



Approval for Agenda

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**Title:** Matiatia Directional Plan

**Report to:** City Development Committee

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Democracy services file:

Group file:MAT

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## 1.0 Executive summary

- The objective of council's purchase of the land on the valley floor at Matiatia, Waiheke Island in 2005 was to oversee a mixed-use development that would reflect the character of and provide a significant gateway to the island. The previous owner's development proposal was considered too controversial for the land and in the community's eyes did not deliver the gateway experience desirable for Waiheke Island.
- In response to winning the good ideas search, a Scott/Priest consortium, in conjunction with a council officer led project team has developed a robust directional plan that is intended to guide the future of Matiatia over the next 20 years. The directional plan incorporates the objectives of the draft Matiatia Transport plan and builds on prior visioning work undertaken with the community and in particular, the guiding principles established with the community. The Matiatia Working Party comprising Councillors Bhatnagar, Roche and Mulholland, the Waiheke Community Board Chair together with two members of the Property Enterprise Board, Peter Alexander and Ian Athfield, have endorsed the directional plan. Endorsement of the directional plan from the Property Enterprise Board is being sought at its 8 May 2009 meeting.
- A new traffic management layout that encourages a safe pedestrian gateway experience has been integrated with other public good enhancements around three key design axes, to identify 'possible' future building platform options that can introduce more activity to the area. The

directional plan that has been developed secures critical elements and puts in place a set of principles to guide the strategic direction for the area, while allowing future flexibility around a range of outcomes.

- Work to date suggests that in the current market conditions, neither the public good improvements nor the 'possible' building platform options are viable. While the traffic infrastructure elements can be advanced as budgets allow, it is recommended that the balance of the site be landbanked and staged, when viable in the market, there being no capex budget available for any of the other directional plan public good elements. The local community will be consulted in the future when any part or parts of the directional plan are advanced. This approach has been endorsed by the Matiatia Working Party. The Property Enterprise Board's endorsement of this approach is being sought at its 8 May 2009 meeting.
- The City Development Committee's endorsement and approval of the directional plan and recommendation to landbank the site is now sought. The directional plan will then be reported to the Waiheke Community Board for its information.
- A proposal has been received from an external third party promoting a 140 berth marina proposal for Matiatia Bay in the broader context of the island, and in the context of council's long-term intentions for the site. Notwithstanding the recommendation to landbank the site, it is considered that Auckland City Council should be actively involved in the marina development proposal to help influence and achieve positive outcomes for the island and council's land at Matiatia.

## **2.0 Recommendations**

- A. That the City Development Committee endorse and approve the 20 year directional plan for council's land at Matiatia on Waiheke Island, which incorporates the objectives of the draft Matiatia Transport Plan.
- B. That the City Development Committee endorse the transport infrastructure elements identified in the 20 year directional plan for council's land at Matiatia on Waiheke Island, which incorporate the objectives of the draft Matiatia Transport Plan, being advanced within available Transport capex provisions.
- C. That the City Development Committee approve landbanking the site and staging delivery of the balance of the 20 year directional plan for council's land at Matiatia on Waiheke Island, when there is a viable market for advancing part or parts in the future.
- D. That the City Development Committee authorise officers from City Planning and Property Group to maintain an ongoing dialogue with Waiheke Marinas Limited on the marina development proposal with a view to fully understanding the implications and assisting to achieve positive outcomes for council's land at Matiatia.
- E. That the City Development Committee notes that the Property Group Manager will manage existing and new occupations of council-owned buildings at Matiatia that support and reinforce the outcomes to be delivered under the directional plan.

## **3.0 Narrative**

### **3.1 Site Details**

The Matiatia property is located at the western end of Waiheke Island – refer plan attached at Appendix A. Matiatia fulfils an important 'gateway' function to the island as it is where the main passenger ferry service is located. The wharves and bus turnaround area are located on the northern side of the valley. The flat valley floor area of about 4 hectares shown outlined in pink, is used for carparking, rental car activities and accommodates the now closed former Harbourmasters restaurant. A short walk from the wharf is the council-owned Owhanake carpark

area (adjoining Ocean View Road) and adjacent Owhanake wastewater treatment plant, which services the Oneroa village.

