

## **7.5 MASTERTON TOWN CENTRE IMPROVEMENTS CONSULTATION OPTIONS FOR THE 2024-2034 LONG TERM PLAN**

**File Number:**

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**Authoriser:** Kym Fell, Chief Executive

### **PURPOSE**

The purpose of this report is to confirm the options, and Council's preferred option, for improvements to the Masterton town centre, to consult with the community for the 2024 – 34 Long Term Plan (LTP).

### **RECOMMENDATIONS**

That Council

1. **Notes** that costs to deliver the project included in the 2021-31 LTP have escalated significantly.
2. **Approves** the following options for consultation as part of the 2024-34 LTP process;
  - Option 1 - Do the minimum and only replace critical infrastructure in Phases 1 and 2 of Queen Street
  - Option 2 - Complete the redevelopment in Phases 1 and 2 of Queen Street (as outlined in this report) but defer the remaining programme of work under the Masterton Revamp project.
3. **Agrees** that Council's preferred option is **Option 1** - Do the minimum and only replace critical infrastructure in Phases 1 and 2 of Queen Street.

### **CONTEXT**

Masterton District Council (Council) first signalled plans to redevelop the Masterton town centre in 2015. Key drivers for this work were a need to address critical infrastructure issues – specifically renew water mains and laterals, reseal the road and footpath and replace street furniture. It was identified that this created an opportunity to consider a wider redesign and layout of the CBD and look at what additional improvements, enhancements and benefits could be achieved.

The Masterton Revamp project was initially identified as being a 10-year work programme, broken down into a number of discrete projects to be completed over the 2021-31 LTP. The project included a focus on multi-modal transport, increased pedestrian amenity and safety, creating more vibrancy in the town to encourage future investment and development opportunities, defining areas for different types of activities, more greenery, town entrance treatments and linkages to the Waipoua River and Queen Elizabeth Park.

During the LTP deliberations Council agreed to defer the work to Year 4 of the 2021-2031 LTP due to concerns about costs, Waka Kotahi subsidies and conflicting priorities. This means that the project was due to be included of the 2024-34 LTP.

A key part of the work programme to commence in 2024/25 includes the redevelopment of Queen Street. The work for Queen Street is broken into two phases;

- Phase 1 being that portion of Queen Street from Jackson Street to Perry Street and
- Phase 2 being Perry Street to Park Street.

The design elements of the redevelopment include:

- Releveling and expanding the footpaths
- Realigning car parking and reducing the total number of on-street car parking spaces
- Providing updated street furniture
- Providing new footpath treatments to improve wayfinding and reduce slip hazards.

This work would be additional to the critical roading and water infrastructure work.

During 2023, officers obtained updated costs for the Phase 1 and 2 portions of the Queen Street upgrade in anticipation of the inclusion of the project in the LTP and because the Queen Street critical work is becoming pressing. The cost estimates indicate a 70% increase in the costs included in the 2021-31 LTP. On the basis of this cost increase, officers presented options on the future of the Masterton Revamp project to the 13 September 2023 Council meeting. The options included:

- Option A - Defer the work
- Option B - Do the minimum and only replace critical infrastructure in Phase 1 and 2 of Queen Street
- Option C - Complete Phase 1 and Phase 2 redevelopment of Queen Street and defer the remaining CBD Revamp programme of work

Council agreed to progress Options B and C for consultation for the 2024-34 LTP but sought further clarification around the elements of the proposed design for Queen Street.

## **ANALYSIS AND ADVICE**

### **Design Elements**

#### *Option 1 - Do the minimum in Queen Street*

The focus in this option is to replace critical infrastructure only and so there will be minimum change to the street scape. Footpaths would be resurfaced, with paving stones replaced with asphaltic cement finishes, street furniture repainted and reinstated and water infrastructure replaced or relined underground. Aside from the temporary disruption to the CBD, members of the public will not notice any substantial differences.

#### *Option 2 - Redevelopment of Queen Street*

Under this option, the streetscape in Queen Street would undergo a significant change. The general tenor of the proposed design is to create a more people-centric design, by widening the footpaths, improving seating and greenspaces, providing more space for footpath dining and reducing the amount of on-street car parking. Initial concept designs have been developed by consultant firm Boffa Miskel and are included in [Attachment 1](#).

The indicative design was developed through consultation with the community. The design was then developed into detailed designs to allow for costs estimates of the work to be generated by a quantity surveyor.

**Costs**

A summary of the costs are provided below.

	Option 1 - Do Minimum in Queen Street	Option 2 - Redevelopment of Queen Street	Costs from 2021 - 2031 LTP
Phase 1	\$2.92M	\$6.55M	\$4.6M
Phase 2	\$3.56M	\$7.57M	\$4.0M
<b>Total</b>	<b>\$6.48M</b>	<b>\$14.12M</b>	<b>\$8.6M</b>

Council should note that these costs are based on quantity surveyor estimates and will need to be tested in the market through a tender process. However, they are consistent with other projects and infrastructure work.

**Direction from Council**

Council considered the design and associated costs at an LTP workshop in February 2024. Council noted the configuration and loss of parking spaces and views of the community recently expressed during the Transport Choices Eastside Link Cycleway project. Council has recently undertaken a parking study in the CBD as an evidence base for a Parking Strategy to be completed in 2024. Information from a presentation to the Council, including statistics on current supply and demand, is included in Attachment 2.

Council noted the significant increase in costs for the Queen Street redevelopment, the current and likely future economic environment, and the upcoming increase in rates to pay for infrastructure improvements and the Town Hall and Library. It indicated that the redevelopment may not be affordable for the community at this time.

**OPTIONS ASSESSMENT FOR THE 2024-34 LTP CONSULTATION**

To meet the legal requirements for LTP consultation (S82A and S93C LGA) Council needs to include analysis of a preferred option and reasonably practicable alternatives in the LTP Consultation Document. A summary of options considered is included in the table below.

Option	Advantages	Disadvantages
<b>1</b> <b>PREFFERED OPTION</b> Do minimum – carry out work to replace water services, repair roading and footpath areas and reinstate Queen Street to same condition.	Critical infrastructure work would be completed. Costs would be minimised. Minimal disruption to CBD businesses and residents.	No further upgrade / improvements to the CBD for this LTP cycle. Opportunities for cost efficiencies that would have been gained by completing the upgrade at the same time as the

	Cost estimated at \$6.48M.		<p>infrastructure upgrades would be lost.</p> <p>Development costs for any improvements to the streetscape are likely to increase over time.</p> <p>Does not provide for design elements that green the CBD and implement actions in the Climate Action Plan.</p>
<b>2</b>	<p>Develop the Queen Street design for Phase 1 and Phase 2 and progress with implementation.</p> <p>Cost estimated at \$14.12M</p>	<p>Critical infrastructure work would be completed.</p> <p>CBD improvements as part of the Masterton revamp would be progressed, consistent with the Town Centre Strategy.</p> <p>Provides for design elements that green the CBD and implement actions in the Climate Action Plan.</p>	<p>Significant cost commitment.</p> <p>Extended period of disruption compared to 'do minimum' option.</p>

### OPTIONS CONSIDERED

A summary of the options considered in relation to options for the LTP 2024-34 consultation is included in the table below.

Option	Advantages	Disadvantages
1 <b>Recommended</b> – That Council agrees to proceed to consultation with the recommended options for the Town Centre Improvements with Option 1 – Do minimum as the preferred option.	<ul style="list-style-type: none"> <li>LTP consultation can proceed without delay.</li> </ul>	<ul style="list-style-type: none"> <li>None identified</li> </ul>
2 Council selects alternative options for consultation or as the preferred option.	<ul style="list-style-type: none"> <li>None identified</li> </ul>	<ul style="list-style-type: none"> <li>Costing additional options would cost more, delay the LTP consultation and risk delaying the LTP.</li> </ul>

			<ul style="list-style-type: none"> <li>Selecting a different option as the preferred option would impact the costings in the LTP consultation document</li> </ul>
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Option 1 is the preferred option.

It is recommended that Council consult with the public through the LTP process on which option should be funded, with the Council's preferred option being to do the minimum to replace / repair the critical infrastructure in Queen Street while minimising cost and disruption.

In either option, the work would be completed over two years of the LTP.

## **SUMMARY OF CONSIDERATIONS**

### **Strategic, Policy and Legislative Implications**

The Masterton Revamp project was informed by the Town Centre Strategy; has the potential to give effect to Council's Arts, Culture and Heritage Strategy; and supports the vision and community outcomes in *He Hiringa Tangata*, *He Hiringa Whenua*, the Wellbeing Strategy. See also commentary below on the Council's Climate Action Plan.

As an additional consideration, Council should be aware of the pending issue of earthquake prone buildings located in the CBD. These are required to be upgraded over the next 10 years and will present a significant challenge to property owners and occupiers. This will potentially impact on the CBD upgrade work with multiple buildings fronting onto this portion of Queen Street requiring some level of protection, upgrade or, potentially, demolition. Upgrades to the CBD will potentially demonstrate to property owners Council's intent to invest in the CBD and encourage property owners to follow suit.

Alternatively, not completing the full revamp of the CBD means that any damage or other impact from potential reinforcing or demolition work will not affect a new streetscape. The redevelopment of the CBD could then be considered at a later LTP cycle.

### **Significance, Engagement and Consultation**

The full programme of work, over the 10 year period, was costed as being in excess of \$37M at the time of the 2021 LTP cycle. These costs have now escalated to the extent that it is critical to engage the community via the LTP consultation process. The Council has considered that the full programme is unaffordable at this time, so options for a scaled back programme have been developed for consultation through the 2024-2034 LTP.

