



CIVIC ADMINISTRATION BUILDING | High-level requirements | February 2019

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This document provides the high-level requirements for the Council's proposed Civic Administration Building, for the information of submitters on the Long Term Plan Amendments that is being consulted on by the Taupō District Council.

The document is intended to provide an overview of and rationale for the solution the Council is seeking to its accommodation requirements, which arose following the decision to vacate and then demolish the previous Civic Administration Building at 72 Lake Terrace due to earthquake and asbestos issues.

The Council is considering a range of options for how its accommodation needs might be met, including the opportunity to lease a suitable building from the private sector rather than owning the building itself. The purpose of this document is to summarise the requirements of the Council at a high level so that interested organisations and members of the public can make submissions on the Long Term Plan Amendment, in the full knowledge of what is being sought.

This document is informational in nature and does not form part of a procurement process. Submissions made to Council will be considered as part of the Long Term Plan Amendment, in accordance with the requirements of the Local Government Act 2002.

This document has the following structure:

- **Part One** provides the context for the Council's requirements, including the process that has been followed to date to develop the requirements
- **Part Two** provides the high-level functional and urban design requirements that will need to be met by any prospective solution, either owned by the Council or leased from the private sector.

The intended audience for this document is individuals and organisations that are interested in making a submission to Council on the Civic Administration Building as part of the Long Term Plan Amendment.

The requirement to provide a new Civic Administration Building arises because the previous building at 72 Lake Terrace was evacuated and then demolished due to earthquake and asbestos issues that could not be resolved economically.

During 2016 the Council became increasingly aware of serious issues with its primary building at 72 Lake Terrace. Consultants were engaged to investigate and report on two principal issues with the building – its seismic resilience and the presence of asbestos in the building. The Council was concerned about the health and safety of its staff and about its ability to function after an earthquake. Following the consultants reports, in May 2017 it decided to decant staff from the current building and relocate them to leased accommodation in several locations in Taupō.

The summary of the issues presented to Councillors is at right.

In early 2017 and as part of the annual planning process the Council consulted its community over options for the Civic Administration Building. Five options ranging from refurbishment to a new build were costed and considered. The Council's preferred option was for a new building to replace the existing building, given that the costs of remediation and refurbishment of the existing structure proved to be uneconomic.

After its consultation on the Annual Plan this option was provisionally adopted by the Council. Further planning and investigation of site options was undertaken and in late October the Council confirmed its intention to construct a new building. The Council publicly advised three site options with a preference for a site near the Great Lake Centre, following work to assess a long-list of 11 different sites in and around the Taupō CBD.

Following the decision to vacate the building at 72 Lake Terrace and confirmation that it was uneconomic to remediate, the Council made the decision to demolish the structure in preparation for future redevelopment of the site. This ensured the now-vacant building would not represent a safety hazard through asbestos contamination should the structure suffer damage from vandalism, fire or earthquake. The building was removed and the site remediated in early 2018.

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Taupō District Council's main building at 72 Lake Terrace is two-story and is a group of buildings. The original building (closest to Lake Taupō) was constructed in 1968 and is nearing 50 years old. The other parts were added in 1984, 1989, 2004 and 2011. Due to the age and the type of construction there are a number of issues with parts of the building, which pose significant health and safety risks to staff and members of the community who use it. Council has obligations to address these risks under the Health and Safety at Work Act 2015 (HSWA).

As part of the scheduled maintenance programme the building was due to be repainted in 2016. When seeking quotes for this maintenance, investigations revealed the presence of asbestos in the external cladding of the original part of the building built in 1968. The reports by Clearsafe Environmental Solutions identified friable asbestos and advised that the friable asbestos panels needed to be removed and replaced with a current building standard cladding. Friable in relation to asbestos means “in a powder form or able to crumbled, pulverised, or reduced to a powder by hand pressure when dry”. When exposed the asbestos contaminates the air, the ground and lungs.

A seismic assessment by BECA to gauge the earthquake strength of the building was carried out in 2012. This highlighted a number of issues with the building including a large amount of timber frames, minimal bracing, a light metal roof and shallow foundations. The score for this building based on the importance for level four (IL4) in a normal building was 28% which corresponds to a C grade building, as defined by the New Zealand Society for Earthquake Engineering (NZSEE). It was assessed as having a 50 percent rating under IL2 recommendations. A more recent seismic assessment carried out by local structural engineers Cheal Consultants in March 2017 revealed similar findings.

There was significant uncertainty around the exact extent of the repairs required to address the vulnerability to earthquakes. Compounding this uncertainty is the unknown nature of the connection points of the various buildings. Further invasive investigation would be required to ascertain how vulnerable those connection points are.

In addition, obsolete cabling and ducting in the roof cavity has been identified as a fire risk. The report advises that this cabling and ducting should be removed. In addition the overall integrity of the roof has been compromised due to the various additions to the building over time and damage due to the installation of building services. Issues have also been identified with the air conditioning system that is operated throughout the building.

Due to limitations in the availability and functionality of leased premises, some Council functions remain in prefab buildings on the Lake Terrace site. Some of the spaces are more than 50 years old and in substandard condition.



PART ONE | Assessment of location options

In August 2018 the Council commissioned a business case to assess the various options for where the Civic Administration Building should be located. Some 12 options were considered, and four were short-listed for further examination.

