



## **FIT FOR PURPOSE ASSESSMENT**

**SITE** Masterton Town Hall and  
Municipal Buildings

**FOR:** Masterton District  
Council

**REV NO:** Rev 0

**DATE:** 12/11/2024

**SILVERWOOD ARCHITECTS**

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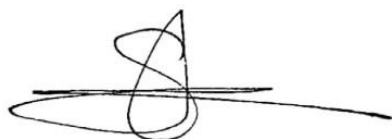
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# Contents

- 1 Introduction..... 3
  - 1.1 Purpose of Assessment ..... 3
  - 1.2 Description of Site and Buildings..... 3
  - 1.3 Outline of full and partial retention options..... 6
  - 1.4 Constraints and Limitations ..... 6
  - 1.5 Information Used to Prepare This Assessment..... 7
  - 1.6 Method of Assessment ..... 9
- 2 Spatial Planning Assessment ..... 10
  - Table 3: Spatial Planning Assessment..... 10
  - Table 4: Summary of Spatial Planning Assessment..... 16
- 3 Building Fabric and Environment Assessment..... 17
  - Table 5: Building Fabric and Environment Assessment ..... 17
  - Table 6: Summary Building Fabric and Environment Assessment..... 19
- 4 Site Planning Assessment ..... 20
  - Table 7: Site Planning Assessment ..... 20
  - Table 8: Summary Site Planning Assessment ..... 23
- 5 Conclusion..... 23
  - 5.1 Option 1 - Full Demolition of Town Hall and Municipal Building ..... 23
  - 5.2 Option 2a Retention of the Municipal Building and demolition of the Town Hall ..... 23
  - 5.3 Option 2b Retention of the Municipal Building Façade only ..... 24
  - 5.4 Option 3 - Decommissioning and mothballing the Town Hall and Municipal Building ..... 24
  - 5.5 Option 4a & 4b Retention and strengthening the Town Hall and Municipal Building for active use (sub-options 4a 80% NBS and 4b 34% NBS)..... 24
  - 5.6 In conclusion ..... 24

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Table 1 Revision Table

Revision	Date
Issue for distribution (Revision 0)	12/11/2024

# 1 Introduction

## 1.1 Purpose of Assessment

Silverwood Architects have been engaged by Masterton District Council (MDC) to carry out a Fit for Purpose assessment of the potential built outcomes of each of the full and partial retention and strengthening options considered for the Masterton Town Hall and Municipal Building.

This assessment seeks to understand and evaluate the potential outcomes and impacts of retaining and strengthening the Masterton Town Hall and Municipal Building.

## 1.2 Description of Site and Buildings

This assessment primarily considers the full and partial use of the MDC owned buildings on the following site:

**PT SEC 104 TOWN OF MASTERTON** is a 2,883m<sup>2</sup> corner site which is boarded by Lincoln Road, Chapel Street (SH2) and the Masterton Town Square. The site contains three interconnected two-storey buildings; the Masterton Town Hall, Municipal Building and Civil Defence Building. These buildings have been vacant since 2016 due to being identified as earthquake prone. The southwestern (Town Square) and southeastern (Chapel Street) elevations to the Municipal Building form the primary ornamental facades to the three buildings. Secondary more utilitarian facades define the buildings remaining two faces.

The primary public entrance to the Town Hall building is located on the southwestern (Town Square) elevation. The Municipal Building is accessed via a secondary side entrance off Chapel Street (Fig 4). There is also service type access to the rear of the buildings on the northeastern elevation.

The remainder of the site contains carparking and a small garden near the Lincoln Road/Chapel Street roundabout.

MDC also own the following sites adjacent to the above-described Pt Sec 104, which are referred to in the assessment:

**LOTS 1&3 DP 320841** is an approximately 2,000m<sup>2</sup> site extending from Lincoln Road through to Perry Street. The site contains the Waiata House building constructed on the northeastern portion of the site facing Lincoln Road. Waiata House is a modern two-storey commercial office building which houses the majority of the MDC organisation. The building's main public entrance faces Lincoln Road, with secondary secure staff access provided to the rear of the building on the southwestern elevation. Behind Waiata House is a secure carpark used by MDC for fleet vehicle parking.

**LOT 2 DP 320841** is approximately 1,900m<sup>2</sup> site which again extends from Lincoln Road through to Perry Street. The site contains unsecured public carparking used by the occupants of Waiata House, Town Square and the surrounding community.



Fig 1: Existing Site Plan



Fig 2: Waiata House



*Fig 3: Municipal Building Façade with Town Hall main entrance in foreground.*



*Fig 4: Municipal Building Chapel Street Side Entrances*



Fig 5: Existing Civil Defence Building

### 1.3 Outline of full and partial retention options

MDC have considered the following four options when assessing possible outcomes for both the Town Hall and Municipal Building.

Option 1 - Full Demolition of Town Hall and Municipal Building.

Option 2 - Partial Demolition (sub-options 2a and 2b).

2a - Retention of the Municipal Building and demolition of the Town Hall.

2b - Retention of the Municipal Building Façade only.

Option 3 - Decommissioning and mothballing the Town Hall and Municipal Building.

Option 4 - Retention and strengthening the Town Hall and Municipal Building for active use (sub-options 4a and 4b).

4a - The buildings will be strengthened to 80% NBS.

4b - The buildings will be strengthened to 34% NBS.

### 1.4 Constraints and Limitations

This assessment excludes the evaluation of Option 1 (full demolition) & Option 3 (mothballing) on the basis that these options are unable to be assessed as they both fall outside of the purpose of this report, being to assess potential built outcomes of each of the full and partial retention and strengthening options.

This assessment assumes the existing Civil Defence Building (Fig 5) located at the northeastern end of the Municipal Building will be demolished under all options for consideration (Option 1, 2a, 2b, 3, 4a, 4b). It is understood that the existing Civil Defence building has no notable heritage value and it is not considered cost effective to strengthen and refurbish.

Additionally, this assessment does not assess the existing Town Hall's suitability as a multi-purpose performance venue. It is understood that this has been addressed separately within the *HTL Horwath Market Demand and Financial Analysis Report (2019)*.

## 1.5 Information Used to Prepare This Assessment

This report utilises the following two architectural studies completed previously by Silverwood Architects to inform this report and to assist in the fit for purpose assessment.

1. Silverwood Architects were commissioned in 2019 to prepare an *Indicative Commercial Office Fit-out Design* for the existing Municipal Building and Civil Defence Building. This design was used to understand the approximate capacity of the building if fitted out as an office and to understand the extent of refurbishment required in addition to structural strengthening (80%NBS). This document was prepared in conjunction with Structural Strengthening Scheme Plans (Appendix B 1223 Structural, 2016) prepared by LGE Consulting.
2. Silverwood Architects in December of 2023 were engaged by MDC to prepare a series of Bulk & Massing Studies to address MDCs identified limitations within their current facilities and to allow for the provision of a Town Hall, Civil Defence facility and Office Space which can accommodate their entire organisation providing a single ‘front door’ to all council services.

