

Community & Services Committee 15 March 2018

Report for Agenda Item 2

Department: Community Services

Public Toilet Facilities Improvement Report

Purpose

1 To consider and adopt a report prepared on behalf of Council which reviews the current status of toilets throughout the District, including the current and future demands, and makes recommendations on new toilet facilities, some of which may be partially funded under Central Government's Tourism Infrastructure Funding.

Recommendation

- 2 That the Community & Services Committee:
 - 1. Note the contents of this report and in particular;
 - 2. Adopt the Public Toilet Facilities Improvement Report;
 - 3. **Agree** that an application be made to the next round of Tourism Infrastructure Funding for high and medium priority infrastructure projects.

Prepared by:

Blake Hoger Property Advisor APL Property Limited

26/02/2018

Reviewed and Authorised by:

Thunes Cloete General Manager Community Services

5/03/2018

- 3 As a function of Council, the amenity of public toilets is provided throughout the district to cater for the needs of both the local community and visitors to the region.
- 4 The resident population of the Queenstown Lakes District has increased significantly over recent years and we are also experiencing a tourism boom which has seen visitor numbers to the region increase dramatically. Both of these factors place pressure on the infrastructure provided by Council, including the public toilet facilities.
- 5 Council would be aware from media reports, anecdotal accounts from the public and their own observations that some of the District's reserves have been polluted with human waste. Predominantly, reserves used for camping, hiking etc are the worst affected.
- 6 An attributing factor in such instances is either the lack of toilet facilities in the surrounding area or insufficient facilities to cope with the demand.
- 7 In the Budget of 2017 Central Government announced a new Tourism Infrastructure Fund (TIF) designed to support local authorities meet public infrastructure needs in instances where increased visitor numbers are placing pressure on local communities.
- 8 As noted by the Ministry of Business, Innovation and Employment, TIF Funding is available for infrastructure projects which meet the following criteria;
 - a. must be for public infrastructure used significantly by tourists
 - b. must be for new infrastructure or enhancements (like-for-like replacement will not be funded)
 - c. must not be for the development of new attractions, accommodation or commercial activities
 - d. must demonstrate that they do not compete with commercial activities in the area
 - e. must seek co-funding of over \$100,000 (although a series of linked projects can be joined in one application)
 - f. must be financially sustainable; funding will not be given for operations or maintenance
 - g. must not already be fully funded
- 9 Funding applications will be considered in several rounds. Round One closed in September 2017 with the next round expected to be announced shortly.
- 10 The Public Toilet Facilities Improvement Report (Attachment A) has been commissioned by Council to review the existing public toilet infrastructure, consider

current and future demand, and propose key infrastructure which can be installed in the short to medium term.

11 Not all projects recommended in the report will meet the criteria for TIF Funding however they should still be considered in order to meet Council's anticipated level of service in the proposed location.

Comment

12 Please refer to the Public Toilet Facilities Improvement Report for comment. The list of proposed new facilities has been compiled through officer and community consultation and in line with projected demand growth in those areas.

Options

- 13 This report identifies and assesses the following reasonably practicable options for assessing the matter as required by section 77 of the Local Government Act 2002:
- 14 Option 1 Council can adopt the report as presented.

Advantages:

- 15 Council may begin design and investigation of medium to high priority projects.
- 16 TIF Funding can be applied for where applicable.
- 17 Additional and improved toilet facilities will reduce the risk of pollution within Council reserves.

Disadvantages:

- 18 Adopting the report as presented would not compel Council to undertake the proposed infrastructure projects so there are no disadvantages noted under this option.
- 19 Option 2 Council can choose not to adopt the report as presented.

Advantages:

20 Council can consider alternative means to address the apparent shortage of public infrastructure.

Disadvantages:

- 21 Council may not be in a position to lodge applications for Round Two of the TIF Funding.
- 22 Delays in providing additional or improved toilet facilities will likely result in continued pollution of Council's reserves.
- 23 This report recommends Option 1 for addressing the matter because Council will then have a guiding document with which to investigate possible new public toilet infrastructure projects.

