

Wānaka Community Board
4 April 2019

Report for Agenda Item: 1

Department: Community Services

Wānaka Lakefront Development Plan design of Stage 2, South Beach

Purpose

To seek approval of the associated recommendations for change regarding the Wānaka Lakefront Development Plan and design of Stage 2, South Beach.

Recommendation

That the Wānaka Community Board:

1. **Note the contents of this report;**
2. **Agree** to amend the proposed concept in the Wānaka Lakefront Development Plan 2016 for the Millennium Walkway to be incorporated in the feature gardens within the design of Stage 2, South Beach;
3. **Agree** to incorporate the Millennium concept into the design of Stage 2, South Beach; by a means of engraving the same content onto a new alternate and approved tile, in order to future-proof and protect the content, and maintain the continued legacy that the Millennium project sets to achieve rather than uplift and use the existing tiles.
4. **Agree** to defer the design process for Stage 2, South Beach for car parking to allow for a complete review of car parking in the Wānaka Town Centre through the process of the Wānaka Town Centre Masterplan;
5. **Agree** offset the provision of approximately 120 lakefront car parks subject to the following actions, associated locations and funding approval:
 - Demarcate temporary parking within a specific area of the Wānaka lakefront reserve at the south end of stage 1; and
 - Carry out minor improvements and signage to the existing Lismore Park road reserve to enhance the provision for informal parking; and
 - Utilise the parking capacity available within the surrounding streets and associated town centre zones as per the 2018 Wānaka Parking Survey Report; and
 - The QLDC Property & Infrastructure team will review parking limits within the Wānaka Town Centre
6. **Approve** the updated timeline for implementation of the Wānaka Lakefront Development Plan and construction of Stage 2, South Beach;

7. **Approve and agree** to implement Stage 2, South Beach detailed design that incorporates the above changes.

Prepared by:

Reviewed and Authorised by:



Maddy Dowman
Projects Officer:
Parks & Reserves

28/03/2019



Jeannie Galavazi
Planning (Acting)
Manager: Parks &
Reserves

28/03/2019



Thunes Cloete
General Manager
Community Services

28/03/2019

Background

- 1 The Wānaka Lakefront Reserves Management Plan 2014 (**WLRMP**) is the guiding document for lakefront reserves in Roys Bay, Wānaka, prepared under the Reserves Act 1977. It identifies the objectives and policies for the management of these lakefront reserves, including protection and development. The WLRMP separates the reserves into character areas by rationalising uses into district management zones and helps to recognise and retain the unique character of the Wānaka Lakefront.
- 2 WLRMP policy 5.2.1.3 requires the development of a concept plan and detailed design for the identified reserves within Roys Bay for public engagement and project prioritisation.
- 3 The adopted WLRMP 2014 can be found via this link <https://www.qldc.govt.nz/assets/Uploads/Council-Documents/Reserve-Management-Plans/Wānaka-Lakefront-Reserves-Management-Plan.pdf> and refer to policy 5.2.1.3 on page 34.
- 4 The Queenstown Lakes District Council adopted the Wānaka Lakefront Development Plan (**WLDP**) in August 2016 as a high-level document that will guide the development of the Wānaka Lakefront Reserves for the next 20-30 years.
- 5 The WLDP aligns key aspirations and themes with the WLRMP to provide continuous pedestrian and cycle access along the lakefront, make strong connections with the town centre and enhance the ecology throughout.
- 6 Public consultation was undertaken for the WLDP over a three month period and comprised of online surveys, three public drop-in sessions and a display at the Wānaka A&P Show. Council staff and Wānaka Community Board (**WCB**) members met with local businesses and organisations. Overall, the feedback was very positive and supportive of what the plan was seeking to achieve.