Through this study two schemes were developed;

### 1. *Town Hall Alternative Option 1*

Retaining and strengthening the existing Municipal Building, including both the Façade and Municipal Building behind, demolishing the existing Town Hall, extending the Municipal Building to provide sufficient floor area to accommodate MDC’s entire organisation and the Civil Defence facility, and rebuilding the Town Hall behind the extended ‘L’ shaped Municipal Building.

This scheme was put forward within the LTM 2024-2034 Consultation Document as *Town Hall Alternative Option 1* (Fig 6)

**This scheme closely aligns to option 2a above and has been utilised in making our assessment.**

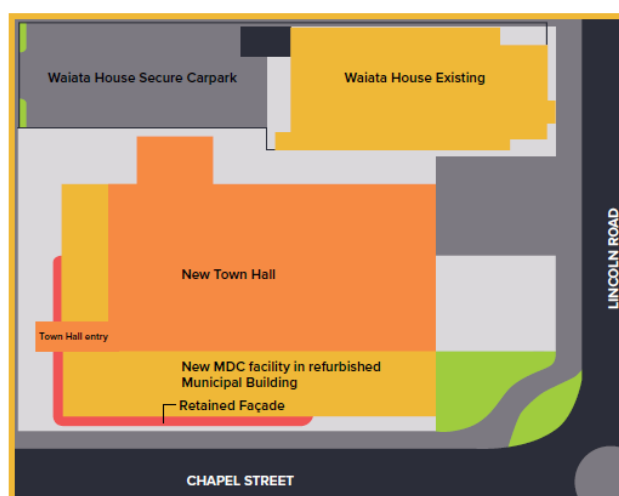


Fig 6 LTP 2024-2034 Consultation Document; *Town Hall Alternative Option 1*

## 2. Town Hall Preferred Option

Retaining and strengthening the existing Municipal Building façade only, demolishing the existing Town Hall and rebuilding a new Town Hall behind the retained façade. While not directly relevant to this assessment this scheme sought to address the MDC shortfall in office space and Civil Defence facility by proposing to extend the MDC owned Waiata House building located on the adjacent site to the Town Hall.

This scheme was put forward within the LTM 2024-2034 Consultation Document as the *Town Hall Preferred Option* (Fig 7)

**This scheme closely aligns to Option 2b above and has been utilised in making our assessment.**



Fig 7 LTP 2024-2034 Consultation Document; Town Hall Preferred Option

Table 2: Information reviewed by Silverwood Architects in the preparation of this report

Documents Title	Author	Date
Masterton District Council Long-Term Plan (LTP) 2024-2034	MDC	2024
2024-2034 Long-Term Plan Supporting Information – Town Hall, Library and Archive (Draft)	MDC	2024
Masterton District Council Long-Term Plan (LTP) 2024-2034 Consultation Document	MDC	April 2024
Bulk and Massing Studies – Masterton Town Hall Site	Silverwood Architects	01/12/2024
Demolition Report (Demo of Town Hall and Retention of Municipal Buildings)	LGE Consulting	24/11/2023
Structural Sketches SK1-SK9	LGE Consulting	23/11/2023
Masterton Whakaoriori Civic Facility Draft Return Brief – Revision A	ARM Architecture, Charcoal Blue and Architectus	2022
Masterton Civic Centre Project – Stage 1: Market Demand and Financial Analysis	Horwath HTL	12/04/2019
Asbestos Demolition Survey and Lead Paint Sampling Report	FibresafeNZ	17/05/2019
Indicative Commercial Office Fit-Out Design – Municipal Building and Civil Defence Building	Silverwood Architects	2019
Appendix A 1223 Structural	LGE Consulting	20/09/2016
Appendix B 1223 Structural	LGE Consulting	20/09/2016
LGE Structural Report Town Hall & Municipal Building – Revision A	LGE	27/09/2016




## 1.6 Method of Assessment


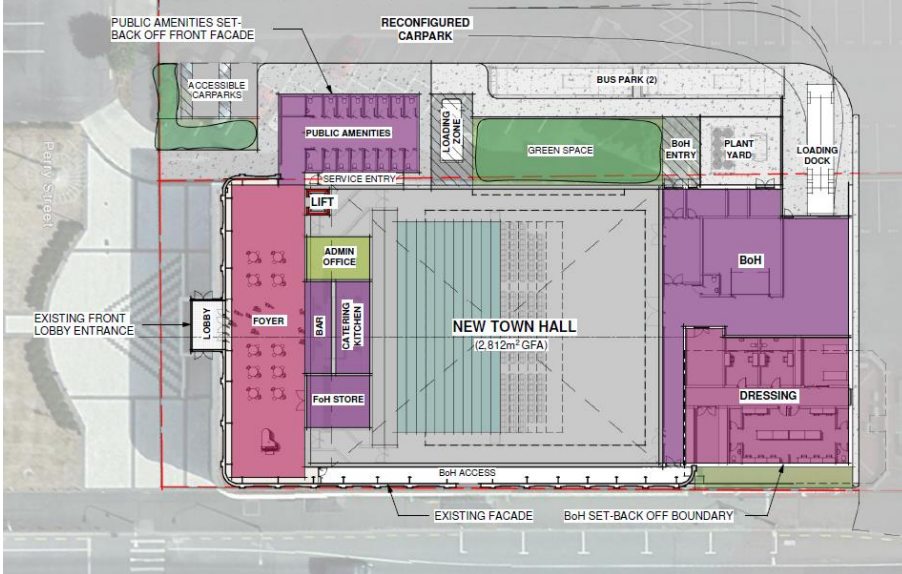
The following Fit for Purpose assessment assesses the relevant options for full and partial retention and strengthening of the Town Hall and Municipal Building by considering a number of qualitative criteria under three key categories; Spatial Planning, Building Fabric & Environment and Site Planning. Under each of these categories an assessment commentary has been made together with an evaluation of the effect with respect to Fit for Purpose which ranges from Negative, Moderately Negative and so on through to Positive. The results of this assessment have been summarised within assessment tables in order to make comparisons between the options and determine the overall Fit for Purpose conclusion for each option.

Silverwood Architects again acknowledges much of the assessment utilises the *Bulk & Massing Study (2023)* and *Indicative Commercial Office Fit-out Design (2019)*. This design work has been completed to a feasibility level appropriate for MDC's 2024-2034 LTP planning and public consultation. While it illustrates potential schemes it is likely there are other opportunities for building planning which have not been illustrated.

