

**QLDC Council
17 December 2015**

Report for Agenda Item: 3

Department: Infrastructure and Property

Request to form new trail – Rotary Club of Queenstown

Purpose

The purpose of this report is to consider granting permission to the Rotary Club of Queenstown to form a new walking and cycling trail on unformed legal road.

Recommendation

That Council:

1. **Note** the contents of this report;
2. **Agree** to grant permission to the Rotary Club of Queenstown to form a new walking and cycling trail on unformed legal road legally described as Block II Shotover Survey District, Fee Simple land legally described as Pt Sec 1 SO 23650 Secs 4-5 SO 302193 and Wildlife Management Reserve legally described as Section 92 Block II Shotover SD, subject to the below conditions:
 - a. Materials to be onsite on site only once construction has begun;
 - b. Rotary Club to ensure that all neighbouring properties are openly consulted, with the intention to identify any concerns and mitigate as appropriate;
 - c. Detailed engineers designs of track formation to be received and approved by the General Manager of Property and Infrastructure.
 - d. Track to be formed to a Grade 3 Standard, as per QLDC Trails and Tracks Standards and Specifications;
 - e. Rotary Club to adhere to all safety recommendations as specified in the Geoconsulting Ltd geotechnical report;
 - f. Rotary Club are required to obtain at their own costs all design, resource and building consents to form the trail, and will be responsible for all costs to form the trail;
 - g. Rotary Club to bear all maintenance costs for the first three years, after which all responsibility is transferred to Council, aside from condition (h) below;
 - h. Rotary Club shall be responsible for any repairs or reinstatement of the trail that are required as a consequence of any surface

cracking, slippages, subsidence or flooding events for a period of 15 years following its completion;

- i. That approval is granted from the Department of Conservation for building the part of the trail within its land.

3. **Agree** to delegate approval of final terms and conditions to the General Manager of Property and Infrastructure.

Prepared by:



Averil Kingsbury
Property Manager APL

26/11/2015

Reviewed and Authorised by:



Stephen Quin
Parks Planning Manager

27/11/2015

Background

- 1 The Rotary Club of Queenstown, through its Rotary Shotover Lower Bridge Trust, ('Rotary') has approached Council wishing to undertake a community project to provide a walking and cycling trail from the Lower Shotover Historic Bridge. The proposed location of the trail would be on unformed road running parallel to Tuckers Beach Road, and also through DOC reserve legally known as Section 92 Blk II Shotover SD Certificate of title.
- 2 The Rotary Club Committee consists of Trevor Tattersfield, a retired Road Engineer, David Broomfield, a Property Developer, John Thompson, a Trails Trust Committee Member and Kerry Dunlop, a semi-retired farmer.
- 3 Rotary funded and restored the Lower Shotover Bridge in 2005 at a cost of \$750,000. The completed bridge is an integral hub of the Queenstown Trail system. The club also is responsible for establishing a carpark and the planting of native trees to enhance the area.
- 4 As an extension to this, Rotary would like to develop a walking trail along the Shotover River, running alongside Tucker Beach Road, which would link up to the Shotover Bridge.

Comment

- 5 Rotary proposes to construct a walking trail on both Council Unformed Legal Road (ULR) and on DOC/LINZ land. The majority of the Unformed Legal Road runs parallel with Tucker Beach Road, with the entire proposed track length being approximately 3.2 km.
- 6 The track will provide access to a large DOC reserve, situated at the end of Tuckers Beach Road. The trail will also provide Tucker Beach Road and Quail Rise residents an off-road cycle/walking link to the Queenstown Trail and

additionally potentially school students to walk or cycle from Tuckers Beach to schools on the Frankton Flats.

