



Waitaki District Council Oamaru Harbour Space Masterplan

Establishment Report

March 2019



rationale >

IMPROVING INFRASTRUCTURE OUTCOMES

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Oamaru Harbour Space Masterplan Establishment Report

Prepared for:

Waitaki District Council

Quality Assurance Statement

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Executive Summary

The Oamaru Harbour has played a significant role in the history of Oamaru, it has shaped commerce and the development of the town since the 1880s.

In more recent times it has begun the transformation into a popular destination for residents, families and visitors. This has largely been done under the direction established in the 2011 Oamaru Harbour Development Strategy, which aimed for Oamaru Harbour to be one of the best little harbours in the country.

Recently, there have been a number of developments proposed in the Harbour Area recently, some of which have created a lot of conversation in the community. Any lasting development in this area needs to have a clear direction, supported by the community that shapes the future and guides any changes.

The Oamaru Harbour Space Masterplan will take a holistic view of the harbour and surrounding area and consider a range of options to ensure it remains a key community asset, both now and into the future. It will look at ways to protect what people see as special, while allowing for future suitable development and commercial use.

Project objectives

1. We understand the importance the community's views and ensure they remain engaged throughout the process
2. Integration of related strategies, plans and projects to enable a sequencing of priorities.
3. We know what the future holds for the Oamaru Harbour Space and its surrounding areas.
4. Identify key land uses, activities and improvements through a spatial plan
5. Development of a plan that acts as a funnel for development initiatives.

The Masterplan will act as a guiding document for future changes and development – including a set of principles that help filter ideas and proposals to ensure Oamaru continues to have one of the best little harbours in the country.

Council has recently undertaken a significant piece of public engagement, with the community sending the clear message that they are passionate about the harbour and want to ensure it continues to be cared for, while any changes or development need to be carefully considered.

The Masterplan will be undertaken as one workstream, taking into account a number of integrated components, these include:

1. Land use and spatial plan
2. Transport, connectivity and accessibility
3. Heritage and environment

The Masterplan will deliver a spatial plan, indicating what should go where and how each element should interact with the others. This will deliver an easy to understand plan that will allow community buy in.

Delivery options

Two delivery options have been identified as ways to deliver the Masterplan. One involves a higher degree of community engagement and optioneering, and as such comes with an increased cost. The below options are outlined in Section 7 of this document.

1. **Option one** – community optioneering - \$180,000
2. **Option two** – reduced community engagement - \$150,000

1 Introduction

1.1 Purpose

The purpose of this report is to seek endorsement from Waitaki District Council to commence work on an integrated Masterplanning project for the Oamaru Harbour Space.

It will use the New Zealand Treasury Business Case framework, the five-case model to identify gaps, to gather evidence, complete data analysis, initiate community involvement, select the right interventions and establish an achievable timeframe for delivery. Using this framework, it will be approached as an indicative programme business case.



Figure 1: The better business case model

Critical to the success of this Masterplan is the need to clearly spell out the case for protecting what the community holds dear about the Harbour, whilst presenting a plan that sees the area continue to be enhanced as a community asset for the next thirty years and beyond.

A plan that can act as a guide for the various stakeholder groups, land owners and developers is essential to ensuring the creation of a combined vision for the future of the Oamaru Harbour Space.

There are no definite plans on the table at this stage other than the direction set by the 2011 Strategy. The Masterplan is an opportunity to pull together all the previous work done and take a fresh look at the future of the Harbour area. Community engagement is a critical piece of this process.

The concept of a Masterplan has been promoted as a mechanism for integrating the numerous projects, strategic documents and regulatory plans that will influence the future of the Oamaru Harbour. A Masterplan will apply a holistic perspective, considering the opportunities and challenges the area faces. It will also provide a framework for future development, reflecting the collective vision of the Council and community.

1.2 How this report was developed

This report was developed using a combination of community engagement, Council workshops, research and analysis. Early engagement with Council and the community has been a feature of this process, providing invaluable inputs to help shape the Oamaru Harbour Space Masterplan.

Following a workshop with Councillors on 31 January, the decision was made to move away from a multi-workstream approach and develop the Masterplan as one workstream taking into account a number of key integrated components.

1.3 Early engagement

Throughout November 2018 Waitaki District Council carried out a community engagement process to help identify what people find special about the Oamaru Harbour Area and what they see as its future.