## 2 Spatial Planning Assessment

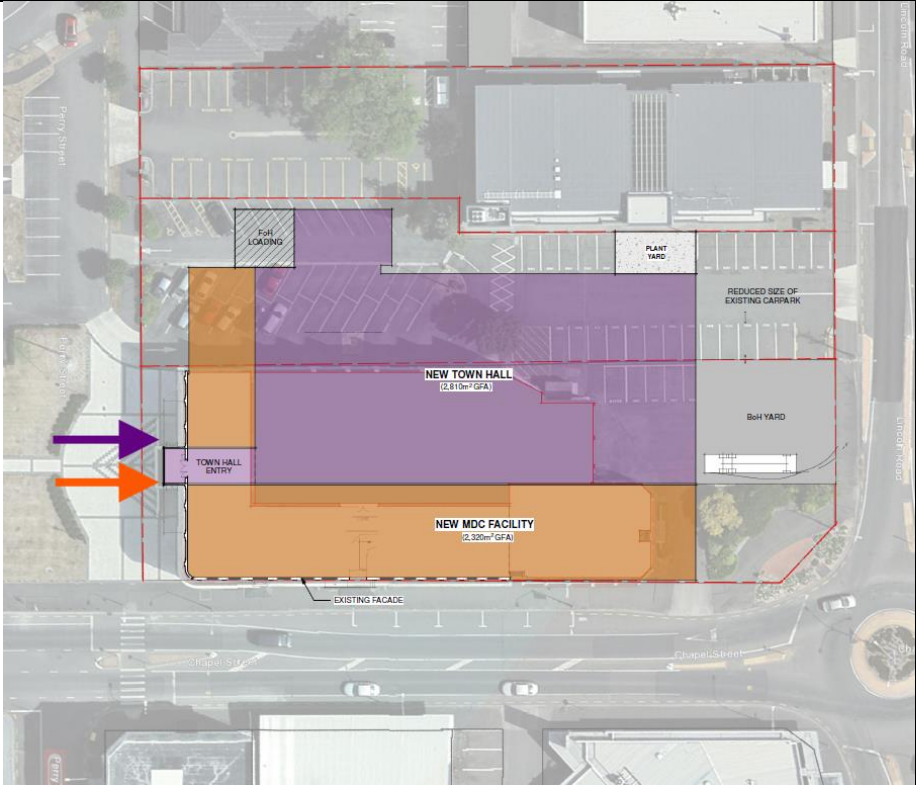
**Table 3: Spatial Planning Assessment**

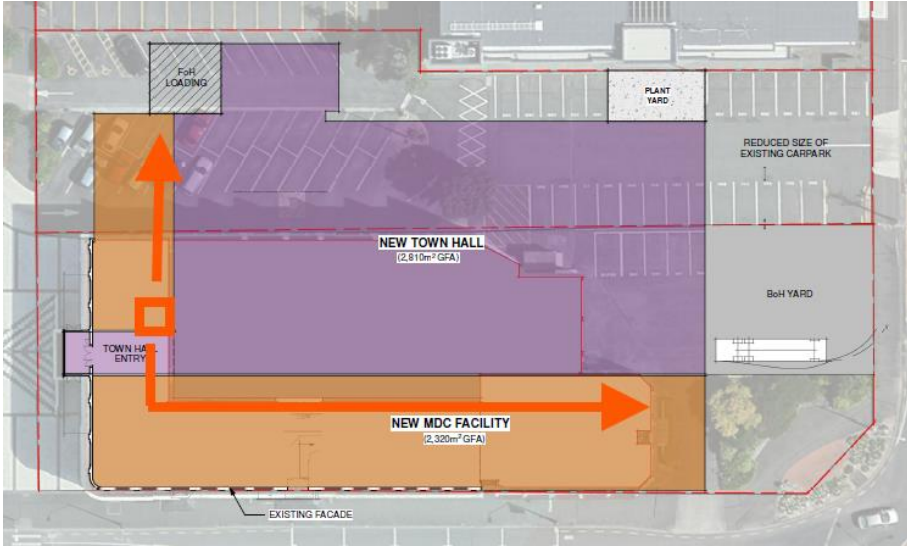
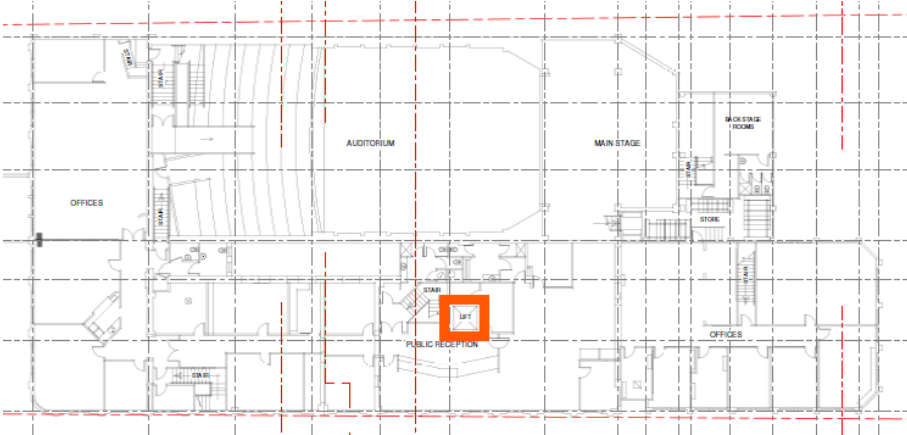
Criteria	Assessment discussion	Effect
<b>Spatial Circulation</b>	The following assessment considers the impact that horizontal and vertical circulation planning has on each option and resulting spatial planning.	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	<p>The existing Municipal Building has a gross floor area (GFA) of 1,260m<sup>2</sup> across both levels. The <i>Bulk and Massing Study (2023)</i> identified an additional 1,040m<sup>2</sup> of GFA is required to meet MDC’s current Municipal Building requirements, assuming efficient spatial planning is achieved, resulting in a total GFA of 2,300m<sup>2</sup>.</p> <p>Option 2a proposes to retain the existing Municipal Building and rebuild the new Town Hall behind. To provide MDC’s shortfall of 1,040m<sup>2</sup> GFA it is assumed under Option 2a, and illustrated in Fig 8, that the Municipal Building will need to be extended at one or both ends of the existing ‘L’ shaped floor plan.</p> <p>In the preparation of the <i>Indicative Commercial Office Fit-Out Design</i> Silverwood Architects found that the floor plan layout produced for generic commercial office space in the Municipal Building required a high ratio of circulation space to that of workspace resulting in comparatively inefficient space planning for a modern office environment. This inefficiency is primarily created by the long and relatively narrow ‘L’ shaped floor plan.</p> <p>The requirement for additional floor area proposed within the extensions to the Municipal Building is expected to only reproduce and worsen this observed spatial inefficiency.</p>  <p><i>Fig 8 Bulk &amp; Massing Study - Town Hall Alternative Option 1; area of Municipal Building extension (highlighted green)</i></p> <p>Further to the above Silverwood Architects <i>Indicative Commercial Office Fit-Out</i> suggests a minimum of three vertical circulation routes are required to the Municipal Building (three stairs and one accessible lift). These spaces must be fire rated, separating them internally from the remaining workspace. Due to the narrow floor plate of the existing Municipal Building, these vertical circulation routes use significant floor area and, in some cases, also break the floor plan horizontally into separate zones/pockets of usable floor area (Fig 9). This significantly limits the potential for MDC to develop a modern open-plan work environment.</p>	<b>Negative</b>

