency egress alternatives to match how the hall is being operated. This could be overcome by adding a permanent, small mezzanine floor at the rear of the hall, under which the seating can be stored. This mezzanine also provides access to an emergency exit when the seating is extended.

Access for a large transporter (eg. semi-trailers are typically used by touring shows) to a loading dock on the north east of the hall, could be restricted by any potential connecting structure to the river, eg. a pedestrian bridge to the flood bank. This was a further consideration in the design.

As noted above, for comparative purposes, all options have been designed to 100% NBS.

Additionally, the significant physical site constraints as noted previously have influenced the position of any new building in Options 2 and 3:

## OPTION 1 – REFURBISH EXISTING

Option 1 focuses on refurbishing the existing facilities to meet seismic code design requirements of 100% of NBS, and 100% of Building Code requirements. This option does not include any enhancements in order to increase either the floor space, functionality and flow of existing spaces, or efficiencies, and only focuses on compliance.



*Steel work of 'front' wall.*

During the evaluation of this option, the requirements conveyed by the Trust through the High Level “Needs and Desires” tables, the Developed Space Brief, and the condition assessment of the existing facilities have been used.

Note a Detailed Seismic Assessment (DSA) of the Hall was conducted in March 2017 by Beca (refer to earlier discussion) with the Hall rated at <20% of NBS due to the structural issue within the Fly tower. Because of this element, the whole structure is noted as being <20% of NBS.

For further clarification, the Clutha District Council guidelines for earthquake prone buildings are reproduced below.

### **Earthquake-Prone Buildings**

*The changes in legislation relating to earthquake-prone buildings. As the Clutha District Council moves forward with its processes this section will be updated to reflect actions taken and next steps.*

*The approach for identifying and managing potentially earthquake-prone buildings is governed by the provisions of the Building (Earthquake-prone Buildings) Amendment Act 2016.*

*The system, which came into effect on 1 July 2017, is consistent across the country and focuses on the most vulnerable buildings in terms of people's safety. It categorises New Zealand into three seismic risk areas and sets time frames for identifying and taking action to strengthen or remove earthquake-prone buildings.*

*The Council's footprint is entirely located within the medium seismic risk area. This means we must identify potentially earthquake-prone buildings (EPBs) within 10 years, and building owners must strengthen or demolish earthquake-prone buildings within 25 years.*

*More information can be found on the [MBIE Building Performance Managing earthquake prone buildings page](#).*

### **What Earthquake-prone means?**

*A building, or part of a building, is earthquake prone if it will have its ultimate capacity exceeded in a moderate earthquake, and if it were to collapse, would do so in a way that is likely to cause injury or death to persons in or near the building or on any other property, or damage to any other property.*

*The Council will determine if a building or part of a building is earthquake prone using the EPB methodology, a document setting out how territorial authorities identify potentially earthquake-prone buildings, how engineers undertake engineering assessments, and how territorial authorities determine whether a building or part is earthquake prone, and if it is, its earthquake rating.*

### **What happens when a building is assessed as earthquake-prone**

*If your building is rated as earthquake-prone you will:*

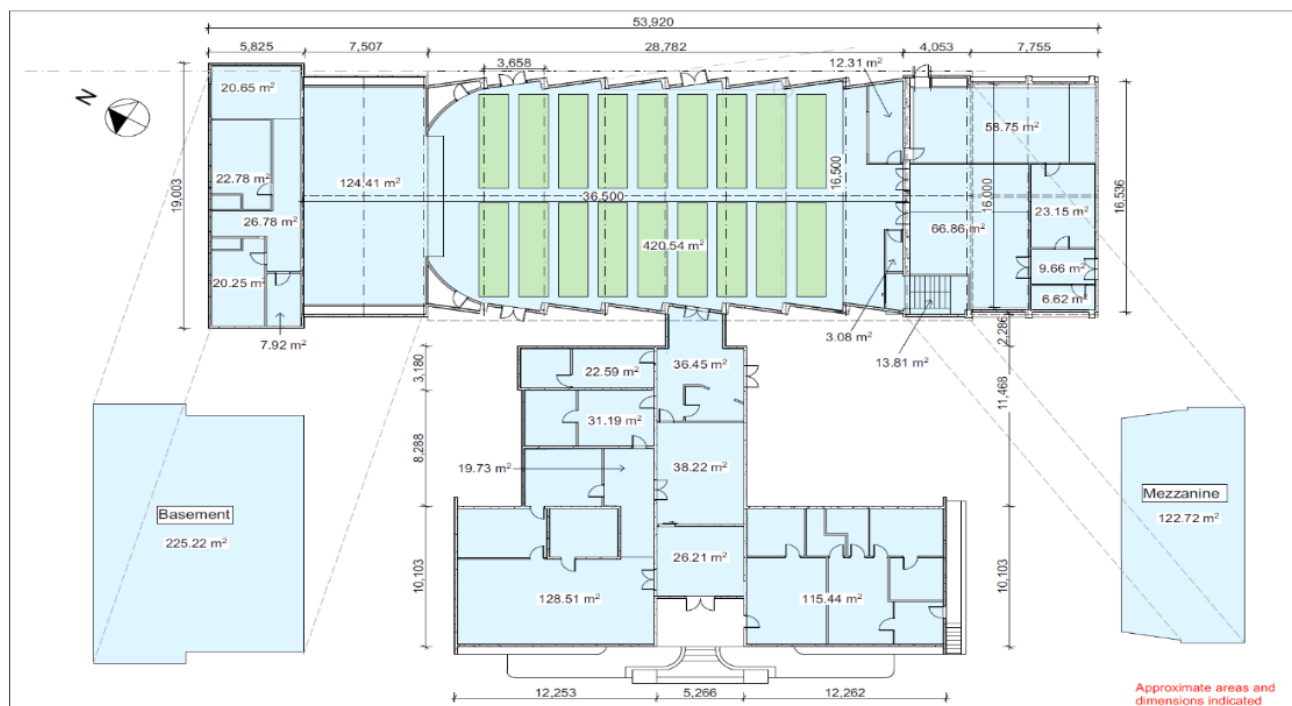
- *Be issued with a statutory Earthquake-Prone Building (EPB) notice, which you must display in a prominent place in your building;*
- *Have the details of your building added to a new national register of earthquake-prone buildings;*
- *Have 12½ years for a priority building and 25 years for other buildings from the date of the EPB notice to strengthen your building so that it is no longer earthquake-prone, or if you carry out a substantial alteration or change of use, have to strengthen your building at the same time.*