The survey asked three key questions:

1. What do you like the most about the Oamaru Harbour Area?
2. What would you most like to see changed at the Oamaru Harbour Area?
3. Looking ahead, in 30 years what do you want the Oamaru Harbour area to look like and how do you think it should function?

This engagement process proved hugely popular and showed the level of passion the community has for the Harbour Area (<https://www.waitaki.govt.nz/our-council/consultation/Pages/futureoftheoamaruharbourarea.aspx>).

OVER THIS ONE MONTH ENGAGEMENT PERIOD WE HAD:

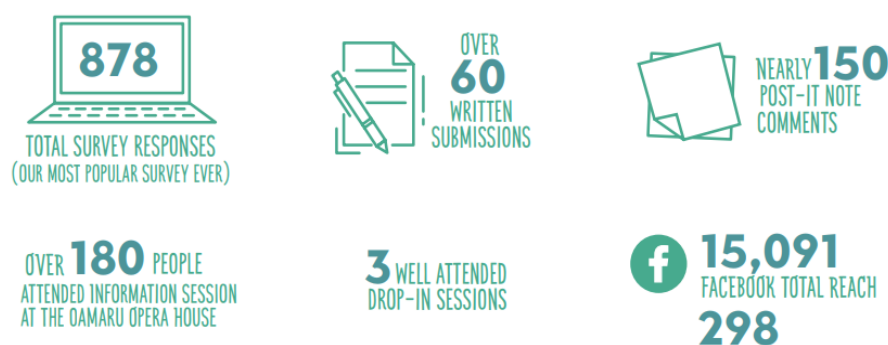


Figure 2: Community engagement response by the numbers

Early engagement has provided a large body of evidence that will be used as a key source of evidence as part of the Masterplanning process. This will help shape the direction of the programme, the optioneering and the decision making.

2 Key elements

2.1 2011 Harbour Development Strategy

The Oamaru Harbour has played a significant role in the history of Oamaru, it has shaped commerce and the development of the town since the 1880s.

In more recent times it has begun the transformation into a popular destination for residents, families and visitors. Much of this has been done under the direction established in the 2011 Oamaru Harbour Development Strategy, which aimed for Oamaru Harbour to be one of the best little harbours in the country.

The 2011 strategy, while more of an action plan than a strategy proper, has provided a framework for a range of improvements to the harbour area, and work done as part of the strategy has seen significant improvements to the Harbour space, including:

- The further development and enhancement of the Historic Precinct

- Established the Whitestone Historic Trust
- Improvements including development of playground, bike park and the esplanade
- Improved pedestrian access and green space.

There is nothing wrong as such with the 2011 Harbour Development Strategy, indeed it has delivered a number of excellent outcomes for the Harbour area. It was intended to be reviewed annually as part of the Annual Plan and in more depth every three years in line with Local Body Elections and this hasn't occurred.

Regardless, the Harbour Space has now improved to such a degree that it has outgrown the 2011 strategy, and the development of a Masterplan for the area is an opportunity to take a much more holistic view of the future of the Harbour as it increases in popularity.

2.2 A future-focused plan

The Masterplan will look at the future of the Harbour Space as a whole, providing a new approach to planning for the area. It will provide a framework that can be used for evaluating new proposals for the Harbour Space, acting as a funnel that is both efficient and transparent, ensuring any new developments, initiatives and proposals are in keeping with the area – enhancing what is already there.

It will consider how a number of components integrate to shape the future of the area. These include:

1. Land use and spatial plan
2. Transport, connectivity and accessibility
3. Heritage and environment

Importantly, it will make sure the things that make the Harbour Space so special are retained and enhanced.

It will approach the area spatially – developing a spatial framework that works out what should go where and why, and how various elements will interact. It will incorporate elements of placemaking and urban design, ensuring the area develops in a way that benefits all users, while retaining what makes it special now. Importantly, it will provide an easy to understand plan that maps the future of the area over the next 30 years and beyond.

2.3 District Plan Review

Council plans to use the Oamaru Harbour Space Masterplan to help inform the District Plan review regarding any changes to the Masterplan's areas of focus and influence. More specifically it is expected that the Masterplan will provide high level design principles for the Harbour Space. These will guide any future development proposals, and protect the things that make the space special, using statutory protections afforded under the District Plan and the RMA.

