
REPORT 2
(1215/52/IM)

QUEENS WHARF PRECINCT

1. Purpose of Report

Wellington Waterfront Limited (WWL) seeks approval to conduct a public competition to elicit creative ideas from Wellingtonians for the future use of the Queens Wharf Outer T as the first stage of master planning the future development of Queens Wharf Precinct.

It is imperative that WWL determines what future use(s) the Outer T may potentially be put to (including building structures) prior to deciding the extent to which WWL commits funds to substantial sub-wharf repairs that are now urgently required if the wharf is to continue its current function and remain open to the public.

2. Executive Summary

The Queens Wharf precinct is defined as the area of land between Jervois Quay and the harbour, north of Frank Kitts Park and south of the Steamship Wharf building (Loaded Hog).

The Wellington Waterfront Framework (April 2001) calls for a public competition to be held to explore options for the Outer T.

The Outer T competition is the first and integral part of master planning the Queens Wharf Precinct.

The developed master plan will inform a variation to the District Plan and will allow implementation in stages over the next 10 years.

WWL has recently completed a maintenance assessment programme for all its wharves including the Outer T. It is imperative that we advance our understanding of what use(s) the Outer T may be put to (including building structures) prior to committing significant funds to sub-wharf repairs.

3. Recommendations

Officers recommend that the Committee:

- 1. Receive the information.*
- 2. Agree to Wellington Waterfront Limited initiating a public competition to explore options for the Outer T.*
- 3. Agree to amend Wellington Waterfront Limited's work plan to enable the competition to be run in the timeframe recommended in this report.*
- 4. Agree to Appendix A & B forming the template for the competition including the provision of background information to assist the public process.*

4. Background

Queens Wharf historically was the hub of all port activities and today is the heart of the waterfront and the precinct closest to the central business district.

In December 1986 the Lambton Harbour Development Project commenced and Queens Wharf was one of the first priorities for revitalisation.

Thereafter, a number of commercial operations were established to attract the public to the waterfront. These included:

- Dockside restaurant - 1991
- Shed 5 restaurant - 1992
- Wharf office apartments - 1994
- Queens Wharf Retail and Events Centre (now TSB Bank Arena) - 1995

In 1993 Wellington Waterfront Limited entered into an investigation licence with Tinakori Holdings Limited to investigate the construction of a hotel on the northern arm of the Outer T. After many years of negotiations and approvals the project was abandoned after the resource consent was quashed by the Environment Court in 2008.

While the Environment Court decision specifically stated that the Waterfront Framework (2001) did not have any formal planning status, the Framework is nonetheless regarded as the policy document and a primary point of reference for master planning of all future development on the waterfront. The principles of the Framework will continue over time to be given formal planning status via ongoing incorporation into the District Plan by way of a series of variations.

Variation 11 is a recent example of a proposed variation to the District Plan that is intended to provide a design guideline for the future developments anticipated in the Kumutoto precinct.

Key points from the Framework that provide specific guidance to the future development of Queens Wharf include:

- Queens Wharf is the heart of the waterfront
- The outer T of Queens Wharf is a special and unique site
- A structure that reflects the iconic nature of the site could be located on the outer T
- A competition should be held to explore development options
- All competition proposals should respect the principles of the Framework including public access, the importance of harbour views and take into account that the outer T is a berth for cruise liners and other vessels.

5. Discussion

In its 2008/09 Strategic Plan presented to Council in May 2008, WWL included the planning of Queens Wharf and the specific public calling for ideas for the Outer T in its delivery programme. Council approved WWL's Strategic Plan with two exceptions being the further design work of Frank Kitts Park (excluding the Chinese Garden) and the Outer T competition. At that time the global and national economic environment was starting to deteriorate and Council expressed concern about creating expectations around the Outer T that the Company and the Council would be unlikely to deliver.

In December 2008 the Strategy and Policy Committee considered a number of proposed options for the future direction of the waterfront project. The "Spread (WCC)" option was approved – this option placed responsibility on WWL to undertake planning of all waterfront projects, which would subsequently be implemented by the Council. This option envisaged an eighteen month intensive planning phase by WWL that by June 2010 would see plans developed and necessary resource consents obtained for all significant projects including sites 8 – 10, Shed 6, Queens Wharf, Queens Wharf Outer T, Taranaki Street Wharf and Frank Kitts Park.