Significance and Engagement

24 This matter is of medium significance, as determined by reference to the Council's Significance and Engagement policy as while it does not involve a Council strategic asset, it is of reasonable importance to the Queenstown Lakes District, is of high interest to the general community and will impact on Council's capability and capacity.

Risk

25 This matter relates to operation risk OR011A Decision Making. The risk is classed as moderate.

Financial Implications

- 26 Adopting the report has no budget or cost implications however, should Council proceed with the infrastructure requirements, consideration will need to be given how they can be funded under the 10-Year Plan.
- 27 Delays in planning for additional public toilet infrastructure may result in the loss of potential TIF funding.

Council Policies, Strategies and Bylaws

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

- Significance and Engagement Policy 2014 providing clarity on Council's decision making processes and assessing the extent to which individuals, organisations, groups and sectors in the community are affected by the Council's decisions.
- Parks and Open Space Strategy 2017 seeks to provide recreation facilities in public spaces to align with QLDC's Level of Service.
- 29 The recommended option is consistent with the principles set out in the named policies.

Local Government Act 2002 Purpose Provisions

30 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 establishing a means with which to investigate possible new public toilet infrastructure projects;
- 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

- 31 The persons who are affected by or interested in this matter are the local community and visitors to the region. Views on this matter have been widely publicised.
- 32 Community Associations have been consulted with their views / support noted within the Public Toilet Facilities Improvement Report.
- 33 Council officers have been consulted in respect to demand for locations in line with projected demand growth.

Attachments

A Public Toilet Facilities Improvement Report

Public Toilet Facilities Improvement Report

Prepared for and on behalf of the Queenstown Lakes District Council by APL Property

DATE: 1 March 2018





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Introduction

This report has been prepared on behalf of the Queenstown Lakes District to review the existing public toilet infrastructure across the district with a goal to ensure there is adequate provision in place for residents and visitors alike, both now and into the future.

The primary objective of the report is for Council to easily assess the key priorities and future demands around public toilet infrastructure to inform and enable financial and project planning. A secondary objective is to identify projects which may be eligible for external funding through the Tourism Infrastructure Fund.

Background

Purpose

The provision of public toilet facilities is a primary function of any local authority. Wherever possible, such facilities should be clean, accessible and conveniently located. The provision of public toilets serves to protect the environment by preventing the pollution of human waste through parks and waterways. When delivered correctly, public toilets can enhance both a resident or visitor's experience of a particular locality and encourage further use of that area.

To enable regional dispersal of tourism throughout New Zealand, it is imperative that destinations such as the Queenstown Lakes District provide adequate tourism infrastructure including, as a minimum, clean and accessible public toilet facilities. Without such facilities, visitor perception of an area can be negatively affected leaving a poor impression which is often communicated to other potential visitors.

With the Queenstown Lakes District being a highly popular destination for both international and domestic visitors, failure to provide adequate infrastructure could have a significant impact on the growth of tourism not only for the Queenstown Lakes District but for New Zealand as a whole.

Current Position

Currently, QLDC provide 62 different toilet facilities throughout the district which are in varying states of condition and repair. This report focuses on expanding the number of toilets available in key locations and upgrading existing toilet blocks at the end of their life span.

With an existing population of *circa* 38,000, there are approximately 1.6 toilet facilities per 1000 residents which is below the 1.9 recommended by QLDC's Asset Management Plan. If the average daily visitors of 25,000 are included in this equation, the number of toilet facilities per 1000 'potential users' equates to 1. During peak periods, visitor numbers can increase to 80,000 per day significantly reducing the ratio of toilet facilities to less than 0.53 toilets per 1000 'potential users'.

Satisfaction of toilet facilities, as identified in QLDC's last Annual Report currently sits at 60% which is below the 75% target of the current Long Term Plan.



In the District's large centres i.e. Queenstown and Wanaka, there are numerous toilet facilities provided by local businesses including cafes, restaurants, bars and tourism providers. Such facilities, supported by the public facilities provided by Council, are largely adequate at this present time though consideration to improving these facilities must be given over the long term.

