

Resource Consent Application

Proposed Demolition of the Masterton Town Hall



Masterton District Council

Masterton Town Hall
64 Chapel Street
Masterton



Russell Hooper
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APPENDICES:

- A STRUCTURAL REPORT AND PEER REVIEW**
- B HERITAGE EFFECTS ASSESSMENT**
- C STRUCTURAL OPTIONS REPORT**
- D FIT FOR PURPOSE ASSESSMENT**
- E COST PLAN REPORT**
- F DEMAND ANALYSIS MASTERTON CIVIC CENTRE (2020)**
- G MARKET DEMAND AND FINANCIAL ANALYSIS (2019)**
- H ARCHAEOLOGICAL ASSESSMENT**
- I RECORDS OF TITLE**



Application Overview

Applicant: Masterton District Council

Consent Type: Land Use

Proposal: Demolition of the Masterton Town Hall

Site Address: 64 Chapel Street, Masterton

Legal Description: Part Section 104 Town of Masterton (RT WN343/105)

Triggers for consent: Demolition of a heritage item/building

Activity Status: Discretionary Activity

Zone: Operative Plan - Urban (Commercial)
Proposed Plan - Town Centre

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This application has been prepared by Russell Hooper on behalf of the applicant.

Russell Hooper

Russell Hooper
Planner
29th November 2024

Attachments

A	Structural Report and Peer Review	LGE Consulting (report) and Dunning Thornton (peer review)
B	Heritage Effects Assessment	WSP
C	Masterton Town Hall Structural Options Report	Dunning Thornton Consultants
D	Fit for Purpose Assessment	Silverwood Architects
E	Cost Plan Report	RPS
F	Demand Analysis Masterton Civic Centre (2020)	Horwath HTL
G	Market Demand and Financial Analysis (2019)	Horwath HTL
H	Archaeological Assessment	Geometria
I	Records of Title	

Background Reports

2A Masterton District Council Long-Term Plan (LTP) 2024-2034	Ordinary Council Meeting Agenda
024-2034 Long-Term Plan Supporting Information - Town Hall, Library and Archive	Masterton District Council Long-Term Plan (LTP) 2024-2034 Consultation Document
Bulk and Massing Studies - Masterton Town Hall Site	Heritage Significance Report
Demolition Report (Demo of Town Hall and Retention of Municipal Buildings)	Structural Sketches SK1-SK9
Asbestos Demolition Survey and Lead Paint Sampling Report	Geotechnical Seismic Assessment - Site Investigation, Masterton Municipal Building & Town Hall



1.0 Executive Summary

This application is for resource consent to demolish the earthquake prone Masterton Town Hall, Municipal Building, and Civil Defence Building following the Masterton District Council's resolution on the 5th June 2024. This resolution was that Council;

1. **Agrees** to retain and expand the existing Waiata House, as outlined in the Council's preferred option, to accommodate Civil Defence, customer services, a Council Chamber, public meeting rooms and a lab, at an estimated cost of \$8.7million (including 33% contingency) to be loan funded and included in years 1 to 3 of the LTP.
2. **Agrees** to demolish the Town Hall and Municipal Buildings and build a new Town Hall on the current Town Hall site including a multi-purpose space for performances or functions, as outlined in the preferred option but DO NOT retain the Municipal Building façade, at a budget of no more than \$25 million (including contingency) to be included in years 1 to 4 of the LTP.
3. **Directs** officers to proceed to demolish the Town Hall and Municipal Buildings and with detailed design for the new Town Hall.
4. **Directs** officers to proceed with a fixed price tender process for the build for no more than the remaining budget.

The outcome Council is working towards across the existing Town Hall and Waiata House sites is a new fit for purpose Town Hall, sufficient office and meeting space for all Council and staff, and a civil defence centre (built to Importance Level 4 building standard).

The Town Hall will be a standalone building and the additional office space and civil defence facility required will be provided through an extension of Waiata House. This is a separate project and the design phase is currently underway.

The purpose of the application is to demonstrate that demolition of the earthquake prone Masterton Town Hall, Municipal Building, and Civil Defence Building (to be followed by construction of a replacement at a later date) can be granted because it is the only reasonable option that the Masterton District Council (applicant) has to deal with the building.

The applicant acknowledges the heritage value of the building and its contribution to the streetscape and community. However, the costs of repairing the building are significant and given that the building is no longer fit for purpose, the costs to repair the building cannot be justified.

The demolition of the existing building is regrettable but does represent a step towards a modern, fit for purpose, civic building which will better serve and connect with the community. Buildings are a snapshot in time - reflecting architectural evolution. Just as the Masterton Town Hall was previously rebuilt and served the community for over 100 years, a new civic building will leave its own mark on Masterton's streetscape and history.

In coming to the decision to demolish the Masterton Town Hall the applicant has heard the views of the community through engagement in the 2017, 2021 and 2024 LTP consultation processes.

The applicant acknowledges that the Masterton Town Hall is a prominent building in a high profile location. Irrespective of the application meeting the RMA threshold for public notification, it is requested that the application is publicly notified in order for the community to be involved in the RMA consenting process.



2.0 Site Description and Proposal

2.1 Application Site

The parcel of land which contains the building to which this application relates is described as Part Section 104 Town of Masterton and is held within record of title WN343/105. Given that the Masterton Town Hall building is contained wholly within WN343/105 and no redevelopment is proposed at this time, this record of title is considered to be the application site for the purposes of this application.

WN343/105 is 2,883m² with the address; 64 Chapel Street, Masterton. The site is on the north-western side of Chapel Street (State Highway Two) in between Lincoln Road and Perry Street (now rerouted).

The site contains the Masterton Town Hall a large two storey masonry building. The Masterton District Council municipal buildings and civil defence buildings are also part of this structure. The buildings on the site (Town Hall, Municipal Building, and Civil Defence Building) are referred to as the Masterton Town Hall in this application except where separation of the building components is appropriate.

Earthquake Risk

The Masterton Town buildings have been identified as an earthquake risk and have been vacant since 2016. The Masterton Town Hall Building has been determined to be 10-20% of new build standard (importance level 3) and the Municipal Building has been determined to be 20-30% NBS (IL2). The statutory requirements require greater than 34% of IL3.

The Building has an Earthquake Prone Building (EPB) notice dated 26/08/2018 with repair required by 26/02/2026. It is possible that the date for repair will be extended by four years if the Building (Earthquake-prone Building Deadlines and Other Matters) Amendment Bill is passed by Parliament.

Please refer to the Structural Report and Peer Review carried out by LGE and Dunning Thornton respectively both attached at Appendix A. Appendix C contains a report prepared by Dunning Thornton that updates and condenses the previous reporting and assesses alternative options.

The Masterton District Council offices and meeting rooms have been accommodated in Waiata House and a Queen Street site. Masterton has not had a town hall since 2016.

Car parking for the building is spread across the site and two other titles (RT82753 and RT582593) to the northwest. RT 582593 contains Waiata House which now contains Masterton District Council's offices and meeting rooms.

The site is zoned Urban (Commercial) in the Operative Wairarapa Combined District Plan (OWCDP) and Town Centre in the Proposed Wairarapa Combined District Plan (PWCDP).

The building is listed as a heritage item in the Operative and Proposed District Plans (Hm055 and Hm046 respectively).

The building is not listed on Heritage New Zealand Pouhere Taonga's national heritage building list.



Other features from the District Planning Maps include;

- Chapel Street (being State Highway Two) is a Strategic Road (OWCDP) and a Main Street (PWCDP) in the respective roading hierarchy's
- Flood Hazard Area (Low) (PWCDP)
- Possible Liquefaction Prone Area (PWCDP)
- State Highway Two noise boundary (PWCDP)

The site is within an area that the Wellington Regional Council have modelled as being prone to flooding from the Waipoua River. This flooding is deemed to be "Inundation Area – Low Hazard".