As the Detailed Seismic Analysis completed by Beca in March 2017 shows, and the building is less than 34% of NBS than the Hall and is in general terms defined as earthquake prone. Therefore, "the building owners have 12½ years for a priority building and 25 years for other buildings, from the date of the EPB notice to strengthen your building so that it is no longer earthquake-prone, or if you carry out a substantial alteration or change of use, have to strengthen your building at the same time."

More information on this topic is available from:

- [MBIE's Building Performance Managing earthquake-prone buildings page - Determining if a building is earthquake prone](#)
- [MBIE's Building Performance Managing earthquake-prone buildings page - What earthquake prone means](#)

As outlined above, accurate floor plan was developed following reviews of existing plans held by the Clutha District Council and on-site measurements.



Based on the nature and floor areas for the various spaces in the Facilities, Rawlinson's Surveyors were able to derive an estimated "Cost to Construct" for Option 1 of \$4.9M.

Feasibility, Consultation, and Approval to Design	6 months assumed completion June 2019
Design Team Appointment, and Concept to Detailed Design	8 months assumed completion February 2020
Tender, Construct, Commission and Handover	13 months assumed completion March 2021

*Note assumed start date Dec 2018/Jan 2019, 3-month public consultation included, and Resource Consent achieved under Designation.*

This option was presented to the Trust early in the Study. However, as it did not meet the needs and aspirations of the community, it was agreed by the Trust that this option should not be analysed in detail, therefore the design team concentrated on the options that would better meet the identified community needs.