Advice received from local community associations is that there are insufficient facilities in smaller centres, such as Glenorchy and Kingston. Such centres receive significant tourist numbers either specifically visiting those locations or passing through.

Highly frequented recreation reserves such as the Upper Clutha Outlet, Luggate Red Bridge and the entry to popular walks such as those to Isthmus Peak and Roys Peak currently have no public facilities. This has led to reports of human waste being discovered in such areas as has been highlighted in recent media reports.

Certain large-scale subdivisions such as Jack's Point and Shotover Country continue to increase in size and require public toilet facilities to meet the local demand. Council have undertaken to supply toilets and changing sheds in accordance with their Level of Service goals.

NB: The above population figures are based on the projected numbers for 2018 as noted in QLDC's Growth Projections dated 2017.

Opportunities

Tourism Infrastructure Fund

Announced as part of Budget 2017, the New Zealand Government have committed up to \$25 million per year, over 4 years, for the development of tourism related infrastructure. The Tourism Infrastructure Fund (TIF) is designed to support local communities facing pressure from tourism growth particularly those with high visitor number but small ratepayer bases.

Examples of such infrastructure as noted by the Ministry of Business and Innovation & Employment (MBIE) are carparks, freedom camping facilities, sewerage and water works and transport projects.

The fund is open to all territorial authorities (and organisations that have the support of their territorial authorities) and where projects are approved, Government expects each territory authority to co-fund on at least a 50-50 basis.

A number of the projects considered in this report would meet the eligibility criteria for TIF funding which are;

- must be for public infrastructure used significantly by tourists
- must be for new infrastructure or enhancements (like-for-like replacement will not be funded)
- must not be for the development of new attractions, accommodation or commercial activities
- must demonstrate that they do not compete with commercial activities in the area
- must seek co-funding of over \$100,000 (although a series of linked projects can be joined in one application)
- must be financially sustainable; funding will not be given for operations or maintenance
- must not already be fully funded.



While the need for new and replacement toilet infrastructure is evident, Council should be mindful of the potential impacts this may have. These include;

- New facilities may encourage additional freedom camping locations which can impact on the local environment and local residents.
- Infrastructure needs to be balanced across the District while still addressing areas with the most significant need. There is a risk some community groups will be disappointed if certain projects are prioritised ahead of their own.
- Funding through TIF may be unsuccessful and Council may therefore have to consider contingencies to ensure certain projects may still proceed.
- Not all sections of the community may be appreciative of a public toilet being located near their home.
- ORC may tighten their discharge rules putting greater emphasis on further treatment of waste water within close proximity of waterways.
- Resource Consent requirements around toilet blocks.

Demand

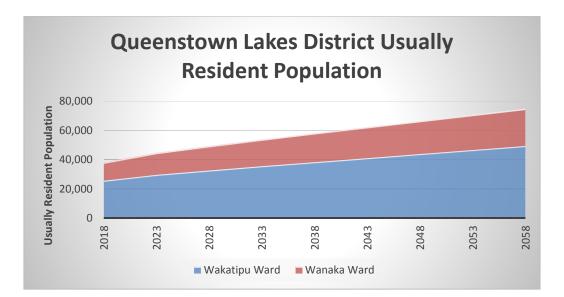
There is currently a shortage of public toilet facilities across the district to cater for the needs of the resident population and visitors. This has been demonstrated through;

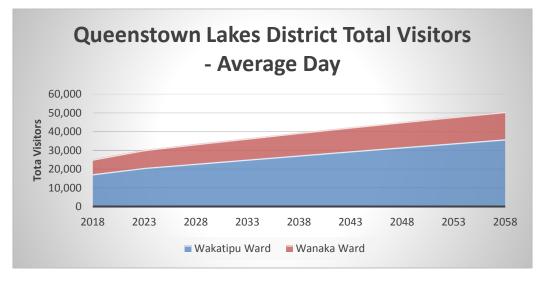
- Communication from various Community Groups seeking Council support to introduce further facilities in their local area.
- High traffic volumes reported by the NZTA throughout the district
- Media reports of human waste being discovered in local parks and reserves