- 7 The proposed trail will provide spectacular views of the Shotover River and surrounding mountains. A picnic area is planned along the trail route and will provide a sheltered sunny spot, even in winter for the public to enjoy. This picnic area would be approximately half way along the proposed trail.
- 8 Rotary has consulted with DOC's (former) Wakatipu District Manager Greg Lind who has agreed to facilitate the approvals necessary to construct the walking trail on DOC/LINZ land.
- 9 On advice of Council officers, a condition of approval requires that Rotary is responsible for any major repairs or reinstatement of the trail for a period of 15 years following its completion. Rotary has stated that it is unrealistic for a community organisation to commit to a term this long given that they may not exist in 15 years' time and that the organisation is made up entirely of volunteers. Rotary has advised that it would not be willing to accept this condition for 15 years, but would be willing to accept the same condition for a lesser period of 5 years.
- 10 Council has received correspondence on behalf of a concerned resident, which is attached as Appendix C. It is recommended as a condition that the Rotary Club ensures that all neighbouring properties are openly consulted, with the intention to identify any concerns and mitigate as appropriate. It is proposed that the trail would be approximately one metre wide, gravelled where necessary and built in accordance with Grade 3 Standard, as per QLDC Trails and Tracks Standards and Specifications. Where necessary, any retaining structures will be subject to normal consent conditions and engineering certification. It is expected that the trail construction would take up to 9 months to complete.
- 11 Rotary has agreed to undertake the maintenance of the formed walking trail for 3 years from its opening, after which time responsibility would be reverted to Council.
- 12 The Parks department has provided advice around the costs that would be incurred to Council for maintenance of the trail. Based on a 2.5m wide gravel track the cost of maintenance is estimated to be \$1,150 per km per year. However, given that the trail is proposed to much less than this, at a width of 1m, the cost would be \$460 per km, or \$1490.00 annually for the 3.24km track. Parks has also advised that regravelling every 10 years would be required, at a cost of \$33,437.
- 13 A geotechnical report has been undertaken by Geoconsulting Limited. It concluded that the identified hazards are of a minor nature and can be avoided or remedied by choosing the higher (southern) route for a section of the track (as per Appendix B) and by installing physical barriers, fences or bunds around parts of the tracks outlined in the report. It determined that *'there did not appear to be any overriding geotechnical constraints that would preclude development of track formation or lead to excessive construction costs'*. It is recognised that the report's recommendations will be followed through the design and delivery of the trail.

Options

- 14 Option 1 Approve the request from Rotary Club to form a new walking and cycling trail on unformed legal road running parallel to Tuckers Beach Road with recommended conditions.
 - 15 Advantages: Approving the request would mean an additional walking and cycling trail, benefitting the community. The trail also links up with other formed walking and cycling trails.
 - 16 Disadvantages: Approving this trail will result in a reduced area of natural landscape. During the building process, there is also the potential for the surrounding native areas to be disrupted. However, it is expected that once the trail construction has been completed, there will be minimal disruption, and the natural landscape will be available to be enjoyed by visitors and locals alike.
 - 17 There is a cost to Council for the maintenance of the trail after the first three years, which needs to be considered.
 - 18 The Rotary Club has advised that it is not prepared to accept the condition that it shall be responsible for any repairs or reinstatement of the trail that are required as a consequence of any surface cracking, slippages, subsidence or flooding events for a period of 15 years following its completion, so the trail may not be built.
- 19 Option 2 To decline the request for Rotary to form a new walking and cycling trail on unformed legal road running parallel to Tuckers Beach Road.
 - 20 Advantages: The landscape will remain untouched and undisturbed.
 - 21 Council will not incur ongoing maintenance or repair and reinstatement costs of the trail.
 - 22 Disadvantages: If the trail is not approved in this area, the club may seek a different option, which could have a greater impact on the landscape. The community will also miss out on an additional walking and cycling trail in the region.
- 23 Option 3 Approve Rotary forming a new walking and cycling trail on unformed legal road running parallel to Tuckers Beach Road with a condition that it shall be responsible for any repairs or reinstatement of the trail that are required as a consequence of any surface cracking, slippages, subsidence or flooding events for a period of 5 years following its completion, rather than 15 years.
 - 24 Advantages: Approving the request would mean an additional walking and cycling trail, benefitting the community. The trail also links up with other formed walking and cycling trails.
 - 25 Disadvantage: Approving this trail will result in a reduced area of natural landscape. During the building process, there is also the potential for the surrounding native areas to be disrupted. However, it is expected that

once the trail construction has been completed, there will be minimal disruption, and the natural landscape will be available to be enjoyed by visitors and locals alike.