Option 1: Long term lease

A lease would be entered into with a commercial developer/property owner to construct a new building that would meet the Council's requirements at a mutually agreed location within the Taupō CBD.

Option 4: Tongariro Domain

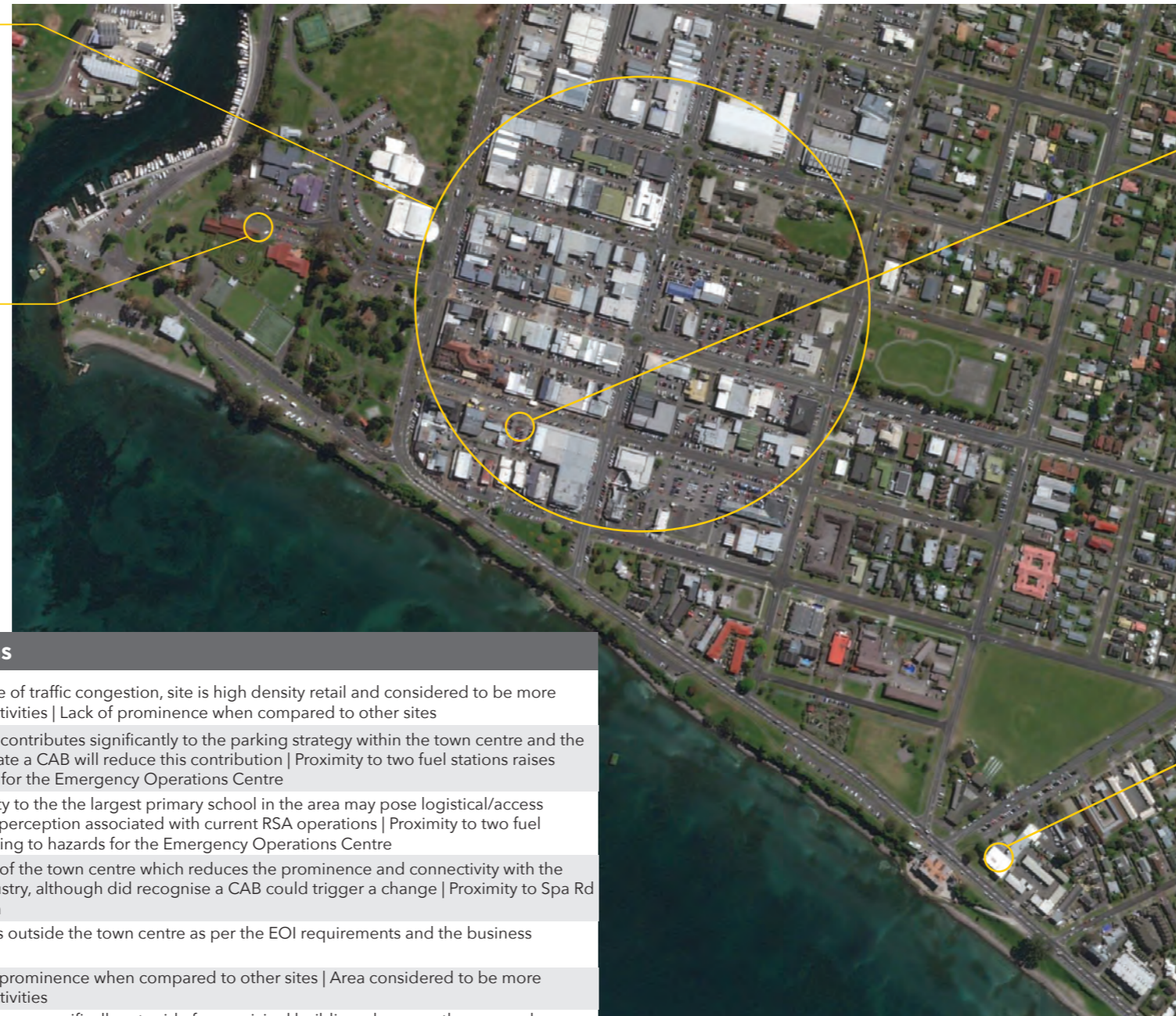
A new building would be constructed on the western side of the proposed civic plaza. The building would be two stories tall and be linked to the new Museum with a shared atrium, with a number of shared spaces and facilities such as meeting rooms and reception spaces.

Option 3: 61-67 Tūwharetoa St

A new building would be constructed at 61-67 Tūwharetoa Street. The building would be three stories tall with ground floor retail or hospitality. The CBD location would put Council activities in the centre of the town.

Option 2: 72 Lake Terrace

A new building would be constructed on the site of the previous Council building at 72 Lake Terrace. The building would be two stories tall, with little to no public shared facilities.



Discarded options

A long-list of options for the location of a Civic Administration Building was compiled and evaluated by Council officers in October 2017, with 8 options being rejected as not meeting the Council's requirements for a variety of reasons. The table at right shows the summary of the findings at the time. These options have not been further investigated or the decisions re-litigated in this business case.