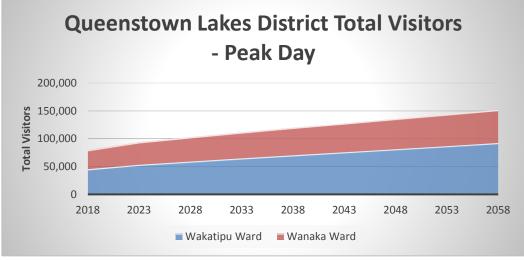
According to QLDC's growth projections for the next 10 years, the resident population for the Queenstown Lakes District is expected to increase by 29%; from 38,000 to 49,000, average visitors per day by to increase by 26%; from 25,000 to 31,500 and peak visitor's numbers to increase by 25%; from 80,000 to 100,000.



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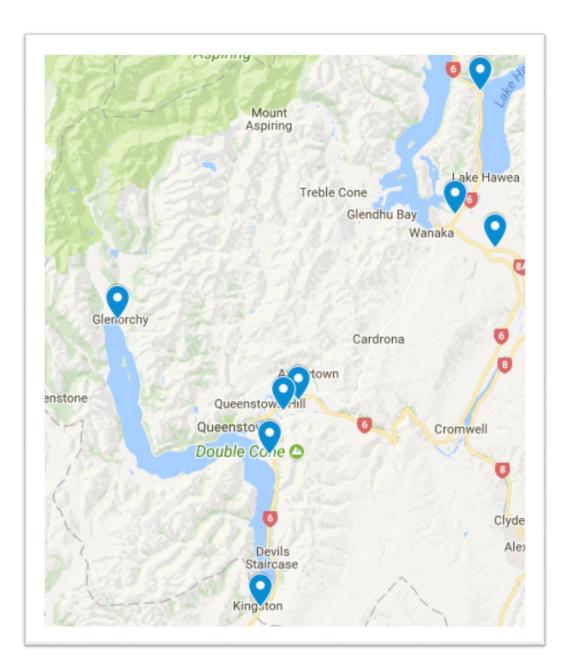
Source: The above data has been taken from QLDC's Growth Projections dated 2017



Priority Infrastructure

This section reviews a number of proposed infrastructure projects to assess their individual need, implementation and priority. Wherever possible, all proposed infrastructure should be designed to meet New Zealand standards for access and mobility NZS 4121:2001.

Those projects are dispersed throughout the district as shown on the following plan;





Glenorchy Replacement Toilet Facility

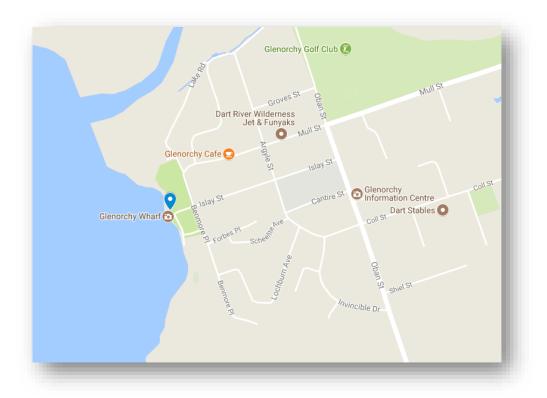
Project Summary

Glenorchy is a popular tourist destination for extended stays, day trips or guided excursions and is the gateway for expansive adventure tourism such as fishing and tramping. Alone, Glenorchy has an average of approximately 400 visitors per day throughout the year peaking to approximately 1,000 per day during busy periods.

There are currently 3 public toilets in Glenorchy. Of the 3; 1 is in the town hall, 1 is at the golf club and the other, a single cubicle Norski toilet, is located at the Glenorchy Foreshore Reserve and Marina. It is proposed to replace the Norski toilet facility to improve the level of service for the reserve.

Location

The Glenorchy Foreshore Reserve and Marina is located on the banks of Lake Wakatipu. The existing toilet facility is located adjacent to the iconic 'red shed'. The location for any replacement toilets is to be confirmed and should be done so in consultation with the Glenorchy Community Association.