### 3.2 Background

Council purchased the Matiatia site in 2005 by acquiring all of the shares in the then owner of the land, Waitemata Infrastructure Limited (“WIL”). The purchase was in response to community feedback and an Environment Court decision over the extent and mix of permitted development on the land. The intention behind the \$12.5 million purchase was that council would oversee a mixed-use development that would reflect the character of Waiheke and provide a significant gateway to the island. The development proposal put forward by WIL was considered too controversial for the site<sup>1</sup> and did not deliver the gateway experience desirable for Waiheke Island.

The Environment Court confirmed a permitted level of development for the land of 10,000m<sup>2</sup> GFA and provided for between 10,001 and 18,500 GFA levels as a full discretionary activity (subject to public consultation). A summary of the GFA history is outlined at Appendix B. A condition of council’s purchase was that a minimum of 8,000m<sup>2</sup> of developable floor area would be provided in order to return a target of \$7 million of the purchase price.

### 3.3 Public consultation and design

Having purchased the land, council worked with the community to establish principles that would guide the future form of long-term development on the land. A two-stage design competition known as a ‘good ideas search’ was held, with the community actively involved throughout the process. Considerable public feedback was received. The principles developed with the community are to create Matiatia:

- as a transport hub
- as the main gateway to Waiheke Island
- as a destination
- as a significant coastal landscape and ecology
- as a place of special value to Tangata Whenua
- as a sustainable development.

A council working party subsequently confirmed a brief to the ‘good ideas search’ winner, Scott /Priest, to produce:

- (i) a 20 year directional plan and
- (ii) stage one concept plan for the immediate gateway area around the wharf hub<sup>2</sup>.

Work has progressed to develop a long-term directional plan that identifies appropriate building platforms together with public good elements that are financially prudent. The directional plan also considered staging delivery of development, with Stage 1 targeting the area immediately adjoining the wharf and incorporating the existing carpark area.

A new working party was established comprising Councillors Lotu-liga, Bhatnagar and Roche / Councillor Mulholland as the alternative, the Waiheke Community Board Chair Ray Ericson and two members of the Property Enterprise Board, Peter Alexander and Ian Athfield to work with Scott/Priest and officers. The council project team working with Scott/Priest comprised the two Board members, Property, City Planning and Transport staff, with input from ACR Policy as needed.

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<sup>1</sup> Originally, WIL sought 23,000m<sup>2</sup> GFA as a permitted activity and a further 6,300m<sup>2</sup> GFA as a restricted discretionary activity. This was declined by council and the decision subsequently appealed to the Environment Court.

<sup>2</sup> The public consultation and design process prior to the current body of work is outlined in more detail in section 3.2.2 of the report to the April 2008 City Development Committee meeting.

### **3.4 Draft Matiatia Transport Plan**

Understanding council's transport objectives for the area has been an integral part of developing the directional plan concepts. Transport Safety, Assets and Operations engaged GHD Limited to investigate and develop a transport plan for the proposed development of Matiatia as a transport hub for Waiheke Island.

The draft plan has identified key transport principles that are prioritised in terms of cost, convenience, high capacity/low energy consumption/low emission. These are:

- Walk / cycle
- Bus
- Taxi
- Car drop off / pick up
- Car share; and
- Private car.

The draft transport plan achieves the above principles and identifies a new traffic management layout that future-proofs both current and future transportation and parking needs (Appendices C and D). Key features are:

- it encourages a pedestrian gateway experience in the area of narrow land leading to and from the wharf by relocating all vehicle movements (except for emergency vehicles, servicing, freight, mobility parking and the like) away from this area;
- relocates the recreational boat ramp further south away from the wharf;
- gives public transport a clear and separate advantage;
- introduces a street cycle lane to and from the terminal;
- introduces a new road alignment to provide separate traffic circulation for private cars / boats (including pick up and drop off areas)
- identifies carparking areas that would be retained in the short term; and
- identifies the Owhanake carpark as an integral part of the long-term overall operation for the transport hub.

The draft transport plan was presented to the Waiheke Community Board at its October 2008 transport workshop. A report will be presented formally to the Community Board seeking their support upon the adoption of the 20 year directional plan by the City Development Committee. This will then be presented to the Transport Committee for approval and adoption at its June or July 2009 meeting.

The future-proofed transport outcomes identified in the draft Matiatia Transport Plan, which include a realigned road access and revised carpark areas, are a critical element that has been incorporated into the thinking behind the directional plan that has been developed.