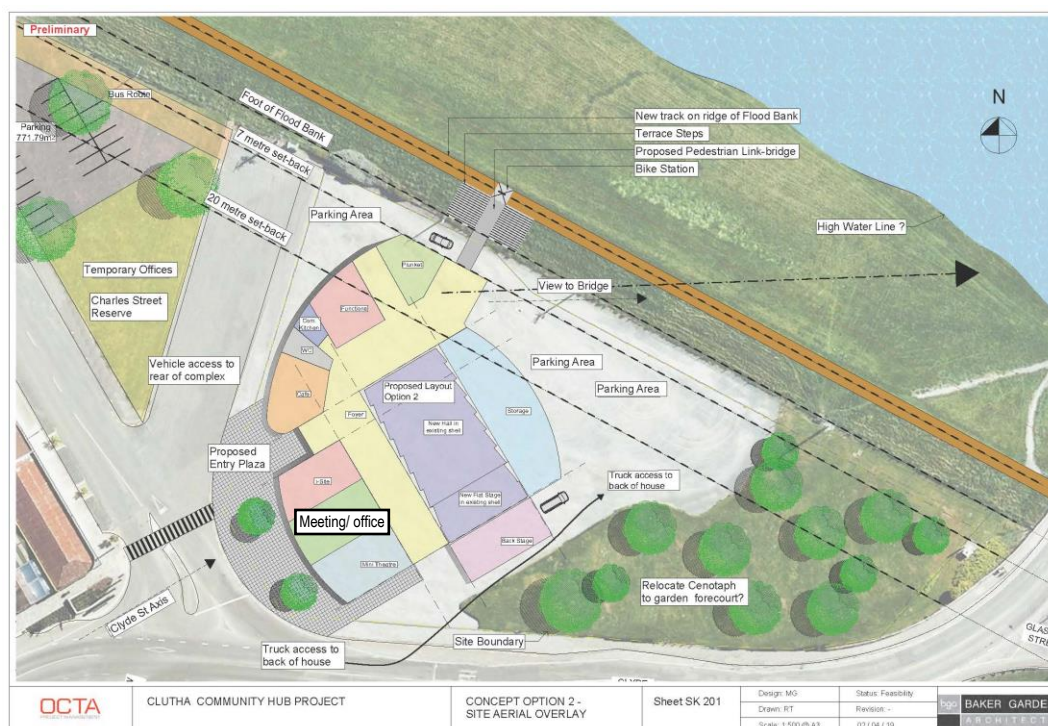
## OPTION 2 – ADAPTIVE REUSE

For Option 2 the focus was on an adaptive reuse of some or all of the existing spaces, and also increasing the capacity of the floor area in order to meet as near as practicable the requirements of the space schedule.

Throughout the design process, there were several design iterations determined as well as meetings with the Trust to discuss the advantages and disadvantages of each iteration.

The design that was determined through this process sees the retention of the existing Hall only, demolition of the Fly-tower and back of stage at the western end of the Hall, and demolition of the ancillary spaces on the eastern end of the Hall, ie. the circulation space, Somerville Lounge, and kitchen.

Around the Hall is “wrapped” a new two-storey structure that incorporates all the spaces required as per the Needs and Desire and Space Schedule. The outline floor plan for this option has been included below.



Note:

- **Shared Office Spaces** - Third parties have expressed a desire to be on the site given its location and the access to shared facilities not currently available to them. A generic space for a possible commercial tenant has been included in the bulk and locations plans.
- **Meeting and Function Spaces** - Meeting spaces developed for multi-purpose flexible use with flexibility to reconfigure to meet needs. These spaces are primarily for community needs, however commercial use will assist with cost recovery for the complex.

Based on this footprint and the space schedule for this option, Rawlinsons have determined an estimated capital cost of \$19.3M. The high-level costings are shown below:

Elemental Estimate Summary					RAWLINSONS
Project: Balclutha Community Hub Building: Balclutha Community Hub			Details: Option 02 - Reconfigure Concept R1		
Item	Description	Quantity	Unit	Rate	Total
	<b>GFA</b>	<b>3,307</b>	<b>m2</b>		
1	Demolish existing buildings	1,162	m2	200.00	232,400
2	Electrical upgrade to existing Hall	573	m2	350.00	200,550
3	Heating and Ventilation to existing Hall	573	m2	450.00	257,850
4	De-construct and refurbish existing hall	573	m2	1,500.00	859,500
5	New Backstage Area	141	m2	5,000.00	705,000
6	New flat stage including winches	128	m2	2,500.00	320,000
7	Stage Lighting and Sound, Curtains	1	item	450,000.00	450,000
8	Retractable seating	1	item	250,000.00	250,000
9	Demountable stage	1	item	50,000.00	50,000
10	Hall Back-of-House	312	m2	3,500.00	1,092,000
11	New Foyer area	671	m2	4,000.00	2,684,000
12	Functions through to Cafe, Mini Theatre	458	m2	5,000.00	2,290,000
13	Commercial kitchen fitout	1	item	150,000.00	150,000
14	Cafe kitchen fitout	1	item	50,000.00	50,000
15	Offices, Plumket, i-Site	365	m2	4,000.00	1,460,000
16	First Floor spaces	782	m2	3,500.00	2,737,000
17	Boiler house and bunker	98	m2	2,000.00	196,000
18	Plaza & External Paving	1	item	300,000.00	300,000
19	Landscaping & car park	1	item	150,000.00	150,000
20	Pedestrian Bridge and Terrace to Flood Bank	1	item	300,000.00	300,000
	<b>Sub-Total</b>				<b>14,734,300</b>
21	Contingency	10	%		1,473,430
	<b>Total Construction Works</b>		<b>\$/m2</b>	<b>4,901.04</b>	<b>16,207,730</b>
22	Professional Fees	17.5	%		2,836,353
23	Temporary Facilities	1	item		258,500
	<b>Total Project</b>				<b>19,302,583</b>
24	Exclusions :				
25	Relocate Cenotaph				
26	Carparking to Charles St Reserve				
					<b>19,302,583</b>

Note relocating the Cenotaph in Renfrew Street or constructing car parking needs on the Charles Street Reserve are excluded above.