Perceived Need

This single Norski toilet facility is inadequate to meet the minimum level of service requirements of both the community and visitors of Glenorchy, let alone provide for the projected visitor growth to the region. Over the previous Summer period, additional port-a-loos were brought to the Glenorchy Foreshore Reserve and Marina to cope with the demand. Port-a-loos do not reflect the beauty of the region and, despite regular servicing, can become unclean/unhygienic reasonably quickly. The existing toilet facility at the Glenorchy Foreshore Reserve and Marina to cope Reserve and Marina is in average condition.



27

The Glenorchy Community Association are planning to develop the Glenorchy Foreshore Reserve and Marina and welcome the replacement of the current toilet facilities.

Recommended Facility

- Exeloo Jupiter Silver Quad Model 44AAAD
- Associated landscaping

Tourism Infrastructure Fund

This project appears to meet the criteria for Tourism Infrastructure Funding. It is recommended therefore that an application is submitted to the Ministry of Business, Industry & Employment for the next round of funding.

Priority/Timing

This project is considered a **HIGH** priority and it is recommended that this project commence as soon as possible and ideally to be completed in the 2018/2019 financial year.



Images of Existing Facility





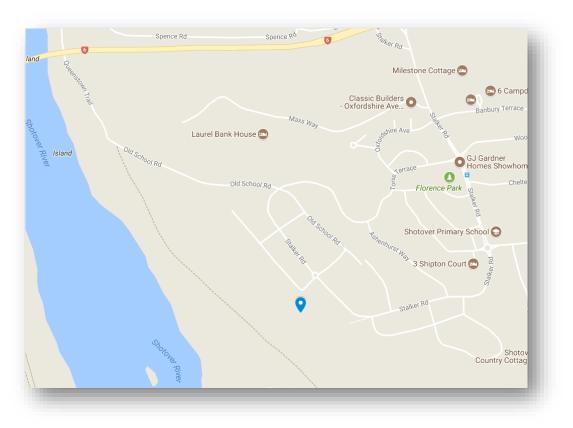
Shotover Country New Toilets & Changing Sheds

Project Summary

It is proposed to install a new toilet facility with changing sheds within the Shotover Country sub division.

Location

Shotover Country is located off the Queenstown Ladies Mile, SH6.



Perceived Need

Once completed, Shotover Country will include approximately 800 homes with expected population exceeding 2000. There is currently 1 toilet facility with 2 cubicles. A sports field is being constructed presently by the developers, Shotover Country Ltd, and is expected to be operational for winter sport this year. It is anticipated that formal demand for the field will require toilets/changing rooms to be installed in 2019 in accordance with Council's level of service to provide such facilities for sports fields.

Recommended Facility

- Exeloo Jupiter Silver Twin Model 42DD
- Bespoke Changing Sheds
- Associated landscaping

Tourism Infrastructure Fund

Government funding is unlikely for this project as it does not meet the criteria, in particular, the infrastructure would not be "used significantly by tourists"



Priority/Timing

Given the high population and lack of any public toilet facilities, this project is considered a **HIGH** priority and it is recommended that this project commence as soon as possible and to be completed in the 2018/2019 financial year.



Lake Hayes Replacement Toilet Facility

Project Summary

Replacement of existing long drop toilet in poor condition.

Location

Lake Hayes is a highly visited lake with walkers, bike riders and people undertaking water-based activities. A popular access point is via SH6 adjacent to the Lake Hayes Pavilion. The entrance leads to a Council car park adjacent to the Wakatipu Rowing Club. The existing toilet facility is on the opposite side of the car park.



Perceived Need

There are 2 other toilet facilities around Lake Hayes, 1 being approximately 1km north at Bendemeer Bay, the other is at the northern end of the lake, approximately 2.5 km away. In accordance with the Building Condition Assessment Report for QLDC Public Toilet Facilities dated March 2015, the condition of the existing Norski facility is poor. There is a crack in the fibreglass roof as well as a broken door panel. The building is nestled within surrounding trees and is not very visible or appealing and hence, not very well utilised.