### **3.5 Directional Plan and Stage One Concept Plan**

The key long-term parameters to guide the future of Matiatia over the next 20 years incorporate the objectives of the draft Matiatia Transport Plan and build on the previous work that received considerable public feedback, in particular the principles established with the community.

Creating a safe and attractive pedestrian gateway experience near the wharf hub area for both locals and visitors to the island is a key principle of the directional plan. The framework developed by the project team integrates the new traffic management layout, with new public good elements, and proposes introducing more activity to the area. Three key design axes underpin the framework layout and secure critical environmental functions (ecological, circulation and critical views) (Appendix E). The three axes are:

- the view shaft when entering the valley along Ocean View Road retains a visual connection to the sea views of the harbour
- a green axis through the site
- a water axis across the site, which exposes an existing underground partially filled watercourse

In addition to the transport infrastructure elements, the public good elements include improvements to the existing wharf hub facilities, an extended wharf area to facilitate circulation, linking promenades and boardwalks, pedestrian shelters set within a landscaped environment that include exposed waterways, wetlands, associated services, and a new public boat ramp.

Combining the public good elements, new traffic management layout and the three key design axes produced an indicative guide to how a 'future proofed scheme' might look. The plan at Appendix F identifies 'possible' future building platform options for two elements (i) the immediate gateway area around the wharf (the wharf hub area) and (ii) the balance of the site. These two elements have then been used to develop the directional plan concepts. The directional plan effectively becomes the wharf hub area development shown at Appendix G.

The directional plan identifies four potential building platform options and suggests a mix of activities: transport terminal services, tourism, some retail linking to the carpark areas and offices above at first floor.

There is flexibility within the framework that has been developed around the long-term bulk / height of future buildings. In its current form, the proposed District Plan provides for up to 10,000 m<sup>2</sup> GFA as a permitted activity and between 10,001 and 12,000m<sup>2</sup> GFA as a discretionary activity (subject to public consultation). The proposed limits on the amount of GFA for the different types of activities is shown in Appendix H.

The 20 year directional plan that has been developed delivers on the principles established through the prior visioning work and is based on a sound and robust rationale. Hence, the recommendation that the future of the area be guided by the strategy and principles put in place by the directional plan.

### **3.6 Moving Forward**

Preliminary work indicates the cost of completing the public good elements at Matiatia, including the transport infrastructure elements and professionals fees, at an estimated \$18 million. The four potential building platform options would keep the development of the wharf hub area within the proposed District Plan framework. Analysis to date suggests an indicative cost for these elements only of between \$10 to \$12 million.

In the current market conditions it is not intended to undertake any further feasibility work on the directional plan, as the work to date suggests that neither the public good elements are affordable given council's existing priorities, nor are the development options commercially viable. However, the traffic infrastructure elements could be progressed within available capex provisions and build towards the strategy put in place by the directional plan.

Feedback from the Matiatia Working Party at its 18 March 2009 meeting on the directional plan concepts supports:

- (i) the strategy put in place by the directional plan,
- (ii) advancing the traffic infrastructure elements as budgets allow, and
- (iii) landbanking the site and staging the delivery of the 20 year directional plan, when viable in the market.

Endorsement in principle of the 20 year directional plan and the above approach is being sought from the Property Enterprise Board's 8 May 2009 meeting in advance of the City Development Committee's 14 May 2009 meeting and then reporting to the Waiheke Community Board.

A key message moving forward is that community will be kept informed of progress towards advancing the directional plan. This would be expected to occur in the medium to long-term.

In the interim, the existing council-owned buildings within the site, including the now closed former Harbourmaster restaurant, will be managed in a way that supports the strategic direction that will guide the future of the area. In this regard, two existing buildings are to be removed having reached the end of their economic life. The intention is to concentrate activities around the former Harbourmaster site. While not viable as a stand-alone operation, a number of activities could be developed around the former Harbourmaster site to create a mini activity centre away from the wharf area.

### **3.7 Marina Proposal**

Officers have been approached by an external party, Waiheke Marinas Limited, seeking general support and access rights to develop a proposed 140 marina berths to the north of the existing wharf area. The development would require some reclamation and works within the bay, including dredging and some form of breakwater.

Waiheke Marinas Limited have supplied officers with a brief scoping report indicating that, in their view, Matiatia Bay is the best location for a marina when compared to Putiki Bay area and the Blackpool area. They have begun discussions with the Department of Conservation (DoC) who own the reserve to the north and the Auckland Regional Council. They advise that they have also spoken to the existing mooring holders around the island who are very supportive of the concept. The indicative location of the proposed marina is attached at Appendix I. Formal consideration by the Waiheke Community Board of the marina development proposal has not yet occurred.