- 7 The adopted WLDP 2016 can be found via this link <https://www.qldc.govt.nz/assets/Uploads/Your-Council/Projects/Wānaka-Lakefront-Development-Plan/Wānaka-Lakefront-Development-Plan-Updated-November-2018.pdf> and the current staged implementation plan and timeline are included as **Attachments A and B** to this report.
- 8 This report seeks to resolve matters associated with two existing and significant lakefront features. It also seeks approval of Stage 2 detailed design, incorporating changes and implementing the project based on detail provided.
- 9 Both features are identified as important in the WLDP and a proposed concept for their continued integration has been incorporated. A resolution is required to confirm the detail regarding the incorporation of these features within the detailed design of Stage 2, South Beach (**Stage 2**). The first matter is in relation to the Millennium walkway and the second is in relation to the lakefront car parking along Ardmore Street between Dungarvon and McDougall Streets.
- 10 Stage 2 Developed Design rationale is included as **Attachment E** to this report.

Comment

Millennium Walkway

- 11 The WLDP 2016 recognises and highlights the significant value and importance that the existing Millennium Walkway holds within the local Community and has always supported the aspiration to incorporate the concept and content of the walkway into the detailed design of Stage 2, in order to protect the walkways historic relevance and ensure its continued legacy.
- 12 The WLDP specifically states that, 'The printed tiles will be individually recorded and uplifted to be placed into the 4m wide shared path. The relocation and replacement of any damaged tiles will be in coordination with the community.'
Please refer to page 31 of the WLDP via the link in paragraph 4.
- 13 The Millennium walkway was to run alongside the new lakefront promenade pathway as part of the detailed design of Stage 2 of the WLDP.
- 14 To ensure coordination with the community regarding the use of the existing tiles, QLDC have subsequently formed a relationship with a Millennium Walkway Interest Group (**MWIG**). This group is led by two key members, two of which were involved in the original community led project to establish the Millennium Walkway along the Wānaka Lakefront, which opened in November 2001.
- 15 QLDC have kept in communication with the MWIG via email, phone and meetings on site, to inform them of progress and outcomes associated with the Millennium Walkway, its proposed detailed design and options relating to the use of the existing tiles within Stage 2.
- 16 Recently the WCB formally received a petition of 1697 signatures, in support that '*The Millennium Path on Wānaka Lakefront is not to be removed as it is an integral part of Wānaka history*'. The MWIG initiated and formally submitted this petition to the WCB.

Incorporation of Millennium Walkway into Stage 2 Detailed Design

- 17 Since the WLDP was adopted in 2016, QLDC has since developed a stronger focus towards the concept of active travel within Wānaka and the wider Queenstown Lakes District.
- 18 The WCB have subsequently discussed the option to amend the original WLDP concept that showed the Millennium Walkway alongside the pathway and instead, incorporate the Millennium Walkway into the feature gardens of the Stage 2, South Beach developed design.
- 19 Benefits of incorporating the Millennium walkway tiles into the feature gardens as opposed to alongside the walkway ensure:
- the tiles are protected from mowing machinery
 - it eliminates a hazard by reducing user conflict between users 'actively travelling' along the promenade and those slowly meandering along the walkway reading the tiles
 - it creates a sense of place to reflect and contemplate this snapshot of history that the Millennium project captures
- 20 Based on the above benefits, it is recommended that the WCB give approval to incorporate the Millennium Walkway in to the feature gardens within the detailed design of Stage 2.

Use of Existing Millennium Walkway Tiles

- 21 Although the WLDP proposes that the existing tiles will be recorded and uplifted, these tiles are currently in poor condition and there are concerns around the feasibility and associated cost in attempting to uplift and relocate the existing tiles given their deteriorating condition.
- 22 Given the high profile nature of the Millennium Walkway and recent public attention, surrounding the anticipated outcome of the Millennium Walkway, both QLDC and the MWIG agreed to the following outcomes associated with the use of the existing tiles:
- QLDC were to undertake a trial to uplift a certain number of existing Millennium walkway tiles to determine the feasibility and cost associated in utilising the existing tiles into the design of Stage 2, South Beach.
 - The content on the existing tiles is to remain as it was at the time of creation with no additional information to be added but, agree to verify content to ensure accurate information
 - As far as is practicable, use the existing tiles preserving as many as possible
 - If the existing tiles cannot be uplifted, a discussion around other options is to be had between both parties