	 <p>Fig 9 Indicative Commercial Office Fit-out Design; vertical circulation locations (highlighted red)</p>	
<p><b>Option 2b</b></p>	<p>Option 2b retains the existing Municipal Building façade and demolishes all the existing building structure behind. This enables the new Town Hall facility to be designed behind the existing retained façade with a much greater degree of spatial planning flexibility than that of Option 2a. The retention of the façade is unlikely to generate significant spatial planning inefficiency. This was observed within the <i>Bulk &amp; Massing Study(2023)</i> and is demonstrated within (Fig 10)</p>  <p>Fig 10 Bulk &amp; Massing Study - Town Hall Preferred Option; new town hall planned behind existing façade.</p>	<p><b>Moderate Positive</b></p>
<p><b>Option 3</b></p>	<p>Option 3 excluded from assessment.</p>	<p><b>N/A</b></p>
<p><b>Option 4a &amp; 4b</b></p>	<p>Option 4a &amp; 4b propose to retain and strengthen the existing Town Hall and Municipal Buildings without major alteration to the internal spaces. As noted above in Option 2a, the floor plan layout produced for commercial office space in the Municipal Building demonstrated a high ratio of circulation space to that of functional space. It is expected that the same inefficiencies observed in Option 2a are true for Options 4a and 4b.</p> <p>Furthermore, the existing Municipal Building has a GFA of 1,260m<sup>2</sup> which falls short of providing sufficient space to house MDC’s entire organisation (2,300m<sup>2</sup>) and leaves MDC with a similar predicament to that of their existing situation - where they lease space in a separate building (Queen Street Tenancy) to meet the shortfall present at Waiata House. As such Option 4a &amp; 4b will not resolve MDC’s desire to have the entire organisation within one building with a single ‘front door’ to council services.</p>	<p><b>Negative</b></p>

<b>Strengthening Structure Impact</b>	The following assessment considers the impact of the proposed 80% NBS structural strengthening scheme prepared by LGE consulting in 2016 on the buildings existing an potential spatial layout.	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	<p>LGE Consulting in 2016 prepared <i>Appendix B 1223 Structural (2016)</i> which provides an 80% NBS IL2 Structural Strengthening scheme for the Municipal Building. The scheme includes in summary:</p> <ul style="list-style-type: none"> <li>• New concrete foundations throughout the ground floor (Fig11).</li> <li>• New two-storey steel portal frame structure throughout the Municipal Building (Fig 12).</li> <li>• New cross braced frames to back walls of the Municipal Building.</li> </ul> <div data-bbox="405 568 1278 1153" data-label="Figure"> <p style="text-align: center;">Foundation Plan - Proposed 1:1000</p> </div> <p><b>Fig 11 Appendix B 1223 Structural I – Layout of new foundations</b></p> <div data-bbox="405 1227 1278 1814" data-label="Figure"> <p style="text-align: center;">Ground Floor Bracing Plan - Proposed 1:1200</p> </div> <p><b>Fig 12 Appendix B 1223 Structural I – Layout of new portal frames and cross braced frames</b></p> <p>The proposed 80% structural strengthening scheme is a reasonably comprehensive replacement of structure supporting the building against lateral loads (earthquakes). The scheme has no visual impact on the existing Municipal Façade as portal frames are positioned on the internal face of the façade and are positioned between windows.</p>	<b>Moderate Negative</b>

	<p>The scheme has been designed to minimise impact on the internal space by not relying on internal walls for lateral support. This provides flexibility to alter the existing Municipal Building and internal layouts.</p> <p>The new portal frame and cross braced frames are proposed to be installed inside the buildings existing internal walls. The portal frames proposed project approximately 500mm off the internal face of the exterior walls, reducing the effective internal width of the building by 1,000mm at set intervals (each portal frame line).</p>	
<b>Option 2b</b>	<p>To Silverwood Architects knowledge no structural support scheme has been prepared for a permanent support structure to the Municipal Building façade. It is expected the façade would need to be supported on a temporary basis during demolition followed by the installation of a permanent support solution. While not relevant to the Fit for Purpose assessment it is understood the cost of temporary works for this nature is significant.</p> <p>It is anticipated a similar methodology of permanent support could be used to that of Option 2a whereby structural columns are installed behind the Municipal Façade building in a discrete manner. The permanent support structure would need to be designed in coordination with the new Town Hall building behind to provide the lateral support needed (to support steel columns). This is expected to have a moderate effect on the development of a new Town Hall facility as the new Town Hall structure would be required to support its own structure and that of the retained Municipal Façade creating additional structural complexity.</p>	<b>Moderate Negative</b>
<b>Option 3</b>	<i>Option 3 excluded from assessment.</i>	<b>N/A</b>
<b>Option 4a &amp; 4b</b>	<p>The impact of structural strengthening to the existing Municipal Building is considered similar to Option 2a.</p> <p>The impact of structural strengthening to the existing Town Hall is considered to be significant. The <i>LGE Structural Report Town Hall &amp; Municipal Building – Revision A</i> report concludes in relation to Town Hall potential 80% NBS IL2 strengthening that;</p> <p><i>the intrusiveness and scope of these works means the existing hall would be stripped back to a structural skeleton, cut into, and then re-built.</i></p> <p><i>The extent of the works would be similar to that required to construct a new hall structure.</i></p>	<b>Negative</b>
<b>Building Entry</b>	<p>The following assessment considers the impact of proposed building entries for the various options considering spatial outcomes and cognitive communication of building use.</p> <p><i>Note: Accessibility for persons with disabilities is assessed separately.</i></p>	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	<p>The existing Chapel Street side entrance to the Municipal Building (Fig 4) is not considered appropriate to be re-used as a primary public entry for the Municipal Building due to its limitations to provide suitable accessible access for persons with disabilities as identified with <i>Accessibility</i> assessment for Option 2a.</p> <p>As a consequence of removing the existing Chapel Street entrance it is expected that the retained Municipal Building and new Town Hall will share the Municipal Building's existing main 'Town Hall' public entrance (Fig 13) facing the Town Square.</p> <p>Relocating the Municipals Public entry as per above is anticipated to require extensive replanning of existing circulation routes to the Municipal Building which has its floor plan currently planned to use the redundant Chapel Street entrance.</p>	<b>Negative</b>