- 2 Gascoigne St** | High chance of traffic congestion, site is high density retail and considered to be more appropriate for core retail activities | Lack of prominence when compared to other sites
- Heuheu St carpark** | The site contributes significantly to the parking strategy within the town centre and the displacement to accommodate a CAB will reduce this contribution | Proximity to two fuel stations raises concerns relating to hazards for the Emergency Operations Centre
- 67 Horomatangi St** | Proximity to the the largest primary school in the area may pose logistical/access challenges | There may be a perception associated with current RSA operations | Proximity to two fuel stations raises concerns relating to hazards for the Emergency Operations Centre
- 10 Opepe St** | On the fringe of the town centre which reduces the prominence and connectivity with the CBD | Immersed in light industry, although did recognise a CAB could trigger a change | Proximity to Spa Rd may create traffic congestion
- 258 Spa Rd** | Proposed site is outside the town centre as per the EOI requirements and the business objectives
- Taniwha St carpark** | Lack of prominence when compared to other sites | Area considered to be more appropriate for core retail activities
- Gascoigne St Reserve** | Has been specifically set aside for municipal buildings, however the reserve has come to be considered and used by the community as if it was a reserve
- Tongariro Domain North** | Considered extensively in 2010 as part of the Taupō Urban Commercial and Industrial Structure Plan. Council looked at the potential for a new building located on the recreation reserve land to the north of the Great Lake Centre. Having considered the technical information, expert advice and the views and preferences of the community Council decided not to proceed with a civic administration building on the north domain

Council received the outputs of the business case at a workshop on 5 February 2019 and considered the recommendations at a Council meeting on 11 February 2019. As a result of these deliberations, the option to construct a new Civic Administration Building at 61-67 Tūwharetoa Street was voted to be the preferred option, to be considered further as part of an Amendment to the Council’s Long Term Plan.

CONTEXT

CHALLENGES

The Taupō District Council is currently dispersed around a number of CBD buildings due to the demolition of the main earthquake-prone council building. This is causing productivity and dislocation issues, as well as imposing additional lease costs on ratepayers.

Some key functions – such as the Emergency Operations Centre – are in very substandard facilities, which are already struggling to be fit for purpose. This situation of poor working conditions and functional deficits in the buildings is likely to worsen over time.

Warren and Mahoney Architects and Boffa Miskell urban designers were commissioned to create a Master Plan for a Cultural Precinct in the South Domain. The purpose is to ensure that development of the area occurs in a holistic and considered way, and is sympathetic to the needs and aspirations of the Taupō community and visitors to the town. The Master Plan included the possibility that a Civic Administration Building could be constructed on the South Domain.

Council considered the business case in a workshop in February 2019.

RESPONSES

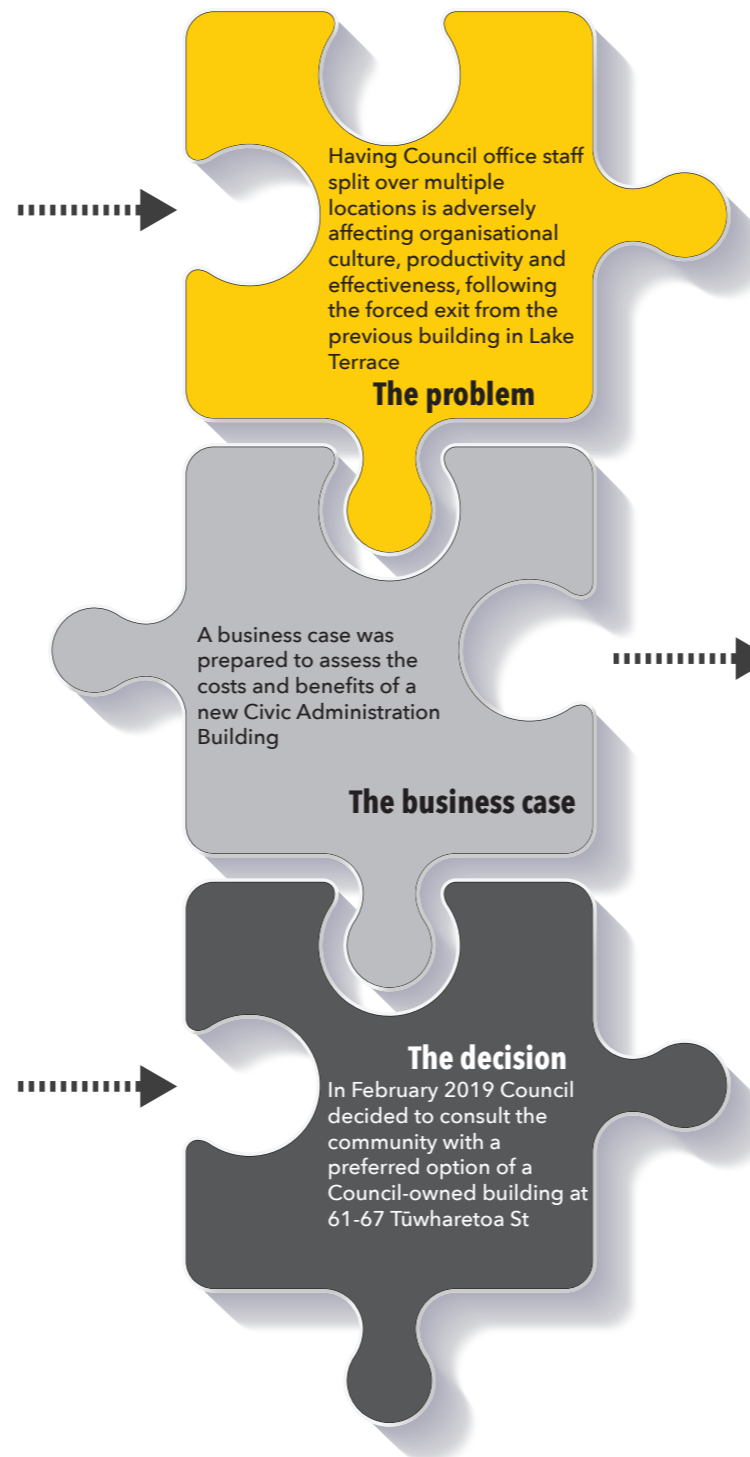
There is a clear need for a facility that is able to foster the activity-based working approach that the Council is seeking, as well filling the functional needs of the organisation. Four short-listed option locations have been examined, including long-term leasing from the private sector, or constructing Council-owned facilities on Lake Terrace, Tūwharetoa Street or as part of the Cultural Precinct.