Engagement with the community around provisions in the Proposed District Plan have begun, with early engagement underway with mid to upper Waitaki areas at the time of writing. The outline PDP schedule is detailed below in *Table 1*.

Date	PDP Action
April 2019	Gazetting of the National Planning Standards
May 2019	Public engagement and release of a discussion document on key strategic issues around PDP provisions
March 2020	Draft District Plan released for public consultation

Date	PDP Action
Mid-2020	Notification of the Proposed District Plan
Mid/late 2020	Release of Proposed Waitaki District Plan

Table 1: Proposed District Plan schedule

3 Masterplan preliminary scope

The principal purpose of the Oamaru Harbour Space Masterplan is to allow Council, its partners and stakeholders to develop a clear strategic vision for the Harbour Space that will act as a guide for the future of the area, guiding development and ensuring protection of the elements that make the area special.

The Masterplan will consider the Harbour Space and surrounding area, providing the foundation for a spatial framework that identifies the future function and form of the area, how it interacts with its surrounds and how proposals for the area can be evaluated.

The Masterplanning process will look to understand how a range of components work together to inform potential civic, land use, streetscape, infrastructure and development opportunities. The Masterplan will provide a strong visual story (supported by the Better Business Case approach) illustrating how the various workstreams and projects are prioritised, and how they might be sequenced for implementation.

Figure 3 below identifies the geographical scope for the project. The majority of the Masterplan work will be based on the area of focus, while the implications and impacts on the area of influence will be taken into account as part of the process.