Figure 1 - Location diagram, application site outlined red

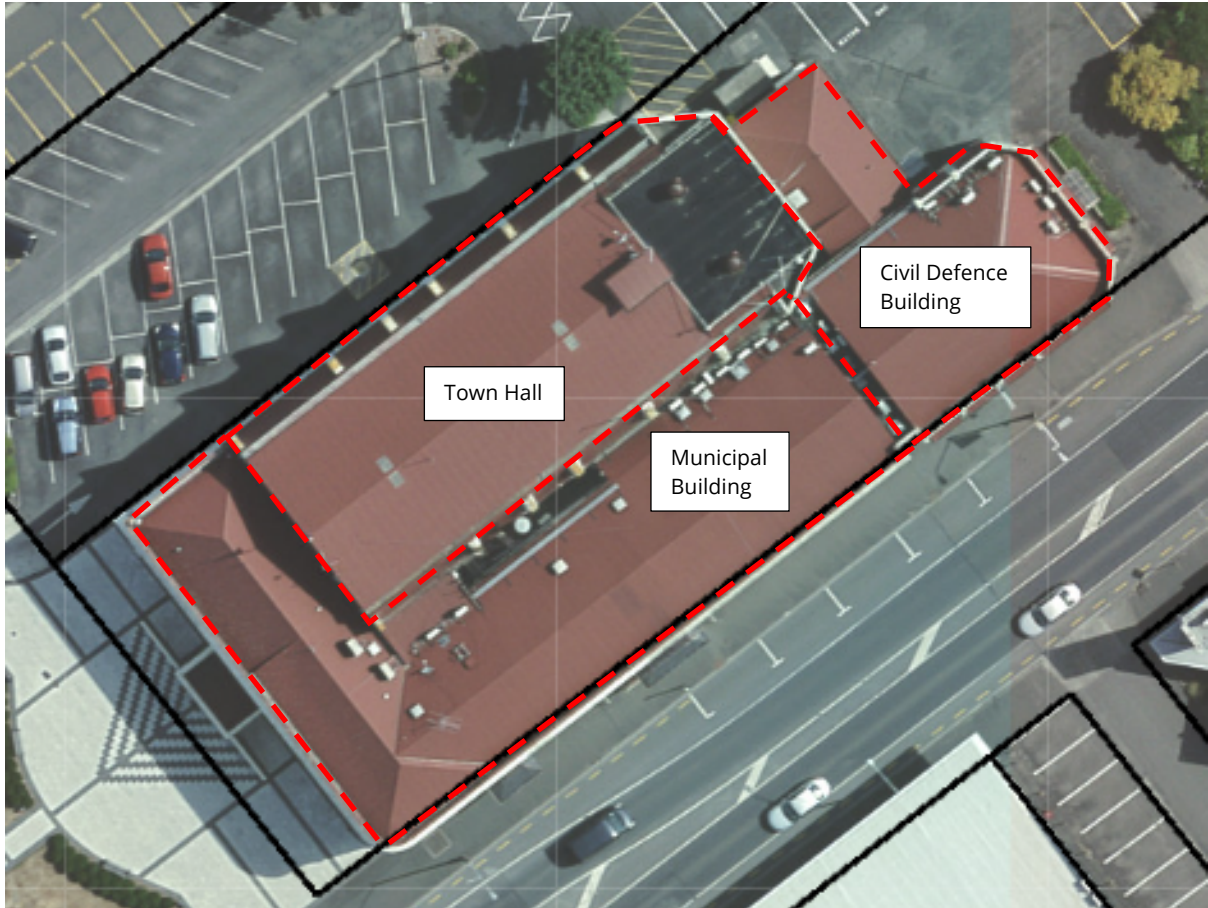
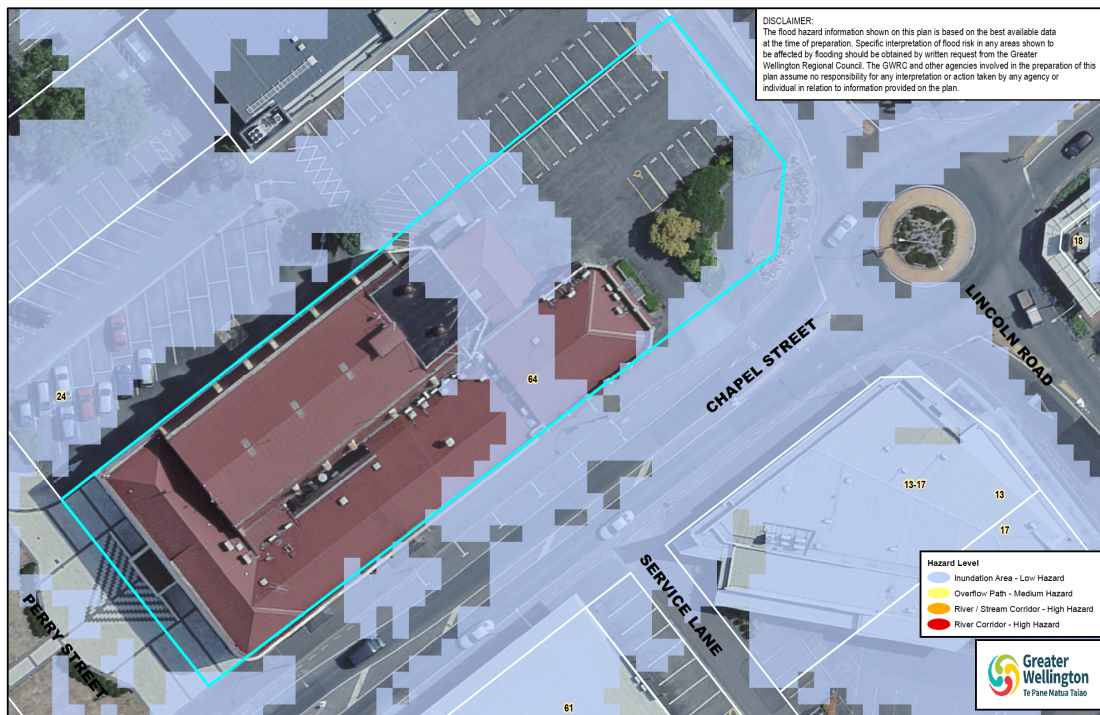


Figure 2 - Parts of the building, for the purposes of this application the building is referred to as the Masterton Town Hall



Waipoua River - Flood Hazard Map
64 Chapel Street, Masterton (Part Section 104 TN OF Masterton)

Figure 3 - WRC Flood Map



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A detailed description of the building and its history is documented in the Heritage Effects Assessment prepared by WSP. This report is attached at Appendix B of this application.

The report assesses Architectural and Aesthetic, Contextual, Cultural and Social, Historic, Scientific and Archaeological, and Technical Significance.

This assessment is summarised at 4.4 of the report and reproduced below;

Overall, The Masterton Town Hall and Municipal Buildings have high heritage significance , primarily due to their architectural, historic, social, and contextual values. The buildings demonstrate high architectural and aesthetic value for their Stripped Classical style, incorporated during the 1949-1954 works to refurbish the building after sustaining extensive earthquake damage in the 1942 Wairarapa earthquake. Of particular note are the southeast and southwest elevations, joined by an elegant sweeping arc, with symmetrical composition and restrained decorate features including rosettes embedded within window spandrels and capped pilasters.

Comparative analysis found that there were very few, if any, other examples of Town Halls or Municipal Buildings designed in a similar style which gives the Masterton Town Hall and Municipal Buildings high rarity value. The Masterton Town Hall and Municipal Buildings have moderate to high contextual significance due to their landmark status and location on a key site within the township, as well as being one of the few remaining large-scale historic buildings within Masterton.

The place is held in high regard by the public; it is a well-known civic building which is seen as an iconic structure that represents the history of Masterton and a tangible element of community identity. The importance of the place to the local community was demonstrated in 2021 when more than 1000 protestors turned out to take part in the 'Hands Around the Hall' demonstration, which advocated against the demolition of the Town Hall and Municipal buildings which was proposed in the Masterton Long Term Plan.

The Masterton Town Hall and Municipal Buildings have high historical significance as an early 20th century civic building and demonstrate an important historic pattern in the erection and replacement of such buildings as local populations develop over time. The buildings have moderate scientific and archaeological significance for their proximity to recorded archaeological site of the 1878 town hall, and moderate technological significance for their use of construction materials and methodologies which reflect changing attitudes towards seismic resilience in the mid-20th century.

To summarise the history of the establishment of the Masterton Town Hall;

- Original Town Hall built 1877 on the corner of Chapel Street and Lincoln Road
- Second Masterton Town Hall was built 1879 on the corner of Chapel Street and Perry Street
- Second Masterton Town Hall burnt down in 1882
- The current Masterton Town Hall was built on the site circa 1916
- In 1942 two earthquakes caused significant damage to the Masterton Town Hall
- In 1954 work to repair the building was completed
- 1984 – northernmost portion of the Municipal building was demolished and replaced with an addition known as the Civil Defence Building



The building features in local heritage architect David Kernohan's book "Wairarapa Buildings – Two centuries of New Zealand architecture". Mr Kernohan's interpretation of the building is much less endearing.

At page 96 of the book in discussion of government buildings the following is noted;

"Sadly, Masterton's other principal public buildings were also affected by the 1942 earthquake. They are now, on the whole, plain and undistinguished having been stripped of much former decoration. Apart from being relatively large, the Town Hall lacks intimations of its status. There is no real celebration of entry or civic dignity. The building was strengthened after the earthquake and clad in concrete over brickwork. Its extension in the 1970's did little enhance the whole."

Further on in the book at page 213 the building is discussed in more detail;

64 Chapel Street, District Council Building and Town Hall

The first Town Hall was in Lincoln Road, then called Hall Street, near the rear of the Post Office. Built in 1873, it was a simple classical two storey wooden building. It was lost to a fire in 1882. A private hall in Queen Street, the Theatre Royal, was then used as the Town Hall. In the mid to late 1890s, the Masterton Trust Lands Trust built a new Town Hall in Lincoln Road. The building was referred to as 'The Opera House'. That building, now Mick D's Auction Building at 27 Lincoln Road served as the town's main entertainment venue until it was replaced by the present District Council Building and Town Hall.

The site now occupied by the District Council Building and Town Hall had been donated to the Borough by the Masterton Trust Lands Trust in 1879 for a library. A two storey classical building incorporating both the library and the municipal offices was constructed. This building was moved further south on the site and the replacement Municipal Buildings, incorporating the Town Hall, was opened in 1916.

The present District Building and Town Hall is plain and, apart from being relatively large, lacks any real intimations of its status. The façades are essentially monotonous and there is little celebration of entry or of civic dignity. Damaged in the earthquake of 1942, the building was strengthened and clad in concrete over brickwork. The roof of the auditorium was raised in 1947. All roof embellishment was removed. Sadly all of these adjustments compounded the building's visual problems. A further addition in the 1970s extended further the monotonous rhythm of the façade. Internally, the principal hall is a fine space if of unusual proportion and length.





Figure 4 - Town Hall in 1930 before the 1942 earthquakes



Figure 5 - Town Hall in 1954 following completion of work to repair the 1942 earthquake damage

As shown in figures 4 and 5 above, the 1954 repairs to the Town Hall's original ornate façade are dramatic and the two photographs look as if they could be showing two different buildings – the original 1916 Town Hall and its 1954 replacement.



With descriptions such as WSP's "*Stripped Classical Style*" and Mr Kernohan's "*plain and undistinguished having been stripped of much former decoration*" there is subjective differences in how the architectural value of the building's 1954 façade is perceived.

Internally, the building is made up of the town hall and offices and meeting rooms. Silverwood Architects have appraised the useability of the internal spaces in a Fit for Purpose Assessment attached at Appendix D. This report rates the existing buildings fit for purpose as poor.