## **Financial Considerations**

Financial considerations associated with the decision to consult on options to inform decisions on the CBD revamp include the increase in project costs by approximately 70% and the need to balance the cost of maintaining critical infrastructure with providing the full programme of development.

The preferred Option seeks to strike a balance without undermining any future development or revamp work. The updated costings will be part of the LTP project proposal for the public to submit on.

## **Implications for Māori**

Embracing our Māori culture and multi-cultural community is an objective for Council and the Council benefitted from mana whenua guidance in the development of the Town Centre Strategy which informed the Masterton Revamp project. While this decision does not give rise to or affect Treaty/Tiriti obligations, the Local Government Act 2002 has specific requirements to ensure the views of Māori are considered as part of Council decision making. Council will work closely with iwi, hapū, and marae about their aspirations for Council facilities and how the CBD revamp will help achieve mana whenua aspirations.

## **Communications/Engagement Plan**

A consultation document is being developed for the 2024-34 LTP for approval at the April Council meeting.

## **Environmental/Climate Change Impact and Considerations**

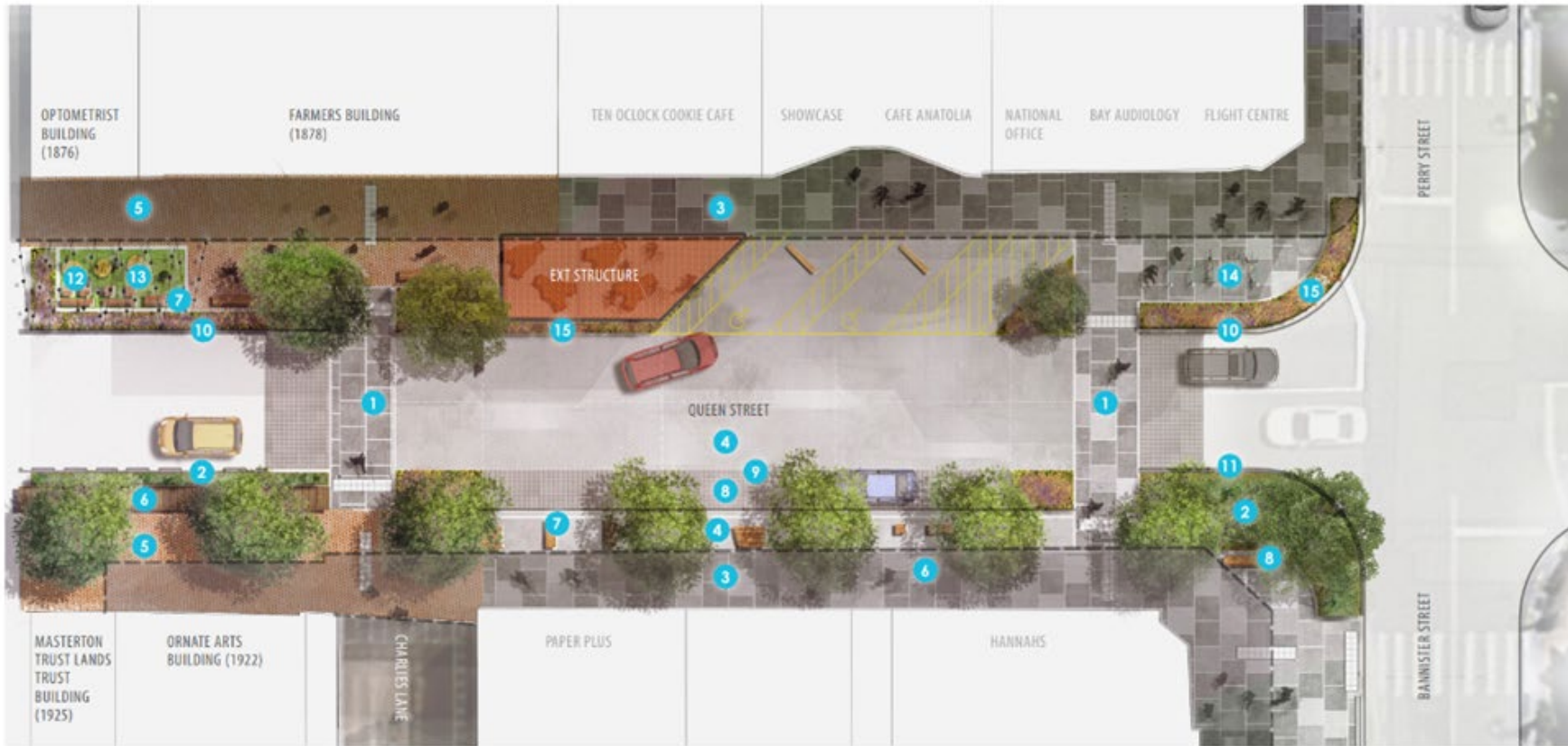
Maintaining critical infrastructure will result in the efficient use of Council's water and transport networks, reducing losses and improving efficiency. Council's Climate Action Plan includes actions to support the community to transition to low-emission transport and for Masterton to have well designed streets and roads that minimise transport emissions. The redevelopment of Queen Street would implement Action 32, to investigate options for a more pedestrian friendly Queen Street, and Action 33 to investigate opportunities for incorporating shade and covered walkways in design of public spaces.

## **ATTACHMENTS**

- 1. Option 2 Indicative and Detailed Design for Queen St**
- 2. Parking Study Presentation**

# Attachment 1: Option 2 - Redevelopment of Queen Street - Indicative Design 2019 and Detailed Design 2022

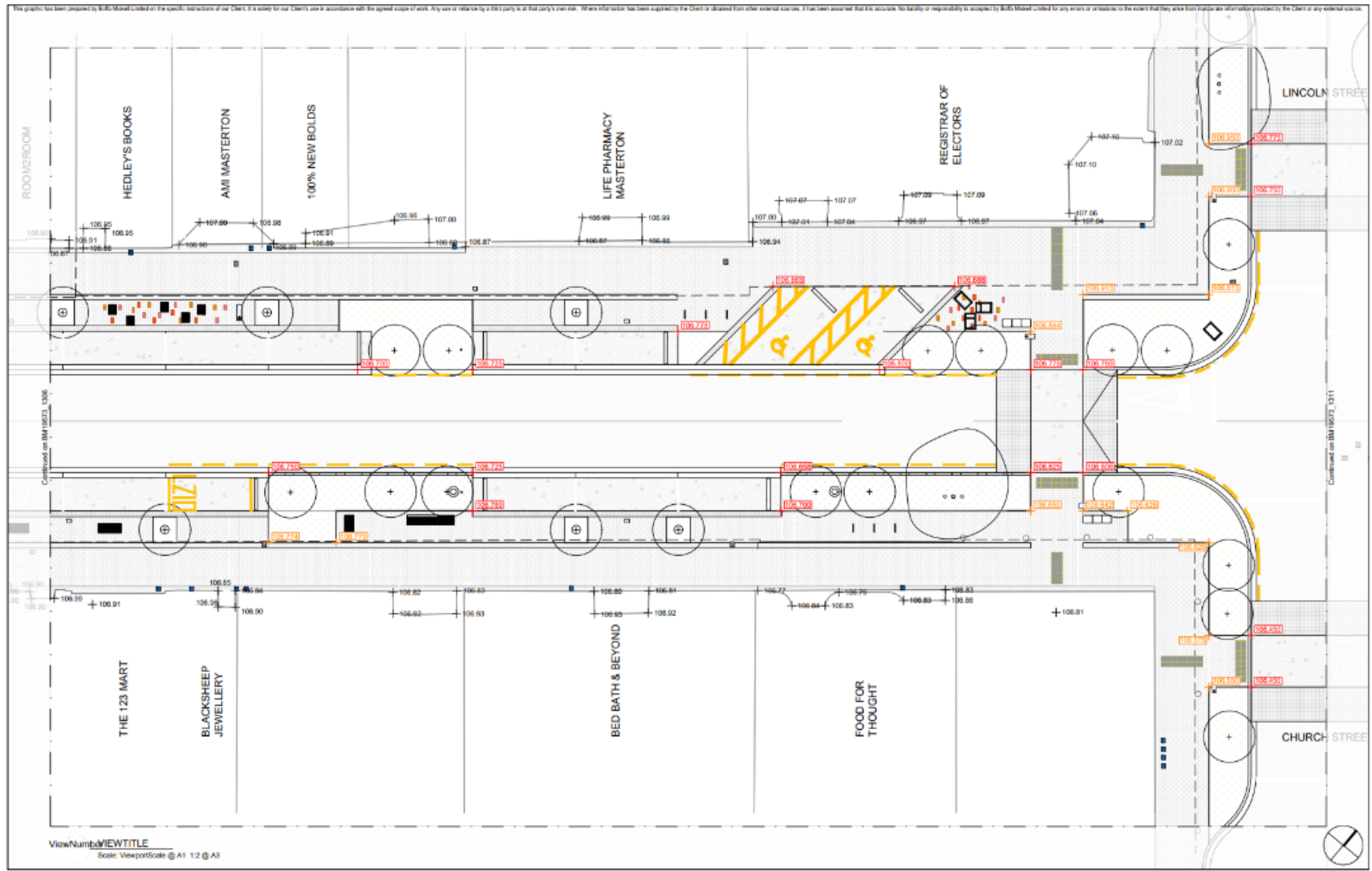
Figure 1 – Indicative design from Boffa Miskel, 2019