Figure 3: Geographic Scope of Masterplan

4 Proposed Masterplan Description

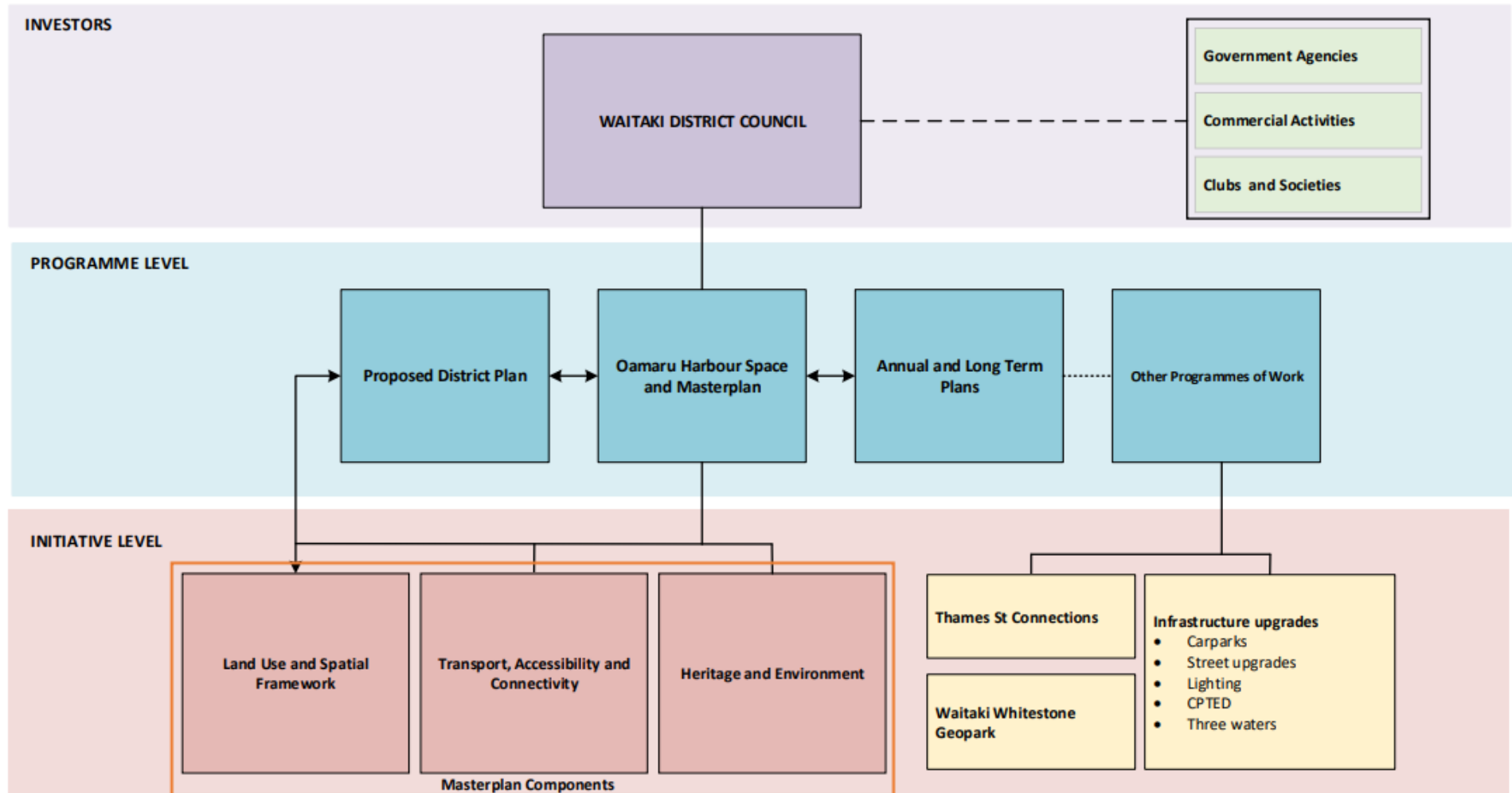


Figure 4: Masterplan structure

4.1 Masterplan Structure

The diagram shown above in Figure 4 sets out the structure of the Masterplan and how it is integrated components will be addressed to deliver the plan itself.

The intent is to work efficiently through the process to develop and finalise a Masterplan, supported by a spatial plan, in order to keep pace with the District Plan review and build momentum. Once in place it will guide decision making and implementation programmes for the future of the Oamaru Harbour Space.

As each intervention has the potential to influence and impact on others, an integrated method is being proposed that aims to achieve the following:

- Show how differing components interact and can be sequenced for implementation.
- Involve investors, partners, stakeholders and the community to test the options and flesh out the preferred way forward.
- Provide a framework that manages tensions, tests and selects options, which results in a plan that delivers on the project's objectives.

There is a wide and complex range of issues at play, which exist on a scale of control, influence and interest. Some issues can be controlled by WDC and its partners as part of this Masterplan, others can be influenced or supported, while others are of interest but ultimately cannot be shaped by the Masterplanning process, as it currently stands.

The content of the integrated components are described below.

4.2 Land Use and Spatial Plan

Understand how all the pieces fit together

Understanding how commercial activity, active and passive recreation, reserves and transport all interact will be a key part of the Masterplan and one of the key deliverables

At present there is no collective view on what Oamaru's Harbour Space is, what function and form it holds from a town/district perspective, or what it should become. While several plans and strategies have been created, most recently the 2011 Harbour Strategy, there currently is nothing that looks at the area spatially, acting as a funnel for new ideas and initiatives, while protecting what makes it so special.



Figure 5: Spatial Plan Example - Wynyard Quarter, Auckland (The Waterfront Plan 2012)

The development of a Spatial Plan would help map out the future of the Oamaru Harbour Space in terms of key moves. An important part of this component will be identifying the level and location of different activities that can be accommodated in the Harbour Space. Identifying activities that could be encouraged or permitted, alongside others that should be avoided, would also play strongly into this component.



Figure 6: Key moves, Wynyard Quarter, Auckland (The Waterfront Plan 2012)

Understanding the status and zoning of land within the Harbour Space is of critical importance to the development of a future-focussed Masterplan for the area. Equally important is the current zoning permits and how these can both influence and inform the District Plan Review.

The future for private businesses and structures including McKeown's fuel depot and the Woolstore Buildings were raised as items of interest during the early public engagement, and how these fit into the picture will need to be analysed.



Figure 7: Indicative 3D render – Wynyard Quarter, Auckland (The Waterfront Plan 2012)

Note: Although Wynyard Quarter has significantly different issues and pressures at play, the process adopted to deliver its planning is directly relevant. As it turns out, the area of Wynyard

Quarter is very similar to that of the Oamaru Harbour Space (37ha) and the shoreline is 3km – again very similar to the Oamaru situation.

4.3 Transport, Connectivity and Accessibility

Understand how people move to and within the Harbour Space

It is important the Harbour Area is both accessible and well-connected to the rest of Oamaru. Improved accessibility and connectivity to and from the Harbour Area is critical to ensuring the Harbour area continues to thrive, while allowing increased foot traffic to benefit wider Oamaru.