- 26 There is a cost to Council for the maintenance of the trail after the first three years, which needs to be considered.
- 27 There is greater chance for the Council to incur costs of repair or reinstatement required as a consequence of any surface cracking, slippages, subsidence or flooding events after 5 years of its completion.
- 28 Option 4 Approve Rotary forming a new walking and cycling trail proposing a different area or with different conditions.
- 29 Advantages: While Council could suggest an alternative location for the trail, Rotary would need to assess whether it is suitable operationally.
- 30 Disadvantages: As discussed in option two, a different trail option could have greater impact on the environment and natural surroundings. The cost of providing the trail in another area may also be prohibitive.
- 31 This report recommends Option 1 for addressing the matter as it means increased recreation facilities for tourists and locals to enjoy with reduced risk for the Council incurring additional cost for repairs or reinstatement required as a consequence of any surface cracking, slippages, subsidence or flooding events. Rotary Club may not accept this option so the trail may not be built.

Significance and Engagement

- 32 This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy because it does not involve a Council strategic asset, is of low importance to the Queenstown Lakes District, is not of significant interest to the general community, is not inconsistent with policy and strategy and does not impact on Council's capability and capacity.

Risk

- 33 This matter relates to operational risk OR002 'Increase in Expenditure'. The risk is classed as medium. The matter relates to this risk because the options highlighted require the Council to consider an increase in expenditure in three years' time when responsibility to maintain the new trail is transferred over. A variety of operational risks (such as meeting levels of service, regulatory compliance and the health and safety risks associated with parties using reserves land) are triggered when the Council considers whether or not to grant the approval for the new trail. This report recommends that risk OR002 is tolerated, and that the operational risks associated with granting the application are considered at the time a decision on the application is made. Deferring consideration of operational risks will not affect Council's ability to manage those risks in this case.
- 34 This matter relates to the operational risk OR004, Serious injury to member of community as documented in the Council's risk register. The risk is classed as

low and the recommended conditions aim to reduce the risk by requiring Rotary Club to adhere to QLDC Trails and Tracks Standards and Specifications as well as detailed engineer designs when constructing the trail.

Financial Implications

- 35 There are financial implications for Council that need to be considered. The Rotary Club has agreed to maintain the trail for the first three years after completion, after which the responsibility would be transferred to Council. The cost of maintenance of the trails is estimated to be \$1,490 yearly, with a gravelling cost of \$33,437 every ten years. There could be more significant financial implications for Council if the trail were to fail after the three year period. It is proposed to reduce this risk by ensuring that the trail is built to QLDC Trails and Tracks Standards and Specifications, by ensuring that detailed engineering plans are prepared to be approved by the General Manager of Property and Infrastructure, and that a condition of approval requires that Rotary is responsible for any repairs or reinstatement of the trail that are required as a consequence of any surface cracking, slippages, subsidence or flooding events for a period of 15 years following its completion.

Council Policies, Strategies and Bylaws

- 36 The following Council policies, strategies and bylaws were considered:

- Significance & Engagement Policy 2014 –the proposal is a matter with low significance in terms of this policy as a new trail is not considered significant as it does not impact Council's strategic assets, affect a large number of residents, ratepayers and the environment or and is not expected to create a community interest in the matter.
- This matter is not included in the 10-Year Plan/Annual Plan. Construction of the trail and the first three years of maintenance would be paid for by the Rotary Club, after which maintenance of the trails would be transferred to Council.

Local Government Act 2002 Purpose Provisions

- 37 The recommended option:

- 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 supporting the improvement of walking and cycling trails in the region.
- Cannot 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 alter significantly 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.