Recommended Facility

- Exeloo Jupiter Silver Twin Model 42DD
- Associated landscaping



Tourism Infrastructure Fund

This project appears to meet the criteria for Tourism Infrastructure Funding. It is recommended therefore that an application is submitted to the Ministry of Business, Industry & Employment for the next round of funding.

Priority/Timing

This project is considered a **MEDIUM to HIGH** priority and it is recommended that implementation be undertaken in the 2019/2020 financial year.

Images of Existing Facility





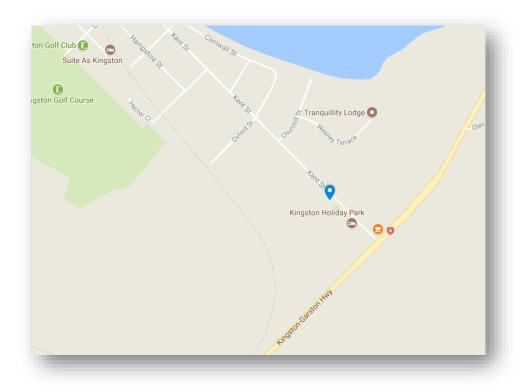
Kingston Replacement Toilet Facility

Project Summary

Replacement of existing bespoke toilet facility.

Location

The existing toilet block is located at the School House Reserve at 48 Kent St, Kingston.



Perceived Need

Kingston attracts on average approximately 280 visitors per day, peaking to approximately 700 visitors per day during busy periods. Kingston is also located on a busy section of State Highway 6 linking the Queenstown Lakes District to Southland.

There is one other public toilet facility in Kingston, located on the lakefront at the northern end of Kent St. This facility is in excellent condition and caters for the majority of the public and visitor needs.

In accordance with the Building Condition Assessment Report for QLDC Public Toilet Facilities dated March 2015, the condition of the existing bespoke facility, although dated, is good. It is unlikely the building would comply with current building standards and practices however and there is no disabled access.

Recommended Facility

- Exeloo Jupiter Silver Quad Model 44AAAD
- Associated landscaping



Tourism Infrastructure Fund

It is unclear whether this project will meet the criteria for TIF funding. While the new toilet will be an enhancement to what currently exists, the capacity wont increase. It is recommended an application to the Ministry of Business, Industry & Employment is submitted on the grounds the new facility will be an enhancement and therefore more suitable to visitors to the area.

Priority/Timing

This project is considered a **MEDIUM** priority. It is recommended that Council aim to install the facility either in the 2019/2020 financial year.



Images of Existing Facility





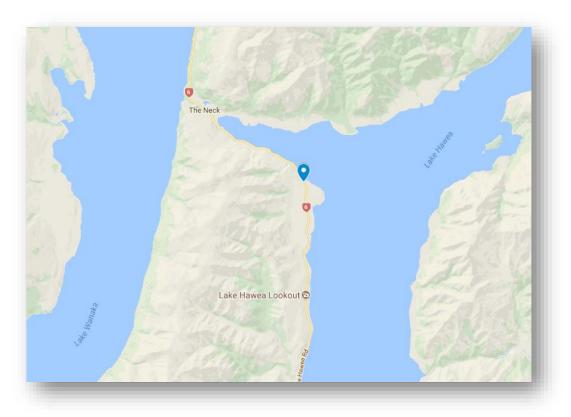
Isthmus Peak New Toilet Facility

Project Summary

The Isthmus Peak walking track is a popular track for both visitors and local residents alike. There are currently no toilet facilities in the vicinity. It is proposed a new toilet facility be provided.

Location

Isthmus Peak walking track is a trail managed by DOC. It is accessed from a car park along SH6 just south of the Neck. The walk is via an easement over private land. The car park is on NZTA administered road reserve.



Perceived Need

The Guardians of Lake Hawea made a submission to the 2017/2018 Annual Plan for the provision of toilet facilities by the Isthmus Peak walking track. They advise that human waste have been discovered along the walk. Support is also being sought for a port-a-loo to be placed at the carpark this summer as a temporary measure.