The Harbour area is enjoyed by a wide cross-section of the community, including many with accessibility challenges such as young families and the elderly. Ensuring the Harbour remains accessible and safe for all users, while balancing the needs of specific user groups and different modes of transportation is a critical component of the Masterplan.

Wider connectivity and transport issues may involve thinking further afield than the areas of focus and influence and could well require further detailed investigation if ORC and/or NZTA funding is required or available.

4.4 Heritage and Environment

Evaluate, enhance and protect heritage and environmental aspects of the area

The heritage and environmental aspects of the Oamaru Harbour space are key factors in what makes the area so unique and appealing.

The Oamaru Harbour has played a significant role in the history of Oamaru, it has shaped commerce and the development of the town since the 1880s. Like Oamaru itself, the Harbour Space has a distinct Victorian heritage and elements of the whitestone architecture that the town is renowned for.

The harbour is home to a range of wildlife including little blue penguins and Otago shags, and any plan will need to take this into account.

Ensuring both the heritage and environmental aspects of the Harbour Space are balanced and enhanced will be a key part of the Masterplan.

5 Proposed Process and Schedule

The first step of the project will be establishing the combined vision and values of the Masterplan, as well as the options that exist for interventions. The intention is to engage an independent facilitator to assist with two workshops involving the Harbour Area Committee, project team and informed participants.

5.1 Visioning workshop

The first workshop will be used to establish the vision and values of the Masterplan project. These will underpin the entire programme, so ensuring they are well thought out and recorded is a critical piece of the process.

This workshop will produce an Investment Logic Map that will break down the issues at play and clarify the vision of the Masterplan, giving high level steerage to the project.

Investment Logic Mapping (ILM) is a technique to ensure that robust discussion and thinking is done up-front, resulting in a sound problem definition, before solutions are identified and before

any investment decision is made. It is expected that this workshop will take four hours plus a break for lunch.

5.2 Options workshop

The second workshop will be held the following day and will be held to identify the technical aspects of the Masterplan at a component level. This is where the options will be discussed in detail, with a longlist of interventions being developed.

The longlist created at this workshop will cover the integrated components of the Masterplan and will be circulated further to participants as a shortlist further in the process.

This workshop will involve the same participants as the visioning workshop and is expected to be held the following day, again it will have a duration of four hours.

5.3 Process and schedule

The proposed process and schedule for the Oamaru Harbour Space is outlined in Figure 8 on the following page.