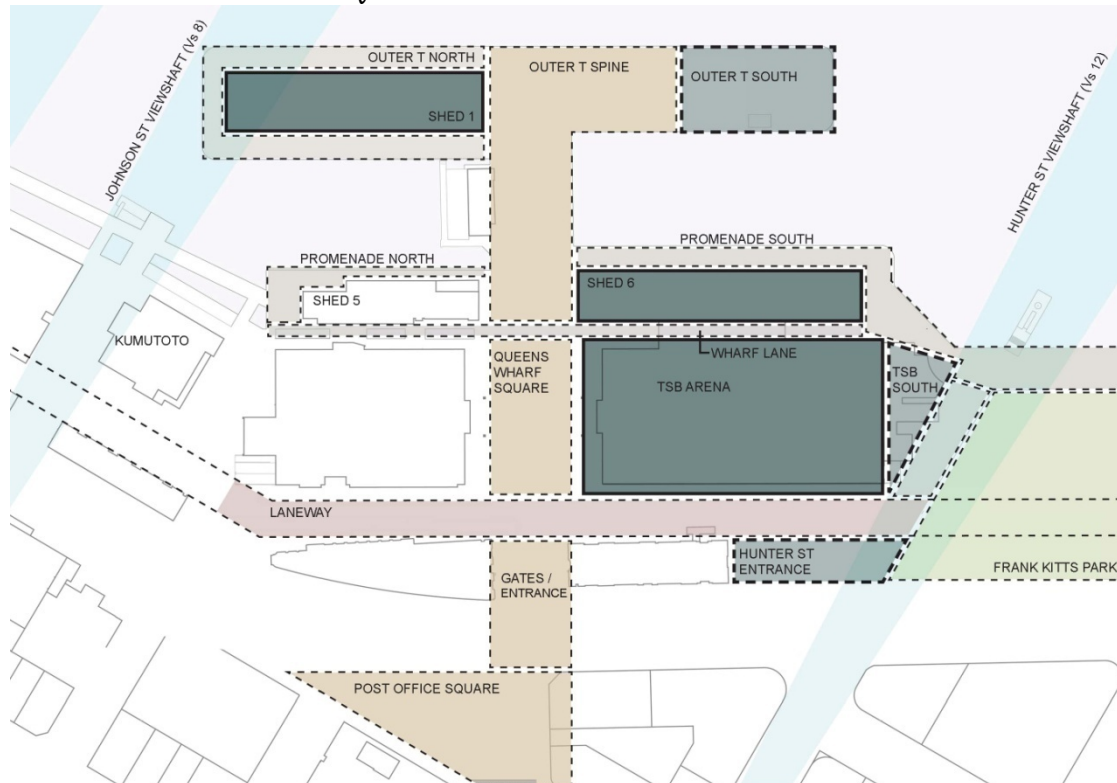
This paper seeks Council approval for WWL to implement an important workstream specified in the Framework i.e. to hold an ideas competition for the Outer T development, and thereby enabling the Company to deliver on the recommendation passed by Council in December 2008, requiring WWL to complete planning for all significant projects.

The Queens Wharf master planning project encompasses a large area and a number of sub projects within the master plan, which include:

- Outer T
- Shed 6
- TSB South
- Queens Wharf Square
- Laneways and public spaces

5.1 Master Plan

The area defined as the Queens Wharf Precinct is illustrated below:



A master plan will address a number of issues identified in the Framework:

- Heritage
- Mercantile history
- Pedestrian access
- Traffic conflicts
- Ship berthage
- Promenade
- Water access
- Building relationships to public spaces

In recent times a number of workshops and consultations with existing business and users of the Queens Wharf area have taken place and this information will be incorporated into the planning process.

Before planning can meaningfully continue it is essential that what may occur on the Outer T is more fully understood as this priority site will influence the entire master plan.

WWL plans to consult the public on their suggested ideas for the Outer T which is a Framework requirement (pg 33).

WWL plans to publicly advertise the competition and call for submissions.

Proposals will need to consider the following:

- Pedestrian and vehicular access to the Outer-T
- Current condition of the wharf and buildings
- View shafts
- Heritage
- Shelter
- Berthage of vessels
- Financial feasibility
- A draw card for people
- Compliance with Waterfront Framework.

A draft of the call for public submissions is appended refer appendix A.

A panel of judges will review and select the proposal that best meets the outcomes of the framework.

The suggested timing for the Competition is:

Public advertising	Early June 2009
Competition (6wks)	End of July 2009
Results announced	August 2009

5.2 Public expectations

It is accepted that public expectations regarding the outcomes from the competition and delivery timeframes will require careful management.

This issue was of concern to Council last year and it could be argued that the economic environment has further deteriorated and the timing for the competition is even less desirable that it was then.

However, there are now other imperatives that mitigate against this. First and foremost is the assessment of the condition of the wharves and the need to repair, refurbish or replace a significant number of supporting piles under the Outer T with urgency. Prudent management by WWL requires a better understanding of what purpose the Outer T might serve in the future, and consequently how it might be developed and what loads it may have to support, before either under or over engineering the immediately required works.

A further imperative is the one placed on the Company by Council, and that is to complete the planning of the waterfront in its entirety by 2010.

The Company will ensure in its promotion of the competition that there are very clear messages outlining what the public should expect regarding the delivery programme and the need for the delivery of eminently achievable outcomes over a ten year implementation period.

5.3 *The Outer T*



The Outer T was originally constructed in 1865 and had various additions between 1878 and 1898. The wharf is constructed of hardwood timber piles and beams with a concrete deck. Repair and replacement of 100 year old wharf piles is now urgently required.

Originally there were buildings on the northern and southern arms of the Outer T constructed circa 1910. The building now known as Shed 1 was constructed in 1964 and comprises a 1950m² warehouse building of steel portal framed construction with metal cladding and a fibrous cement sheet (asbestos) roof.