- Install an interpretative plaque detailing the history of the Millennium walkway content and project
- 23 A trial to safely uplift two sections of the existing tiles took place over Monday 11 March and Tuesday 12 March by Contractor, Fulton Hogan.
- 24 The trial did not include any work associated with the possibility to relocate the uplifted tiles, preparing the tiles and cutting back the concrete footing to reposition, or, any work associated with relaying the existing tiles into a new location including formation of a suitable base.
- 25 The trial concluded that it is possible to simply uplift existing tiles that are currently undamaged, together with a large chunk of concrete footing from the current walkway location.
- 26 The attempt to separate the tile from the large concrete footing was not successful. Therefore, the base would have to remain if re-laying the tiles however; it is possible to cut back the concrete footing to reduce in size.
- 27 Although the trial concluded that it is possible to uplift existing, and currently undamaged tiles, there are significant risks associated with attempting to uplift and relocate the existing millennium tiles.
- There is a high risk of tiles being damaged during the removal and storage process as there is such a large number of tiles to be uplifted and stored.
 - The tiles will require multiple handling and transportation at a number of stages, which increases the risk of breakage to occur and tiles to require replacing.
 - There is additional complexities and risks involved in the placement of the relocated tiles when compared to installation of new tiles. As the tiles will be uplifted in sections and remain attached to the existing concrete footing, it will be difficult for these to be shaped and cut to match the form of the feature gardens. The tiles were originally installed in a curved fashion and will maintain that curved shape when they are uplifted.
- 28 Additional work will be required to attempt to match the tiles to appropriate locations and to cut and shape infills between sections to match the shape of the gardens.
- 29 In order to maintain a level finish, the footings attached to the tiles will have to be cut down to match each other to enable these to be installed; this will require additional prep time and work during installation.
- 30 The weight and difficulty of moving the tiles whilst attached to the concrete footing creates further difficulties and H&S hazards during the reinstallation process.
- 31 It will be significantly more difficult to achieve a high quality finish during installation when using the relocated tiles compared to installation of new tiles.
- 32 The developed design of Stage 2 show that approximately 700-800 tiles are required to incorporate the Millennium Walkway into the feature gardens.

- 33 Calculations suggest that 430 existing tiles, currently in place along the walkway are in a reasonable condition. Therefore, regardless of the number of existing tiles successfully uplifted, there will not be enough tiles to make up a required number of approximately 700-800.
- 34 All of the above factors increase the risk and costs associated with uplifting and utilising the existing tiles and make it difficult for an accurate estimate of the associated cost to be understood. Therefore, final costings associated in doing so will only be available through the tender process.
- 35 Maintaining the existing Millennium walkway in its entirety and current location, and not re-creating the concept into the new design of Stage 2 South Beach, this is deemed not to be a suitable option due to the following:
- Due to the current and failing condition of the Millennium tiles, a decision regarding the future use is necessary now in order to reduce the risk of further deterioration.
 - There would be significant cost and complexity associated with addressing this issue in the future and incorporating into the completed Stage 2 works at a later date.
 - The reserve area that the walkway is currently located was identified in the 2016 WLDP for potential future parking however, a decision around this parking is anticipated to be deferred and to be considered under the WTCMP process.
 - The proximity of the current walkway is very close and adjacent to the future promenade as part of stage 2 South Beach design and will therefore, be at risk of damage during construction. It also has the potential to confuse and detract users.
- 36 Based on the outcome of the trial and what QLDC believe is feasible, the following options for utilising the existing tiles within the detailed design of Stage 2 are:
- Option 1: Agree to utilise as many existing tiles as possible by uplifting currently undamaged tiles and concrete footing, prepare the uplifted tiles and concrete footing and place within the feature gardens. Furthermore, accept all associated risks and final costs through the tender process.
- Option 2: Do not uplift or utilise the existing tiles and instead, incorporate the Millennium concept into the design of Stage 2; by a means of engraving the same content onto a new alternate and approved tile, in order to future-proof and protect the content, and maintain the continued legacy that the Millennium project originally set to achieve.
- Option 3: Maintain the existing Millennium Walkway in its entirety and current location and do not incorporate in the new design of Stage 2.
- 37 The recommended option to deal with this matter is option 2.
- 38 Based on the limited information currently understood around costing and for both of the options 1 and 2, associated with uplifting and utilising the existing tiles, option

2 is the most cost effective option. This is also taking into account, the anticipated risks identified and outlined above.