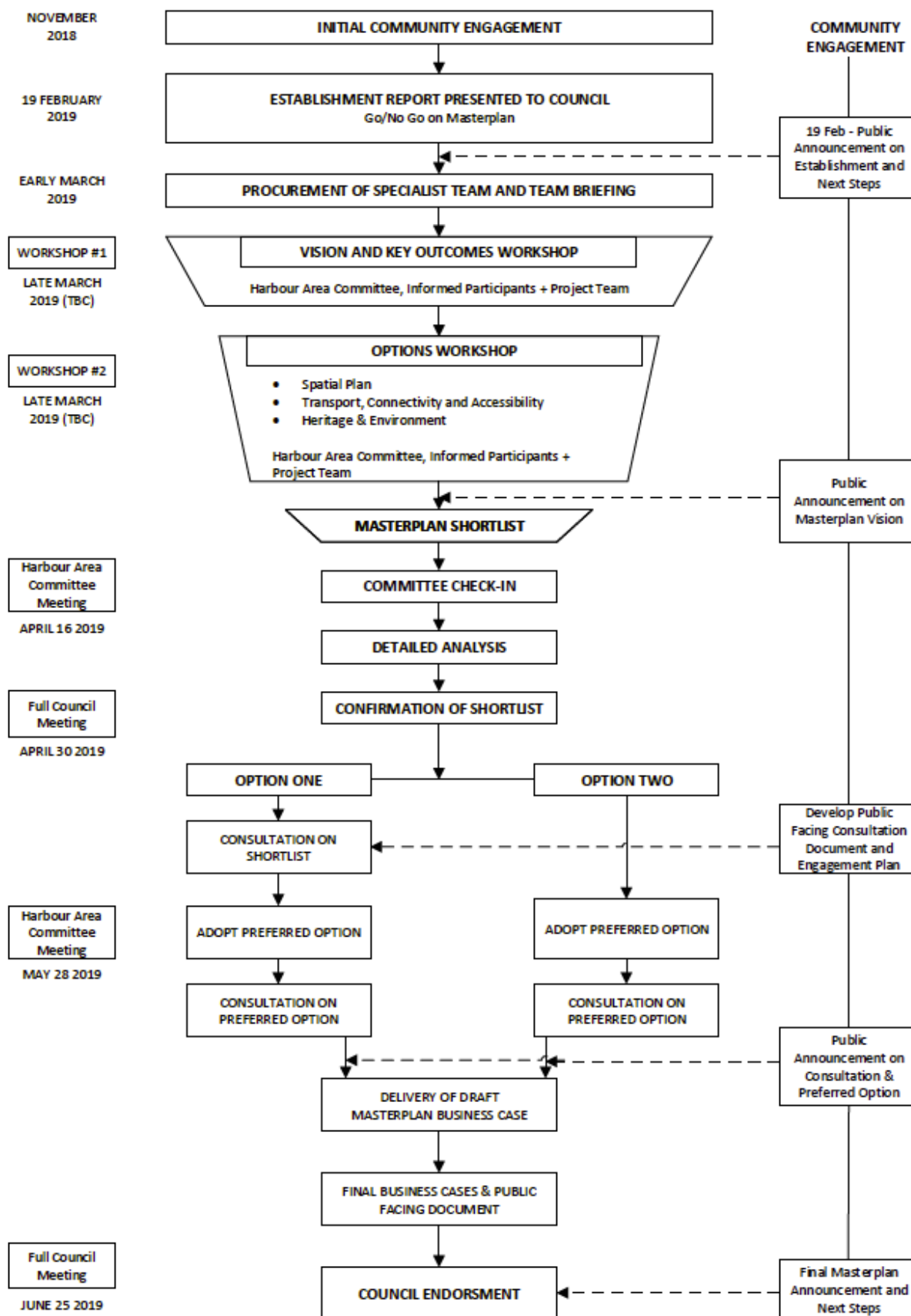


Figure 8: Proposed Process and Schedule

6 Programme Governance and Decision-Making

Programmes of this nature benefit from a clear and well-structured governance and decision-making framework. The proposed decision structure is set out in Figure 9 below.

The Programme Governance level is the main forum for decisions and financial approvals. This will be the responsibility of the Harbour Area Committee. All Councillors are invited to attend Harbour Area Committee workshops on Masterplan issues. Final decisions will rest with the Waitaki District Council.

The Harbour Area Committee is currently looking at the benefits of bringing in selected community members in to sit on the committee for this project, to act as independent members and a community sounding board for particular issues.

The Programme Control Group is the primary review and integration forum to ensure implications are thought through and coordinated at an organisational level.

The decision structure also makes use of in-house and external expert advisors through the Project Team and Technical Specialists. They will focus on ensuring the programme is capturing the right evidence, considering a range of options and applying robust evaluation of those options.

Ideally, the Technical Specialists group would be made up of local and national specialists that can bring an objective and discipline-focused perspectives.