2.2 Recent history

- In 2015 the building was rated at 40% of NBS and revised to 18% of NBS in 2016 following the Kaikōura earthquake. Since that time the Masterton District Council has been actively seeking a solution to address this issue.
- August 2018 - Council was issued an "earthquake-prone notice" because parts of the Town Hall and Municipal Building were below 20% of the National Building Standard (NBS). This must be remedied by February 2026.
- June -August 2017 - Council LTP consultation found that 2/3rds of respondents favoured demolition of the Masterton Town Hall and replacement with a new civic centre. Support for the retention of the façade was not clear.
- September 2018 - Expressions of interest were sought to develop the Town Hall and Municipal building into a new Civic Centre. One offer met the requirement.
- December 2018 - Steering Group was established to examine options and make recommendations to Council on the Civic Centre Project. Howarth HTL was engaged to assist Council. This included a market demand assessment.
- June 2019 - Steering Group recommended not proceeding with the Civic Centre due to results of the demand analysis and high cost. Council resolved to consult with the community with three options; demolish, rebuild, or strengthen.
- October 2019 - Local Government elections
- February 2020 - Council resolved to revoke the June 2019 decision and instead consult on two options; demolish the Town Hall and retain the Municipal Building
- December 2020 - Council resolves to consult through the LTP on the Council's preferred options of building a new facility (theatre, library, and archives). Preferred location was 10 Queen Street, Masterton owned by the Masterton Trust Lands Trust.
- June 2021 - Council agrees to proceed with the preferred option (new facility on site).
- August 2021 - Council resolves to purchase 10 Queen Street, Masterton.
- March 2022 - Council resolves to cease negotiations on 10 Queen Street site.
- April 2022 - Protest against the possible use of rec centre and land.
- October 2022 - Local Government Elections
- March 2023 - Annual Plan sought engagement on a reduced scope for the Civic Centre and feedback received directed Council to consider the reduced scope (excluding at least the library) on the existing Town Hall site.
- April 2024 - LTP again sought engagement on the Town Hall. Options were to demolish the Town Hall and Municipal Buildings and not replace them; demolish the Town Hall and



Municipal Buildings and build a new Town Hall on the current Town Hall site, including retaining the Municipal Building façade (this was the Council's preferred option); demolish the Town Hall and build a new Town Hall and refurbishing the Municipal Buildings including façade.

- June 2024 – Council's 5th June 2024 resolution.

2.3 Proposal

This proposal is to demolish the Masterton Town Hall in its entirety. A replacement building has not yet been developed and the proposal will leave the site vacant for the time being.

The \$25 million project budget (inclusive of demolition costs) was agreed by Council. The project will replace the existing town hall, which is no longer safe or fit-for-purpose with a dynamic and adaptable venue that can support a wide range of cultural events and provide a point of difference to other venues in the district for future generations. Development of the building will include input from the community, including mana whenua.

This must be balanced with maintaining responsible fiscal management of ratepayer funds, and this affordability is at the forefront of every financial consideration for the Council. In developing the budget for this work, Council considered the projected impact on annual rates and charges, the capacity of ratepayers to absorb additional costs, costs associated other capital works and commitments and costs related to the maintenance of existing infrastructure.

Under the June 2024 LTP resolution, the design and construction of the entire project will be funded and completed over the next four years (July 2024 to July 2028). To ensure a resilient and cost-effective solution for the new replacement building, MDC proposes to undertake the project in stages:

1. **Stage One:** This involves obtaining the necessary consents to demolish the buildings.
2. **Stage Two:** Starting in early 2025, this stage includes the design process for the new building and the demolition of the existing buildings. It will also involve geotechnical and ground contamination testing to ensure safe demolition and provide ground condition information for the new building's structural design.
3. **Stage Three:** This is the main construction phase for the new building.

These stages are designed to allow work to proceed sequentially, aiming to complete the new building as quickly as possible. Construction of the new building will begin immediately after the safe demolition of the existing structures. If there is a gap between demolition and new construction, the site will be made safe and secure.

The applicant intends to recycle as much material as possible from the building. Key elements of the building, such as the original 1916 steel-framed windows, are hoped to be preserved and integrated into the new structure as a tribute to the site's architectural heritage.

The demolition will be carried out in full compliance with the relevant permitted activity standards, relating to noise, dust, and duration. It is proposed that a site management plan will be prepared to manage matters such as traffic, noise and dust within the site.

The demolition of the building is expected to cost in the order of \$3.53m, including appropriate contingencies – see RPS Cost Plan Report (difference between options 1 and 2b) at Appendix E.



2.4 Options considered

In coming to the decision to demolish the Masterton Town Hall and build an entirely new Town Hall there have been a number of alternatives considered. These alternatives are set out below and correspond with options considered during the LTP process and referenced in the supporting documents, in particular the Fit for Purpose Assessment (Appendix D).

As part of deliberation of the 2024 LTP the applicant has set a budget of no more than 25 million dollars to complete the project (including the demolition and appropriate contingency) – being the maximum that is affordable to ratepayers. This is an important and overriding caveat and the reality of the community's ability to afford the various options.

The applicant is particularly mindful that attempts to retain heritage buildings are complex with significant risk of cost escalation. As noted in the Structural Options Report at Appendix C, the following are significant risks in retaining all or parts of the building;

Disruption of Existing Structures: Strengthening schemes will severely disrupt the current building fabric. The meticulous process of removing and reinstating non-structural elements demands careful planning beyond structural engineering, potentially incurring substantial costs.

Unforeseen Structural Challenges: The existing buildings have undergone numerous undocumented alterations over time. The unknown extent of these changes poses risks to structural integrity, leading to unexpected financial burdens and delays.

Ground Condition Complexities: The ground conditions have been assessed and combined with the building's shallow foundations increase structural and cost escalation risks.

Option	Description
1	Proposal to demolish all buildings and build a new Town Hall, additional office space and civil defence centre to be an addition to the neighbouring Waiata House
2A	Partial demolition – Demolition of the Town Hall and retention and extension of the Municipal and Civil defence Buildings.
2B	Partial demolition - Retention of the Municipal Building façade only
3	Decommissioning and mothballing the building (requires strengthening to 34% NBS)
4A	Strengthen the Town Hall to 80% NBS
4B	Strengthen the Town Hall to 34% NBS
A further option is for the Council to sell the building for alternative uses; perhaps offices or hotel/accommodation.	



Supporting Reports

There have been numerous supporting; structural, fit for purpose, and costing reports prepared since the Town Hall was vacated.

To assist with this application, the findings of these various reports have been condensed into three single updated reports to assist and simplify assessment of this application.

- a Structural Assessment undertaken by structural engineers Dunning Thornton (Appendix C)
- a Fit for Purpose Assessment undertaken by architects Silverwood Architects (Appendix D)
- a Cost Plan Report undertaken by quantity surveyors RPS (Appendix E)

In addition to the above, a Heritage Effects Assessment has been undertaken by WSP (Appendix B) and an Archaeological Assessment has been undertaken by Geometria (Appendix H).

In exploring options, the applicant has had advice on adaptive re-use of the building. Two reports carried out by Horwath HTL have also been appended to provide background. These reports are;

- a Market Demand and Financial Analysis was undertaken by Horwath HTL in 2019 (Appendix G)
- a Demand Analysis Masterton Civic Centre was undertaken by Horwath HTL in 2020 (Appendix F)

A number of background reports have been included as reference material in the application documents. As noted, these reports have been encapsulated by the reports in the Appendices, however they have been included in the suite of application documents for completeness.

With regard to the cost plan report, it is important to note that this updated report is unable to cost a design for the proposed rebuild because there is no design at this point.

As noted, the Council resolution is to spend no more than \$25m (including demolition and contingency) on the Town Hall. The resolution also includes \$8.7m to extend Waiata House to complete required facilities for the Council – including a new civil defence facility. This is a separate project and is underway.

In order to provide a meaningful cost comparison of options, the RPS cost plan report assesses and prices the proposal (Option 1) as a new build of Option 2A – as set out in the Fit for Purpose Assessment.

There are limitations in this approach because it is not a like for like comparison. However, the report does provide estimates to compare retaining the heritage features of the building.



Option 1 (the proposal) – Demolish the Town Hall building in its entirety and rebuild

Demolishing the building in its entirety and rebuilding is the proposal. Based on the supporting reports the proposal is summarised below;

Cost comparison	The actual budget for the Town Hall rebuild is \$25m. The significant advantage of this option is that the project is aligned with what the Council (Masterton community) can afford. RPS cost estimate for comparison with other options is \$34.6m. As noted, this is for comparison purposes only.
Risk of cost escalation	Rebuilding as an entirely new building without any of the constraints presented when working with parts of the existing building has less risk of cost escalation. The Structural Report noted that the structural cost risk of this option was low.
Building fit for purpose / usability	Rebuilding as an entirely new building without the constraints of working with parts of the existing building will maximise useability and allow the creation of a highly fit for purpose Town Hall.
Building Safety	Rebuilding to 100% of NBS will result in a building with a high safety rating.
Impact on Heritage Values	Demolition of the building will have a high adverse effect on heritage values – see Heritage Effects Assessment. Features of the building may be able to be reused in the new building to retain a connection to the building. However, this will not change the fact that there will be a significant loss in heritage value.

Option 2A – Demolition of Town Hall and retention of the Municipal and Civil Defence Buildings

Retaining the Municipal and Civil Defence Building is an alternative considered.

Cost comparison (to proposal)	RPS cost estimate is \$17.3m additional cost – 50% increase.
Risk of cost escalation	The Structural Report categorises the risk of cost escalation as high.
Building fit for purpose / usability	The Fit for Purpose Assessment noted that this option had poor fit for purpose outcomes.
Building Safety	Rebuilding to 100% of NBS will result in a building with a high safety rating.
Impact on Heritage Values	This option will have an adverse effect on heritage. However, given that the Municipal Building façade is the most significant feature of the building, heritage value will be retained.



Option 2B – Retention of the Municipal Building Façade

Retaining the Municipal Building Façade is an alternative considered.

Cost comparison (to proposal)	RPS cost estimate is \$3.6m additional cost - 10% increase.
Risk of cost escalation	The Structural Report categorises the risk of cost escalation as medium.
Building fit for purpose / usability	Retaining the façade sits in between total demolition and retention of the Municipal Buildings. The Fit for Purpose Assessment noted that this option provides a fit for purpose option, albeit not the most optimal one.
Building Safety	Rebuilding to 100% of NBS will result in a building with a high safety rating.
Impact on Heritage Values	This option will have an adverse effect on heritage. However, as in Option 2A, given that the Municipal Building façade is the most significant feature of the building heritage value will be retained. This option will have a similar impact on heritage values as Option 2A because the façade is the most significant element of the Municipal Building – see Heritage Effects Assessment.

Option 3 – Decommissioning and mothballing the buildings

Decommissioning and mothballing the buildings would still require earthquake strengthening to a minimum of 34% of NBS given the proximity to State Highway Two – see Dunning Thornton report.