- 39 Furthermore, it is understood that in terms of the overall project value associated with the implementation of the WLDP, the variance between the options one and two is not substantial.

Lakefront Car Parking

- 40 The WLDP identifies a key aspiration to reduce the dominance of parking along the central lakefront while still allowing provision for car parking elsewhere. The three month consultation period provided strong feedback on the matter and supported this aspiration.
- 41 As part of Stage 2 developed design, the WFDP concept proposes angle parking along the lakefront and restricts parking to both sides of Ardmore St and between Dungarvon and McDougall Streets.
- 42 Since the WLDP was adopted in 2016, QLDC has commenced the Wānaka Town Centre Masterplan (**Masterplan**) planning process. Future parking in the Wānaka Town Centre will be addressed as a whole through the Masterplan.
- 43 The Masterplan is in early stages and therefore cannot provide certainty as to where and what type of parking recommendation will come out of this process.
- 44 Therefore it is recommended to defer the Stage 2 parking design in the interim to allow the solution for parking in the Wānaka Town Centre, including the lakefront, to be appropriately determined as part of the Masterplan which looks more widely at parking and transport options.
- 45 By proceeding with the detailed design and construction of Stage 2, the current lakefront parking will result in the displacement of approximately 120 car parks.
- 46 It is recommended to offset the provision of approximately 120 car parks, subject to the following actions and associated locations within the Wānaka Town Centre:
- Demarcate temporary parking within a specific area of the Wānaka lakefront reserve at the south end of Stage 1; and
 - Carry out minor improvements and signage to the existing Lismore Park road reserve to enhance the provision for informal parking; and
 - Utilise the parking capacity available within the surrounding streets and associated town centre zones as per the 2018 Wānaka Parking Survey Report, refer to **Attachment D**, (pages 2 and 3) of this report; and
 - The QLDC Property & Infrastructure team will review parking limits within the Wānaka Town Centre
- 47 The options and locations are based on consideration for free and 'easy to find' parking e.g. visitors willing to walk 10 minutes and locals, 5 minutes.

- 48 Works associated with parking displacement and minor improvements would be managed and implemented across both QLDC Parks and Property & Infrastructure Departments, and will be subject to funding approval.
- 49 By continuing with Stage 2 construction and off-setting the provision of approximately 120 car parks, a key part of the WLDP will be delivered this year and it would support the WLDP aspiration to reduce the dominance of parking on the lakefront, while still allowing car parking elsewhere.

WLDP Timeline & Communications Plan

- 50 Due to additional time required to further define and work towards resolutions associated with certain elements of the WLDP, the approved project timeline has been delayed, resulting in the need to re-assess a project timeline.
- 51 Furthermore, a revised timeline takes consideration for the following:
- Time to design, price and construct minor parking improvements associated with displacement parking
 - The seasonal impact of winter – increased risk of failed concrete and establishment of grass, and risk of delays due to bad weather
 - Time for contract procurement and establishment and reduces risk of increased costs associated with fast-tracking the project
- 52 In order to continue implementing stages 2-5 of this project, refer to **Attachment C** for the revised project timeline.
- 53 The WLDP guides the development of the most high profile lakefront areas within Wānaka with significant benefits to the community and visitors. For this reason it is important to keep the community informed of the progress and planned stages of this project.
- 54 The revised Communications Plan includes publically sharing the design features of Stage 2. It also proposes a public ‘drop-in’ session to share the Stage 2 concept and associated features with the public.

Options

- 55 **Option 1** Approve Stage 2 detailed design of the Millennium Walkway to incorporate new tiles into the gardens, approve option 2 in relation to the use of the Millennium Walkway tiles, defer the Stage 2 parking design, implement minor improvements to address parking displacement and approve the revised timeline.

Advantages:

- 56 Will continue to maintain and achieve key aspirations and themes adopted in the WLDP.
- 57 Will resolve matters associated with the Millennium Walkway while still achieving key aspirations of the 2016 WLDP to incorporate the Millennium

Walkway. Reduce the dominance of parking, while still allowing for parking provision elsewhere.