An indicative high-level strategy programme was developed for this option, with a summary level presented below:

	Time Period	Assumed Completion
Feasibility, Consultation, & Approval to Design	6 months	June 2019
Design Team Appointment, and Concept & Detailed Design	10 months	August 2020
Tender, Construct, Commission & Handover	15 months	September 2021

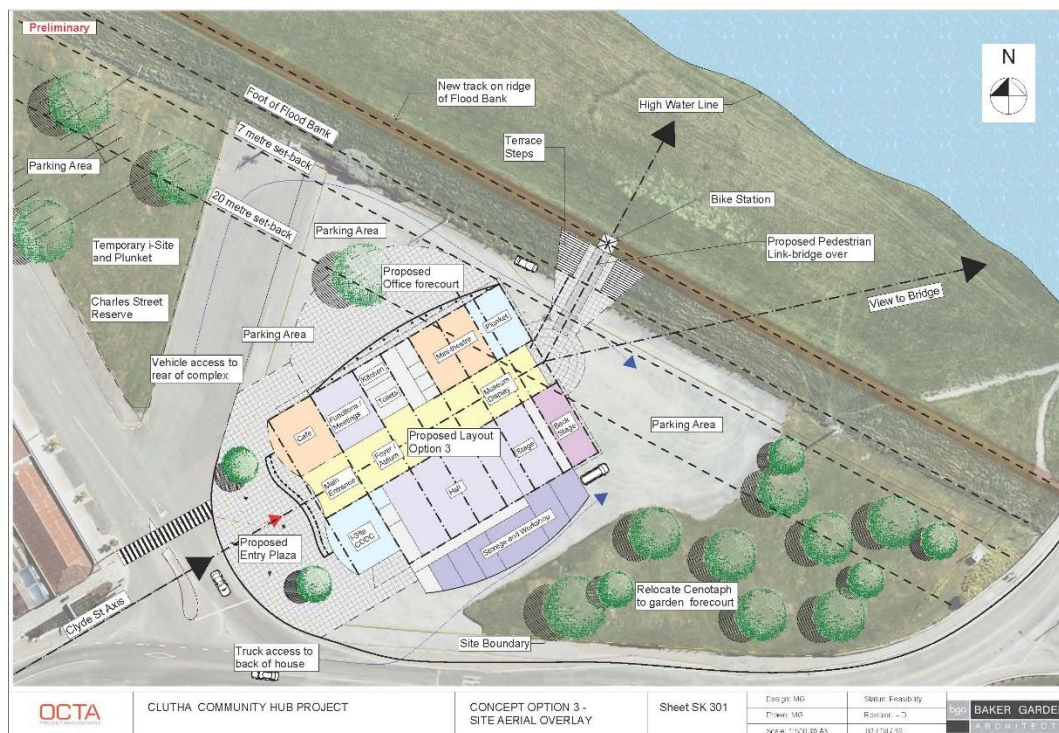
*Note assumed start date Dec 2018/Jan 2019, 3-month public consultation included, and Resource Consent achieved under Designation.*



## OPTION 3 – NEW BUILD

There are many possibilities for a new structure on a “greenfields” site. To narrow down alternatives, a number of design options were developed and then discussed with the Trust. The plan below reflects the outcome of these discussions and is considered to best meet the needs.

In this option, the focus has been to determine a plan that best meets all the needs and desires of the Trust, work within the site constraints, provide the opportunity for a “wow” factor, and draw in community aspirations.



Note:

- **Shared Office Spaces** - Third parties have expressed a desire to be on the site given its location and the access to shared facilities not currently available to them. A generic space for a possible commercial tenant has been included in the bulk and locations plans.
- **Meeting and Function Spaces** - Meeting spaces developed for multi-purpose flexible use with flexibility to reconfigure to meet needs. These spaces are primarily for community needs, however commercial use will assist with cost recovery for the complex.



Based on this footprint and the space schedule, Rawlinsons have derived an estimated capital cost to build, including siteworks and professional fees of \$20.3M. Below is the high-level costings:

Elemental Estimate Summary					RAWLINSONS
<b>Project:</b> Balclutha Community Hub <b>Building:</b> Balclutha Community Hub					<b>Details:</b> Option 03 - New Build Concept R1
Item	Description	Quantity	Unit	Rate	Total
	<b>GFA</b>	<b>3,052</b>	<b>m2</b>		
1	Demolish existing buildings	1,735	m2	200.00	347,000
2	New Hall	369	m2	4,000.00	1,476,000
3	New Backstage Area	113	m2	5,000.00	565,000
4	New Stage and Gantry including winches	127	m2	7,500.00	952,500
5	Stage Lighting and Sound, Curtains	1	item	450,000.00	450,000
6	Retractable seating	1	item	250,000.00	250,000
7	Demountable stage	1	item	50,000.00	50,000
8	New Mezzanine	68	m2	3,500.00	238,000
9	Hall Back-of-House	306	m2	3,500.00	1,071,000
10	Cafe through to Mini Theatre	512	m2	5,000.00	2,560,000
11	Commercial Kitchen Fitout	1	item	150,000.00	150,000
12	Cafe kitchen fitout	1	item	50,000.00	50,000
13	Plunket & i-Site	214	m2	4,000.00	856,000
14	First Floor spaces	901	m2	3,500.00	3,153,500
15	Foyer and Atrium	437	m2	5,000.00	2,185,000
16	Boiler house and bunker	98	m2	2,000.00	196,000
17	Plaza & External Paving	1	item	500,000.00	500,000
18	Landscaping & car park	1	item	150,000.00	150,000
19	Pedestrian Bridge and Terrace to Flood Bank	1	item	300,000.00	300,000
	<b>Sub-Total</b>				<b>15,500,000</b>
20	Contingency	10	%		1,550,000
	<b>Total Construction Works</b>		<b>\$/m2</b>	<b>5,586.50</b>	<b>17,050,000</b>
21	Professional Fees	17.5	%		2,983,750
22	Temporary Facilities	1	item		258,500
	<b>Total Project</b>				<b>20,292,250</b>
23	Exclusions :				
24	Relocate Cenotaph				
25	Carparking to Charles St Reserve				
					<b>20,292,250</b>