Cost comparison (to proposal)	RPS cost estimate is \$28.5m less cost - 82% decrease.
Risk of cost escalation	The Structural Report noted that the structural cost risk is low in this option.
Building fit for purpose / usability	If unable to be used, the building is not at all fit for purpose. Building maintenance and public safety will need to be upheld.
Building Safety	At 34%, the structure safety rating achieved in this option is defined as low in the Structural Report.
Impact on Heritage Values	Mothballing the building will retain the building in a physical sense and therefore its heritage value. See WSP Heritage Assessment. However, there is value in a heritage buildings connection with the community and without being used this is reduced.



Option 4A – Retention and Strengthening the Building to 80% of NBS

Retention of the building and strengthening to 80% of NBS.

Cost comparison (to proposal)	RPS cost estimate is \$4.3m less cost - 12% decrease
Risk of cost escalation	The Structural Report categorises the risk of cost escalation as very high.
Building fit for purpose / usability	The Fit for Purpose Assessment gives this option a poor fit for purpose rating. The 2019 Market Demand and Financial Analysis prepared by Horwath HTL (Appendix G) found the town hall part of the building is lacking the features required to be a quality and sought after venue and identified a number of limitations of the Masterton Town Hall such as poor acoustics and with no staging/dressing or rooms/wings it is not suited to performing arts.
Building Safety	Rebuilding to 80% of NBS will result in a building with a medium safety rating.
Impact on Heritage Values	This option has the best outcome in terms of heritage value. The building is retained largely as it is.

Option 4B – Retention and Strengthening the Building to 34% of NBS

Retention of the building and strengthening to the minimum 34% of NBS. While this option is assessed, the applicant does not consider that strengthening the building to the minimum 34% of NBS is an appropriate safety rating as a responsible employer and facilitator of events.

Cost comparison (to proposal)	RPS cost estimate is \$7.4m less cost – 21% decrease
Risk of cost escalation	The Structural Report categorises the risk of cost escalation as high.
Building fit for purpose / usability	Along with strengthening to 80% of NBS, the Fit for Purpose Assessment rates the option to strengthen the building to 34% NBS as “poor” in terms of fit for purpose.
Building Safety	Rebuilding to 34% of NBS will result in a building with a low safety rating.
Impact on Heritage Values	Along with strengthening the building to 80% of NBS, this option also has a good outcome in terms of heritage value. The building is retained largely as it is.



Other options

Further alternative options include Council selling the building. It could then be converted to another use. Theoretical future uses could be offices or perhaps apartment units or hotel use.

It is important to note that Council considers that the siting of a new Town Hall is fundamental to it being a success. The site's strategic location near the Masterton CBD and its prominent position adjacent to the civic square and Waiata House establish it as an ideal and highly suitable location for the new Town Hall.

Options that include selling or alternative uses of the building would create the need for Council to find an alternative location for the Town Hall. Relocating the Town Hall to a Queen Street site near the Rec Centre has previously been investigated. The land acquisition process was complex and was not able to be completed.

On the basis that the applicant already owns the site and it is highly suitable to be retained as a Town Hall venue, sale (and alternative use) of the building is not considered to be an option which would benefit the Masterton community. On this basis alone, sale for alternative uses is not considered to be a reasonable option for the applicant.

However, for completeness, assessment of the viability of office use (considered to be the most likely alternative use) has been assessed as part of a Demand Analysis (2020) by Horwath HTL Ltd (Appendix F). The findings were that while there was potential for traditional and co-working type office space, the report highlighted risks associated with the future of dedicated office space (post covid 19), the desirability of Masterton for co-working space compared to Wairarapa towns closer to Wellington, and competition from conversion of retail space in the Masterton CBD to offices. The Horwath HTL reports are now five years old, however, it is the applicants view that the environment assessed has not changed significantly.

The required strengthening hampers potential to obtain a reasonable return on investment from the building. As a simple example, assuming,

- The Municipal Building is 1,260m²
- It will cost \$30,321,872 to strengthen the building to an industry acceptable 80% NBS (Option 4A RPS Cost Plan Report)
- Office space is leased at \$300/m² (high end of Howarth HTL Office Space Demand Assessment)

Even without including purchase of the land, finance, and operating costs – this is a 1.25% return on investment. A 5-10% return on investment is typically considered to be a viable financial investment.

For demand, risk, and investment reasons, use of the building for offices is not considered to be a viable commercial option.

Overall Assessment of Options

As discussed above, each building option has positive and negative attributes. The table below summarises the Council's options against the parameters discussed above. Green being positive, orange being moderately negative and red being highly negative.

Option	1 Demolish and rebuild	2A Retain Municipal Building	2B Retain Façade	3 Mothball	4A Strengthen to 80% NBS	4B Strengthen to 34% NBS
Is cost within \$25m financially feasible limit	Yes	No \$17.3m over	No \$3.6m over	Yes	Yes	Yes
Risk of cost escalation	Low	High	Medium	Low	Very high	Low
Building fit for purpose / usability	Yes	No	Yes	No	No	No
Building Safety	High	Medium	High	Low	Medium	Low
Impact on Heritage Values	High	Low	Medium / Low	Medium / High	Low	Low

The first four parameters in the table are absolute necessities to the applicant and therefore have strongly influenced the Council's proposal.

The Council, in coming to the resolution demolish the Town Hall, has had to place affordability and the need to progress the construction of a fit for purpose Town Hall at the forefront of the decision.

The building must be all of the following;

- Financially achievable,
- Have a low risk of cost escalation,
- Fit for purpose, and
- Have a high level of building safety

The applicant holds the view that a building must satisfy all four of these parameters. Any alternative that fails to meet all four criteria would be considered unviable and should not be constructed.

Retaining all or part of the existing building's heritage value is an aspiration the applicant has been keen to achieve. However, retention of heritage is (to varying degrees) counterproductive to the proposal meeting; financial, cost risk, fit for purpose, and building safety requirements - it must sit at a lower priority than the preceding four parameters.



The proposed demolition and rebuild meets all the fundamental necessities but has a high impact on heritage value. All other options breach one or more of the fundamental necessities and on that basis are considered reasonable and have not been pursued.

Of the alternatives, on the face of it, retention of the façade seems most achievable. However, this would require significant scaling back / compromise of the building design. When this is combined with the medium chance of unforeseen cost escalation (which is not a risk that the Council is in a position to take) retention of the façade is not a viable option.

2.5 Previous consultation

The Long Term Plan (LTP) processes in 2017, 2021, and 2024 have all sought input from the community on solutions to deal with the Masterton Town Hall.

The 2017 LTP sought community feedback on whether to demolish and build new or strengthen the Masterton Town Hall. There were 220 responses and 65% were in favour of demolishing and building new and 35% were in favour of strengthening the Town Hall.

The 2017 LTP sought engagement on the following;

- whether to build a new facility with a budget of \$15.5m (59% support)
- whether to strengthen the existing Town Hall at a cost of \$12-15m (27% support)
- whether to demolish and not replace the Town Hall at a cost of \$850k (14% support)

The 2020 Annual Plan sought engagement on two options. There were 278 submissions;

- Preferred option: Demolish the Town Hall only and retain the facade, municipal buildings and civil defence building, Explore the design, cost and location of a new multi-purpose facility that may include a library (48.6% support)
- Demolish existing buildings and facade. Build a new multi-purpose facility encompassing space for events and a new library at the most appropriate location for such a facility (51.4% support)

The 2023 Annual Plan sought engagement on a reduced scope for the Civic Centre and feedback received directed Council to consider the reduced scope (excluding at least the library) on the existing Town Hall site.

The 2024 LTP again sought engagement on the Town Hall. There were 722 responses;

- 51% supported demolishing the Town Hall and Municipal Buildings and not replacing them
- 46% supported demolishing the Town Hall and Municipal Buildings and build a new Town Hall on the current Town Hall site, retain the Municipal Building façade, and expand Waiata House
- 3% supported demolishing the Town Hall and building a new Town Hall and refurbishing the Municipal Buildings including façade

During the 2024 LTP, the matter of retaining or demolishing the façade was covered. 699 people responded and 52% did not want to retain the façade and 48% wanted to retain the façade.

89 people present their views at the 2024 LTP hearings.

Following deliberations the following resolution was made;

1. **Agrees** to retain and expand the existing Waiata House, as outlined in the Council's preferred option, to accommodate Civil Defence, customer services, a Council Chamber, public meeting rooms and a lab, at an estimated cost of \$8.7million (including 33% contingency) to be loan funded and included in years 1 to 3 of the LTP.
2. **Agrees** to demolish the Town Hall and Municipal Buildings and build a new Town Hall on the current Town Hall site including a multi-purpose space for performances or functions, as outlined in the preferred option but DO NOT retain the Municipal Building façade, at a budget of no more than \$25 million (including contingency) to be included in years 1 to 4 of the LTP.
3. **Directs** officers to proceed to demolish the Town Hall and Municipal Buildings and with detailed design for the new Town Hall.
4. **Directs** officers to proceed with a fixed price tender process for the build for no more than the remaining budget.

This decision comes at the end of eight years of consultation. The applicants view is that the community has becoming tired of consultation without any progress and want Council to get on with providing Masterton with a fit for purpose Civic Facility at a price that the community can afford.

3.0 Compliance with District Plan and Activity Status

This proposal is to demolish a heritage item and there are two aspects to this activity;

- The physical demolition of the building
- The demolition of a heritage item

The Proposed Wairarapa Combined District Plan was publicly notified on 11th of October 2023. Submissions closed on 19 December 2023.

Hearings on submissions to the Proposed District Plan are ongoing. The Heritage Chapter is scheduled for December 2024.

No submissions have disputed the heritage listing of the Masterton Town Hall.

Under RMA s86B(3), rules in proposed plans on the following matters have immediate legal effect:

1. Protects or relates to water, air, or soil (for soil conservation)
2. Protects areas of significant indigenous vegetation
3. Protects areas of significant habitats of indigenous fauna
4. Protects historic heritage
5. Provides for or relates to aquaculture activities.

Therefore the rules in the PWCDP Historic Heritage chapter have immediate legal effect.