	 <p data-bbox="395 974 1315 1032"><i>Fig 13 Bulk &amp; Massing Study - Town Hall Alternative Option 1; Location of shared Municipal and Town Hall entrances</i></p>	
<p data-bbox="183 1039 373 1061"><b>Option 2b</b></p>	<p data-bbox="395 1039 1303 1122">Under Option 2b the new Town Hall can be redeveloped behind the existing Municipal Building Façade whilst retaining the use of the existing Town Hall entrance (Fig 3) as its main public entry.</p> <p data-bbox="395 1155 1303 1267">Under Option 2b the Foyer space to the new town hall has the potential to be accommodated directly behind the retained Municipal Building façade providing the opportunity for enhanced visual connection to the building’s urban surroundings, in particular the Town Square.</p>	<p data-bbox="1326 1039 1433 1093"><b>Moderate Positive</b></p>
<p data-bbox="183 1301 373 1323"><b>Option 3</b></p>	<p data-bbox="395 1301 778 1323"><i>Option 3 excluded from assessment.</i></p>	<p data-bbox="1326 1301 1374 1323"><b>N/A</b></p>
<p data-bbox="183 1346 373 1368"><b>Option 4a &amp; 4b</b></p>	<p data-bbox="395 1346 1303 1518">Option 4a &amp; 4b proposes to retain and strengthen the existing Town Hall and Municipal Buildings without major alteration to the internal spaces. Accepting that the existing Chapel Street entrance to the Municipal Building should not be used as the main public entrance going forward it is expected that significant spatial planning alterations are required to the Municipal Building’s internal layout to achieve an acceptable outcome. At present much of the internal layout is planned around the Chapel Street entrance.</p>	<p data-bbox="1326 1346 1433 1400"><b>Moderate Negative</b></p>
<p data-bbox="183 1554 373 1608"><b>Accessible Access</b></p>	<p data-bbox="395 1554 1303 1608">The following assessment considers the impact of the proposed options on accessible access for people with disabilities.</p>	
<p data-bbox="183 1621 373 1644"><b>Option 1</b></p>	<p data-bbox="395 1621 778 1644"><i>Option 1 excluded from assessment.</i></p>	<p data-bbox="1326 1621 1374 1644"><b>N/A</b></p>
<p data-bbox="183 1666 373 1688"><b>Option 2a</b></p>	<p data-bbox="395 1666 1303 1809">Option 2a, as discussed under the <i>Building Entry</i> assessment, will presumably provide accessible ramped access to the Municipal Building and Town Hall via the SW existing entrance from the Town Square. While the existing ramps to this entrance are currently too steep at present, these can be altered without significant impact on the existing Municipal Building Façade and surrounding town square.</p> <p data-bbox="395 1843 1303 2038">Internal accessible access within the Municipal Building for people in a wheelchair is heavily reliant upon the provision of a lift. It is anticipated that a new lift will need to be positioned in close proximity to the public entrance. The implication of this on a building of this shape, as per the illustration below (Fig 14), is that wheelchair users (especially staff) will need to travel extensively through the building to access the lift in order to change level. Ideally lifts are placed centrally in the floor plan however the spatial constraints of Option 2a do not permit this. This could be further mitigated</p>	<p data-bbox="1326 1666 1433 1720"><b>Moderate Negative</b></p>

	<p>through the provision of an additional lift, however this has a significant cost to construct and maintain.</p>  <p><i>Fig 14 Bulk &amp; Massing Study - Town Hall Alternative Option 1; Lift location and internal accessible routes</i></p>	
<p><b>Option 2b</b></p>	<p>Option 2b, in proposing to retain the existing Municipal Building façade, enables the new Town Hall facility to be designed with minimal compromise enabling appropriate location of lifts, stairwells, accessible toilets and support spaces for people with disabilities.</p>	<p><b>Moderate Positive</b></p>
<p><b>Option 3</b></p>	<p><i>Option 3 excluded from assessment.</i></p>	<p><b>N/A</b></p>
<p><b>Option 4a &amp; 4b</b></p>	<p>As per the assessment of Option 2a, we presume the Municipal Buildings public entrance will be relocated to the SW elevation accessed from the Town Square to provide adequate accessible access for both the public and staff.</p> <p>The existing Municipal Building has one existing lift which has reached the end of its usable life span and will be required to be replaced if the building is re-purposed. The existing lift location has been aligned with the existing Chapel Street entrance (Fig 15). Should the Municipal Building entrance be altered as suggested to the southwestern elevation it is expected a new lift will need to be realigned to suit.</p>  <p><i>Fig 15 Existing Floor Plan of Buildings: location of existing lift marked up on existing floor plan.</i></p>	
<p><b>Civil Defence Facility</b></p>	<p>The following assessment considers the specific requirements of the proposed Civil Defence facility and the impact these requirements have on spatial planning. Of particular significance is the requirement for the Civil Defence facility to have a Building Importance Level of IL4 required by the Building Act in order to safe guard the</p>	

	facilities ability to operate and be occupied during and post a significant natural disaster.	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	It is understood under Option 2a the Municipal Building will be seismically strengthened to 80% IL2. An IL2 building is not compatible nor able to accommodate an IL4 Civil Defence facility. As a consequence, the Civil Defence facility will need to be located within a new extension component of the Municipal Building and seismically separated from the 80% IL2 building.	<b>Moderate Negative</b>
<b>Option 2b</b>	Option 2b, in proposing to retain the existing Municipal Building façade, would enable a new Civil Defence facility to be designed to the required IL4 standards adjacent to/within the Town Hall building.	<b>Moderate Positive</b>
<b>Option 3</b>	<i>Option 3 excluded from assessment.</i>	<b>N/A</b>
<b>Option 4a &amp; 4b</b>	Options 4a & 4b propose to strengthen the existing Town Hall and Municipal Building to 80% or 34% of IL2. Neither of these proposed levels meet the required Building Importance Level of IL4 required for the Civil Defence facility. On this basis, neither Option 4a or 4b provide a solution to establish a Civil Defence facility.	<b>Negative</b>

**Table 4: Summary of Spatial Planning Assessment**

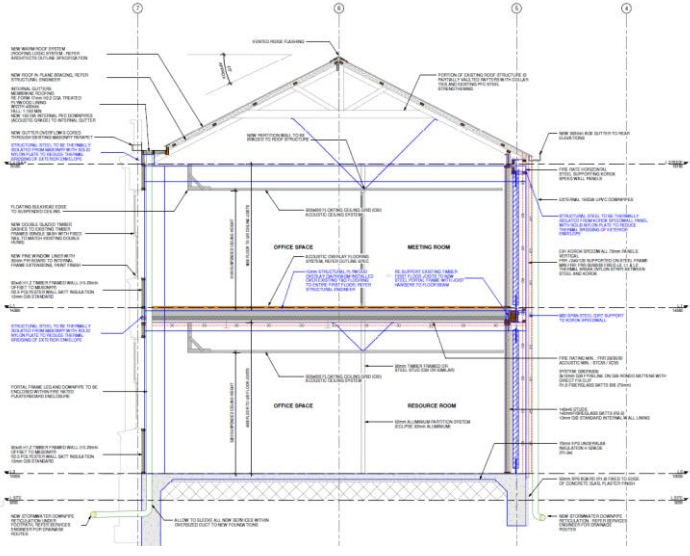
<b>Criteria</b>	<b>Option 1</b> <i>Full Demolition</i>	<b>Option 2a</b> <i>Full Municipal</i>	<b>Option 2b</b> <i>Municipal façade</i>	<b>Option 3</b> <i>Mothballing</i>	<b>Option 4a</b> <i>Strengthen 80%</i>	<b>Option 4b</b> <i>Strengthen 34%</i>
Spatial Circulation	N/A	<b>Negative</b>	<b>Moderate Positive</b>	N/A	<b>Negative</b>	<b>Negative</b>
Strengthening Structure Impact	N/A	<b>Negative</b>	<b>Moderate Negative</b>	N/A	<b>Negative</b>	<b>Negative</b>
Building Entry	N/A	<b>Negative</b>	<b>Moderate Positive</b>	N/A	<b>Moderate Negative</b>	<b>Moderate Negative</b>
Accessibility	N/A	<b>Moderate Negative</b>	<b>Moderate Positive</b>	N/A	<b>Negative</b>	<b>Negative</b>
Civil Defence	N/A	<b>Moderate Negative</b>	<b>Moderate Positive</b>	N/A	<b>Negative</b>	<b>Negative</b>