Note relocating the Cenotaph in Renfrew Street or constructing car parking needs on the Charles Street Reserve are not included in the values above.

A high-level strategy programme was developed for this option and at a summary level is presented below:

	Time Period	Assumed Completion
Feasibility, Consultation, & Approval to Design	6 months	June 2019
Design Team Appointment, Concept and Detailed Design	10 months	August 2020
Tender, Construct, Commission and Handover	16 months	October 2021

*Note assumed start date Dec 2018/Jan 2019, 3-month public consultation included, and Resource Consent achieved under Designation.*

Given the estimated cost for Option 3, Rawlinsons have provided the following letter in support of this estimate.



27 March 2019

OCTA Associates  
PO Box 5394  
**DUNEDIN 9058**

Attention Stephen Adam

Dear Stephen,

**BALCLUTHA HALL OPTION 3 ESTIMATE - BENCHMARKING**

Baker Garden Architects designed the very recently completed Taieri School Hall, which has a GFA of 870m<sup>2</sup> and included a 394 seat auditorium, stage, foyer, small kitchen, backstage changing and green rooms, a considerable number of individual WCs, fixed tiered seating, control room, stage lighting rigs, etc.

The total build cost was \$3,250/m<sup>2</sup>, however demolition and site prep had been done as a separate enabling works contract, so overall build cost was probably closer to \$3,500/m<sup>2</sup> all up.

This was a relatively modest building, with no really fancy or statement making features, and was intended for school and moderate public use. We would consider that this is about as economical a build as possible for this type of facility.

Taking the current Balclutha Hall Option 3 estimate and stripping out landscaping and "non-build" items, gives a residual cost per m<sup>2</sup> of \$5,000. We consider this an upper-mid level of pricing for the facility as currently conceived, which would be appropriate in order to cover more intensive public use, and the potential for use as a professional performance venue.

Please feel free to contact us if you have any query or require further information.

Yours faithfully  
**Rawlinsons Limited**

James Young  
Senior Quantity Surveyor

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www.rawlinsons.co.nz
Cost Managers | Quantity Surveyors | Cost Engineers

## 7.0 FEASIBILITY ASSESSMENT

**DRAWINGS (Options 1, 2 3) - See Appendix 1.**

**HIGH LEVEL STRATEGY PROGRAMMES (Options 1, 2 3) - See Appendix 2.**

### ADVANTAGES AND BENEFITS

To provide a framework to assess each option, a framework of key considerations was developed and agreed with the Trust. The intent of this process was to provide a “rational” basis to assess each option and whether this met the Brief and Trust objectives.

It is noted that no weighting was applied to these factors. This assessment can be undertaken as a part of the Business Case.

		Refurbish Only (Option 1)	Adaptive Reuse (Option 2)	New Build (Option 3)
	Benefits/Outcomes	Score (out of 10)	Score (out of 10)	Score (out of 10)
1	Fulfils Trust's vision of "Inspiring the future by serving the present and honouring the past."	5	7	9
2	Meets "High Level Wants & Needs Table" - Negotiable and Potential lists	4	10	10
3	Relative Capital Cost of Project	8	3	2
4	Whole of Life Costs versus initial capital cost of project	3	6	9
5	Provides greater community amenity than today, ie. more flexible space	0	7	9
6	Solves current unmet needs (re. "Our Place Balclutha" feedback)	0	6	8
7	Enables more opportunities for community involvement/input through project life	0	8	10
8	Introduces new technology	0	10	10
9	Brings all buildings up to acceptable seismic levels	10	10	10
10	Introduces sustainable features	5	7	9
	<b>Score</b>	<b>35</b>	<b>74</b>	<b>86</b>

#### Risks

Degree of disruption to existing tenants and community users

Staged project could take longer and cost more. Longer duration will result in higher risks for the contractor and therefore, overall project costs.

Could be considered a loss of the connection with the past. Hall was constructed by the community starting in early 1950's (approx. 70 years).

As can be seen above, Option 3 best meets the requirements of the brief. However as noted above, relative consideration of these factors, for example capital cost, will need to form part of any assessment.