The physical demolition of the building is covered by the dust, noise, and temporary activity provisions in both the OWCDP and the PWCDP.

At this stage the OWCDP dust, noise, and temporary activity rules have legal effect rather than the rules in the PWCDP.



On this basis, the physical demolition of the building is assessed against the rules of the OWCDP and the demolition in terms of removal of a heritage item is assessed against the rules of the PWCDP.

The weighting of objectives and policies is not prescribed in the RMA and need to be assessed on a case by case basis. Given that the PWCDP rules have immediate effect there is an argument that the objectives and policies that drive the rules that have legal effect (PWCDP) should be considered to have higher weight than the OWCDP objectives and policies.

However, the policies and objectives of the OWCDP and PWCDP do not conflict with each other and can be considered together with equal weight.

3.1 Operative Wairarapa Combined District Plan

Permitted Activity Standards

As noted above, demolition of buildings is subject to District Wide permitted standards in the OWCDP.

The following rules are relevant to the physical demolition;

OWCDP Rule	Compliance
<p>21.1.12 Dust and Odour</p> <p><i>(a) The generation of airborne contaminants meets the following standard:</i></p> <p><i>(i) No nuisance at or beyond the boundary of the site to the extent it causes an adverse effect. This standard applies to contaminants which are not subject to a discharge consent and which are temporary or intermittent in nature, including:</i></p> <p><i>(1) Dust;</i></p> <p><i>(2) Offensive or objectionable odour.</i></p>	<p>The demolition will be carried out in compliance with this standard.</p>
<p>21.1.13 Noise</p> <p><i>(c) Construction Noise</i></p> <p><i>(i) Construction noise shall be measured and assessed in accordance with NZS6803:1999 "Acoustics – Construction Noise" and shall not exceed the noise limits set out in Table 2 of that Standard for the timeframes stated.</i></p> <p><i>(ii) Provided that the provisions of the standard related to the duration of construction events and the more or less stringent noise limits applicable in such circumstances shall apply.</i></p>	<p>The activity will be carried out in compliance with this standard.</p>
<p>21.1.16 Temporary Activities</p> <p><i>(a) Activities ancillary to or incidental to building and construction shall be:</i></p> <p><i>(i) Limited either to the duration of the project or for a period not exceeding 12 months, whichever is the lesser;</i></p> <p><i>(ii) Within construction noise limits set out in 21.1.13.</i></p>	<p>The activity will be carried out in compliance with these standards.</p>



<i>(c) All material and debris from demolished, or partly demolished buildings shall be removed from a site within 2 months of the demolition being completed.</i>	
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Overall, casting aside matters related to heritage items, the demolition is a permitted activity under the OWCDP.

3.2 Proposed Wairarapa Combined District Plan

The only rule which has legal effect that is relevant to this proposal is HH-R7.

HH-R7	<i>Demolition of any heritage building or item listed in SCHED1 Heritage Buildings and Items</i>
All zones	<i>1. Activity status: Discretionary</i>

Therefore, the proposal is a discretionary under HH-R7 of the PWCDP.

3.3 Overall Activity Status

Overall, the proposal is a **discretionary activity**.

4.0 National Environmental Stds – Contaminated Soil

The National Environmental Standards for Assessing and Managing Contaminants in Soil to Protect Human Health (NES-CS) must be considered if the site has had, or is likely to have had, an activity on the HAIL undertaken on it.

The adjoining site (RT 82753), being the carpark in between the application site and Waiata House, contains underground fuel tanks associated with heating the building. This is captured in the Wellington Regional Council Selected Land Use Register (SLUR) as SN/06/069/02.

SLUR listing SN/06/069/02 states;

This site has stored hydrocarbons in bulk. There is an underground storage tank (5000 litres of diesel) on site. No further information as to the location or the condition of the tank is held by Greater Wellington and therefore the extent of the contamination, if any, is unknown.

This fuel storage falls under Hazardous Activities and Industries List category A.2 – Chemical manufacture, formulation, or bulk storage.

It is proposed that these fuel tanks will be removed under the guidance of a suitably qualified and experience professional in accordance with the provisions of the NES-CS.

Depending on the amount of soil disturbed this tank removal will either be a permitted or controlled activity under clauses 8 or 9 of the NES-CS.

Approval for this work is not part of this application and will be sought at a later stage. Deferring the consenting (if required) for the tank pull will not impact the assessment of this application and there is not considered to be any reason to include the tank pull in this application.



5.0 Assessment of Environmental Effects

The potential adverse effects of this proposal are considered to relate to loss of heritage value (being the trigger for resource consent) and amenity and traffic effects during the demolition.

The following matters are assessed:

- Positive effects
- Historic heritage
- Archaeological and Cultural effects
- Traffic
- Amenity (visual, noise, vibration, and dust)

5.1 Positive Effects

The details provided in this application show that the Masterton Town Hall is currently earthquake prone and repair of the building as a whole or in part is unreasonable in the circumstances.

The demolition of this building will remove the public risk of an earthquake prone building next to a busy State Highway which could otherwise remain unoccupied indefinitely.

This will free the site up for the construction of an iconic purpose built civic centre which interacts with the street and increases foot traffic and the vibrancy of this part of town.

The proposal also represents an opportunity for Masterton to have a civic building which better reflects its community with potential to incorporate Māori design principals.

A modern building will provide an opportunity to better align with the applicant's sustainability and operational efficiency goals. It will also allow the building to be designed with additional resilience to flooding from the Waipoua River.

The project will also provide economic stimulus and employment through demolition and the future replacement of the building.

Overall, and acknowledging the loss of heritage associated with the building, it is considered that this proposal will have positive effects on the surrounding area.

5.2 Historic Heritage

As noted, the heritage rules of the PWCDP have legal effect and the demolition of a building listed as a heritage building or item in PWCDP SCHED1 – Schedule of Heritage Buildings and Items is to be assessed as a discretionary activity.

The Masterton Town Hall is listed as Hm046 – District Building in PWCDP SCHED1.

The applicant has commissioned WSP to prepare a Heritage Effects Assessment (see Appendix B).

This assessment highlights the heritage value of the building and assess the impact of demolition of the building both in terms of the building itself and the surrounding environment.

The findings of the Heritage Effects Assessment is that the demolition will have significant adverse effects on heritage (ie, more than minor). This is not disputed by the applicant.

The fundamental aspect of this application is that in light of significant costs of earthquake strengthening, and the fact that the building is not fit for purpose, it is not rational for the



applicants to carry out this strengthening work. Regrettably, the only reasonable option available to the applicants is for the building to be demolished.

PWCDP Policy HH-P9 is the only policy direction which specifically addresses the demolition of heritage items.

HH-P9	Demolition of heritage <i>buildings</i> and items
<p>Discourage demolition of scheduled heritage <i>buildings</i> and items unless it can be demonstrated that there are no reasonable alternatives, and having regard to the following matters:</p> <ol style="list-style-type: none"> 1. Effects on historic heritage values; 2. The importance attributed to the heritage item by the wider community; 3. Feasibility of adaptive re-use; 4. Cost of maintenance or repair; 5. Building safety; and 6. Appropriateness, compatibility, and appearance of any replacement building in relation to heritage values. 	

A proposal to demolish a heritage item would only be appropriate (and therefore able to be approved) if it was consistent with PWCDP Policy HH-P9.

This policy is assessed in full at 6.4 of this application.

In summary, it is concluded that despite adverse effects on heritage, the demolition is the applicants only reasonable option and that the proposal is consistent with HH-P9 and can therefore be approved.

It is noted that the WSP Heritage Assessment includes a full policy assessment with an assessment of HH-P9 that finds the proposal contrary to this policy. The overall assessment required in HH-P9 is not a matter restricted to heritage experts. The WSP findings in relation to this specific policy (only) are considered too narrow and are disputed. For example, the risk of cost escalation and the fact that the building has been rated with a poor fit for purpose are not addressed by WSP. Both these points are significant to the assessment of the cost of the strengthening required.

5.3 Archaeological and Cultural Effects

Archaeologists Geometria have prepared a detailed Archaeological Assessment of the site (Appendix H).

The findings of this assessment are that while the Masterton Town Hall is not an archaeological site there could be archaeological features beneath it. These could include;

- foundations or other evidence of the previous library and municipal offices
- material from developments on the property prior to Council use
- material from early Māori settlement

As recommended in the Archaeological Assessment, it is proposed that an application for an archaeological authority will be made to Heritage New Zealand to cover the demolition work.

This will ensure that appropriate protocol is followed in the event of an archaeological feature being discovered during the demolition.



Accordingly, adverse effects on archaeological features and culture will be less than minor.

In fact, if an artifact is discovered it could provide positive effects through enhancement of cultural understanding and preservation of artifacts.

5.4 Traffic

Traffic from a construction site can have adverse effects on the surrounding roading network if not planned well.

It is proposed that through a condition of consent a site management plan (including traffic) will be prepared in consultation with the contractor and Waka Kotahi to determine the most efficient way to access the site throughout the demolition process.

On this basis, adverse traffic effects will be less than minor.

5.5 Effects of Demolition on Amenity (Visual, Noise, Vibration, and Dust)

In addition to traffic, construction activities can have adverse effects including visual, noise, vibration, and dust.

The temporary activity standards of the District Plan (OWCDP rules are currently in effect) control the effects of construction activities and the length of time taken.

These standards will all be met, ensuring that the demolition will not have an impact greater than that provided for as a permitted activity. As discussed, a site management plan is proposed to ensure that effects on amenity are controlled.

Therefore, adverse effects of the demolition on amenity will be less than minor.

5.7 Conclusion on Environmental Effects Assessment

Overall, adverse effects on the environment, with regard to historic heritage, are more than minor.

All other adverse effects are less than minor.

6.0 RMA S104 and Policy Assessment

Consent Authorities are required to consider applications for resource consent, subject to Part 2, with regard to the matters set out in s104(1)(b)and(c) of the RMA.

RMA s104(b) and (c) are set out below;

(b) any relevant provisions of –

- (i) a national environmental standard*
- (ii) other regulations*
- (iii) a national policy statement*
- (iv) a New Zealand coastal policy statement*
- (v) a regional policy statement or proposed regional policy statement*
- (vi) a plan or proposed plan; and*



- (c) *any other matter the consent authority considers relevant and reasonably necessary to determine the application*

In addition to Part 2, the following documents are considered to be relevant to determining this application.