## KEY

- |  |                                  |                                     |
|--|----------------------------------|-------------------------------------|
| 1 RAISED TABLE CROSSING + RUMBLE STRIP | 7 PROPOSED FURNITURE             | 13 ARTIFICIAL TURF                  |
| 2 STORMWATER TREATMENT/ RAIN GARDEN    | 8 RUMBLE STRIP/ INFORMAL PARKING | 14 CYCLE STANDS AND REPAIR STATIONS |
| 3 LARGE FORMAT PAVERS                  | 9 DISH CHANNEL DRAIN             | 15 DRY GARDENS                      |
| 4 CONCRETE SURFACE                     | 10 100mm HIGH KERB               |                                     |
| 5 RECONDITIONED PAVERS                 | 11 100mm HIGH PERFORATED KERB    |                                     |
| 6 HARDWOOD TIMBER SURFACE              | 12 CATENARY LIGHTING             |                                     |

Figure 2 - Detailed Design 2022



ViewNumber: VIEWTITLE  
Scale: ViewportScale @ A1 1:2 @ A3

**NOTES**  
 CONTRACTOR TO VERIFY ALL DIMENSIONS ON SITE PRIOR TO COMMENCING WORK.  
 CONTRACTOR IS RESPONSIBLE FOR CONFIRMING THE LOCATION OF ALL UNDERGROUND SERVICES ON SITE PRIOR TO COMMENCING WORK.  
 TOLERANCE DIMENSIONS TO BE TAKEN IN PREFERENCE TO SCALED DIMENSIONS.

**KEY**  
 EXISTING LEVEL: 106.90  
 PROPOSED LEVEL: 106.00  
 106.00

**REV DATE DESCRIPTION**  
 25/12/22 DRAFT DETAILED DESIGN  
 25/12/22 REV ON FINAL DESIGN

**APPROVED BY**  
 HIGH  
 MHA

**CLIENT**  
 MASTERTON DISTRICT COUNCIL

**CONTRACT NUMBER**  
 OF PROJECTS LTD  
 NAME PROJECT

**Queen Street Upgrade Masterton**  
 LEVELS PLAN SHEET 8 OF 13

**Design** HQD  
**Drawn** HMA  
**Checked** HMA

**Scale**  
 1:100 @ A1  
 1:200 @ A3

**DATE**  
 01/04/2022

**DRAWING NO.**  
 BM19573\_1308

**REVISION**  
 (B)

**DETAILLED DESIGN**

Project: 27102022 1:20:31 am





Masterton District Council

Parking Study  
Councillor Workshop



# Scarcity



Source: ABC - <https://www.facebook.com/abcfarnorth/photos/a.384442515410/10162835967385411/?type=3>

# Scarcity



Source: ABC - <https://www.facebook.com/abcfnorth/photos/a.384442515410/10162835967385411/?type=3>



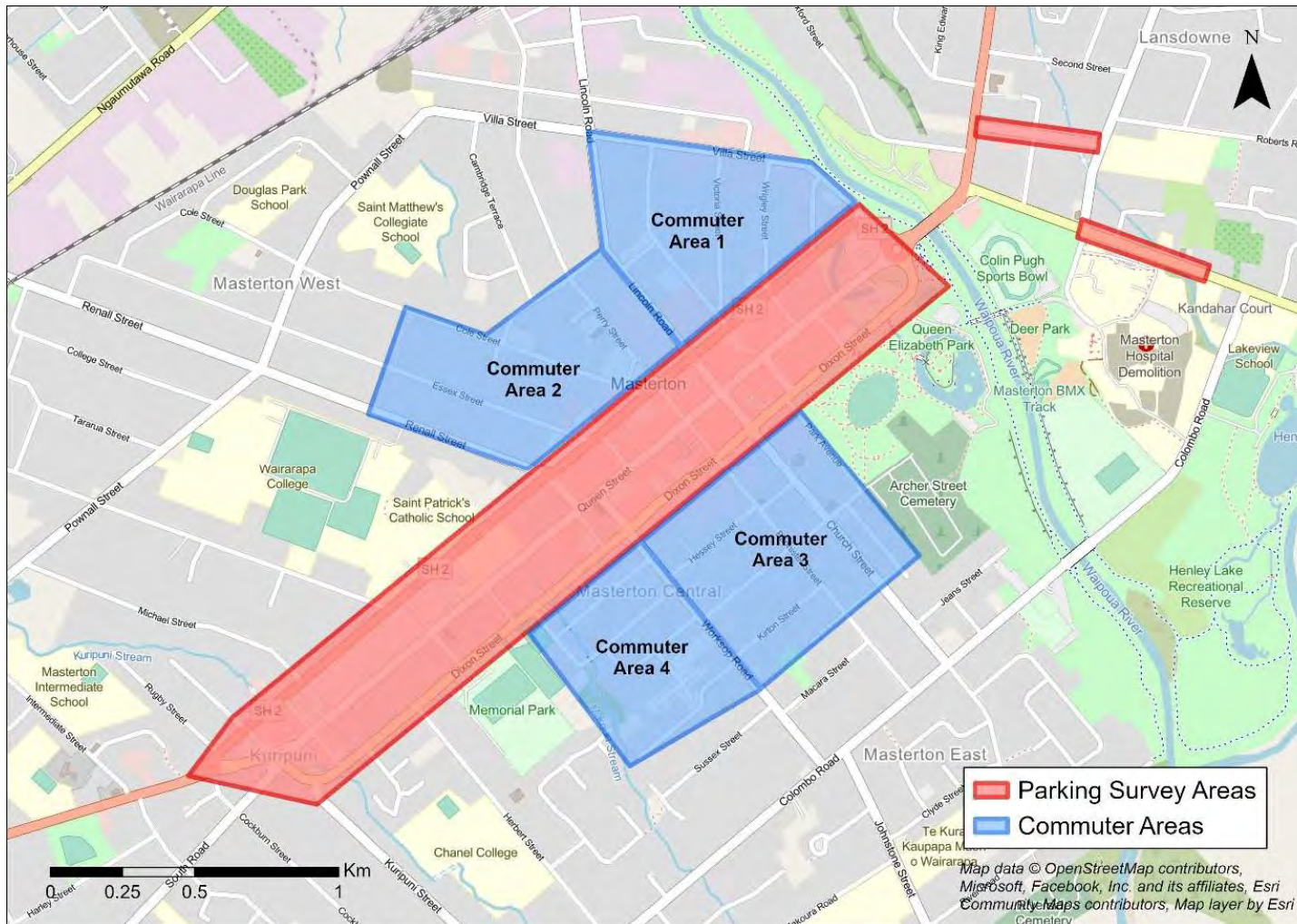
Source: RNZ - <https://www.rnz.co.nz/news/country/462566/cauliflower-selling-for-nearly-15>