### 3 Building Fabric and Environment Assessment

**Table 5: Building Fabric and Environment Assessment**

Criteria	Assessment discussion	Effect
<b>Building Fabric refurbishment</b>	<p>The following assessment considers at a high level the extent of refurbishment and remedial work required for each of the applicable options to raise the existing building fabric to modern building standards (performance and compliance).</p> <p><i>This assessment excludes specific description of structural strengthening. This has been assessed separately by Structural Engineers.</i></p>	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	<p>Silverwood Architects <i>Indicative Commercial Office Fit-Out Design (2019)</i> has scoped the foreseeable building work required to retain, make good and refurbish the existing Municipal Building to create a generic commercial office environment.</p> <p>We have provided a short summary of major items requiring extensive refurbishment and/or replacement to the Municipal Building.</p> <ul style="list-style-type: none"> <li>• Structural strengthening of Municipal Building.</li> <li>• Existing timber framed ground floor to be removed and replaced with new concrete floor and foundations.</li> <li>• Existing timber framed first floor to be strengthened, flooring to be strengthened together with new acoustic floor overlay to reduce sound transmission to lower level.</li> <li>• Existing timber framed first floor and all load bearing ground floor walls to be fire rated.</li> <li>• Existing timber framed truss roof to be strengthened due to extensive sagging, all roofing to be replaced.</li> <li>• Extensive portion of the buildings existing structure is to be removed and reinstated to allow for the installation of seismic strengthening elements.</li> <li>• Full refurbishment of the Municipal Building façade.</li> <li>• Loadbearing walls facing inward to the existing Town Hall to be partially demolished and replaced with light weight fire rated alternative (approximately 1/4 of buildings perimeter walls).</li> <li>• New stairs and lifts to be constructed, existing lift openings to be closed in and made good.</li> <li>• Full replacement of all exterior timber framed windows and doors with acoustic rated timber framed units.</li> <li>• The entire building envelope to be insulated.</li> <li>• The internal office fit-out on both floors including all finishes, ceilings and non-load bearing walls to be removed and replaced.</li> <li>• All existing services including electrical, lighting, fire alarm, data, heating, ventilation and air conditioning (HVAC), audio visual and security is required to be replaced in their entirety.</li> </ul> <p>In summary the extent of work required to enable and make good the structural strengthening works and raise the building to modern building performance and compliance standards is extensive and is understood to exceed that of a new build equivalent. Building work of the nature described above carries with it significant risk of cost escalation resulting from unforeseen construction issues which cannot be fully understood nor foreseen by design consultants.</p>	<b>Negative</b>

	 <p>Fig 16 Indicative Commercial Office Fit-Out Design (2019) – Section drawings detailing scope for Option 2a.</p>	
<p><b>Option 2b</b></p>	<p>Under option 2b only the Municipal Building Façade is proposed to be retained.</p> <p>We have provided a short summary of major items anticipated to require extensive refurbishment and/or replacement to the Municipal Building.</p> <ul style="list-style-type: none"> <li>• Structural strengthening of Municipal Building façade only.</li> <li>• Temporary/ permanent structural propping and support of existing façade.</li> <li>• Full refurbishment of the Municipal Building façade.</li> <li>• Full replacement of all exterior timber framed windows and doors within Façade with acoustic rated timber framed units.</li> </ul> <p>In summary the extent of work required to strengthen and refurbish the Municipal Building façade by comparison with Option 2a is considerably less. While retaining an element of risk associated with unforeseen construction issues the scope of this option is contained with a significantly narrower scope of work to that of Option 2a.</p>	<p><b>Moderate Negative</b></p>
<p><b>Option 3</b></p>	<p><i>Option 3 excluded from assessment.</i></p>	<p><b>N/A</b></p>
<p><b>Option 4a &amp; 4b</b></p>	<p>Option 4a and 4b require a similar extent of strengthening to that of Option 2a however without the benefit of raising the existing spaces to modern building performance and compliance standards.</p>	<p><b>Negative</b></p>
<p><b>Daylight and Outlook</b></p>	<p>The following assessment considers the availability of natural daylight and outlook to interior occupied spaces.</p>	
<p><b>Option 1</b></p>	<p><i>Option 1 excluded from assessment.</i></p>	<p><b>N/A</b></p>
<p><b>Option 2a</b></p>	<p>Under Option 2a it is anticipated that the new Town Hall facility will be heavily shrouded from accessing natural daylight by the Municipal Buildings extended ‘L’ shaped floor plan. We anticipate that Natural daylight will only be available from the northwestern elevation for the Town Halls foyer and performance spaces. It is anticipated that the Town Halls foyer under Option 2a will predominantly be an internalised space with limited day light, resulting in the space being reliant on artificial lighting. This is considered a poor outcome likely to result in poor quality internal space.</p>	<p><b>Negative</b></p>
<p><b>Option 2b</b></p>	<p>Under Option 2b the design of the new Town Hall will need to be carefully planned to appropriately locate spaces behind the existing apertures in the façade (existing window and door openings) and to re-use the existing entrances, in particular the main Town Hall entrance (Fig 3). There are reasonable opportunities to develop the Town Halls foyer space behind the southwestern Municipal Building façade which has window openings overlooking the Town Square.</p>	<p><b>Neutral</b></p>