It is recommended that a combined agency approach incorporating DOC, QLDC, NZTA and the landowner is established. As QLDC does not own land in the vicinity, it is suggested that Council will provide an advocacy / support role to the project.

Recommended Facility

- Fully Accessible Long Drop Norski 4000 Holding Tank
- Associated landscaping



Tourism Infrastructure Fund

This project appears to meet the criteria for Tourism Infrastructure Funding. It is recommended therefore that an application is submitted to the Ministry of Business, Industry & Employment for the next round of funding.

Priority/Timing

This project is considered a **MEDIUM** priority in terms of the overall Council toilet facilities. It is recommended that a combined agency approach aim to install the facility in the 2020/2021 financial year.

Site Plan (showing car park and surrounding private land, NZTA/LINZ administered land)





Luggate Red Bridge New Car Park & Toilet Facility

Project Summary

The 'Grandview Bridge', otherwise known as the 'Red Bridge' is a local icon listed in Queenstown Lakes District Council's Historic Register. It was opened 28 October 1915, and has been described as "one of the most attractively proportioned steel truss road bridges in the country" in the publication, *Bridging the Gap: Early Bridges in New Zealand 1830–1939. Remains of the foundry used to construct the bridge remain.*

A community initiative to develop the area surrounding the bridge is underway for visitors and local residents alike. The proposal includes the provision of a picnic area, public toilet facilities, a car park and possibly a camping area.

Location

The Red Bridge is located approximately 2km north of the township of Luggate and provides a link between it and Hawea.



Perceived Need

According to NZTA statistics, 540,000 + vehicles pass over the bridge each year. An area of land to the north of the bridge is a well utilised rest stop and is also popular with freedom campers. The area is essentially a formed dirt road and not particularly amenable for enjoyable camping / picnicking. Despite the area being used for freedom camping, there are no toilet facilities in the local vicinity. An unfortunate outcome of the lack of facilities in the area is human waste being discovered in the local vicinity significantly affecting the beauty/presentation of the area.



The Luggate Community Association has stated that they strongly support the QLDC seeking funding for new toilet facilities which they believe will go a long way towards solving the freedom camping issue.

Recommended Facility

- Exeloo Jupiter Silver Twin Model 42DD
- Car Park
- Associated landscaping

Tourism Infrastructure Fund

This project appears to meet the criteria for Tourism Infrastructure Funding. It is recommended therefore that an application is submitted to the Ministry of Business, Industry & Employment for the next round of funding.

Priority/Timing

This project is considered a **MEDIUM** priority. The Luggate Community Association have advised that there is significant land clearing and preparation for them to complete prior to the toilets being installed. It is recommended that these works be undertaken in the 2020/2021 financial year.

Site Plan;





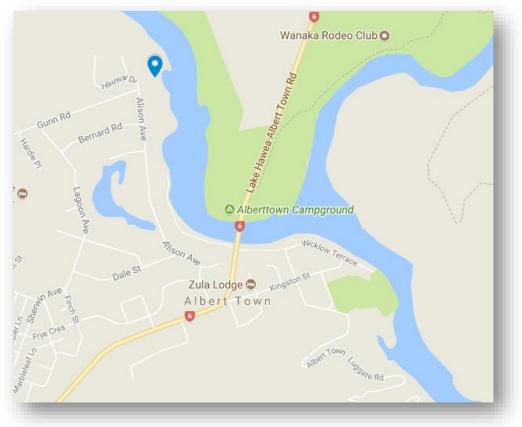
Albert Town Outlet New Toilet Facility

Project Summary

The Upper Clutha River Outlet area including the Hikuwai Conservation Area, managed by the Department for Conservation, is very popular with both visitors and the local community. The area contains walking and mountain bike trails, Wanaka Bike Club's junior mountain bike park and is also accessed by fishermen. As there are currently no toilet facilities in the area, it is proposed that a new facility be provided.

Location

It has been proposed to locate the new facility at the end of Gunn Rd on QLDC administered road reserve however DOC are open to considering its placement on public conservation land.