# Agenda

1. Project Scope
2. Context
3. Parking Fundamentals
4. Parking opportunities

# Project Scope



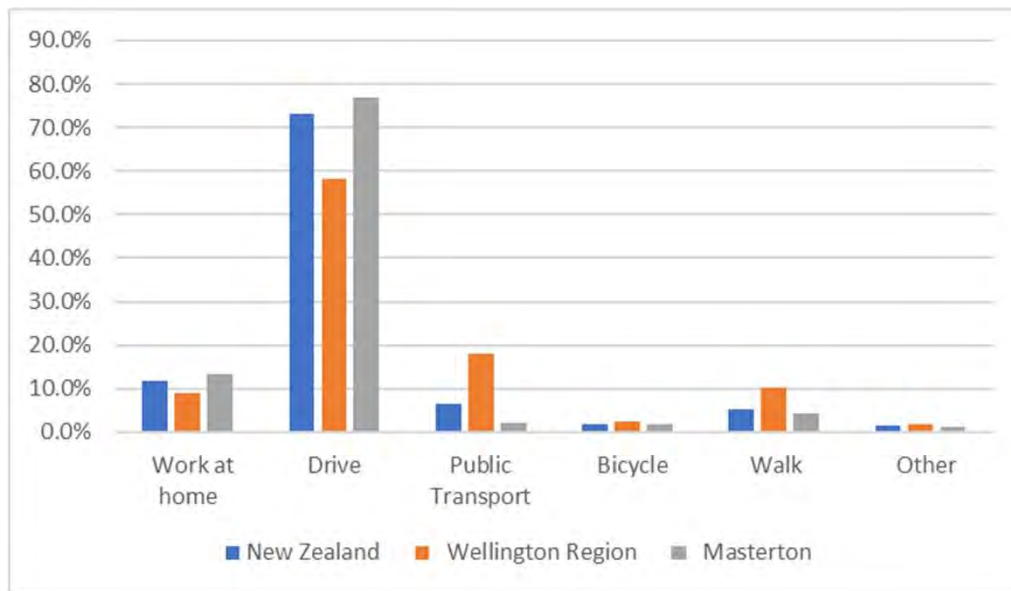
MDC Parking Study Councillor Workshop

# Context

# Transport Context

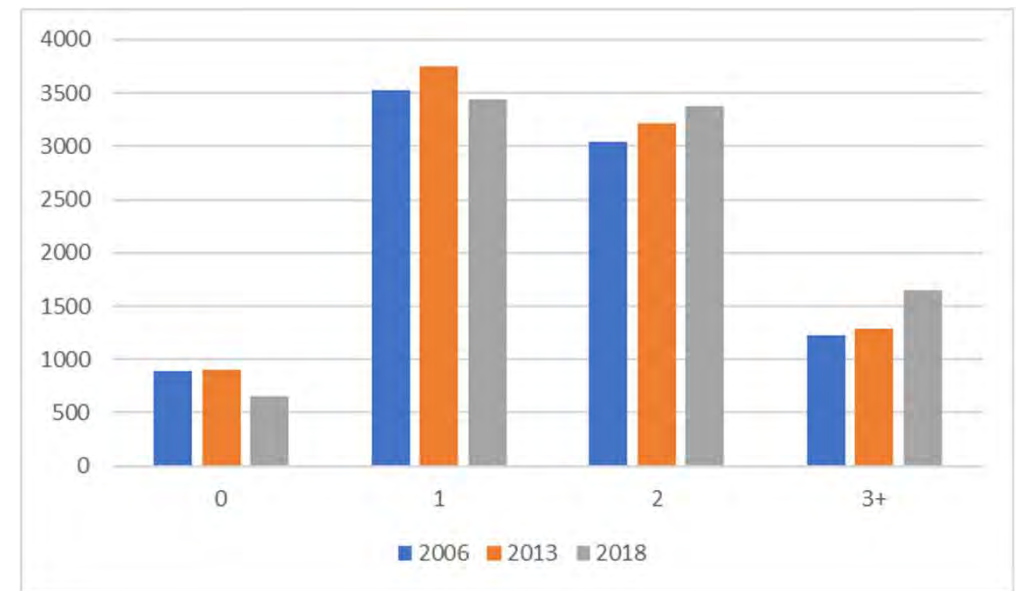
## Mode Share

- 77% driver/passenger
- 13.4% WFH
- 2.2% public transport



## Car Ownership

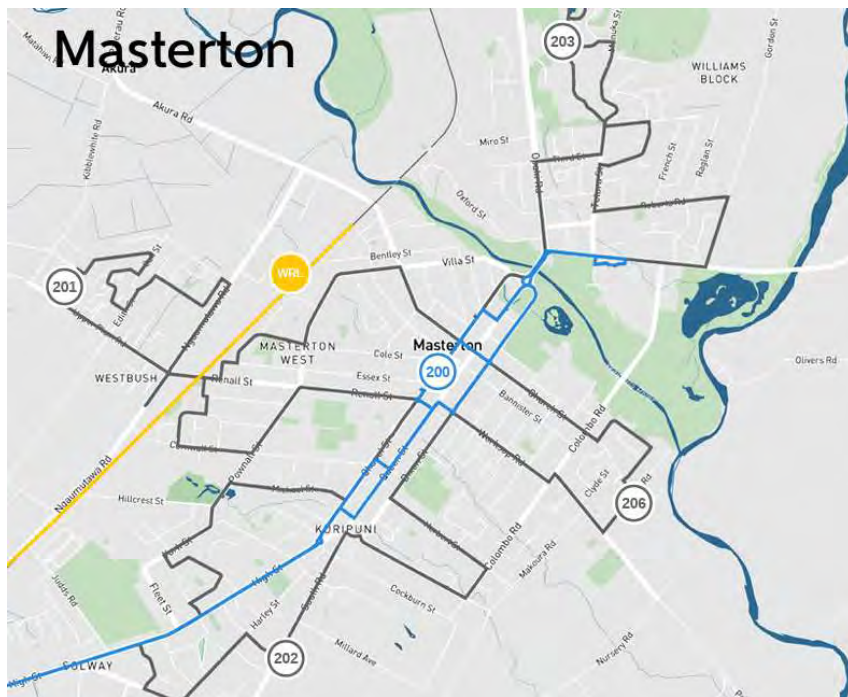
- Increasing overall
- 657 households without a car



# Transport Context

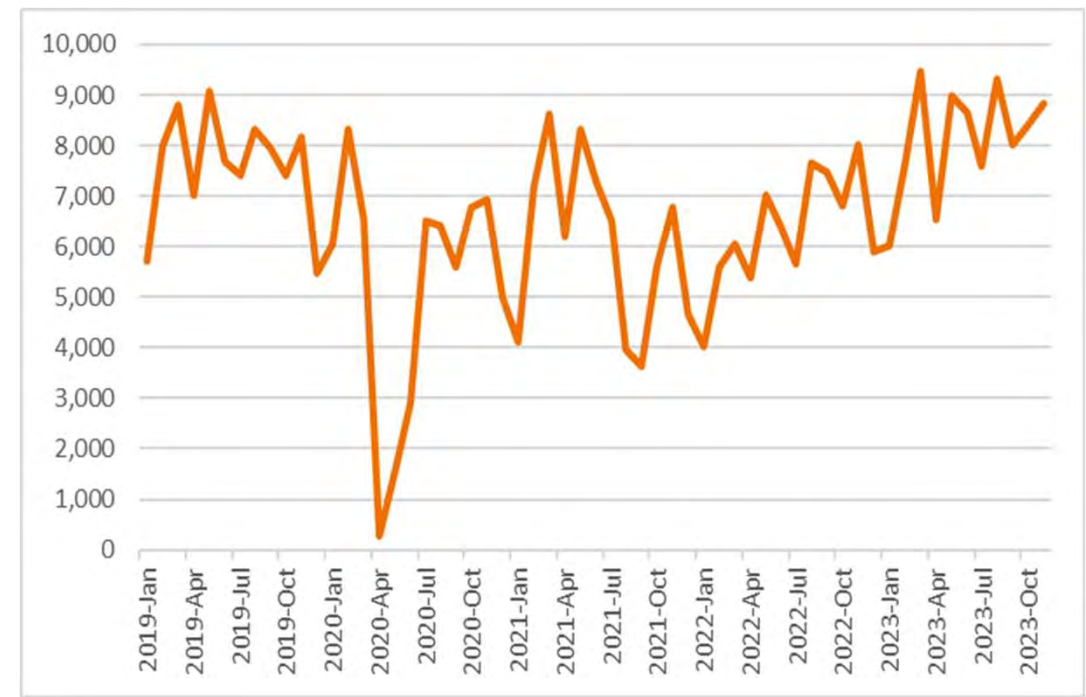
## Public Transport

- 5 bus routes



## Patronage

- Recent growth





# Key Drivers & Opportunities

## Redevelopment Projects

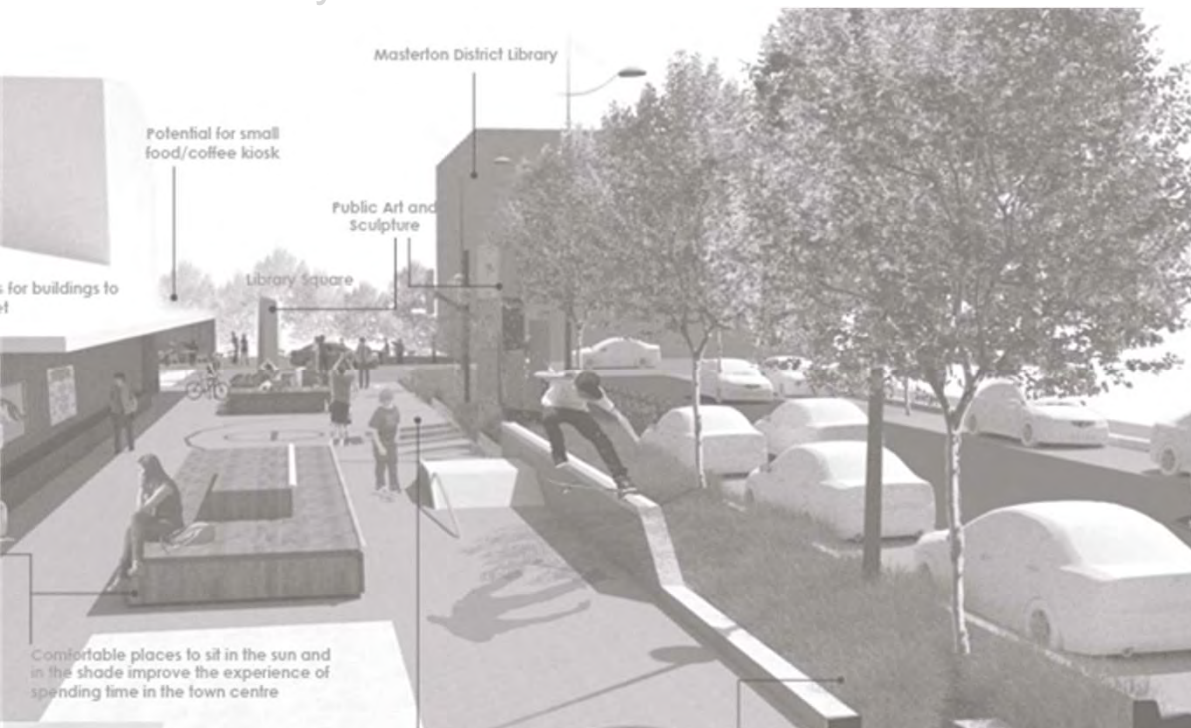
- Masterton Revamp
- Town Hall
- Library