- The National Environmental Standards for Assessing and Managing Contaminants in Soil to Protect Human Health
- The Regional Policy Statement for the Wellington Region
- The Operative Wairarapa Combined District Plan
- The Proposed Wairarapa Combined District Plan

No "other matters" have been identified which are relevant and reasonably necessary to determine the application.

An assessment of the relevant matters is set out below.

6.1 Part 2 of the RMA

With regard to an assessment of the proposal against Part 2 of the RMA, the Court of Appeal decision on *R.J. Davidson Family Trust v Marlborough District Council* CA97/2017 (2018) NZCA 316 determined that:

"It is noted that a plan that has been competently prepared under the Act it may be that in many cases the consent authority will feel assured in taking the view that there is no need to refer to Pt 2 because doing so would not add anything to the evaluative exercise. Absent such assurance, or if in doubt, it will be appropriate and necessary to do so. That is the implication of the words 'subject to Pt 2' in ss 104(1), the statement of the Act's purpose in s 5, and the mandatory, albeit general, language of ss 6, 7 and 8."

This decision confirms that it can be appropriate to consider Part 2 when assessing a resource consent in some circumstances. However, in many cases an assessment against Part 2 will not add value to the consenting process because District and Regional Plans have been developed in accordance with Part 2.

In this case, the application requires resource consent under the Operative and Proposed Wairarapa Combined District Plan. A comprehensive assessment has been provided against the relevant objectives and policies of all relevant policy documents. These documents have been prepared by having regard to Part 2.

While an assessment against Part 2 is not considered to benefit this consenting process it is noted that Section 6(f) states that protection of historic heritage from inappropriate subdivision, use, and development is a matter of national importance and therefore a thorough assessment of the relevant Regional Policy Statement and District Plan objectives and policies is required.



6.2 Regional Policy Statement for the Wellington Region

Chapter 4.2 (pg 115) of the Regional Policy Statement sets out a number of policies to be considered when assessing and deciding on resource consents.

The topics relevant to this proposal are;

Historic Heritage

Policy 46: Managing effects on historic heritage values (sits under Objective 15)

Natural Hazards

Policy 51: Minimising the risks and consequences of natural hazards (sits under Objective 19)

Regional form, design and function

Policy 57: Integrating land use and transportation (sits under Objective 22)

Policy 58: Co-ordinating land use with development and operation of infrastructure (sits under Objective 22)

Historic Heritage

Policy 46

Managing effects on historic heritage values

When considering an application for a resource consent, notice of requirement, or a change, variation or review of a district or regional plan, a determination shall be made as to whether an activity may affect a place, site or area with historic heritage value, and in determining whether an activity is inappropriate particular regard shall be given to:

- (a) the degree to which historic heritage values will be lost, damaged or destroyed;*
- (b) the irreversibility of adverse effects on heritage values;*
- (c) the opportunities to remedy or mitigate any previous damage to heritage values;*
- (d) the degree to which previous changes that have heritage value in their own right are respected and retained;*
- (e) the probability of damage to immediate or adjacent heritage values;*
- (f) the magnitude or scale of any effect on heritage values;*
- (g) the degree to which unique or special materials and/or craftsmanship are retained;*
- (h) whether the activity will lead to cumulative adverse effects on historic heritage; and*
- (i) whether the relationships between distinct elements of an historic place, site or area will be maintained.*

Assessment

The proposal is to demolish a recognised heritage building which is earthquake prone. Effects on heritage have been assessed as more than minor.

The reason for the proposal is because the retention of the Town Hall building is unaffordable and demolition is the applicant's only reasonable option. In this respect, the proposal is not deemed to be inappropriate.

On this basis, the proposal is consistent with Policy 46.



Natural Hazards

Policy 51

Minimising the risks and consequences of natural hazards

When considering an application for a resource consent, notice of requirement, or a change, variation or review to a district or regional plan, the risk and consequences of natural hazards on people, communities, their property and infrastructure shall be minimised, and/or in determining whether an activity is inappropriate particular regard shall be given to:

- (a) the frequency and magnitude of the range of natural hazards that may adversely affect the proposal or development, including residual risk;*
- (b) the potential for climate change and sea level rise to increase the frequency or magnitude of a hazard event;*
- (c) whether the location of the development will foreseeably require hazard mitigation works in the future;*
- (d) the potential for injury or loss of life, social disruption and emergency management and civil defence implications – such as access routes to and from the site;*
- (e) any risks and consequences beyond the development site;*
- (f) the impact of the proposed development on any natural features that act as a buffer, and where development should not interfere with their ability to reduce the risks of natural hazards;*
- (g) avoiding inappropriate subdivision and development in areas at high risk from natural hazards;*
- (h) the potential need for hazard adaptation and mitigation measures in moderate risk areas; and*
- (i) the need to locate habitable floor areas and access routes above the 1:100 year flood level, in identified flood hazard areas.*

Assessment

The site is on the edge of a mapped flood zone (Ponding - Low Hazard Area in the PWCDP) although outside of any the OWCDP Flood Hazard Management Area. The proposal is to demolish a building and will be undertaken within a short timeframe. This demolition will not increase flood hazard within or around the site.

Any future building will be designed utilising the Wellington Regional Council flood hazard data to ensure that flood hazard is mitigated.

On this basis the proposal is consistent with Policy 51.

Regional Form, Design and Function

Policy 57

Integrating land use and transportation

When considering an application for a resource consent, notice of requirement, or a change, variation or review of a district plan, for subdivision, use or development, particular regard shall be given to the following matters, in making progress towards achieving the key outcomes of the Wellington Regional Land Transport Strategy:

- (a) whether traffic generated by the proposed development can be accommodated within the existing transport network and the impacts on the efficiency, reliability or safety of the network;*
- (b) connectivity with, or provision of access to, public services or activities, key centres of employment activity or retail activity, open spaces or recreational areas;*
- (c) whether there is good access to the strategic public transport network;*
- (d) provision of safe and attractive environments for walking and cycling; and*



- (e) *whether new, or upgrades to existing, transport network infrastructure have been appropriately recognised and provided for.*

Policy 58

Co-ordinating land use with development and operation of infrastructure

When considering an application for a resource consent, notice of requirement, or a plan change, variation or review of a district plan for subdivision, use or development, particular regard shall be given to whether the proposed subdivision, use or development is located and sequenced to:

- (a) *make efficient and safe use of existing infrastructure capacity; and/or*
(b) *coordinate with the development and operation of new infrastructure.*

Assessment

Policies 57 and 58 are more relevant to development following demolition. This has not yet been decided but it is noted that the site has many different development options.

On this basis the proposal is not inconsistent with Policies 57 and 58.

Overall assessment

Overall the proposal is consistent with the Regional Policy Statement for the Wellington region.

6.3 Operative Wairarapa Combined District Plan

The Operative District Plan Objectives, Policies and Anticipated Outcomes that are relevant are set out below.

Chapter 10 – Historic Heritage

10.3.1 Objective HH1 – Historic Heritage Values

To recognise and protect the important historic heritage of the Wairarapa.

10.3.2 HH1 Policies

- (b) *Avoid, remedy or mitigate the potential adverse effects of subdivision, development and use on historic heritage.*
(c) *Ensure the important attributes of historic heritage is not disturbed, damaged or destroyed, by inappropriate subdivision, use and development.*

Chapter 18 Subdivision, Land Development and Urban Growth

18.3.1 Objective SLD1 – Effects of Subdivision and Land Development

To ensure subdivision and land development maintains and enhances the character, amenity, natural and visual qualities of the Wairarapa, and protects the efficient and effective operation of land uses and physical resources.

18.3.2 SLD1 Policies

- (a) *Manage subdivision and land development in a manner that is appropriate for the character and qualities of the environmental zone in which it is located, while recognising that such change may alter the character and qualities.*
(l) *Ensure that subdivision and land development adjoining State Highways other arterial roads and the Wairarapa railway, avoid, remedy or mitigate any adverse effects on the safe and efficient operation of the roading and networks.*



(m) Manage the intensity of development along strategic arterial roads to reduce the cumulative adverse effects on the safe and efficient functioning of such links, particularly from ribbon development.

Assessment

The policies in Chapter 10 – Historic Heritage seek to protect historic heritage from inappropriate subdivision, use and development. The key word being “inappropriate”. Given that the building requires significant earthquake strengthening and even if this was carried out would not be fit for purpose - it is considered that the demolition is not inappropriate.

With regard to Chapter 18 – Subdivision, Land Development, and Urban Growth, and with heritage matters addressed in Chapter 10, the redevelopment of the site following demolition will either be in accordance with the District Plan permitted standards or undertaken with resource consent. Either of these pathways will ensure design in line with the relevant Land Development objectives and policies.

6.4 Proposed Wairarapa Combined District Plan

The Proposed District Plan Objectives, Policies and Anticipated Outcomes that are relevant are set out below.

Strategic direction

The Strategic Direction chapter provides high level direction on a number of topics. Of these, Historic Heritage, Urban Form, Urban Growth are relevant to this proposal.

HC - Historic and Cultural Heritage

HC-01 Protection of heritage values

The cultural, spiritual, and/or historical values associated with historic heritage and sites and areas of significance to Rangitāne o Wairarapa and Ngāti Kahungūnu ki Wairarapa are recognised, protected and maintained.

HC - Historic and Cultural Heritage

HC-01 Protection of heritage values

The cultural, spiritual, and/or historical values associated with historic heritage and sites and areas of significance to Rangitāne o Wairarapa and Ngāti Kahungūnu ki Wairarapa are recognised, protected and maintained.

Assessment

Consistency with the Historic Heritage Objectives and Policies (see below) ensures the proposal is in line with HC-01.

UFD – Urban Form and Development

Objectives

UFD-01 Urban form of the Wairarapa

Wairarapa’s urban form is a series of connected urban areas located along the main transport routes which each support a local community.



The site is within an established mixed use area with the existing urban boundary and is highly connected to Masterton’s commercial area.

UFD-05 Vibrant town centres

The Wairarapa contains vibrant and viable town centres that are the location for shopping, leisure, cultural, entertainment, and social interaction experiences and provide for the community's employment and economic needs.