	Overall this does present some limitations to spatial planning, however these limitations are common to projects where facades are retained and can generally be adequately resolved.	
<b>Option 3</b>	<i>Option 3 excluded from assessment.</i>	<b>N/A</b>
<b>Option 4a &amp; 4b</b>	Under options 4a and 4b we presume the Municipal Buildings public entrance will be relocated to the SW elevation accessed from the Town Square. The current daylight and outlook will remain as it currently is which is considered sufficient for office work environment.	<b>Neutral</b>
<b>Sound and Vibration</b>	The following assessment considers the potential for each option to mitigate traffic sound and vibration generated by Chapel Street (SH2).	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	The existing Façades construction has limited ability to dampen and mitigate the vibration and heavy road noise generated from the Chapel Street (SH2) traffic. We anticipate secondary walls will need to be built behind the retained Municipal Building façade to achieve the required sound isolation necessary for a modern office work environment. This will use valuable floor area within the already constrained Municipal Building footprint. We anticipate a structural remediation solution is also required to manage vibration transmitted through the existing Municipal Building structure.	<b>Negative</b>
<b>Option 2b</b>	As per the above commentary for Option 2a we anticipate secondary walls will need to be built behind the retained Municipal Building façade to achieve the required sound isolation necessary for the Town Hall performance venue. As option 2b allows for the redevelopment of the new Town Hall only behind the façade, we expect the incorporation of the secondary walls will have minimal impact on the new Town Hall design as there is more flexibility to design the Town Hall building footprint to suit.	<b>Moderate Negative</b>
<b>Option 3</b>	<i>Option 3 excluded from assessment.</i>	<b>N/A</b>
<b>Option 4a and 4b</b>	Option 4a & 4b proposes to retain and strengthen the existing Town Hall and Municipal Buildings without major alteration to the internal spaces. This will result in the Town Hall and Municipal Buildings remaining exposed to the vibration and heavy road noise generated from the Chapel Street (SH2) traffic.	<b>Negative</b>

**Table 6: Summary Building Fabric and Environment Assessment**

<b>Criteria</b>	<b>Option 1</b> <i>Full Demolition</i>	<b>Option 2a</b> <i>Full Municipal</i>	<b>Option 2b</b> <i>Municipal façade</i>	<b>Option 3</b> <i>Mothballing</i>	<b>Option 4a</b> <i>Strengthen 80%</i>	<b>Option 4b</b> <i>Strengthen 34%</i>
Building Fabric refurbishment	N/A	<b>Negative</b>	<b>Moderate Negative</b>	N/A	<b>Negative</b>	<b>Negative</b>
Daylight and Outlook	N/A	<b>Negative</b>	<b>Neutral</b>	N/A	<b>Neutral</b>	<b>Neutral</b>
Sound and Vibration	N/A	<b>Negative</b>	<b>Moderate Negative</b>	N/A	<b>Negative</b>	<b>Negative</b>

## 4 Site Planning Assessment

Table 7: Site Planning Assessment

Criteria	Assessment discussion	Effect
<b>Building Massing</b>	The following assessment considers the proposed building massing and how it communicates use within its wider urban context.	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	<p>Under Option 2a as per the <i>Bulk and Massing Study (2023) (Fig 8)</i> it is expected the extended Municipal Building will visually shroud and block the majority of new Town Hall building from being visible from the Town Square and surrounding streets. Without the ability for public to see the Town Halls internal activities a strong disconnect is created between building and place. The consequence of this is the lost potential for the building, through its use, to visually communicate its identity as a vibrant community facility which hosts a variety of public and private events.</p> <p>While in large urban centres civic facilities like this may be somewhat obscured from public space, in regional New Zealand towns and cities it is critical that these venues are visually recognisable and celebrated with a strong identity visible to both locals and visitors alike in order to maintain community awareness and attract visitors.</p>	<b>Negative</b>
<b>Option 2b</b>	<p>Under Option 2b the new Town Hall is proposed to be built directly behind the retained Municipal Building façade (Fig10). It is expected that the Town Hall’s internal activities under this option will be partially visible to the surrounding public space. The extent of visibility however is limited to the relatively small windows and doors within the existing facade.</p> <p>As a bench mark, modern civic buildings typically have extensive glazing to public entry and facades facing outdoor public space. This assists the building in communicating its use and the activities it hosts within. While Option 2b has a higher level of visibility than Option 2a, when compared with modern civic buildings it remains moderately disconnected and misses much of the potential to visually connect with the adjacent Town Square.</p>	<b>Moderate Negative</b>
<b>Option 3</b>	<i>Option 3 excluded from assessment.</i>	<b>N/A</b>
<b>Option 4a &amp; 4b</b>	The existing buildings perform in a similar manner to that described in Option 2a however at a smaller building scale. As such we consider the effect of this option similar to Option 2a.	<b>Negative</b>
<b>Parking &amp; manoeuvring</b>	The following assessment considers pragmatic requirements for carparking (fleet and staff), back of house commercial vehicle manoeuvring, site access for buses and Civil Defence requirements for yard space.	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	MDC’s fleet carparking is provided for within a secure carpark located behind Waiata House with a capacity for 28 vehicles (Fig 15). As part of MDC considerations of Option 2a, it was acknowledged by Council that the MDC owned Waiata House site, including the secure carpark, would be sold to raise capital to in part fund Option 2a’s build cost. Provision of secure carparking for the MDC fleet vehicles is considered essential to MDC’s core operations. In order to assess Option 2a it has been assumed secure carpark facility needs to be facilitated on the Town Hall site and in close proximity to MDC offices.	<b>Negative</b>



Fig 15 Existing Site Plan: Location of existing Waiata House secure carparking

The *Bulk & Massing Plans (2023)* relevant to Option 2a demonstrate that there is insufficient site area available to provide MDC secure parking if the Municipal Building is retained and extended and a new Town Hall is built behind. This is due to the increase in building coverage area on the site plus the need to provide adequate ‘back of house’ access for large commercial vehicles including buses and commercial freight trucks for the transport of stage sets/sound equipment etc.

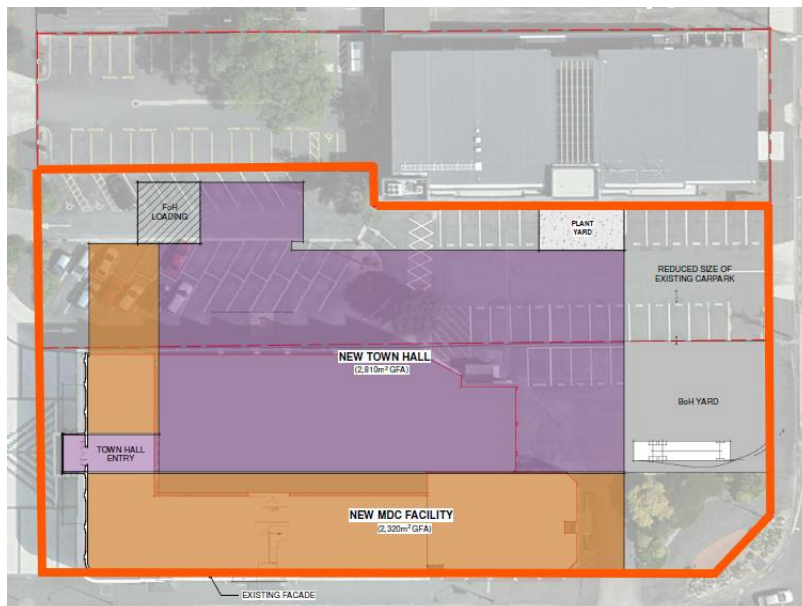



Fig 16 Bulk & Massing Study - Town Hall Alternative Option 1; Site Plan outlined without Waiata House site.

It is for this reason that Silverwood Architects made the following statement to MDC which was recorded within the *2024-34 LTP Long-Term Plan Supporting Information – Town Hall, Library and Archive* document.