# Key Drivers & Opportunities

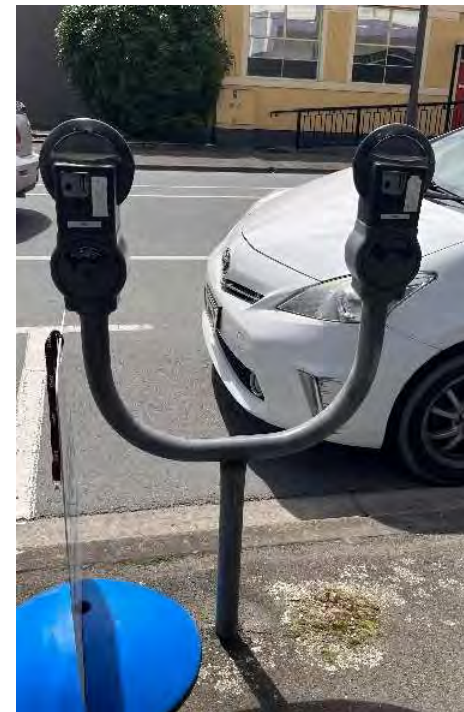
## Redevelopment Projects

- Masterton Revamp
- Civic centre
- Library



## Ageing Parking Infrastructure

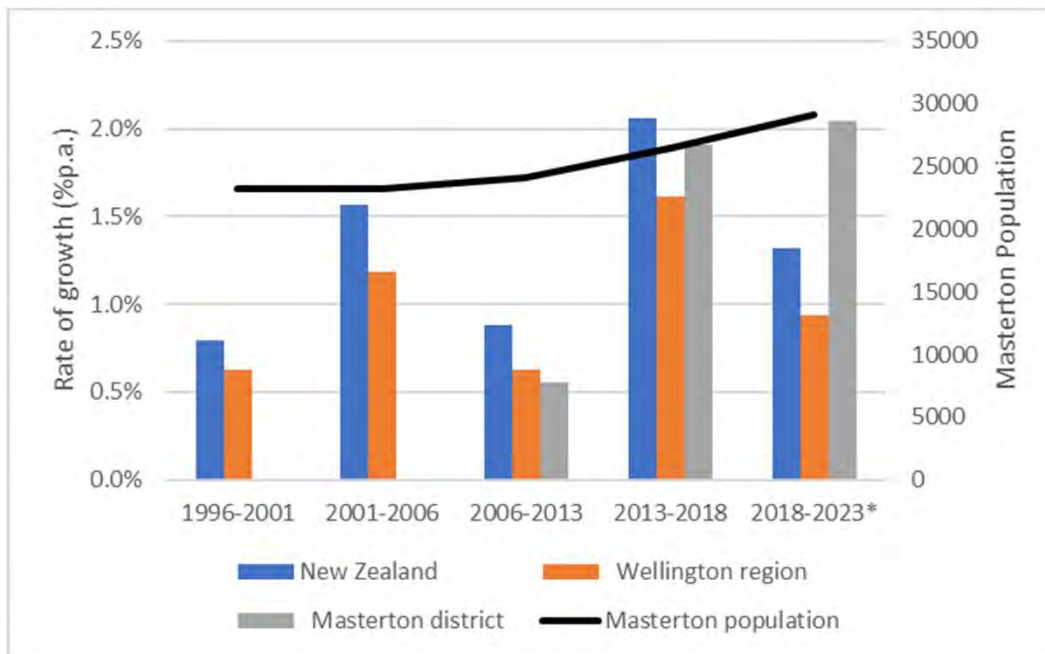
- End of life
- Payment options



# Key Drivers & Opportunities

## Population growth

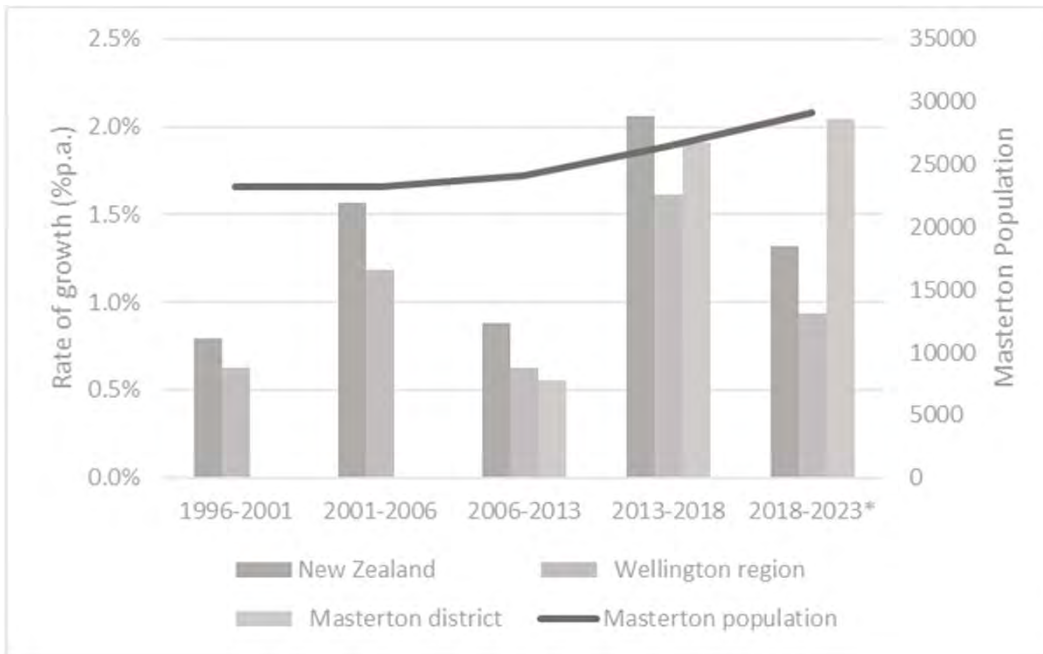
- 9.5% increase (2013-18)
- ~ 5000 residents in 10 years



# Key Drivers & Opportunities

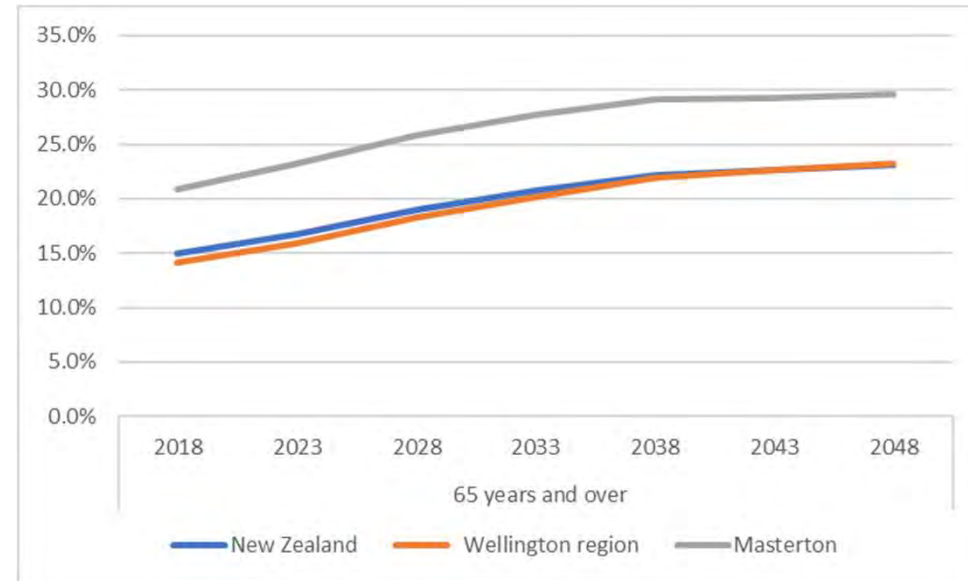
## Population growth

- 9.5% increase (2013-18)
- ~ 5000 residents in 10 years



## Ageing Population

- Median age – 42.8 (+5 yrs NZ)
- 2018 – 20% pop'n > 65 years
- 2048 – 30% pop'n > 65 years



# Key Drivers & Opportunities

## Emissions Reduction

### Focus of actions

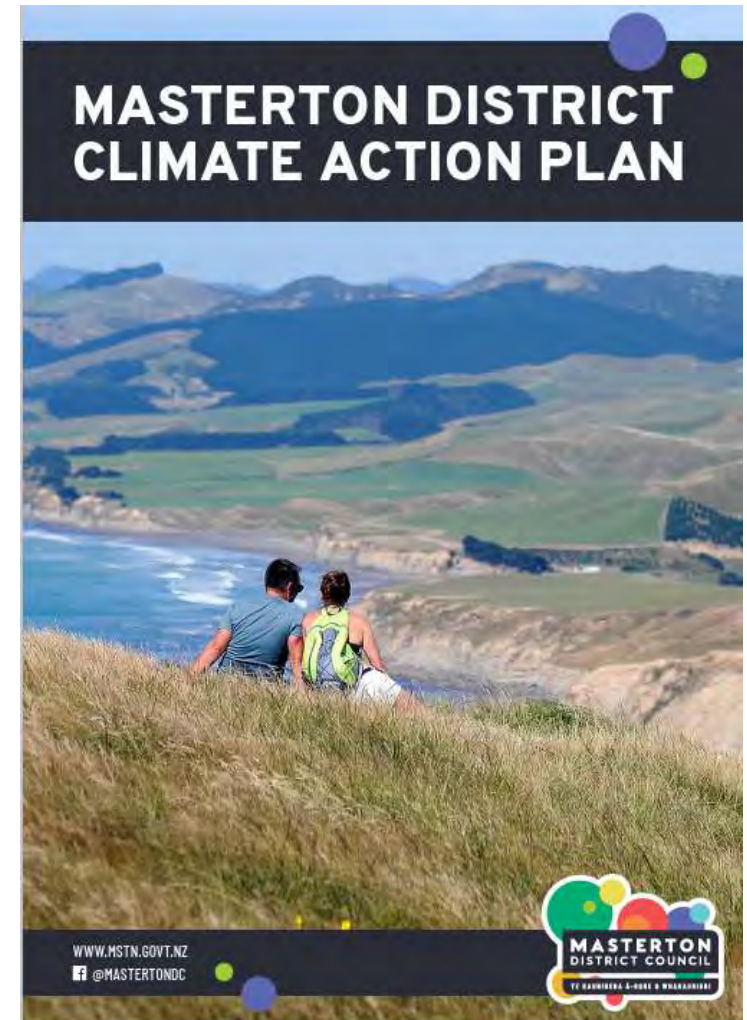
- Cycling
- Walking, wheelchairs, prams, scooters.
- Public Transport



## 20-MINUTE TOWN

How we move around the district using less climate-harming emissions.