Currently the building is unoccupied given the safety issues associated with the earthquake risk. Costs to repair the building are inhibitive (not financial sensible) given that the building is not fit for purpose.

Allowing demolition of the building, which will in turn allow the Masterton District Council to provide a purpose built civic centre, will have positive effects on the function, vibrancy, and economics of the town sought by UFD-05.

Historic Heritage Chapter

HH-02 Protecting historic heritage

Consistency with the HHP Policies ensures that this objective is met.

HH-P3 Appropriate activities

Enable the following activities relating to scheduled historic heritage buildings and items, where they retain historic heritage values and contribute to the ongoing function and use of the building or item:

- 1. Maintenance and repair;*
- 2. Seismic strengthening and building safety alterations; and*
- 3. Demolition of non-scheduled buildings within a heritage precinct*
- 4. Historic heritage is protected from inappropriate subdivision, use, and development.*

The proposal involves the demolition of a heritage listed building. This is not captured as an appropriate activity in HH-P3.

PWCDP Policy HH-P9 sets out the relevant considerations as to the appropriateness, or otherwise, of the demolition of a heritage item. This is a key policy and will determine whether the proposal is able to be approved.

HH-P9	Demolition of heritage <i>buildings</i> and items
<p>Discourage demolition of scheduled heritage <i>buildings</i> and items unless it can be demonstrated that there are no reasonable alternatives, and having regard to the following matters:</p> <ol style="list-style-type: none"> 1. Effects on historic heritage values; 2. The importance attributed to the heritage item by the wider community; 3. Feasibility of adaptive re-use; 4. Cost of maintenance or repair; 5. Building safety; and 6. Appropriateness, compatibility, and appearance of any replacement building in relation to heritage values. 	



The demolition of a heritage building would only be appropriate if it is demonstrated that there are no reasonable alternatives and having regard to the matters outlined in HH-P9 1-6.

These six matters are set out and assessed below.

In summary, it is the applicant's view that there are no reasonable alternatives to the proposed demolition because of the cost of earthquake strengthening outlined in Appendix E, the fact that even if strengthened the building is no longer fit for purpose as outlined in Appendix D, the site is the Council's civic home and used in conjunction with the adjacent Waiata House and therefore not practical to sell to enable alternative uses. Alternative uses for the building for offices have been explored and considered too high a risk to invest in (see Appendix F).

HP-P9 1. Effects on historic heritage values

As demonstrated by its District Plan heritage listing and the Heritage Impact Assessment at Appendix B the building has heritage value and demolition of the building will have adverse effects on the heritage value of the built environment.

The applicant acknowledges these adverse effects on heritage are an outcome of the proposal. However, it is the applicant's position that alternatives enabling heritage value to be retained are not viable.

HP-P9 2. The importance attributed to the heritage item by the wider community

Given the prominence of the building in the streetscape and for the reasons outlined in the heritage reports the wider community values the building - as does the applicant. The applicant is aware that people within the community would like the Masterton Town Hall retained - as demonstrated by the "hands around the Town Hall" protest in 2021. Headlines at the time referenced 1,000 protesters as referred to in the Heritage Effects Assessment. It is noted that the numbers in the protest have not been substantiated. It is also possible that aspects of the protest may have been partly directed at the notion of moving the Town Hall from its traditional home in Chapel Street to a Queen Street location.

As part of including the community in decision making there have been several rounds of public consultation (see summary in section 2.5 of this application).

The latest round of public consultation on the 24-34 LTP included consultation on options for the future of the Masterton Town Hall. The document included three options;

- Preferred option: Demolish Town Hall and Municipal Buildings and build a new Town Hall on the current Town Hall site, retain the Municipal Building façade, and expand Waiata House.
- Alternative Option 1: Demolish the Town Hall and build a new Town Hall on the site; retain and refurbish the existing Municipal Building including façade; and retain Waiata House.
- Alternative Option 2: Demolish the Town Hall and Municipal Building and do not replace these buildings; retain Waiata House and the leased Queen Street office.

There was also a specific question on whether the façade should be retained.

The findings of this consultation are summarised below;

- 51% (368) supported Alternative Option 2
- 46% (332) supported the Preferred Option
- 3% (22) supported Alternative Option 1



- 52% (362) did not want the façade retained
- 48% (337) wanted to retain the facade

The consultation data shows that there are differing views when it comes to retention of the Masterton Town Hall and it is assessed that the Masterton Town Hall has importance to the wider community.

However, based on community consultation, the applicants view is that the community as a whole do not support retention of all or parts of the Town Hall if the costs to do so do not make financial sense.

HP-P9 3. Feasibility of adaptive reuse

The applicant's options focus on alternatives to address the earthquake risk of the building for its own civic use. These have been assessed above and the conclusion was that only the demolition and rebuild met the outcomes (considered bottom line) required to justify the investment.

Previous attempts by the applicant to secure an alternative site in Queens Street near the Rec Centre, following the August 2021 resolution to purchase the 10 Queen Street site, were not successful. The location of the Town Hall is an important component to its success. The existing site is considered the best site available to the applicants for a replacement Town Hall.

The site is within a strategic location near the Masterton CBD and alongside Waiata House which contains the Council offices and meeting rooms. The site contributes to the overall parking solution of the Council. The site's three road frontages present an opportunity for a building with a high level of connection to the street.

In addition, the site is the traditional home of Masterton's Town Hall.

The building itself is a relatively large building - specifically designed and built for civic use. Redevelopment (on top of earthquake strengthening) would need to be at a similar scale.

In the above context, it is not considered reasonable for the applicant's solution to the Town Hall's earthquake issue being to sell the building for adaptive re-use.

This would give up a highly suitable and strategically placed location with a replacement process complex and uncertain.

Irrespective of this, the likelihood that the applicant could sell for another use is doubtful.

As noted, the demand for office space in Masterton is not considered to be high enough to warrant the earthquake strengthening and refurbishment.

As noted in the Structural Report any building consent for change in use or substantial alterations would trigger a requirement for earthquake strengthening to around 100% NBS and well beyond the minimum 34% NBS.

If there was certainty of the demand for office space, the required strengthening reduces potential to obtain a reasonable return on investment from the building. The return on investment example used in section 2.4 showed that the return on investment was 1.25%

Overall, adaptive re-use of the Masterton Town Hall is not considered feasible.



HP-P9 4 Cost of maintenance and repair

As detailed in the Dunning Thornton Structural Report at Appendix C, in order for the Masterton Town Hall to be strengthened to an acceptable earthquake standard a significant amount of work is required. This work is estimated to be \$30.3m. This work will simply strengthen the building and will not improve its functionality.

The outcome following strengthening work (with regard to the fit for purpose of the building) is a significant consideration in assessing the cost of repair. It would not make financial sense to spend large amounts strengthening a building which is not fit for purpose. The Silverwood Architects Fit for Purpose Assessment at Appendix D rates the buildings fit for purpose as poor. Therefore, from a cost perspective, spending \$30.3m to strengthen a building that is not fit for purpose does not make any sense.

As set out in this application, part alternatives have been considered. Retaining the façade comes closest to meeting the applicants requirements. However, this option will add approximately \$3.6m to the build – when making comparisons based on the Cost Plan Report and including contingencies. While this could be worked into the available funding, this would require scaling back the design. The applicant does not consider that the inevitable compromises to the design justify retaining the façade.

In addition, as demonstrated in the Structural Options Report at Appendix C, the structural and ground condition risks identified in retaining the façade means that accepting this option opens the applicant up to significant project cost over runs – well beyond typical contingencies. This is a risk that the applicant cannot afford to take.

HP-P9 5 Building safety

Building safety is of the highest priority to the applicant.

As noted, the Masterton Town Hall is deemed to be 10-20% of NBS and the Municipal Building 20-30%. Both are subject to an Earthquake Prone Notice under the Building Act 2004 - requiring works be undertaken by 26th February 2025.

A building is considered an earthquake prone building if it is less than 34% of NBS. A minimum 80% NBS for any repair strategy is a reasonable target in terms of obtaining finance, insurance, leasing, and providing a safe space for employees and the public.

The applicant's aim with this building is to achieve the highest strength practical with options achieving less than 80% NBS not providing a safe enough building and not something that the applicant will proceed with.

HP-P9 6 Appropriateness, compatibility, and appearance of any replacement building in relation to heritage values

This proposal does not include the replacement of the building. It is acknowledged that this does not make a "before and after" comparison possible.

The nature of the project triggering a discretionary activity resource consent for demolition and also being a large community building that requires significant community funding does not allow a replacement building design to be developed at this stage.

The applicant acknowledges the site context - high street profile and proximity to other heritage buildings. The intention of the replacement building is for it to stand out in its own right but also fit within the existing environment.



Overall assessment of Policy 9

The starting point in assessing a proposal against Policy 9 is that demolition of a scheduled heritage building is discouraged. The only way that such a proposal could be considered consistent with Policy 9 is if it was demonstrated that there were no reasonable alternatives to demolition - having regard to the points numbered 1-6.

This application sets out the alternatives considered. None of these alternatives are considered to be reasonable for the reasons summarised below;

Alternative	Reasons alternative is not considered to be reasonable
Option 2A - Retaining Municipal Building including façade	<ul style="list-style-type: none"> - Costs to retain municipal building and façade increase the required budget by 50%. This is not able to be incorporated into the project because it is unaffordable to the community - High risk of cost escalation - the applicant cannot afford to take such a risk - Municipal building is not fit for use as modern offices
Option 2B - Retaining the Municipal Building façade only	<ul style="list-style-type: none"> - Costs to retain façade increase the required budget by 10%. This will require a high level of compromise of the design of the Town Hall - Ground and structural conditions point to a medium risk of cost escalation - There are many current and well-known examples around the country, such as the Wellington Town Hall, where heritage retention has caused significant budget blow outs. The applicant simply cannot afford to take such a risk
Option 3 - Mothballing the building	<ul style="list-style-type: none"> - Community needs a Town Hall - Empty building has a negative impact on the streetscape - Strengthening is still required and this is an expense with no benefit
Option 4A - Strengthen to 80% NBS	<ul style="list-style-type: none"> - Strengthening will come at significant cost but building will not be fit for purpose - Very high risk of cost escalation - the applicant cannot afford to take such a risk
Option 4B - Strengthen to 34% NBS	<ul style="list-style-type: none"> - 34% NBS is not a high enough building standard, risk to staff and the public is not acceptable to the applicant



	<ul style="list-style-type: none"> - Strengthening will come at significant cost but the outcome will be a building that is not fit for purpose
Use for alternative activities	<ul style="list-style-type: none"> - Sale not reasonable because the applicant has no alternative site (previous attempts have been made), site is the traditional home of the Town Hall, site is in a strategic central location, and is alongside Waiata House providing part of the Council's fleet and public parking provision - Demand for offices is low - Strengthening prohibits a reasonable return on investment - Change in use of the building requires 100% NBS

When all matters are weighed up, there are not considered to be any reasonable alternatives to the proposed demolition and key policy HH-P9 is met.