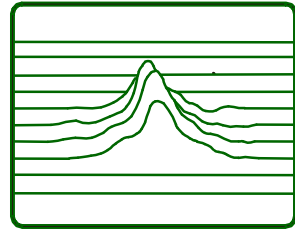
Consultation: Community Views and Preferences

38 No consultation is envisaged or required by Council as detailed in this report.

Attachments

- A Plan of proposed trail
- B Geotechnical Assessment and route map hazard plan
- C Letter from neighbouring property
- D Proposed trail land category





1 November 2015

Chairman: Tucker Beach Walkway Committee

Rotary Club, Queenstown

10 Wellswood Way

Quail Rise RD1

Queenstown 9371

Attn. Kerry Dunlop

Dear Kerry:

Geotechnical Assessment: Proposed Tucker Beach Walkway

Introduction

We have been engaged to comment on geotechnical aspects of the proposed track connecting the old Shotover Bridge to the Tucker Beach Reserve. This report is in two parts. The first part addresses concerns raised by APL Property regarding QLDC's expectations that an assessment of natural hazards would be required in support of a resource consent application. The second part discusses geotechnical issues related to construction and maintenance.

Route Description

The route follows the true right bank of the Shotover River from the old bridge to the existing gravel road giving access to Tuckers Beach reserve. Two alternatives exist for the section through Tuckers Beach Reserve; one along a legal road reserve and the other along an existing track on slightly higher ground to the south. Figure 1 shows the approximate route and the two alternatives.

The first 600 m north of the old Shotover Bridge carpark follows a narrow strip between Tuckers Beach Road and the steep, cliffs bordering Shotover River. This land comprises a degraded terrace edge with slopes ranging from near flat to 20°. A sharp break-in-slope leads to subvertical rock faces that drop some 20-25 m down to the Shotover River flood plain.

Continuing upstream, the next 200 m traverses a reasonably flat terrace edge between developed properties to the northeast of Tuckers Beach Road and the crest of steep slopes comprising one or two sections of rock cliffs separated by well vegetated scree slopes. This section ends where a dam has been constructed across a small gully to hold a small pond. The dam has been poorly constructed and poorly maintained with water currently up around crest level. The downstream face is oversteepened with existing trees holding back some of the fill. The dam and pond represent a barrier to trail construction.

From the upvalley end of the dam, the trail picks up what appears to be an old bridle trail for the next 600 m. The 2 m wide benched track sidles from terrace top down to a lower terrace just above flood plain level (Tuckers Beach Reserve). Earthworks associated with private developments have encroached on this track in places but the general grade and alignment are still visible.

Two alternative routes exist for the remaining 1250 m (1400-2650 m) through the Reserve to the gravel road leading back up to Tuckers Beach Road. The southern alternative follows a well established foot trail on a terrace elevated a few metres higher than lowermost terrace adjacent to the floodplain. An alternative route that follows a legal road reserve through the lowermost terrace is also presented.

Hazard Assessment

The QLDC Hazard Register identifies much of the route (0 – 1400 m) as having ‘nil to low risk’ of liquefaction. The remaining 1250 m is considered ‘probably low risk’ (LIC 1(P)) of liquefaction for the alternative section. In addition, the northern alternative from 1400 – 2650 m is at risk from periodic flooding from the Shotover River.

Soils that are loose, fine grained and saturated are most susceptible to liquefaction. The alluvium underlying the terraces and flood plain is loosely placed but is dominated by coarser sandy gravels and cobbles. Some fine sand lenses may be present, and, if lying below the groundwater table, may liquefy during strong earthquake shaking. In the worst case, sand boils may appear on the ground surface together with ground cracking. Neither of these represents a danger to anyone who happens to be using the track during an earthquake. Some track clearance and maintenance is likely to be the worst outcome.

The southernmost section of the track (0 – 600 m) passes close to the edge of the rocky cliffs bordering the Shotover River flood plain. The cliff edge appears stable with no signs of retreat or incipient failure. The main concern is for pedestrians or cyclists accidentally approaching the cliff edge. Some physical barrier will be required should the track come any closer to the cliff edge than say 3 m or where provision is made for a lookout over the river.

In summary, the identified hazards are of minor nature and can be avoided or remedied by the following means:

1. The risk of flooding can be avoided by choosing the higher (southern) option for the section 1400 – 2650 m.
2. The ground disturbance effects related to liquefaction can be readily cleared or remediated.
3. Physical barriers such as fences or bunds could be used around parts of the track on the section 0 – 600 m that approach close to the cliff edge.