Creating accessible, safe, and attractive local areas where people can access most of their everyday needs within a 20-minute walk, cycle or local public transport trip, allowing them to rely less on personal motor vehicles.

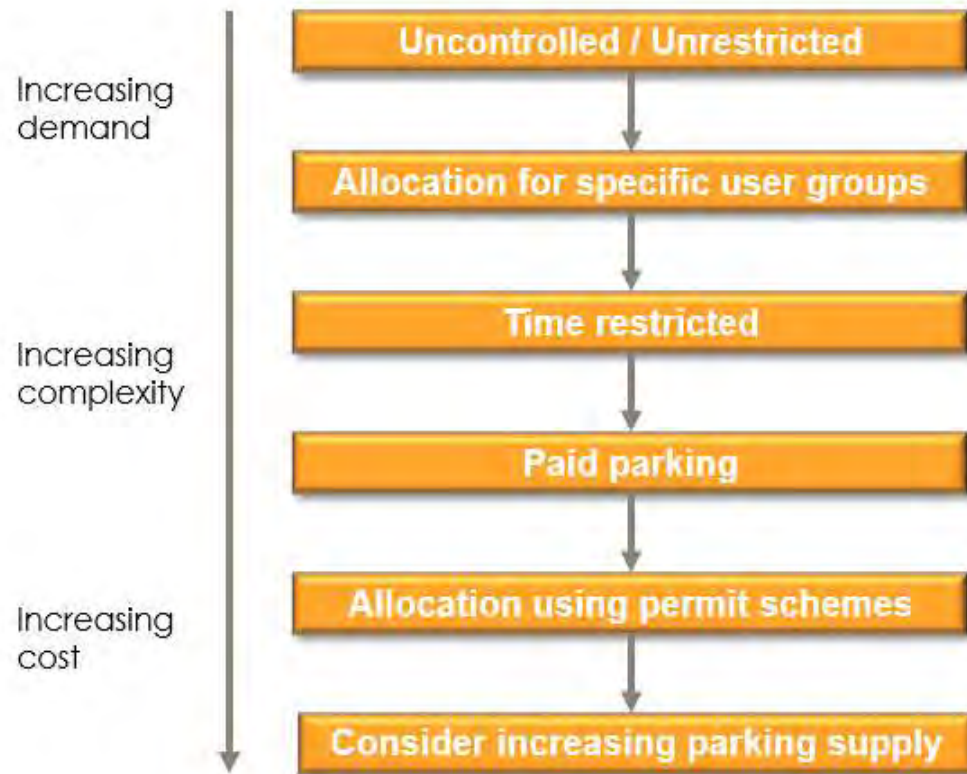


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# Parking Fundamentals

# Parking Fundamentals

## Managing Demand



# Parking Fundamentals

## Types of parking

### People

Commuters / staff  
Residents  
Shoppers  
Tradespeople  
Tourists

- Mobility impaired

### Vehicle

Car  
Taxi / SPSV  
Service vehicles  
Bus  
Campervan  
Coach  
Motorcycle  
Bicycle  
Carpool & Car share

Variable length of stay, proximity and space requirements





# Parking Fundamentals

## The cost of parking

- Construction & maintenance
- Enforcement & technology
- Opportunity cost
  - Land use – parks, shops, homes
  - Transport – movement, place

## Parking fees

- Recover costs
- Support turnover
- Prioritise premium spaces
- Influence behaviour / mode choice



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# Parking Data

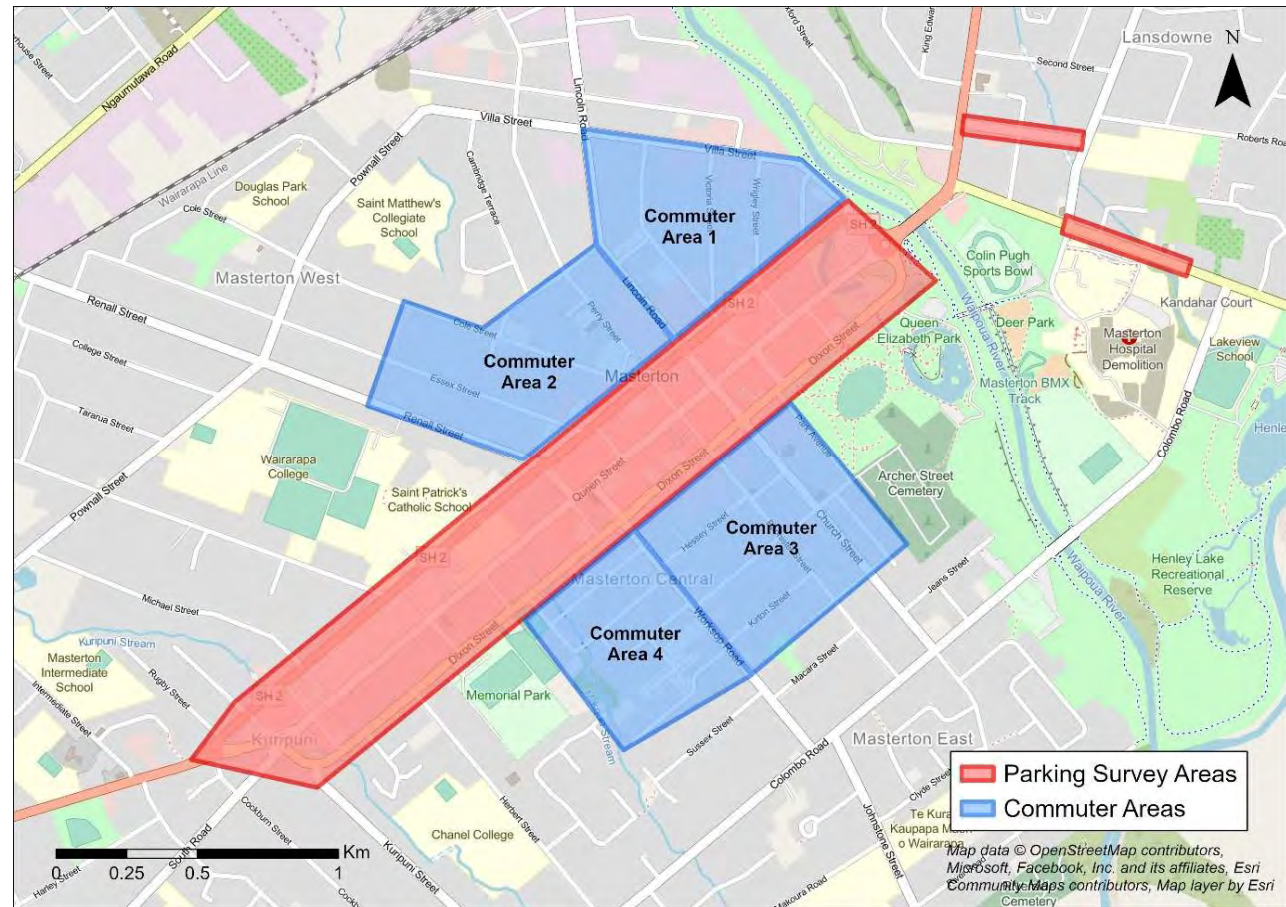
# Parking Supply

## Main study area

- 2,071 public spaces
  - 1,226 on-street
  - 845 off-street
  - 250 metered
- ~1,900 private spaces (48%)