Four options were short-listed:

- Leasing a suitable building from the private sector
- Constructing a new building at 72 Lake Terrace
- Constructing a new building at 61-67 Tūwharetoa Street
- Constructing a new building on the South Domain

The business case recommended that the South Domain site be selected as the preferred option.

The preferred option will be consulted on with the public as part of a Long Term Plan Amendment, in accordance with the Local Government Act 2002. As part of that process, Council will take account of submissions regarding other options, including the long term lease alternative and the non-preferred sites assessed in the business case, as well as any other matters that submitters raise.



Having Council office staff split over multiple locations is adversely affecting organisational culture, productivity and effectiveness, following the forced exit from the previous building in Lake Terrace


The problem

A business case was prepared to assess the costs and benefits of a new Civic Administration Building

The business case

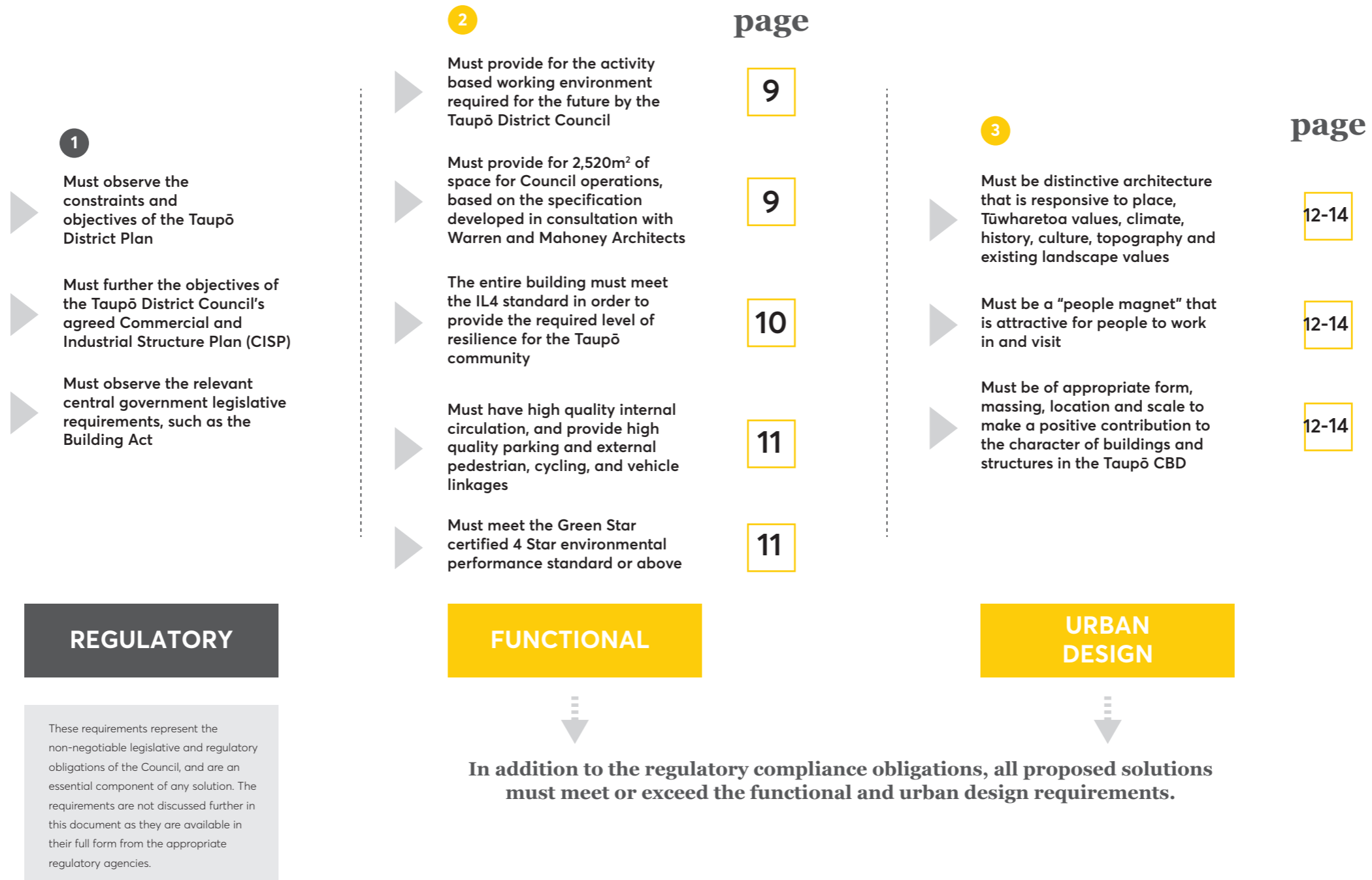
In February 2019 Council decided to consult the community with a preferred option of a Council-owned building at 61-67 Tūwharetoa St

The decision



PART TWO | High-level requirements

Council has a number of requirements for the proposed Civic Administration Building, ranging from compliance with the District Plan to being able to support its intended working methods in the years ahead. The requirements were developed through the process of evaluating the possibilities for upgrading or replacing the previous Civic Administration Building in 2017 and during the Master Plan development in 2018. The structure of the requirements is shown below and the key elements are explored in more depth on the following pages.