Construction and Maintenance Considerations

The main areas of track construction are spread out over the first 800 m. Beyond that to the gravel road (2650 m) at the end of the route, the track traverses an existing bridle trail and follows existing foot trails across a scrub covered terrace. Only minor debris and scrub clearance is required to establish a formation ready for surfacing. We recommend a broad corridor (say 2 m either side of the trail formation) be cleared of scrub by a digger with a mulching attachment during trail establishment. This will prolong the period required to keep the trail free from regrowth and snow/wind throw.

The section 0 – 800 m will require cut and fill benching to establish a trail formation over most of this length although such work will be minimal between 600 – 800 m. Past experience on trail construction has shown that the sidling fill part of the trail formation is the most susceptible to failure. Most fill slope instability occurs through loose, end-tipped fill, contaminated with vegetation and topsoil, being placed on vegetated slopes below. We recommend cut and fill construction be preceded by stripping of all topsoil and vegetation, from crest of cut to toe of fill slope, and carted to waste. A large digger could achieve this from the shoulder of Tuckers Beach Road with the waste materials placed directly into a truck for disposal. This procedure will expose clean soil from which the trail formation can be constructed.

The pond and dam at approximately 800 m provide no easy option to traverse. The preferred option is to excavate the dam and drain the pond. The trail could then follow a contour around the pond bed to link up with the bridle trail further upstream. If the dam is on private land, it is not recommended to construct the trail formation by cut and fill across the dam's steep downslope face. The best option is to construct a boardwalk supported on piles in order to minimise disturbance to potentially unstable slopes.

In summary, there do not appear to be any overriding geotechnical constraints that would preclude development of track formation or lead to excessive construction costs.