- 58 Align with Masterplan objectives and solutions for Wānaka parking overall.
- 59 Ensures the best outcome for the community and allows to further progress towards overall implementation of the WFDP including the construction of Stage 2.
- 60 Be adaptable whilst implementing the WLDP changes to allow for:
 - The changing nature of the district
 - Wider QLDC plans and initiatives
 - Supports general shift in wider Council objectives such as the focus towards active travel
- 61 Ensures appropriate alignment of both the WLDP and Masterplan, despite both plans being at different stages of development.
- 62 Allows the continuation of the WLDP while enabling the Masterplan process to allow parking within the Wānaka Town Centre to be addressed as a whole and addresses displacement parking.
- 63 Will enable the WLDP to be implemented within an achievable timeframe in order to better meet the needs of the community and reduces risks to QLDC and the project.

Disadvantages:

- 64 Allows the Masterplan to direct aspects of the implementation of the WLDP.
- 65 The WLDP and associated stages will not be implemented as soon as previously anticipated.
- 66 Reputational risks associated with approved resolutions not meeting the expectations of all community members.
- 67 **Option 2** To not approve Stage 2 detailed design of the Millennium Walkway to incorporate new tiles into the gardens, do not approve option 2 in relation to the use of the Millennium Walkway tiles, do not defer the Stage 2 parking design or implement minor improvements to address parking displacement and, do not approve the revised timeline.

Advantages:

- 68 Some key outcomes can still be achieved by not amending the proposed concept in the WLDP 2016 associated with the Millennium Walkway and Lakefront Parking. This will also meet some community expectations.
- 69 The WLDP and associated stages could potentially be implemented sooner.

Disadvantages:

70 Will not appropriately resolve matters associated with both the Millennium walkway and lakefront parking.

71 Does not ensure the best outcome for the community and continues to delay further progress towards overall implementation of the WFDP and construction of Stage 2.

72 Does not take into consideration:

- The changing nature of the district
- Wider QLDC plans and initiatives
- Supports general shift in wider Council objectives such as the focus towards active travel

73 Does not align the WLDP and Masterplan to ensure the best outcome

74 Will not allow the WLDP to be implemented within an achievable timeframe and will not better meet the needs of the community nor reduce risks to QLDC and the project.

75 This report recommends **Option 1**.

Significance and Engagement

76 This matter is of medium significance, as determined by reference to the Council's Significance and Engagement Policy because it relates to a reserve that is a strategic asset. The proposal is a fitting use of the reserve and is supported by the Reserve Management Plan.

Risk

77 This matter relates to the Community & Wellbeing risk category. It is associated with RISK00009 Ineffective Management of Community Assets within the [QLDC Risk Register](#). This risk has been assessed as having a High inherent risk rating.

78 This matter will support the Council by allowing us to implement additional controls for this risk. This shall be achieved by ensuring effective management of the Wānaka Lakefront reserve on behalf of the Wānaka community, which will help reduce the Residual Risk rating of RISK00009.

Financial Implications

79 There are no additional capital expenditure requirements for the project at this stage. Operational costs associated with displacing 120 car parks can be met through existing budgets.

Council Policies, Strategies and Bylaws

80 The following Council policies, strategies and bylaws were considered:

- Wānaka Lakefront Reserves Management Plan 2014.

81 [The recommended option is consistent with the principles set out in the named policy/policies.](#)

82 [This matter is included in the 10-Year Plan/Annual Plan through existing property operating budgets.](#)

Local Government Act 2002 Purpose Provisions

83 The recommended option: 1

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by ensuring that a community/sports building is redeveloped to better address the needs of the community;
- Can be implemented through current funding under the 10-Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not significantly alter the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

Consultation: Community Views and Preferences

84 The people who are affected by or interested in this matter are the Wānaka community.

85 In 2016, QLDC did consultation with the Wānaka community and the WLDP was approved. The Special Consultative Procedure was followed.

Attachments

- A Current Staged Implementation Plan
- B Current Project Timeline
- C Revised Project Timeline
- D 2018 Wānaka Parking Survey
- E Stage 2 South Beach – Developed Design Rational