REGULATORY

These requirements represent the non-negotiable legislative and regulatory obligations of the Council, and are an essential component of any solution. The requirements are not discussed further in this document as they are available in their full form from the appropriate regulatory agencies.

FUNCTIONAL

URBAN DESIGN

LONG TERM PLAN



Taupō District Council's vision is 'To be the most prosperous and liveable district in the North Island by 2022'. In order to help realise this goal, the Council has set out its goals and intentions in its Long Term District Plan 2018-2028. The Strategy sets out the core values for the Council – that Taupō will be world class, authentic, resilient, charming, vibrant, offer quality and value. The proposed investment is strongly aligned with these values.

The possible construction of a Civic Administration Building was not consulted on as part of the Long Term District Plan 2018-2028. Under the Local Government Act 2002, an amendment will need to be proposed, consulted on with the community and voted on by Council for any development to take place. This process will be supported by the Master Plan, the business case and other documents in order for the community and Councillors to have the data necessary to make an informed decision.

COMMERCIAL AND INDUSTRIAL STRUCTURE PLAN

The Taupō Urban Commercial and Industrial Structure Plan (CISP) provides a vision for future planning of the Taupō town centre and new industrial areas. The Plan purposely provides direction over the next 20 years or so, and informs the strategic development of both the CBD and the Domain. The CISP was adopted by Council in 2011.

The goals of the CISP are as follows:

Character	To reinforce the distinct character of Taupō by embracing and integrating the natural and cultural qualities that define the town and district
Land use	To consolidate future commercial and industrial growth in a way that enhances the quality of life for the Taupō community and protects or improves environmental values
Built form	To achieve a sustainable and compact urban form that projects a distinct image, promotes an active and vibrant street edge and improves architectural quality.
Circulation	To reconnect the town centre with the lakefront, the Waikato River & surrounding residential areas. To re-focus towards pedestrians, cyclists & public transport. Connect existing & future commercial/industrial areas with sound transport links
Public space	To realise the untapped potential of Taupō's open space network and provide a diverse range of safe and functional public spaces from sheltered arcades through to squares and open-air events facilities
Heritage and culture	To protect and draw attention to Taupō's unique heritage and culture and provide an increased focus on events and the creative arts
Economic growth	To develop an economy with multiple opportunities for employment and economic investment that is able to leverage off Taupō's lifestyle and image to retain and attract a diversity of people and business interests
Sustainability	To ensure that future growth is delivered in a sustainable manner, both in terms of delivering affordable, efficient infrastructural solutions and embracing Environmentally Sustainable Design (ESD) principles in the landscape and built environment

The map at right shows the land use for the Taupō CBD and environs as per the CISP. The location of the proposed Civic Administration Building will need to conform with the land uses laid down in the CISP.