## Other areas

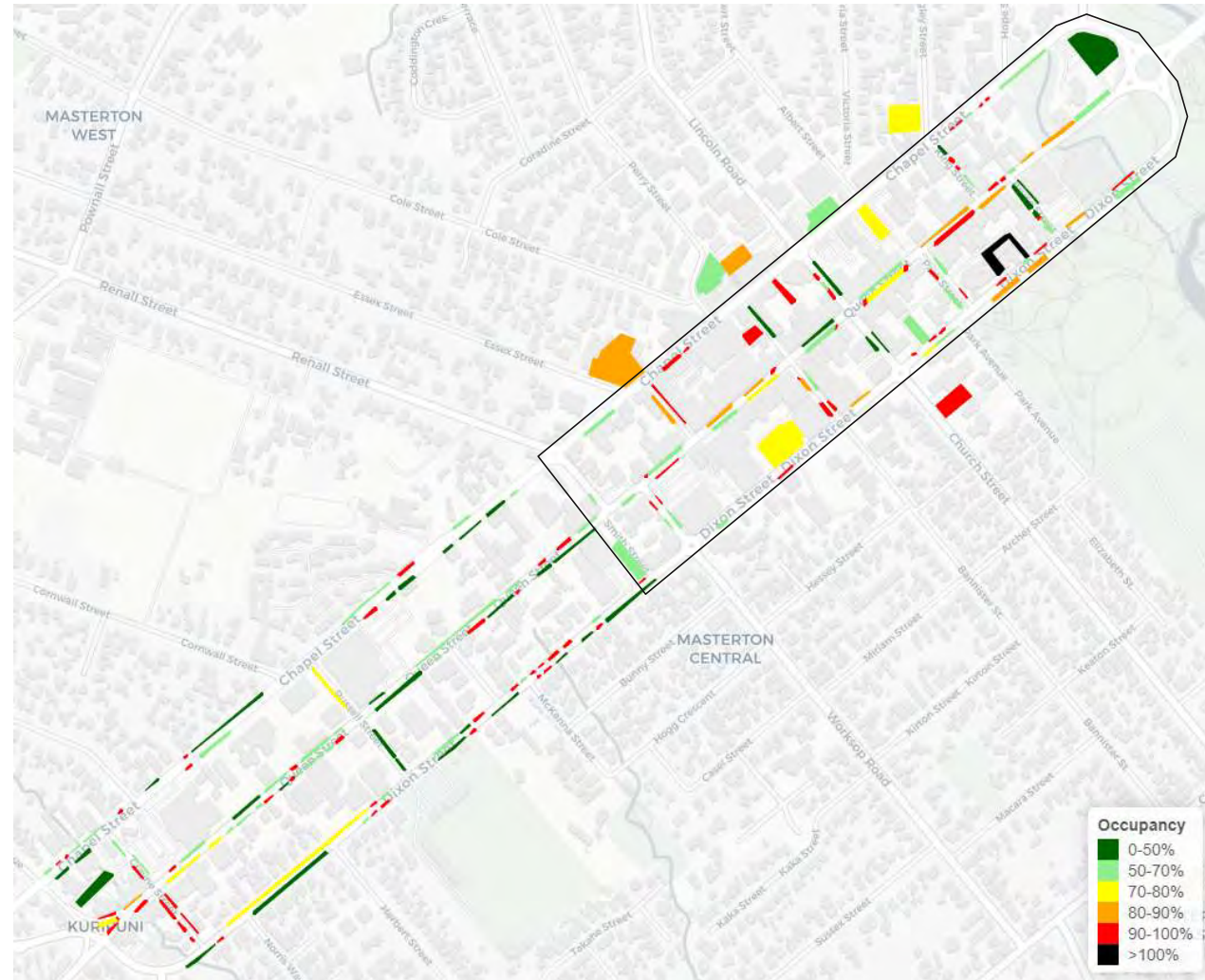
- Commuter area - 2,623 on-street
- First Street – 65 spaces
- Hospital – 82 spaces



# Parking Demand

## Peak Demand (town centre)

- @1pm
  - On-street - 71%
  - Off-street - 65%



# Parking Demand – Residential areas

7am



Other times



# Parking Demand – off-street car parks

	Capacity	9am	11am	1pm	3pm
<b>Average</b>		<b>45.6%</b>	<b>66.0%</b>	<b>64.8%</b>	<b>60.7%</b>
Horseshoe carpark	66	10.6%	25.8%	18.2%	16.7%
Wrigley Street	55	70.9%	78.2%	78.2%	70.9%
Library carpark	43	32.6%	74.4%	74.4%	60.5%
McDonalds carpark	49	40.8%	55.1%	65.3%	61.2%
Cowie Place (Town Hall)	37	97.3%	100.0%	81.1%	91.9%
ACC carpark	14	92.9%	100.0%	92.9%	78.6%
Perry Street (Town Square)	26	34.6%	73.1%	61.5%	42.3%
Perry Street	17	70.6%	100.0%	100.0%	94.1%
Essex Street	128	53.1%	59.4%	85.9%	68.8%
QE Park*	112	1.8%	21.4%	8.9%	9.8%
Woolshed parking	41	109.8%	119.5%	109.8%	102.4%
Dixon Street (Southey)	24	37.5%	75.0%	66.7%	58.3%
Church Street (Police station)	43	100.0%	104.7%	97.7%	95.3%
Dixon Street / Uncle Bills	100	26.0%	75.0%	70.0%	82.0%
Smith Street (beside Moore Wilsons)	38	50.0%	78.9%	68.4%	65.8%
<b>Total</b>	<b>793</b>				

# Parking Demand – Lansdowne / Hospital



# Parking Demand – Kuripuni



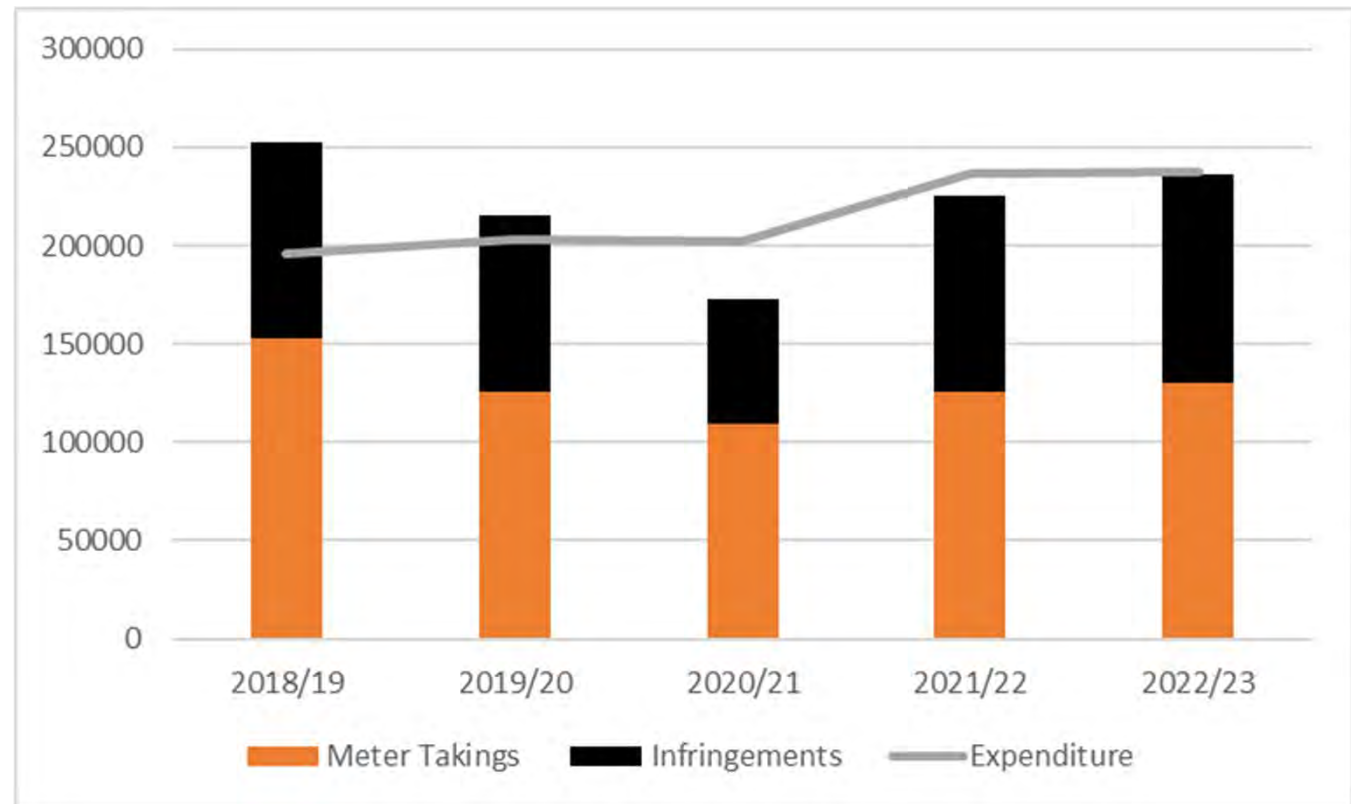


# Parking / Infringement Revenue

**2022/23: Revenue  $\approx$  cost**

## Parking meters

- 41% - expired
- 6 machines broken



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# Parking opportunities

# Social Licence

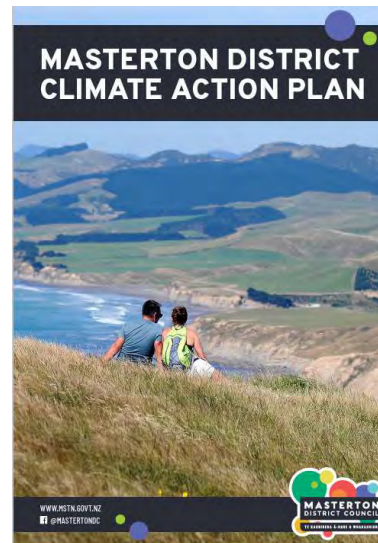
What do we value?  
What is our vision for the future?