Perceived Need

There is only one toilet facility in Albert Town located at McMurdo Park, approximately 2 kilometres from the outlet reserve. Unfortunately, the lack of toilets has resulted in human waste being discovered in the reserve.

The Wanaka Community Board, Albert Town Community Association and the Department of Conservation (DOC) have all received concerns from local residents in respect of the lack of toilet facilities.

DOC support the introduction of a toilet in the general area and are open to discussions on placing it on public conservation lands with it remaining owned/maintained by QLDC. Council would however



need to consider whether they would support the ownership of infrastructure on land managed by an external agency and may prefer to provide an advocacy / support role only.

Recommended Facility

- Exeloo Jupiter Silver Twin Model 42DD
- Associated landscaping

Priority/Timing

This project is considered a **MEDIUM** priority. It is recommended that Council aim to install the facility in the 2020/2021 financial year.



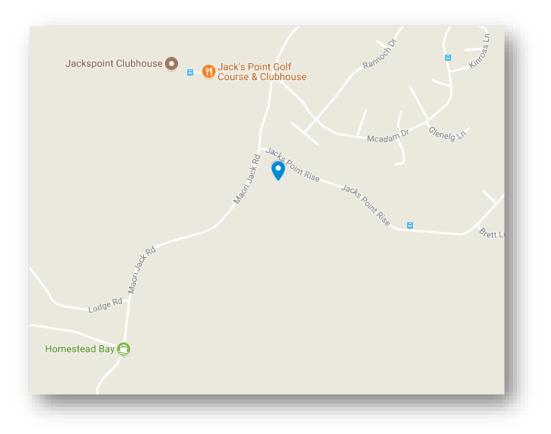
Jack Tewa Park New Toilets and Changing Sheds

Project Summary

Jack's Point is a 1200 hectare multipurpose subdivision located off SH6 south of the Remarkables Ski Area access. There is currently a temporary portacom facility at Jack Tewa Park however it is proposed to replace this with a permanent facility in addition to changing sheds.

Location

The existing facility is located at Jack Tewa Park, corner of Maori Jack Rd and Jack's Point Rise.



Perceived Need

The current residential population of Jack's Point is over 1,000. With the introduction of the 'the Village' which will include a mix of residential homes, hotels, office space, retail restaurants and cafes, the population in this area is expected to double over the next 10 years. The area receives on average 250 visitors per day however, again, this is expected to increase to over 500 per day by 2028.

Jack's Point is widely used for golf, trail walking/running, biking etc. Local residents will also use the reserves for family outings such as picnics and BBQ's.

Recommended Facility

- Exeloo Jupiter Silver Twin Model 42DD
- Bespoke Changing Sheds



• Associated landscaping

Tourism Infrastructure Fund

Government funding is unlikely for this project as it does not meet the criteria, in particular, the infrastructure would not be "used significantly by tourists"

Priority/Timing

This project is considered a **MEDIUM to LOW** priority given the existing facility in place. It is recommended that Council aim to install the facility either in the 2021/2022 financial year.

Other Considerations

User Pays Facilities

The proposed Exceloo Facilities has an option to include a user pays facility. Payment can be made either by cash (coin) or Paywave. While this facility provides an opportunity to generate income with which to fund the maintenance of the toilets, there is also the risk that a user will either not have the means/capacity to pay or will choose not to. This may result in further pollution of the reserve.

Monitoring

Installation of equipment to record the usage of toilet facilities should be considered. Data collected will serve to better understand demand and will also assist cleaning and maintenance activities.

Project Summary

Proposed Timeframe

2018/2019	2019/2020	2020/2021	2021/2022
Shotover Country	Kingston	Albert Town	Jack's Point
Glenorchy	Lake Hayes	Luggate Red Bridge	
		Isthmus Peak	

Timeline

TIF Funding

Project

Possible TIF funded Projects

- Glenorchy
- Lake Hayes
- Kingston
- Isthmus Peak
- Luggate Red Bridge
- Albert Town



Non TIF funded Projects

- Shotover Country
- Jack's Point

Attachments

- Media reports
- Community Letters of Support