In the context of Waiheke in general, there are still questions as to the need for a marina on Waiheke and if so, whether Matiatia is the best location. The marina development proposal if it is to be advanced by Waiheke Marinas Limited will have implications for proposals on Auckland City's land at Matiatia, notwithstanding any decision to landbank the property. Feedback from the Matiatia Working Party on the marina development proposal was neutral. The Working Party endorse council establishing an ongoing dialogue with Waiheke Marinas Limited and proceeding with caution. Taking this approach will help to manage and influence outcomes to assist Waiheke in general and the long-term future of Matiatia.

### **3.8 References**

Appendix A: Location plan

Appendix B: Summary of GFA History

Appendix C: Transport Management Options

Appendix D: A closer look at the new traffic management layout

Appendix E: Key Design Axes

Appendix F: Possible Directional Plan

Appendix G: Directional plan – Wharf Hub Area Development

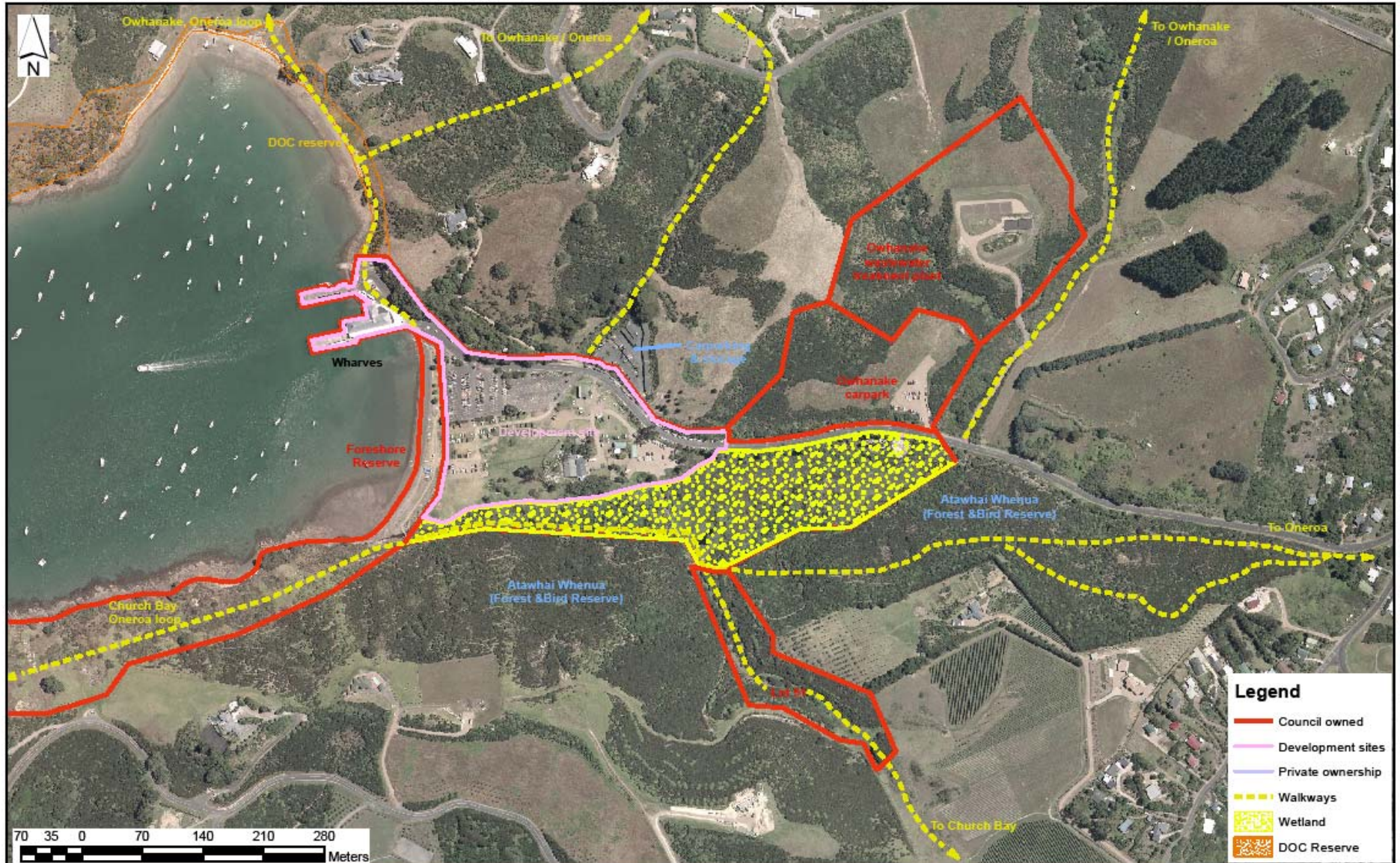
Appendix H: Proposed District Plan Threshold Controls