Communities may want

- More parking
- Free parking

But communities also want:

- safer streets,
- vibrant places,
- climate action &
- better ways to move around



**What does success look like? How will we achieve it? What if we do nothing?**

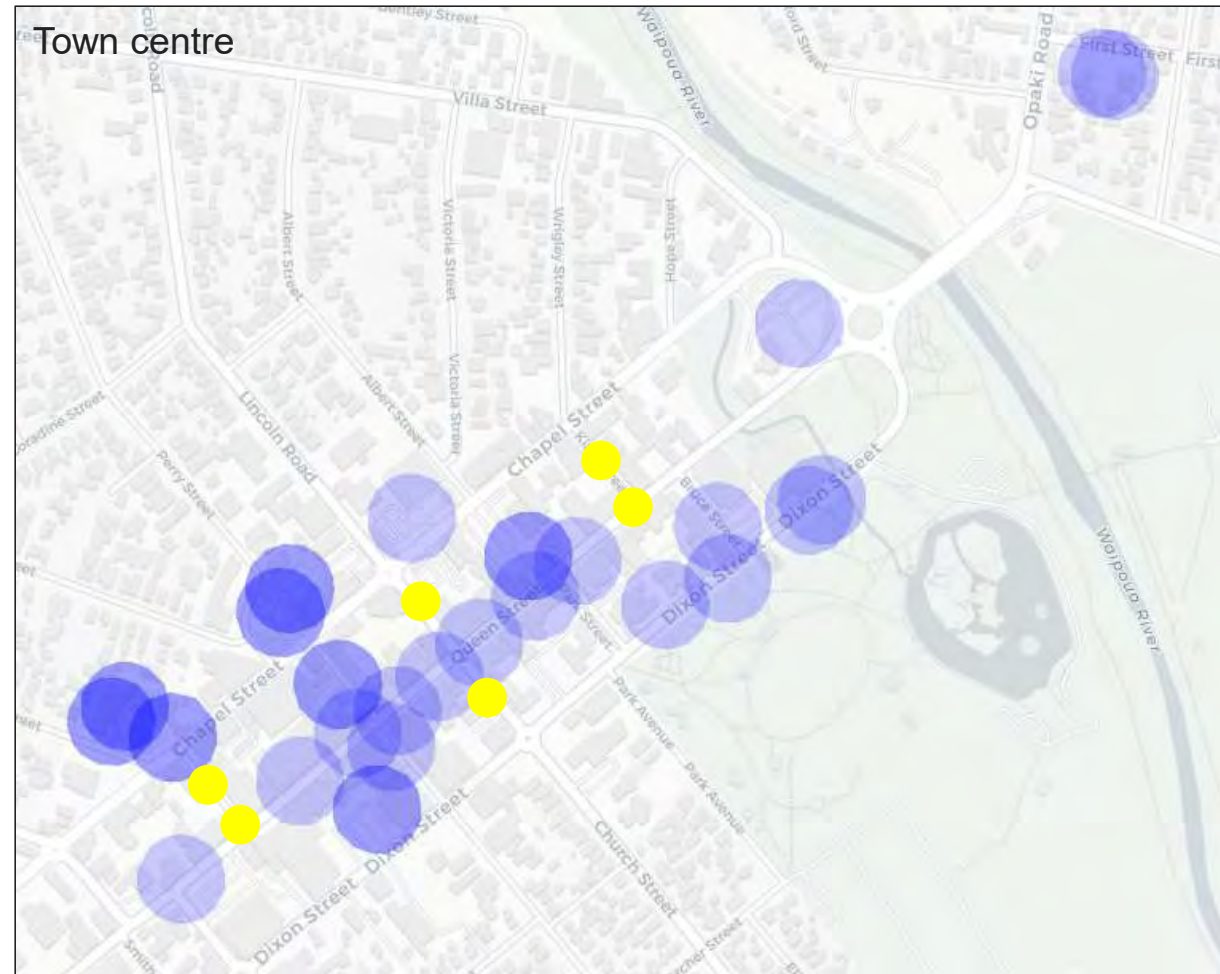
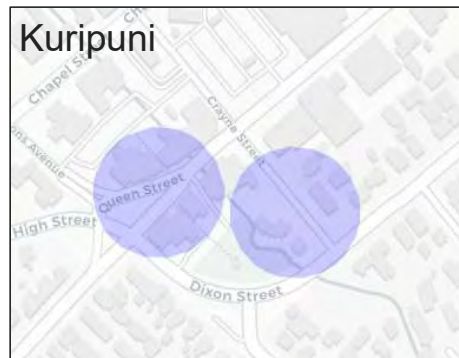
# Technology

- Pay by plate
  - Payment options / apps
  - Enforcement
  - e-Permits
  - Park once
  - Data
- Wayfinding
- Parking sensors
- LPR
  - Enforcement
  - Data



# Mobility Parking

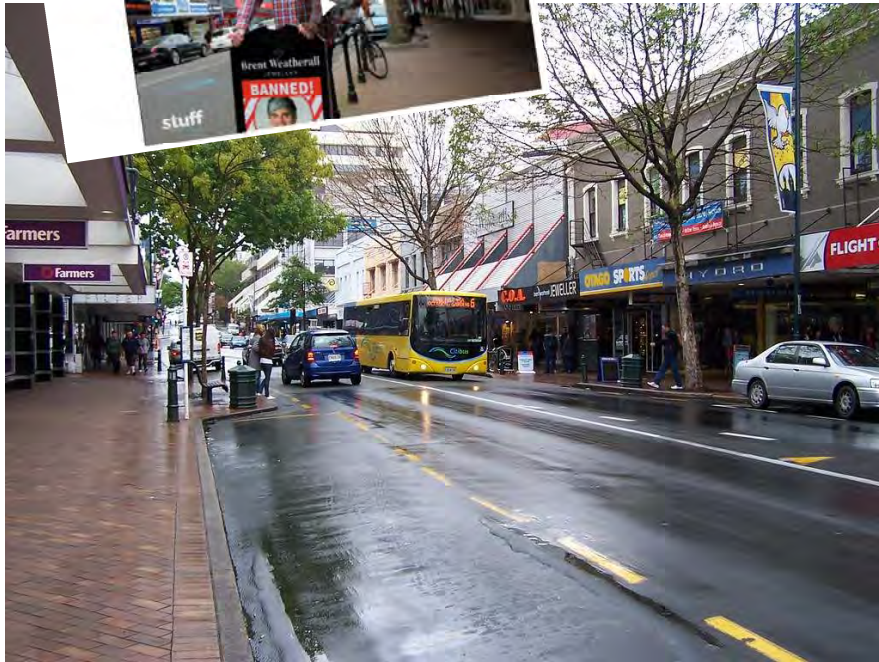
- 33 mobility spaces (public)
  - 36% occupied
  - 100% compliance
- Gaps – 50m buffer
- Side/rear loading
- Mobility permit holders
  - Free parking?
  - Double the time?



# Case Study – George St, Dunedin

Retailer bans Dunedin mayor  
after one-way street decision

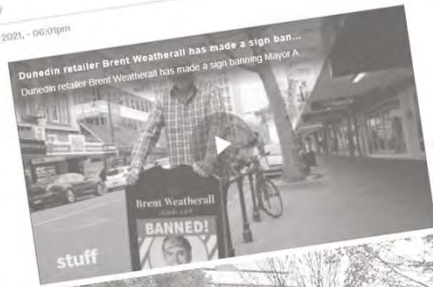
Liamish McKeilly  
September 29, 2021 • 06:07pm



# Case Study – George St, Dunedin

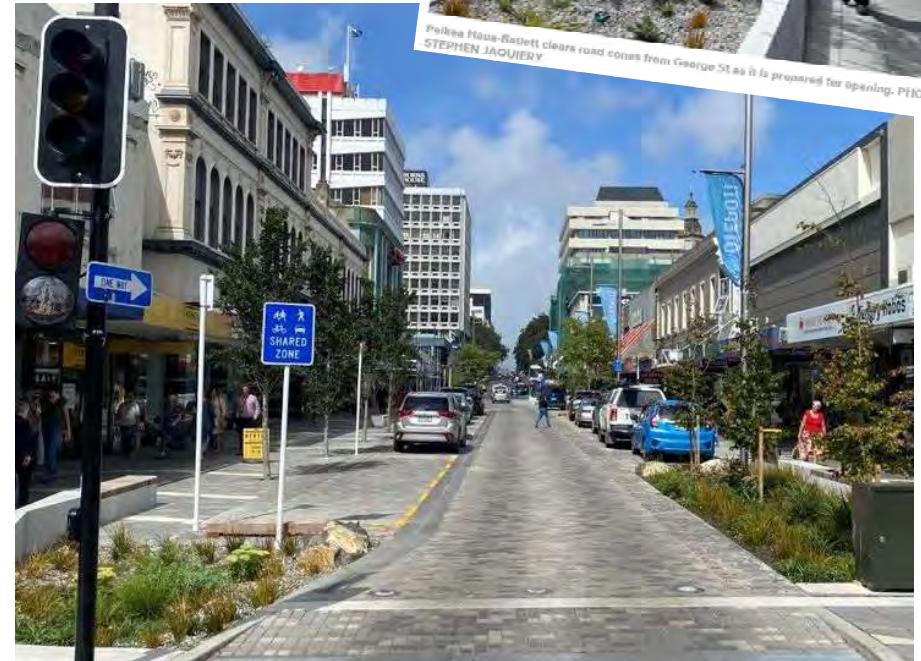
## Retailer bans Dunedin mayor after one-way street decision

Hannah McNulty  
September 29, 2021, 06:07pm



## 'Looks good, doesn't it?': George St critic won over

By Gus Sissanders  
News > Dunedin



# Parking Fundamentals

## Road Space Hierarchy

Use	Examples
Movement	Footpaths Traffic lanes Bus / cycle lanes Clearways No stopping areas
Place	Landscaping & amenity Seating Outdoor dining Markets and events
Parking	On-street parking SPSV parking Bus stops Mobility parking Loading zones