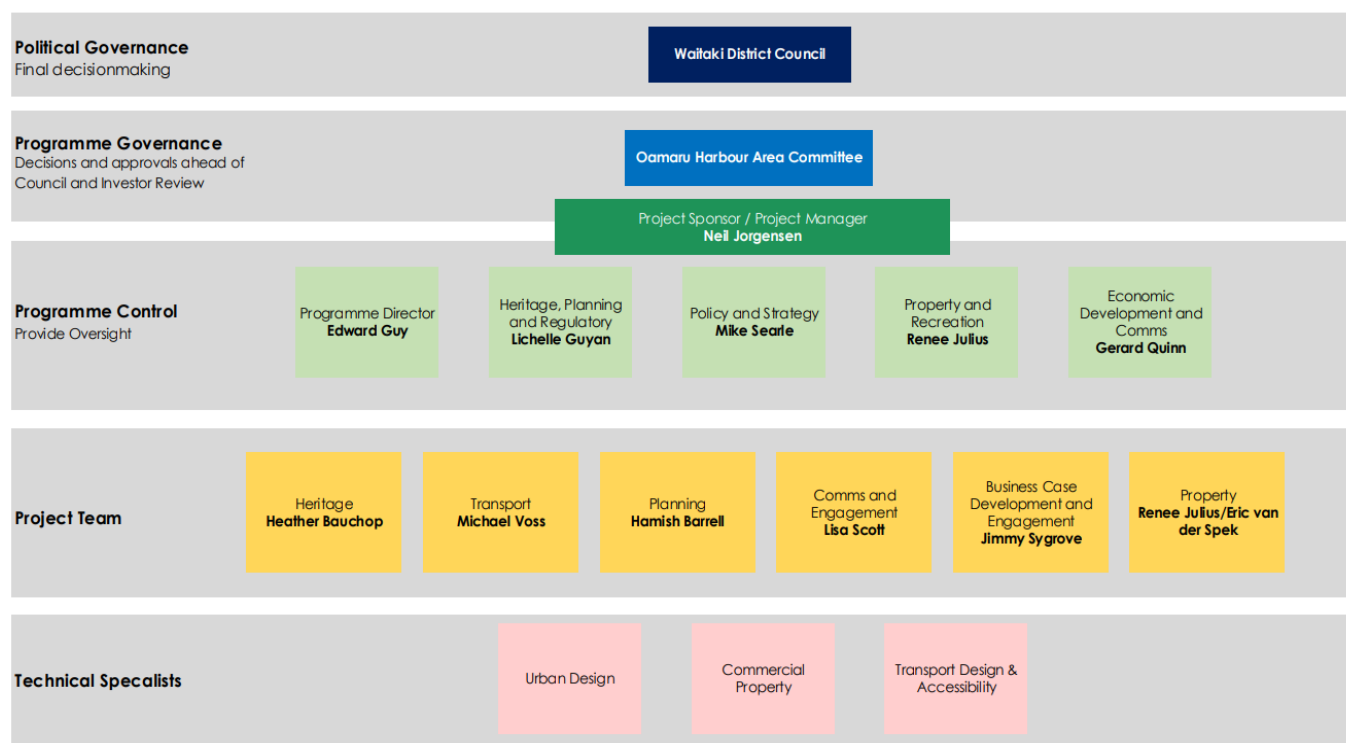


Figure 9: Oamaru Harbour Space Masterplan Governance Structure

7 Delivery options

Two delivery options have been identified as ways to deliver the Masterplan. One involves a higher degree of community engagement and optioneering, and as such comes with an increased cost. The options are outlined below.

Option one – community optioneering \$180,000

Option one sees the community engaged twice in the process:

1. The community will be consulted when the project team has identified a shortlist of options for the future of the harbour. This will be put out for public consultation with the most popular option providing significant guidance on the preferred way forward.
2. Once the preferred option has been established, the community will be consulted with for a second time, ensuring any final tweaks and community ideas/concerns are heard and incorporated into the Masterplan where possible.

Option two – reduced community engagement - \$150,000

Option two sees the community engaged, but not to the same degree as the previous option.

1. The project team will carry out an optioneering process internally, with approval to be obtained by the Harbour Area Committee without wider public input.
2. Once the preferred option has been identified, this will be shared with the community for consultation, with any final amendments from community ideas/concerns being incorporated where possible.

8 Community and Stakeholder Engagement

As the early engagement showed, the Harbour Space is a hugely popular place, not just for people of Oamaru, but the wider Waitaki community. As such, community engagement is a crucial component that will contribute to the success of the Masterplan.

As identified in the programme schedule, a significant amount of community engagement has already occurred and the results will be used to inform the Vision and Key Outcomes workshop and the development of the Strategic Case. This approach will build on the engagement completed to date while providing very valuable inputs to the key workshops.

Given the critical importance of input from the community and stakeholders, a Communication and Engagement Plan will be prepared to support the programme. This will be developed by the WDC Communications Team with support from Rationale, both of which have a significant amount of experience in this space.

Building on and using the early engagement process already undertaken, the next component of this programme will be to inform the community of the status of the project, what the next steps look like and when there will be further opportunity for engagement regarding the Masterplan.

Communication and engagement will be carried out using a range of WDC communication channels and will inform people about the project and how they can engage with it.