## CAPITAL COSTS PER OPTION

The capital costs of each option were discussed in Section 6. The following table compares the relative costs between each option.

### *Rough Order of Costs*

	Option 1	Option 2	Option 3	Difference between Option 2 and Option 3
	m2	m2	m2	
GFA	1644	3307	3052	(255)
	\$M	\$M	\$M	
Construction Cost	3.8	13.9	*14.6	0.5
Landscaping, Siteworks, etc	0.0	0.8	*1.0	0.2
Contingency @10.0%	0.4	1.4	*1.6	0.1
Professional Fees @17.5%	0.7	2.8	3.0	0.2
Temporary Facilities	0.0	0.3	0.3	0.0
<b>Projected Project Total - \$M</b>	<b>4.9</b>	<b>19.3</b>	<b>20.3</b>	<b>1.0</b>

*Note that the cost of relocating the Cenotaph and Carparking to Charles Street Reserve is excluded from the project estimates.*

*\*Note effect of "Rounding".*

*Included in Option 2 and 3 above is an allowance of \$258,500.00 for rented temporary facilities on Charles Street Reserve for Plunket and i-Site (this includes rental costs plus contingency plus Professional Fees).*

## PROJECT FUNDING

While securing the Community's support will be key to the project's success, proceeding with any option will depend on funding. Therefore, once the business case is confirmed, there must be a strategy developed to secure the necessary funding. It is suggested that the following should be considered:

- Develop a funding matrix identifying:
  - Funder
  - Contact Details
  - Funding criteria (noting some community funders do not fund professional fees)
  - Deadline
  - Funding Target(s)
- Develop a detailed Funding Schedule that aligns with project approvals (gateways).
- If so determined, then appointment of a dedicated Funding Manager for the project. One consideration is appointing a candidate who has the potential to transition to the role of Facilities/Operations Manager.
- Consider early assistance of a Project Manager to manage and integrate design and funding process.

Below is a suggested high-level funding strategy.

The model recognises some project funders do not fund professional fees, thus this funding will need to be secured before appointing a project manager and design team.

Funders such as Lotteries require the project to have met a threshold of "self-funding" prior to any Lotteries consideration.

<b><i>Suggested High Level Funding Strategy</i></b>		
	<b>Estimated Total Project Cost</b>	<b>\$ 20,292,250.00</b>
Estimated Professional Fees Required up to Contractor Appointment	60%	1,813,350
Estimated Professional Fees Required for Construction	40%	1,208,900
	<b>Professional Fees</b>	<b>3,022,250</b>
Forecast Funding Charitable Trusts at say	15.0%	453,338
Community Funding at say	10.0%	302,225
Suggested CDC Funded		2,266,688
		<b>3,022,250</b>
	<b>Estimated Total Project Cost</b>	<b>20,292,250</b>
	<b>less Total Estimated Professional Fees</b>	<b>3,022,250</b>
		<b>17,270,000</b>
Forecast Funding Charitable Trusts at say	15.0%	2,590,500
Community Funding at say	10.0%	1,727,000
Secured Debt Loan by Council at say 2.5% interest Includes for Professional Fees		10,000,000
		<b>14,317,500</b>
Funding Required from Lotteries		2,952,500
Annual Forecast Interest Costs	2.5%	250,000

Note – Potential Funding Sources to Consider:

- Existing/New user groups
- Charitable Trusts
- Community Groups
- Council Grant
- Council Loan



Critical to the success of the project will be understanding who the potential funders may be and equally, to what level of funding they will commit. At all times public sector procurement protocols will need to be adhered to. This will be achieved through good governance and procurement, and process rules, such as NZ Government procurement rules. (<https://www.procurement.govt.nz/procurement/>).

Until funding is secured, having well-defined Project Gateways will allow the project to be better controlled. The benefit of detailed gateways (for any project) is the project cannot “pass” through the gateway to the next phase until funding is secured.

Equally important is for a high-level strategy to be developed that aligns with the funding strategy targets and dates.

It is likely that the capital funding requirements will need to be obtained from a range of equity sources. As the community hub will attract community groups and commercial tenants, the possibility of servicing a commercial or a Clutha District Council loan is possible. A review at or after a two or three year interval would be a sensible approach.