Sincerely,

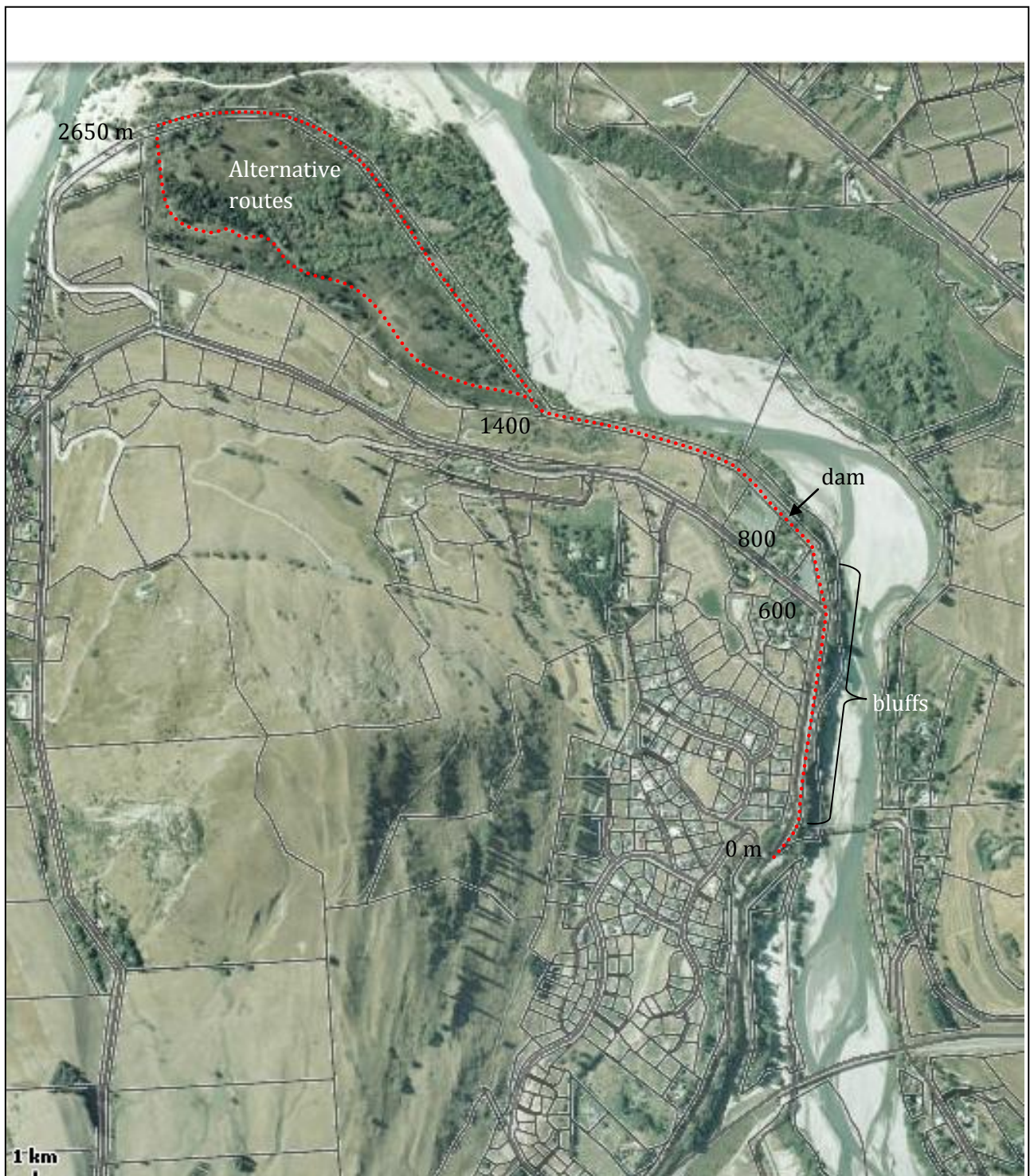
Geoconsulting Ltd

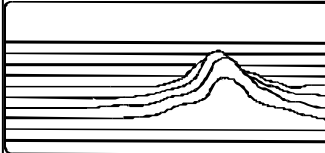


per J.M.Bryant

M.Sc. F.G.S.





 <p>JEFF BRYANT GEOCONSULTING LTD.</p>	PROJECT: Tuckers Beach walkway	FIGURE: 1
	DESCRIPTION: Proposed route and features of interest.	Scale: NTS
		Report:
		Date: 8/11/2015

12 October 2015

By Email: stephen.quin@qldc.govt.nz

Dear Stephen

Proposed Track – Tucker Beach Road

Thank you for taking the time to discuss the proposed walkway on Wednesday. Further to this conversation, we are writing to confirm our concerns with the potential proposal.

We act for the owners of 132 Tucker Beach Road (**Property**) which is situated directly on the boundary of the unformed legal road between the properties along Tucker Beach Road and Shotover River (**Road**).

While it is acknowledged a completed proposal has not yet been accepted by Council, we are aware that the local Rotary Club are undertaking preparatory work in respect of compiling a proposal to form a walking track along the Road. As the Road runs directly adjacent to the Property this is of course of significant concern as our client is likely to be adversely affected by the opening of this walkway.

Briefly our primary concerns are as follows:

- **On-going maintenance of the track:** Presently, the portion of the Road which runs adjacent to the Property is maintained by our client. The proposal from Rotary as it currently stands provides that Rotary will only commit to maintaining the track for a period of three years at which point they propose that the maintenance will be left to the community. This of course creates no certainty in respect of the maintenance of the track and surrounding grasses on the unformed legal road going forward.
- **Impact on Amenity:** From communications with Rotary it has become apparent that the Property will be able to be viewed directly from the proposed track, with no screening proposed. This will significantly impact our client's privacy and outlook. Further, the track is proposed to be used regularly for future Frankton High School students to cycle and walk down on their way to and from school. This will likely result in daily periods of increased noise in this otherwise quiet area.
- **Track construction:** The land where the track is proposed has a steep gradient and is largely covered by bush, as such earthworks are likely to be required to level and clear the track, in addition to the clearance of vegetation. We are therefore concerned as to the impact on land stability and resulting dust nuisance.

We would therefore welcome the opportunity to discuss the proposal with Council prior to approval.

Thank you again for agreeing to keep us up to date regarding the proposal, my contact details are recorded below for your reference.

If you wish to discuss anything further please get in contact.

Yours sincerely



Julie Hands

Solicitor

d +64 3 372 6555

julie.hands@duncancotterill.com