REQUIREMENTS

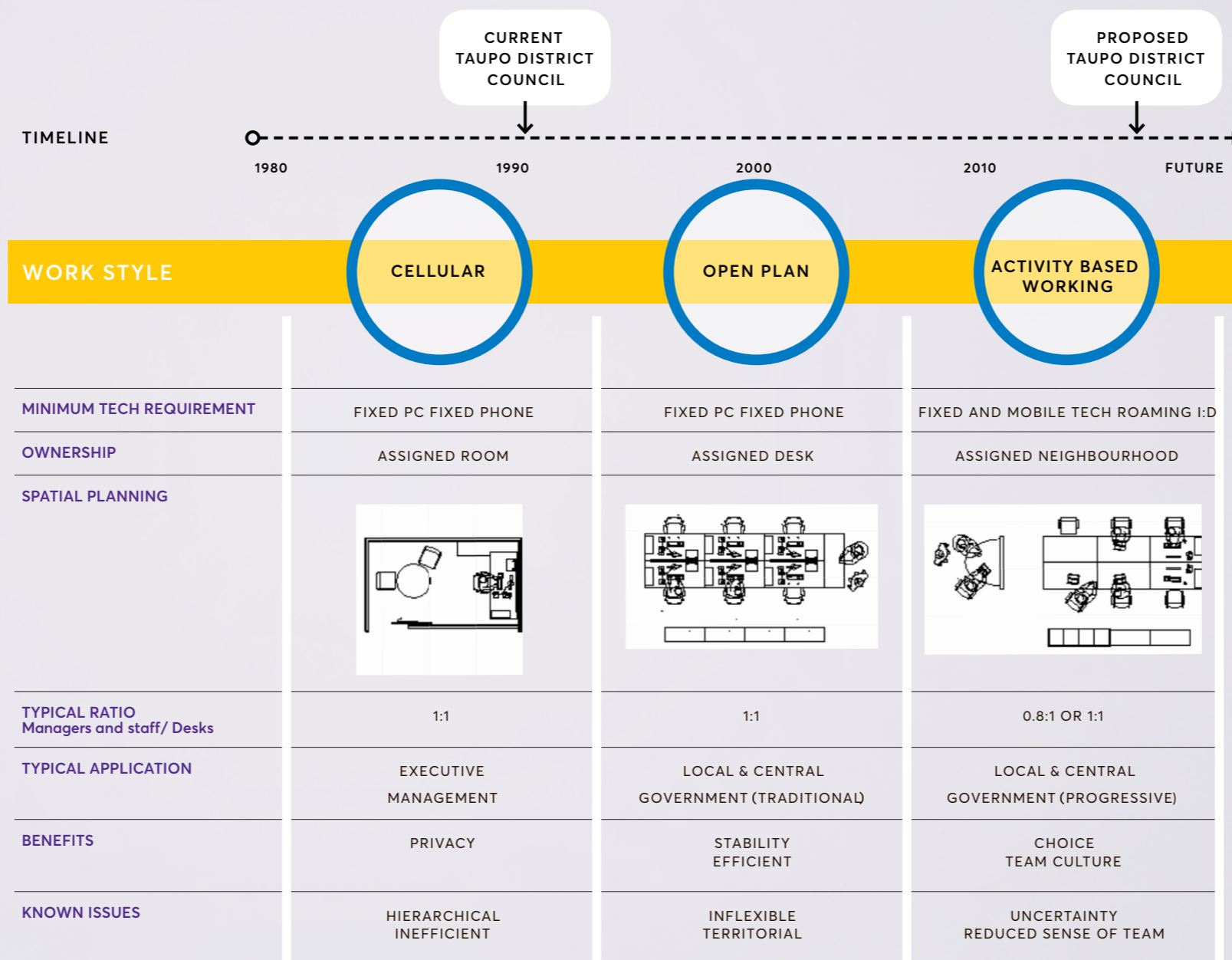
In order to allow a straightforward comparison between the various location options, Council worked with Warren and Mahoney Architects to develop the space requirements for the Council’s activities. The approach also allows a transition to an activity based working method for staff, which should enable an improved collaborative environment coupled with greater space utilisation, although the approach has yet to be developed in detail.

ACTIVITY BASED WORKING BENEFITS

PROVEN BENEFITS AND STATISTICS

- 28-33% enterprise organisations have adopted activity based working with 33% looking to apply it in future (particularly for distributed organisations)
- 16% productivity increase (extra 6.4 hours of work per week)
- 25% found ROI in less than 12 months, and 66% see payback in 2 years
- 55% agree managers and staff have better knowledge of customer requirements and their knowledge expands in an activity based environment
- 10-30% reduction in floor space
- Reduced energy bill (less space) but higher cleaning bill (more sharing, typically 2-3 daily cleans)
- Discourages sedentary behaviour
- Managers and staff must be able to clearly define their inputs, outputs and set goals

Source: Telsyte Australian Digital Workplace Study 2015. m=121 (agile working organisations)



ACCOMMODATION IMPLICATIONS

Analysis shows that the proposed move to activity based working will allow the Council to reduce the overall floor area whilst improving working conditions for staff.

The effect is that the proposed Civic Administration Building has been sized for 140 concurrent staff, with flexible desks. This allows all 178 staff that are currently spread across the Council's 8 sites plus 15 staff from the Waikato Regional Council to be accommodated without the overhead of desks being vacant for at least part of the working week. Costings for all the Civic Administration Building options in the business case were prepared on this basis.

SPACE REQUIREMENTS

While each location option has a range of benefits and dis-benefits, the functional requirements of the Council (for the amount of staff space, the operation of the building and the like) are the same in all cases.

Using industry-standard approaches to working space requirements and supporting building services, Warren and Mahoney Architects developed a space allocation model that would support the Council's functional requirements. The results are as follows:

Requirement	Space (m ²)
Workpoints for 140 staff	1,400
Reception/waiting	80
Servicing/administration	220
Meeting and shared community rooms	150
Council chambers	300
Common social hub	150
Emergency Operations Centre	120
Core/WC amenities	100
Total	2,520

All options considered by Council will need to meet these requirements, along with the need to be constructed to the IL4 standard.

PART TWO | Civic Administration Building functional requirements | importance level

Part of the functional requirements for the Civic Administration Building is the need to provide for a high degree of resilience for some of the Council's operations in the event of a major natural disaster event, such as an earthquake or eruption.

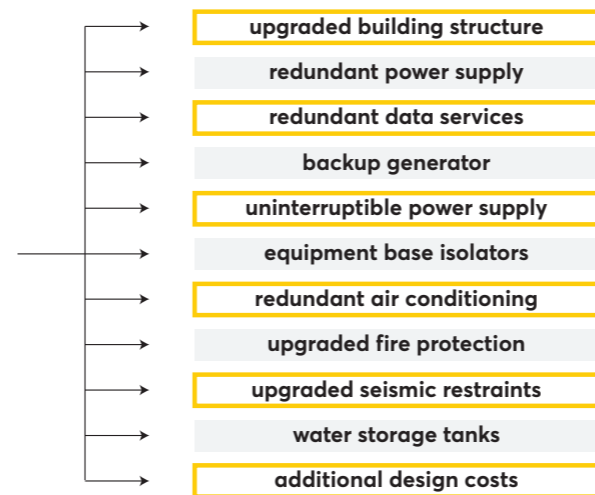
“ Clause A3 of the Building Code defines the significance of a building by its importance level (IL), which is related to the consequences of failure. There are five levels of importance, considered by the importance of the building to society:

- LEVEL 1** Structures presenting a low degree of hazard to life or property, such as walkways, outbuildings, fences and walls.
- LEVEL 2** Normal structures and structures not covered by other categories, such as timber-framed houses, car parking buildings or office buildings.
- LEVEL 3** Structures that may contain crowds, have contents of high value to the community or pose a risk to large numbers of people in close proximity, such as conference centres, stadiums and airport terminals.
- LEVEL 4** Buildings that must be operational immediately after an earthquake or other disastrous event, such as emergency shelters and hospital operating theatres, triage centres and other critical post-disaster infrastructure.
- LEVEL 5** Structures whose failure poses a catastrophic risk to a large area or a large number of people, such as dams, nuclear facilities or biological containment centres.

The required level of seismic performance increases with each level of importance. In general, important structures, such as hospitals, communications centres and those that provide occupation for many people, are designed for a greater level of earthquake shaking than ordinary commercial structures.

- Seismic resilience guidance, Building Research Association of NZ (BRANZ)

The Council requires at least some of its functions – such as those dedicated to Civil Defence response – to be housed in IL4-compliant facilities in order to be able to operate effectively in the event of a major disaster. Typical building and equipment upgrades required to meet the IL4 standard include:



The detailed specification will vary site-by-site depending on building specifics, and would typically be finalised at the detailed design stage

TWO APPROACHES HAVE BEEN CONSIDERED BY COUNCIL:

To meet the requirements for IL4-compliant space in the event of a major emergency, a minimum of 120m² of space must meet the IL4 standard. However, the construction of a new building does provide a unique opportunity to examine whether there are additional resilience benefits that could be achieved by designing the entire building to the IL4 standard, and whether the additional cost would be justified.

OPTION 1
Upgrade 120m² of the Civic Administration Building to IL4 standard
\$2.2m
in additional construction cost

OPTION 2
Upgrade the entire Civic Administration Building to IL4 standard
18-25%
in additional construction cost

After considering the relative costs and benefits and obtaining advice from Quantity Surveyors, Council has elected to upgrade the entire building to IL4 standard (Option 2). The incremental cost of doing so is in the range of \$400,000 to \$830,000, depending on the building location and configuration. The additional costs are considered to be a worthwhile investment in order to increase the resilience of the building and improve the Council's ability to support the Taupō community in the event of a major emergency.

A decision about the level of disaster preparedness will depend on a number of factors that were outside the scope of the business case for the Civic Administration Building, as they depend on a specialised risk assessment and cost/benefit assessment.

Council is currently seeking further advice on the pros and cons of both IL4 options before deciding on which approach holds the greatest benefit for the Taupō community.

The costings provided within the business case for both IL4 options are shown at left. These are indicative only and are based on the high level designs developed by Warren and Mahoney Architects. They are provided solely as additional information for submitters.

The proposed Civic Administration Building must align with and support the draft Transport Strategy, the key principles of which are outlined below. In addition, the Council is committed to reducing its environmental impact, so will be seeking a solution that officers a Green Building Council rating of 4 Star or above.

The Council is currently developing an integrated Transport Strategy for the Taupō District. The proposed Civic Administration Building will need to observe the following principles to ensure it is aligned with the objectives of the draft Strategy:



TRANSPORT STRATEGY ALIGNMENT

ENVIRONMENTAL STEWARDSHIP

These principles are strongly aligned with the Government Policy Statement 2018, which notes:

Themes have been included in the Government Policy Statement. The themes influence how the priorities should be delivered to ensure the best transport solutions for New Zealand are achieved. The themes for 2018 are:

- A mode-neutral approach to transport planning and investment decisions
- Incorporating technology and innovation into the design and delivery of land transport investment
- Integrating land use and transport planning and delivery

Green Star is an internationally-recognised rating system for the design, construction and operation of buildings, fitout and communities.

The Green Star rating system is governed and administered by the New Zealand Green Building Council (NZGBC), a non-profit membership organisation that promotes better buildings, because better buildings mean healthier, happier people.

Green Star is a tool to support stakeholders in the property and construction sectors to design, construct and operate projects in a more sustainable, efficient and productive way. It provides tenants with a trusted mark of independent verification to support decision-making. To rate a building or fitout's overall environmental impact, Green Star rating tools award points across nine categories: Energy, Water, Materials, Indoor Environment Quality (IEQ), Transport, Land Use & Ecology, Management, Emissions, and Innovation.



To evaluate the sustainability attributes of a community, Green Star - Communities awards points across five categories: Governance, Liveability, Economic Prosperity, Environment, and Innovation.



The point scores achieved by a project correspond to the following Green Star certified ratings:

0-9 POINTS	10-19 POINTS	20-29 POINTS	30-44 POINTS	45-59 POINTS	60-74 POINTS	75+ POINTS
0	1	2	3	4	5	6
Star	Star	Star	Star	Star	Star	Star
Assessed	Minimum Practice	Average Practice	Good Practice	Best Practice	New Zealand Excellence	World Leadership

To ensure it acts in an environmentally responsible manner, the Taupō District Council is seeking a building with a Green Star rating of 4 Stars or above.