Appendix I: Indicative location of proposed marina

	<b>Name and title of signatories</b>	<b>Signature</b>
Author	Sara Dunn: Development Manager Strategic Projects  Reg Cuthers: HGI Manager  Megan Tyler: Manager Island Sector	
Reviewers	Peter Beckerleg: Strategic Projects Manager  Deborah Godinet: Property Development Manager	
Approvers	Ian Wheeler: Group Manager Property  Penny Pirrit: Group Manager City Planning	



# Appendix A: Location Plan



Legend	
	Council owned
	Development sites
	Private ownership
	Walkways
	Wetland
	DOC Reserve



## Plan of Matiatia Wharf and Owhanake carpark

Project Name: 314/272100  
 File Name: Matiatia\_Site\_Plan.mxd  
 Published Name: Matiatia\_Site\_Plan\_20080721.pdf  
 Date Drawn: 21/07/2008  
 Scale @ A3 1:4,000

Produced by Maps & Design

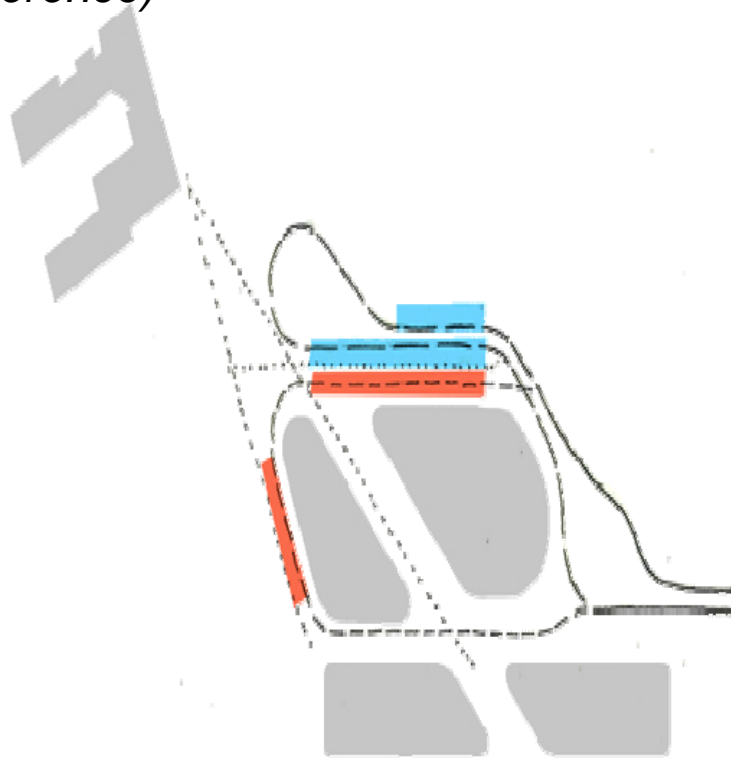


## Appendix B: Summary of GFA History

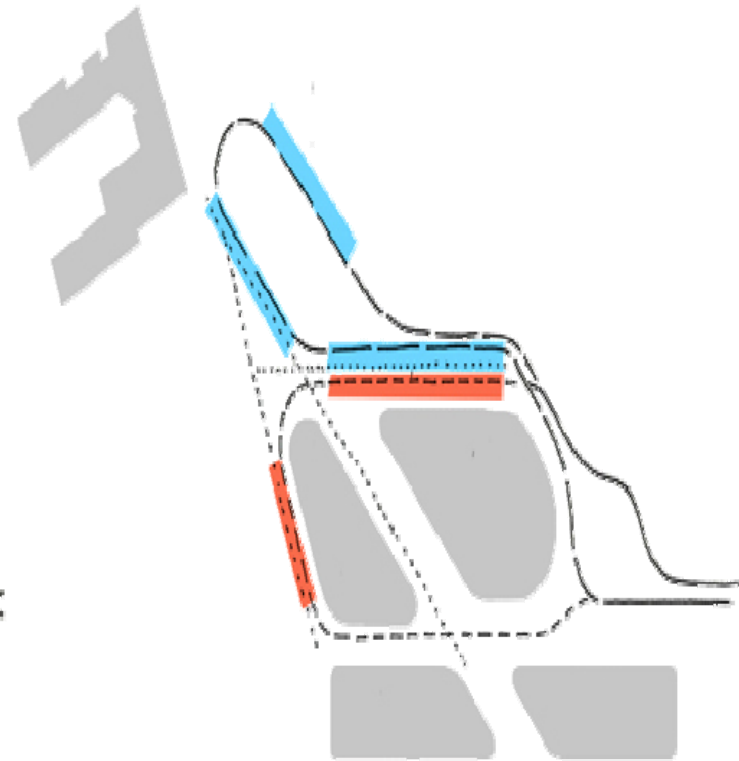
<b>Yr</b>	<b>Party</b>	<b>Permissible activity</b>	<b>Restricted discretionary</b>	<b>Full discretionary</b>
02	WIL	23,000 m2	23,001 to 29,300m2	
04	WIL	18,000m2		
	ACC	12,000m2		>12,000m2
	WIL	12,000m2	12,001 to 18,500	
05	Environment Court	10,000m2		10,001 to 18,500m2
06	Proposed District Plan	10,000m2		10,001 to 12,000m2