*“While the scheme has been drawn for the purpose of scoping the option, we do not in principle support this level of building intensification on this site. We believe there is insufficient site area to support both the Town Hall operations and the Council operations proposed to be accommodated within the Municipal & CD Building. In particular, there is insufficient space for accommodation of fleet vehicles as well as truck and bus manoeuvring and car parking.”*

<b>Option 2b</b>	Under Option 2b the new Town Hall can be redeveloped behind the existing Municipal Building Façade whilst retaining the MDC owned Waiata House site as the MDC office, including the secure carpark. Option 2b has considerably more flexibility to develop a fit-for purpose Town Hall site without the burden of relocating the MDC’s council office and its operational requirements including secure parking. Option 2b also has considerably more flexibility to provide for commercial vehicle access, bus parking, and public carparking necessary to serve the Town Hall. This flexibility is necessary to allow for sufficient manoeuvring space to provide safe vehicle entry and exit to site considering its proximity to Chapel Street (SH2).	<b>Moderate Positive</b>
<b>Option 3</b>	<i>Option 3 excluded from assessment.</i>	<b>N/A</b>
<b>Option 4a &amp; 4b</b>	Options 4a and 4b have limited alterations to site layout and amenity.	<b>N/A</b>
<b>Outdoor Performance Space</b>	Within the initial brief planning process for Masterton’s Civic Centre in 2022 architecture practices ARM Architecture, Charcoal Blue and Architectus developed a multi-purpose performance space concept to enable performing arts events, kapa haka, dance, concerts and public meetings ( <i>Masterton Whakaoriori Civic Facility Draft Return Brief – Revision A (2022)</i> ). Within this performance space concept it was identified that providing a connection to outdoor space via large glazed doors with an outdoor performance space was valuable to facilitating kapa haka performance.	
<b>Option 1</b>	<i>Option 1 excluded from assessment.</i>	<b>N/A</b>
<b>Option 2a</b>	<p>Combining the MDC Municipal Building facilities and Town Hall on the Town Hall site as depicted within <i>Bulk &amp; Massing Study</i> (Fig 17 below) demonstrates that there will not be sufficient space to establish a meaningful outdoor performance space as there is insufficient outdoor area between the sites boundary and the proposed town halls northwestern elevation.</p>  <p><i>Fig 17 Bulk &amp; Massing Study - Town Hall Alternative Option 1; Location of outdoor performance space</i></p>	<b>Negative</b>
<b>Option 2b</b>	<p>Option 2b has the potential to provide outdoor performance space on the Town Halls northwestern elevation as illustrated within the <i>Bulk &amp; Massing Study</i> (Fig 18).</p> <p>While outdoor performance space can be provided for under Option 2b as described above, it is worth noting that this location is not considered optimal and misses significant opportunity to connect with the surrounding public green space. Silverwood Architects believe a more favourable location for outdoor performance space is within the adjacent Town Square. This could enable both formal and amateur outdoor performances, extending the Town Hall’s capacity and diversity of events hosted and increasing the recreational activity within the existing Town Square which currently has limited public use and program.</p> <p>A town square performance space cannot be achieved under Option 2b because retaining the Municipal Building façade limits the Town Halls ability to connect with the Town Square.</p>	<b>Moderate Negative</b>

	<p>Fig 18 Bulk &amp; Massing Study - Town Hall Alternative Option 1; Outdoor performance space (highlighted green), Town Square (highlighted in orange).</p>	
<b>Option 3</b>	<i>Option 3 excluded from assessment.</i>	<b>N/A</b>
<b>Option 4a &amp; 4b</b>	Provision of outdoor performance space is understood to fall outside the scope of Options 4a & 4b.	<b>N/A</b>

**Table 8: Summary Site Planning Assessment**

Criteria	<i>Option 1 Full Demolition</i>	<i>Option 2a Full Municipal</i>	<i>Option 2b Municipal façade</i>	<i>Option 3 Mothballing</i>	<i>Option 4a Strengthen 80%</i>	<i>Option 4b Strengthen 34%</i>
Building Massing	N/A	<b>Negative</b>	<b>Moderate Positive</b>	N/A	<b>Negative</b>	<b>Negative</b>
Parking & manoeuvring	N/A	<b>Negative</b>	<b>Moderate Positive</b>	N/A	N/A	N/A
Outdoor Performance Space	N/A	<b>Negative</b>	<b>Moderate Negative</b>	N/A	N/A	N/A

## 5 Conclusion

### 5.1 Option 1 - Full Demolition of Town Hall and Municipal Building

The assessment of *Option 1 for the Full Demolition of Town Hall and Municipal Building* has been excluded from this assessment as it fell outside the purpose of this report. It should be noted however that Option 1 provides the opportunity to develop the new Town Hall, MDC Offices and Civil Defence facility without any of the compromises identified within the retention and strengthening options. On this basis, somewhat by default, Option 1 is expected to provide the most Fit for Purpose solution.

### 5.2 Option 2a Retention of the Municipal Building and demolition of the Town Hall

The assessment of *Option 2a for the Retention of the Municipal Building* has overall identified poor Fit for Purpose outcomes against all three categories; Spatial Planning, Building Fabric and Environment & Site Planning.

### **5.3 Option 2b Retention of the Municipal Building Façade only**

The assessment of *Option 2a for the Retention of the Municipal Façade* has identified a range of Fit for Purpose outcomes. The Spatial Planning assessment has identified Option 2a as overall having a moderately positive Fit for Purpose outcome. The Building Fabric and Environment assessment has identified Option 2a as overall having a moderately negative Fit for Purpose outcome. The Site Planning assessment has identified Option 2a as overall having a moderately positive Fit for Purpose outcome.

While it can therefore be concluded that Option 2b provides a Fit for Purpose solution, it should be noted that Option 2b is not the optimal solution as concerns and limitations to this option have been identified in the assessment.

### **5.4 Option 3 - Decommissioning and mothballing the Town Hall and Municipal Building**

The assessment of *Option 3 for the Decommissioning and mothballing the Town Hall and Municipal* has been excluded from this assessment as it fell outside the purpose of this report. Again somewhat by default Option 3 is expected to provide the least Fit for Purpose solution on the basis that this solution does not provide a pathway for the building to be occupied for use in the future yet also carries an ongoing burden to maintain and preserve public safety around the building.

### **5.5 Option 4a & 4b Retention and strengthening the Town Hall and Municipal Building for active use (sub-options 4a 80% NBS and 4b 34% NBS)**

The assessment of Option 4a and 4b has identified poor Fit for Purpose outcomes against all three categories; Spatial Planning, Building Fabric and Environment & Site Planning.

Further to this, there remains considerable uncertainty as to whether the Town Hall in practical terms can be structurally strengthened to a level sufficient to be used as a performance venue in a similar capacity to that of its historic use.

### **5.6 In conclusion**

Following this assessment Silverwood Architects believe that only Options 1 and 2b should be considered Fit for Purpose options for the redevelopment of the Masterton Town Hall and Municipal Building.