The Council issued a Request for Proposal to interested architects and urban designers seeking a Master Plan for the Tongariro Domain. Respondents were asked to interpret and respond to the Council’s request, and the successful tenderers – Warren and Mahoney Architects and Boffa Miskell urban designers – articulated a set of design principles that were adopted by the Council as part of the Master Plan. These principles have in turn been adapted to inform the design of a CBD-based Civic Administration Building.

The design process was founded on a clear analysis of the project opportunities and the potential for exceptional enduring architecture.

The following statements are intended to provide architectural guidelines that can inspire both a sound functional solution and connect the brief to an architectural expression.

REQUIREMENTS



Taupō District Council wishes to ensure that the proposed Civic Administration Building makes a significant positive contribution to the town's Central Business District. In order to do this, the design principles above will be used to assess the likelihood that proposed solutions will help energise the CBD and act as a catalyst for further high quality development. This objective is aligned with the goals of the Taupō District Plan and the Commercial and Industrial Structure Plan. How these principles are brought to life and given effect in particular development opportunities will be a matter of discussion between the Council, prospective developers, iwi and the community. The example of the Master Plan for the Tongariro Domain overleaf shows how this was addressed for the proposed Cultural Precinct.

Developing the Master Plan for the Cultural Precinct was a rigorous and thorough process that obtained input from a variety of sources – iwi, the community, and the landscape itself. Given the likely impact of the Civic Administration Building on the Central Business District, a similar process for its design is contemplated.

REQUIREMENTS

1
Six insights to help get people thinking about the project, and guide input from the community

six pillars



2
Four initial sketches exploring the site – its landscape, buildings and connections

site study



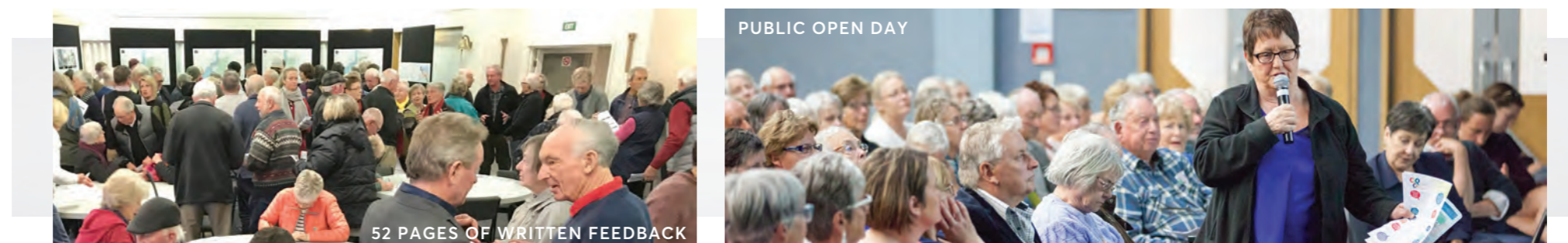
3
Gaining the input and wisdom of iwi, and setting the expectation of ongoing dialogue

iwi engagement



4
Obtaining the input of the community and testing the initial ideas with residents

community engagement



Should a decision be made to pursue the long term lease of a suitable building, Council intends to collaborate with developer(s) to design a building that will meet the current and future needs of the organisation and its community.

This is expected to be a building that encapsulates the functional and urban design requirements, and which will catalyse further high-quality development in the Taupō CBD.

However, Council does not intend to be prescriptive about the design or materials, but is instead focused on achieving the best possible result that will deliver value for money for the community.

Conceptual work has been undertaken by Warren and Mahoney Architects on a possible design for the Council-owned site at 61-67 Tūwharetoa Street. The key elements of this design are highlighted to show how the functional requirements and urban design principles articulated in this document have been addressed, and this is intended solely as an exemplar for the information of submitters.



Inspired architecture that draws from the region's distinct mountainous physicality and Taupō's rich culture, celebrating and preserving a connection with Mount Tongariro, and the people of Taupō, their guardians, through soft, humane materials and a regionally inspired palette

The public face of the building is highly permeable with visibility that leads into and up the building, exposing work spaces and inviting the community into the world of the District Council. This visibility also encourages employees to interact and enjoy the quality of social spaces throughout the building.

A highly active ground floor with the inclusion of the Council Administration Building entrance and potentially community social areas.

- Efficient floorplate area to maximise workplace design.
- Central 'cohesion space' for central amenity and connectivity with a central core to interconnect vertically all levels.
- Potential for social interaction and connectivity through the core and its activity.

The regulatory, functional and urban design requirements on the preceding pages can be summarised as follows:



Should Council decide to proceed with a long term lease of a building, it will seek a solution that can deliver all the requirements outlined in this document

As noted at the beginning of this document, the information is solely intended to provide an overview of and rationale for the solution the Council is seeking to its accommodation requirements, which arose following the decision to vacate and then demolish the previous Civic Administration Building at 72 Lake Terrace due to earthquake and asbestos issues.

The Council is considering a range of options for how its accommodation needs might be met, including the opportunity to lease a suitable building from the private sector rather than owning the building itself. The purpose of this document is to summarise the requirements of the Council at a high level so that interested organisations and members of the public can make submissions on the Long Term Plan Amendment, in the full knowledge of what is being sought.

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