Key elements may include:

- Press releases and media stand-ups at key milestones throughout the Masterplan
- Dedicated pages on the WDC website (<https://www.waitaki.govt.nz/our-council/consultation/Pages/futureoftheoamaruharbourarea.aspx>)
- Promotion through WDC social media platforms, with potential scope for paid promotional posts. Platforms that can be utilised include:
 - Facebook

- Instagram
- Twitter
- LinkedIn
- YouTube
- Dedicated articles in monthly Waitaki Link newsletter
- Marketing collateral in local publications

A stakeholder matrix has been developed to reflect the interest and influence of a range of stakeholders and interest groups (see Figure 10). The communication and engagement plan should show when and how the respective partners and stakeholders will be engaged with. Additional stakeholder groups may be identified through the process.



Figure 10: Oamaru Harbour Space Stakeholder Matrix

9 Delivery

Waitaki District Council will own and drive the development of the Masterplan but will work closely alongside stakeholders to ensure all aspects of the wider Harbour situation are accounted for.

Waitaki District Council requires a delivery model that:

- Meets the programme objectives
- Is achievable despite known constraints (which include funding, resources and land ownership)

- Provides strong value for money
- Demonstrates collaboration between public agencies, private enterprise, stakeholders and the community
- Is easily understood by the community.

The Oamaru Harbour Space Masterplan will be fully integrated while applying the following approach:

- **Controlling** the Harbour Space development through a spatial plan, Masterplan and District Plan rules.
- **Influencing** the land use and community/cultural/environmental aspects within the Harbour Space.
- **Supporting** the community, private land owners and potential investors (public and private) to understand what the future of the Harbour Space could look like through a shared vision.

Key to the project will be understanding the need to differentiate between the things that can be controlled, the things that can be influenced, and the things that are of interest to the project (but ultimately out of its control).

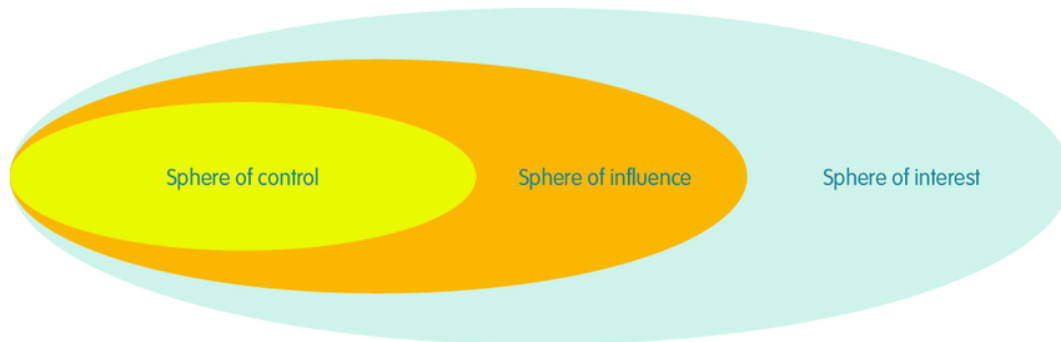


Figure 11: Spheres of control, influence and interest

10 Procurement Approach

The primary procurement objective is to develop a spatially based Masterplan that will inform the District Plan Review, scheduled to begin notification in 2020, along with future Annual Plans and Long Term Plans.

A key element of success is the development of the right procurement approach, which creates a highly cooperative team comprising internal and external specialists. It is proposed that core delivery team be procured directly by Waitaki District Council.

Specialists are required in the following disciplines:

- Better Business Case development
- ILM/workshop facilitation
- Engagement
- Urban Design/Placemaking
- Commercial Property and Investment
- Transport Design and Accessibility

Project management

The project will be managed by Waitaki District Council, using an internal resource as Project Manager.

11 Programme Risk

The following Masterplan risks need to be considered and further developed as the programme progresses:

- funding is not approved by Council
- the programme does not meet community, visitor and stakeholder expectations
- the Plan cannot adapt to changing external influences
- a failure to coordinate and integrate Masterplan components.

A full risk register will be developed as part of the Programme Business Case.

12 Recommendations

It is recommended that Waitaki District Council and project partners endorse this report, which includes the following arrangements:

1. Establishment of the Oamaru Harbour Space Masterplan.
2. Selection of a Delivery Option outlined in Section 7.
3. Establishing an Indicative Programme Business Case that contains each Masterplan component, coordinated through a Spatial Plan.