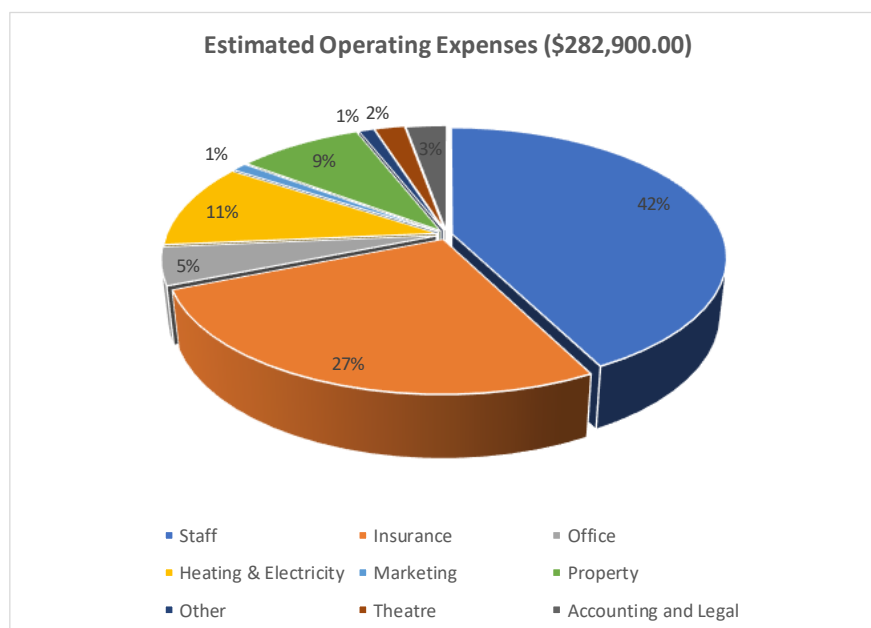
## OPERATING COSTS PER OPTION

One aspect for the study was to consider operating costs. As they are of a similar size, Option 2 and 3 costs would be similar. (Note there are limitations placed on the table below, i.e. no allowance for interest, taxation. *(Note the Trust has Charitable Status)*, depreciation, capital repayment, possible revenues streams, shortfall(s) on revenue, debt liability, etc. Accordingly, the schedule below is of indicative operating costs for both Options 2 and 3.

It is appreciated that there will be a significant public good component derived from the Hub and much of it will be intangible. Clearly, this aspect and the balancing of fair market revenue from commercial activities for quality spaces versus the public good will be investigated further by the Trust as part of the Business Case. It has also been recognised Council funded activities, such as i-Site, will be located within the Hub at fair market terms.

Category	\$	Notes
Staff	120,000.00	Includes Facility Manager, Site Technician
Insurance	75,000.00	Dependent on age of building and its %NBS as well as considering the structures degree to which it is earthquake prone
Office	13,200.00	Includes Bank Fees, Equipment Lease, Stationery and Printing etc
Heating & Electricity	30,000.00	Ex Gore St James
Marketing	2,900.00	Website Development & Maintenance
Property	24,800.00	Regular servicing of Grease Traps, Warranty Periods, Grounds Maintenance
Other	3,000.00	General Expenses
Theatre	6,000.00	Ex St James who run an integrated service from a specialist provider. This should be offset by Theatre Operating Revenue.
Accounting and Legal	8,000.00	
	<b>282,900.00</b>	

Proposed Building Area                      3,052 m2  
\$92.69/m2



## Project Management and Design Team Procurement

The Trust has been duly Constituted and has a Charitable status.

Following the Feasibility Study and Business Case there will be a period of Community consultation, and given a successful outcome and securing the appropriate funding, approval to proceed is anticipated. The Trust will need to consider how best to complete the remaining stages of the project from an organisational perspective. Octa has considered the project, and in Appendix 2, provided high level programmes for both Options 2 and 3.

At a high level the project has been broken down into five funding Gateways, through which the project must pass only when funding has been secured for the next phase of work (to be undertaken between Gateways).

- Gateway 0 - Pre-feasibility
- Gateway 1 - Feasibility Study and Community Consultation  
(includes approval to proceed from the Community)
- Gateway 2 - Appoint Design Team, Concept Design and Developed Design
- Gateway 3 - Developed Design
- Gateway 4 - Tender
- Gateway 5 - Construction

The project is part way through Phase 1 of completion of the feasibility study, with community consultation to follow. Octa were appointed to undertake the feasibility study following a robust procurement process by the Trust and observed by the Clutha District Council.

The Trust will now need to consider the most appropriate procurement methodology for the subsequent phases of work. Octa recommends that good procurement practices be applied and, as a starting point, the Trust develop a procurement strategy that:

- Assesses delivery options and identifies a delivery model that accommodates a project's characteristics, risks and circumstances.
- Good practices of tendering and contracting.

A suitable guide for procuring public sector projects is provided by the Ministry of Business, Innovation and Employment (MBIE) on their website along with helpful "tools".

<https://www.procurement.govt.nz/procurement/specialised-procurement/construction-procurement/>

Octa also notes the Trustees are well skilled to operate the Trust and have access to skilled and experienced advisors.

To address the project delivery requirements, Octa recommends that a Project Manager be appointed prior to appointing a Design Team in order to assist the Trust with the management of the project. In particular to establish and implement good project management disciplines at an early stage.

We would also recommend that a geotechnical study be completed early to inform the Design Team of ground conditions, and in turn, enable early informed consultation with the Otago Regional Council.