## Appendix C: Traffic Management Options

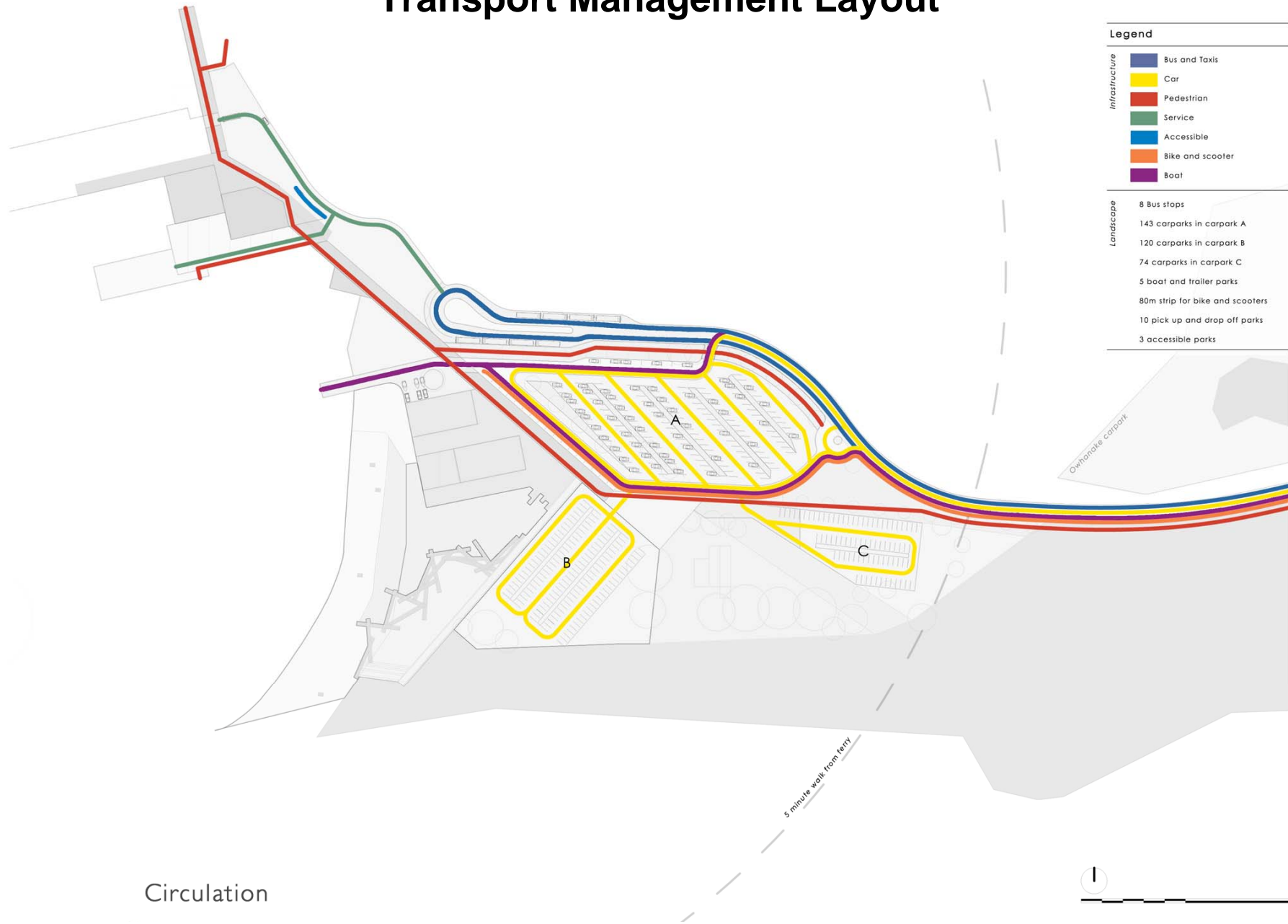
**Option 1**  
*(preference)*



**Option 2**



# Appendix D: A Closer Look at the New Transport Management Layout



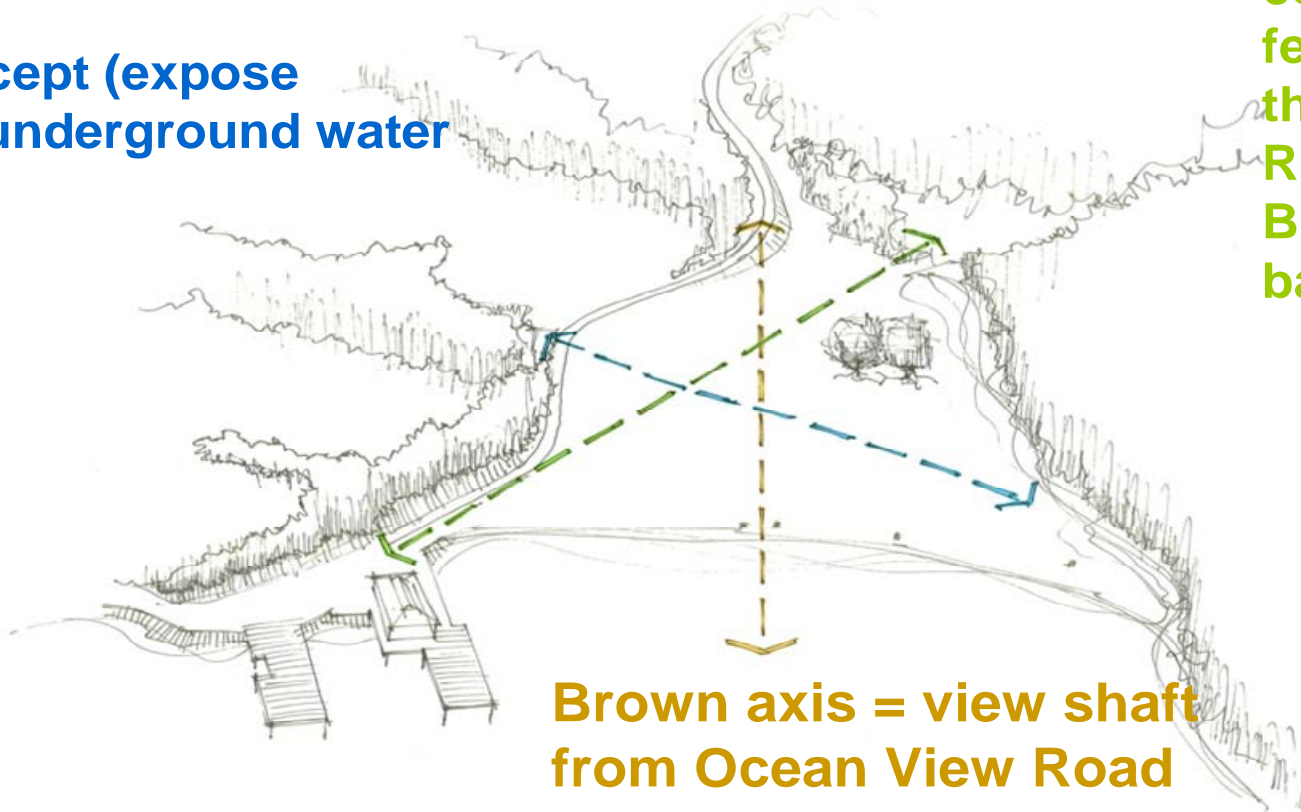
Circulation



## Appendix E: Key Design Axes

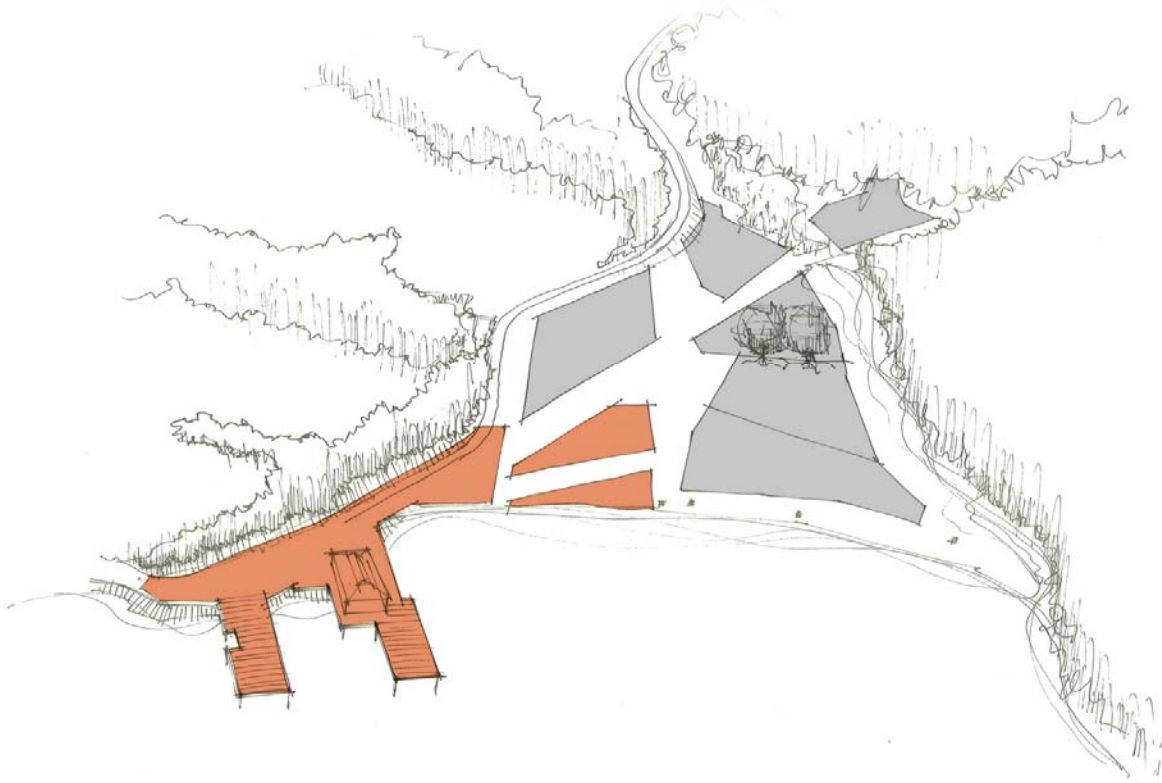
**Blue axis = water connection across valley floor**  
**New concept (expose existing underground water system)**

**Green axis = direct pedestrian connection from ferry terminal and through the site. Royal Forest and Bird site in background.**



**Brown axis = view shaft from Ocean View Road to Rangitoto Island**

## Appendix F: Possible Directional Plan



# Appendix G: Directional Plan THE WHARF HUB AREA DEVELOPMENT





## Appendix H:

### PROPOSED DISTRICT PLAN THRESHOLD CONTROLS

<b>Activity category</b>	<b>Category limit (aggregate gfa)</b>	<b>Sub-limit for Individual activity</b>
Retail, cafes,restaurants, & and other eating places	3,500m <sup>2</sup>	1,500m <sup>2</sup> for eating places
Dwellings, visitor accomodation, function centres & tourist complex	7,000m <sup>2</sup>	5,000m <sup>2</sup> for dwellings
All other activities	1,500m <sup>2</sup>	N/A

**Appendix I: Indicative Location of Marina Development Proposal**