Town Centre Chapter

The basic built form of the building is existing and the minor alterations to it are covered in the heritage chapter. The objectives and policies relevant to the proposed use of the building are set out below.

TCZ-O1 Purpose of the Town Centre Zone

Town centres are the principal focal point of a community and provide vibrant areas where a range of appropriately scaled commercial, community, cultural, and recreational activities are enabled.

As assessed in UFD-05 the building is unoccupied given the safety issues associated with the earthquake NBS rating. Costs to repair the building are prohibitive given that the building is not fit for purpose.

Allowing demolition of the building, which will in turn allow the Masterton District Council to provide a purpose built Town Hall, will have positive effects on the function, vibrancy, and economics of the town centre sought by TCZ-O1.

TCZ-P1 Compatible use and development

Allow use and development that is compatible with the purpose, character, and amenity values of the Town Centre Zone, where:

- a. *the activity services the needs of the local community;*
- b. *the design and scale of any buildings enhances the streetscape; and*
- c. *there is adequate existing and/or planned infrastructure to service the activity.*

Compatible activities may include the following (where they can meet the above criteria):

- a. *Commercial activities, including retail, business services, and food and beverage activities;*
- b. *Community facilities;*



- c. *Entertainment activities;*
- d. *Educational facilities;*
- e. *Healthcare activities; and*
- f. *Visitor accommodation.*

This policy is relevant to rebuilding in the future. However, demolition is the precursor to the development and will allow a building that is no longer fit for purpose to be replaced by a modern community building.

TCZ-P2 Incompatible use and development

Avoid activities that are incompatible with the purpose, character, and amenity values of the Town Centre Zone.

Incompatible activities include:

- a. *Industrial activities;*
- b. *Primary production;*
- c. *Rural industry; and*
- d. *Drive-through activities on active street frontages and historic heritage precincts within the Town Centre Zone.*

The proposal is not for an incompatible activity.

Overall the proposal is in line with the Objectives and Policies of the Proposed District Plan.

7. Notification Section 95 Assessment

7.1 Public Notification Assessment (Section 95A)

Step 1: Mandatory Public Notification

Public notification is required when the application meets any of the following criteria under section 95A(3):

- a. The applicant has requested that the application be publicly notified
- b. Public notification is required under section 95C (relating to a request for further information)
- c. The application been made jointly with an application to exchange recreation reserve land under section 15AA of the Reserves Act 1977.

As noted, in acknowledgement of the significance of the building **it is requested that this application is publicly notified.**

Therefore, the application will be notified under s95A Step 1a. Step 1b. and c do not apply.

Step 2: Public Notification precluded in certain circumstances

If not required by Step 1 above, public notification is precluded in certain circumstances when the application meets either of the following criteria under section 95A(5):



- a. The application is for a resource consent for 1 or more activities, and any of those activities is subject to a rule or national environmental standard that precludes public notification
- b. The application is for one or more of the following, but no other, types of activities:
 - i. *a controlled activity*
 - ii. *[Repealed]*
 - iii. *a restricted discretionary, discretionary, or non-complying activity, but only if that is a boundary activity*
 - iv. *[Repealed].*

The application is a Discretionary activity, therefore Step 2 does not apply and Step 3 requires assessment.

Step 3: Public Notification required in certain circumstances

If not precluded in Step 2 above, public notification is required in certain circumstances when the application meets either of the following criteria under section 95A(8):

1. The application is for a resource consent for 1 or more activities, and any of those activities is subject to a rule or national environmental standard that requires public notification.
2. The consent authority decides, in accordance with section 95D, that the activity will have or is likely to have adverse effects on the environment that are more than minor.

No rule or national environmental standard requires public notification.

The Heritage Effects Assessment undertaken by WSP and attached at Appendix B found that demolition of the Masterton Town Hall will have effects that are more than minor.

Therefore, public notification of this application is required under s95A Step 3 b.

Step 4: Public Notification in special circumstances

If special circumstances exist in relation to the application that warrant public notification, then the application must be publicly notified.

The Masterton Town Hall is a public building in a prominent position within the Masterton streetscape with a heritage listing. This could be considered a special circumstance which requires public notification under s95A Step 4.

Conclusion on public notification

Public notification is requested by the applicant. Regardless of this, public notification is required because adverse effects on heritage are deemed to be more than minor. Public notification could also be required as a special circumstance.

7.2 Limited Notification Assessment (Section 95B)

An assessment of limited notification is not required because the application is to be publicly notified.



8.0 Conclusion

The Masterton Town Hall is earthquake prone and the structural reporting, fit for purpose assessment, and cost estimates show that it is unreasonable for the applicant to invest in upgrading the building in its entirety or retain its heritage façade.

Public notification is requested by the applicant in acknowledgement of the heritage value, high profile, and high public interest that the building holds in the community.

The loss of the heritage item has been assessed as more than minor in the assessment of environmental effects.

The application has been assessed against all relevant statutory policy. In particular, the demolition has been considered against key PWCDP policy *HH-P9 – Demolition of Heritage Buildings and Items*. The outcome of this assessment was that there are no reasonable alternatives to the proposed demolition and the application can be approved.

Accordingly, the proposal can be considered sustainable development and resource consent approved.

9.0 Suggested Conditions

1. The development shall proceed in accordance with the information submitted with the application.

Earthworks

2. All earthworks must be carried out in accordance with a site specific Erosion and Sediment Control Plan (ESCP), prepared by a suitably qualified and experienced professional, which follows the best practice principles, techniques, inspections and monitoring for erosion and sediment control contained in Wellington Regional Council's *Erosion and Sediment Control Guide for Land Disturbing Activities in the Wellington Region*. This plan shall be approved by the Masterton District Council.
3. The consent holder must notify Masterton District Council no less than three working days prior to works commencing, of the earthworks start date and the name and contact details of the site supervisor. The consent holder must at this time also provide confirmation of the installation of ESCP measures as per the plan referred to in Condition 2 above.
4. Run-off must be controlled to prevent sediment leaving the site. Sediment, earth or debris must not fall or collect on land beyond the site or enter the Council's stormwater system. All sediment laden water must be treated, using at a minimum the erosion and sediment control measures detailed in the site specific Erosion and Sediment Control Plan, prior to discharge to the Council's stormwater system.
5. No earthworks may commence until the ESCP has been implemented on site. The ESCP measures must be maintained over the period of the construction phase, until the site is stabilised (i.e. no longer producing dust or water-borne sediment). The ESCP must be improved if initial and/or standard measures are found to be inadequate. All disturbed surfaces must be adequately topsoiled and vegetated or otherwise stabilised as soon as possible to limit sediment mobilisation.
6. Dust emissions must be appropriately managed within the boundary of the property in compliance with the Operative District Plan and the Natural Resources Plan. When required, dust mitigation measures such as water carts or sprinklers must be used on any



exposed areas. The roads to and from the site, and the site entrance and exit, must remain tidy and free of dust and dirt at all times.

7. All loading and unloading of trucks with excavation or fill material must be carried out within the site.
8. Any surplus or unsuitable material from the project works must be removed from site and disposed at a facility authorised to receive such material.

Construction Management

9. All demolition works must be carried out in accordance with an approved Site Management Plan (SMP). The purpose of the SMP is to ensure that any potential effects arising from construction activities on the site are effectively managed. The SMP must be prepared by a suitably qualified and experienced practitioner.

The SMP must include, but not be limited to the following:

- a) Site description, topography, vegetation, soils and other reference information;
 - b) Details of proposed works;
 - c) Roles and responsibilities, including contact details for the site manager appointed by the Consent Holder;
 - d) Site establishment;
 - e) Timing of works;
 - f) Construction noise management measures;
 - g) Site access and Traffic Management measures;
 - h) Storage of fuel and/or lubricants and any handling procedures;
 - i) Contingency plans (including use of spill kits);
 - j) Protocol in case of identification of archaeological artifacts.
10. The consent holder must submit this SMP to the Council, at least 20 working days prior to the commencement of work associated with this consent.
 11. The SMP may be amended at any time by the Consent Holder. Any amendments to the SMP must be submitted by the Consent Holder to the Council for certification. Any amendments to the SMP must be:
 - a) for the purposes of improving the measures outlined in the SMP for achieving the SMP purpose (see condition 11), and;consistent with the conditions of this resource consent.

If the amended SMP is approved, then it becomes the approved SMP for the purposes of condition 11 and will thereafter form part of the Approved Consent Document

Note: In relation to these conditions, the term 'construction work' relies on the definition contained in NZS 6803:1999.



Cultural

12. An archaeological authority shall be obtained and adhered to from Heritage New Zealand Pouhere Taonga under the Heritage New Zealand Pouhere Taonga Act 2014 before work commences.

Advice notes

NES – Assessing and Managing Contaminates in Soil to Prevent Human Harm

1. Prior to work covered by the NES-CS it shall be determined if resource consent under the NES-CS is required. If required this resource consent must be obtained prior to work covered by the NES-CS commencing.



Appendix A

Structural Report and Peer Review



Appendix B

Heritage Effects Assessment



Appendix C

Structural Options Report



Appendix D

Fit for Purpose Report



Appendix E

Cost Plan Report



Appendix F

Demand Analysis Report (2020)



Appendix G

Market Demand and Financial Analysis (2019)



Appendix H

Archaeological Assessment



Appendix I

Records of Title