The early addition of a Project Manager to the Team will ensure effective project management disciplines are applied to fundraising, especially programme development and management.

Finally, from Octa's experience with procurement processes in the construction industry, we would recommend the application of a Price and Non-Price attributes approach. This would be an appropriate mechanism to target "Value for Money".

## **Project and Trust Risk**

There are several risks the Trustees should be mindful of:

- Exposure as Trustees to personal liability if using debt financing for parts of the project.
- Risks associated with taking ownership of the facilities, both during construction and subsequently with regards to the facilities operations.
- Employment matters when engaging staff to operate the facility. One method of operating could involve employing a Facilities Manager and possibly a Technician.
- Managing Health and Safety matters in accordance with the Health and Safety Act, both during construction and subsequently with regard to the facilities operations.

Octa recommends that to address these and other risks, the Trust and Trustees seek professional advice from both accountants and business advisors, as well as legal advice.

## 8.0 CONCLUSION

Throughout the Study, the options explored (possible solutions) have considered the needs of Clutha District Community, both now and into the future.

The options presented in this report have also incorporated the Trust's brief, with two possible solutions considered to be able to provide fundamental and enduring benefits to the Clutha District community were explored. Key considerations were:

- Flexibility to meet the targeted community needs now and into the future (50 years plus).
- Providing a modern multipurpose and multi-functional facility to meet a range of identified community needs.
- A connection to the iconic Balclutha Bridge (that has heritage status).
- Enabling a physical and social connection to the Clutha River.
- Providing a continuation of the link to the main Clyde Street axis.
- Connecting to the main North/South arterial route SH1 and Southern Scenic Route.
- Acting as the heart of the Clutha District community where the local community, national and international visitors interact.
- Providing a geographic centre for the community.

The high-level design of bulk and location drawings for Options 2 and 3 were developed with input from the Trust's requirements, which was a summary of previous consultation by the Clutha District Council as well as further research undertaken by the Trust. Some of consultation by the Trust is commercially sensitive so the specific details have not been included. However commercial users have been considered in developing the desired space(s).

During the process of developing feasible options, the following site constraints were considered:

- Condition and seismic performance of the existing structure(s).
- CDC pumping station located on the site.
- ORC requirements with respect to flood protection works.

To be successful, the Hub must represent the district, be equally available to all in the district, and serve as a link to all parts of the district. Positioning the Hub in Balclutha is therefore considered to have the following benefits:

- The local Hub is located on the main arterial route, i.e. SH1, and at a critical junction on the Southern Scenic Route.
- Balclutha has been considered easy travel distances from most towns in the District.
- Easy commuting distances and travel times between Dunedin and Balclutha.
- Equally available to all in the district.
- Provides the opportunity to celebrate the Heritage bridge.
- To showcase the mighty Clutha River which dominates the District's landscape and the physical features that brands the district.

Option 1, addressing the regulations, was discounted at an early stage, as this option would not provide any new benefits to the Community from what is provided in the current building. Therefore, any funding invested in this option was considered sunk costs and not meet the needs and aspirations of the community.

Note, given the current seismic assessment of the Hall complex this *“could be regarded as exposing the occupants to a **very high** seismic risk”* (Beca 2017). This was a further justification for early discounting of this option.

Both Option 2 and Option 3 meet the space needs and in fact exceed the requirements. However, this is considered to be of benefit to provide circulation and display space. However, because it is “purpose designed”, Option 3 is considered to best meet the needs of the brief and objectives of the Trust.

Further work was undertaken to analyse the benefits of Option 2 and Option 3, and whether they met the needs of the brief.

While both options have been derived based on the desired space schedule gross floor area of 2,632m<sup>2</sup>, both exceed this gross floor area. Option 2 by 675m<sup>2</sup>, and Option 3 by 420m<sup>2</sup>.

These variances equate to the inclusion of circulation and display space which are not included in desired space schedule.

## 9.0 RECOMMENDATION

On balance, as it better meets the functional needs and objectives of the Trust, Option 3 (New Build) is recommended as providing the best long-term solution for the Community. This option has the greater potential to deliver the most effective and efficient outcome for the Clutha District, and fully meets the desires and needs as expressed in the Trust's brief.

The Trust has specifically requested if it has the capabilities and capacity to undertake the development. While the Trust and Trustees have specific competencies, Octa sees the early appointment of a dedicated Project Manager by the Trust as being critical to implementing the project strategy. Applying robust project management disciplines will be critical to success, with the implementation strategy able to be used to secure other advisers such as fund managers and technical advisers.

A new building on a clear site would also allow the modern building materials to be used, and building techniques employed. This will provide the opportunity to best manage risks associated with building projects.

## 10.0 ACKNOWLEDGEMENTS

Octa would like to take the opportunity to thank all who gave freely of their time and expertise assisting with the research for this report.

Finally, a special thanks to the Clutha Community Hub Charitable Trust committee and Trustees for working with Octa.



# APPENDICES