The building currently shows signs of deferred maintenance but appears to be structurally sound.

Shed 1 currently accommodates Wellington Indoor Sports which operates an indoor soccer and netball facility and Helipro Helicopters which operates a commercial helicopter business from both the subject building and the southern half of the outer T.



Shed 1

5.4 Existing Wharf Condition

In 2008 WWL engaged structural engineers Holmes Consulting Group to undertake a condition survey of all its wharves including an underwater survey with particular focus on the Outer T and Taranaki Wharf.

The survey highlighted major issues with the structural integrity of the Outer T and following advice from the Engineer, vehicle restrictions were placed on the Outer T.

WWL has recently been informed of the imminent closure of CentrePort's Waterloo Wharf due to serious concerns about its structural integrity. Closure will lead to tenant disruption and a resulting loss of rental income to CentrePort.

The Outer T consists of approximately 1,000 piles. The engineer's detailed inspection of July 2008 and February 2009 reports that more than 300 piles require repair work within the next 1-5 years.

A number of piles have either completely failed or lost up to 80% of their original structural loading capacity.

The maintenance work has been given a priority grading with some immediate work required to maintain essential service vehicle access to the Outer T and other maintenance work programmed within 1-5 years.

The conditions report classifies wharf components into three condition categories:

Priority 1

Severe reduction in member capacity has occurred or the identified issue is causing damage to the structure. Repair or replace within 12 months is recommended

Priority 2

Moderate reduction in member capacity has occurred or repairs are required to prolong the life of the member. Repair or replace within 5 years.

Priority 3

Minor reduction in member capacity has occurred and repairs are required to prolong the life of the member. Repair within 10 years.

The cost of carrying out the priority 1 and 2 works is estimated to be \$5.3m, over the next 5 years with \$3.5m needed within the next 12-18 months. This maintenance work assumes the existing building and uses remain and does not allow for any alteration to existing structures.

The degree to which wharf piles and other maintenance is undertaken is to an extent dependent on the likely future possible use of the wharf and the type of structure to be built upon it. An under-engineered upgrading of wharf piles could potentially be as wasteful of funds as an over-engineered upgrading of wharf piles and some insight into the likely final use of the outer T would inform the most appropriate level of pile replacement and general maintenance work to be undertaken.

WWL is also mindful that maintenance costs could possibly be borne by a third party, namely a developer of the outer T.

5.5 Timing

WWL is seeking approval for the competition for uses on the Outer T to be held as soon as possible to enable:

- necessary wharf maintenance to be undertaken with increased certainty;
- WWL to fulfil Council requirements to comprehensively execute the planning of the waterfront; and
- WWL to begin master planning the Queens Wharf precinct.

The master planning is expected to take 12-18 months and be implemented over the next 10 years.

6. Conclusion

Master-planning the Queens Wharf precinct is a key priority for WWL and the public consultation for uses on the Outer T is the critical first step.

The necessary and overdue maintenance works should only be carried out once WWL has increased certainty over the final use for the Outer T to avoid abortive or unnecessary work and cost.

Expectations around public delivery, particularly in the current economic climate, will require careful management. Ideas presented may result in a staged delivery whereby some (commercial) ideas may be able to be implemented over the next 1 – 2 years, while execution of other ideas would fit within the latter part of the 10 year master plan period.

Report author and presenter: *Ian Pike, Chief Executive Officer, Wellington Waterfront Limited*

Contact Officer: *Warren Ulusele, Portfolio Manager*

To A Tee: You and the Waterfront

Wellington Waterfront Limited is calling for creative ideas for the use for the Outer-T of Queens Wharf.

We want to tap into the strengths of the creative capital by inviting all Wellingtonians to participate.

We are seeking ideas, so you don't need to provide us with a specific design - it is a 'blue-sky' opportunity for the city and its people.

There are a few things you need to know when thinking about your idea:

- The size of the Outer-T: there are two arms, the northern arm is 108m long by 42m wide; the southern arm is 101m long by 32m wide; with the area in between (the central stem) being 25m across and 32m wide.
- There is no public vehicular access to the Outer-T.
- The wharf piles require substantial strengthening, which is both a structural and financial constraint.
- View shafts need to be considered.
- Any structure needs to take into account the adjacent heritage buildings and its bulk and form should fit with the existing buildings.
- Any structure needs to create shelter for the inner wharf.
- Any idea needs to allow for ships to berth at the outer wharf.
- You should consider the financial viability of any idea.
- Your idea should be a 'people magnet' and attract fellow citizens and visitors to the Outer-T.
- Any development on the waterfront is governed by the Waterfront Framework. This document clearly outlines the vision, values and principles that guide all waterfront developments.

The Framework can be downloaded from:

<http://www.wellingtonwaterfront.co.nz/docs/framework.pdf>

You can check out previous ideas for the Outer-T on page 51 in this document.

What will we do with your ideas?

We will be taking your ideas very seriously.

- Submissions will be reviewed by a panel consisting of community and city representatives.
- The selection panel then has the opportunity to make a recommendation to Wellington Waterfront, which as a council-owned enterprise will then seek support from Wellington City Council for the concept/s.

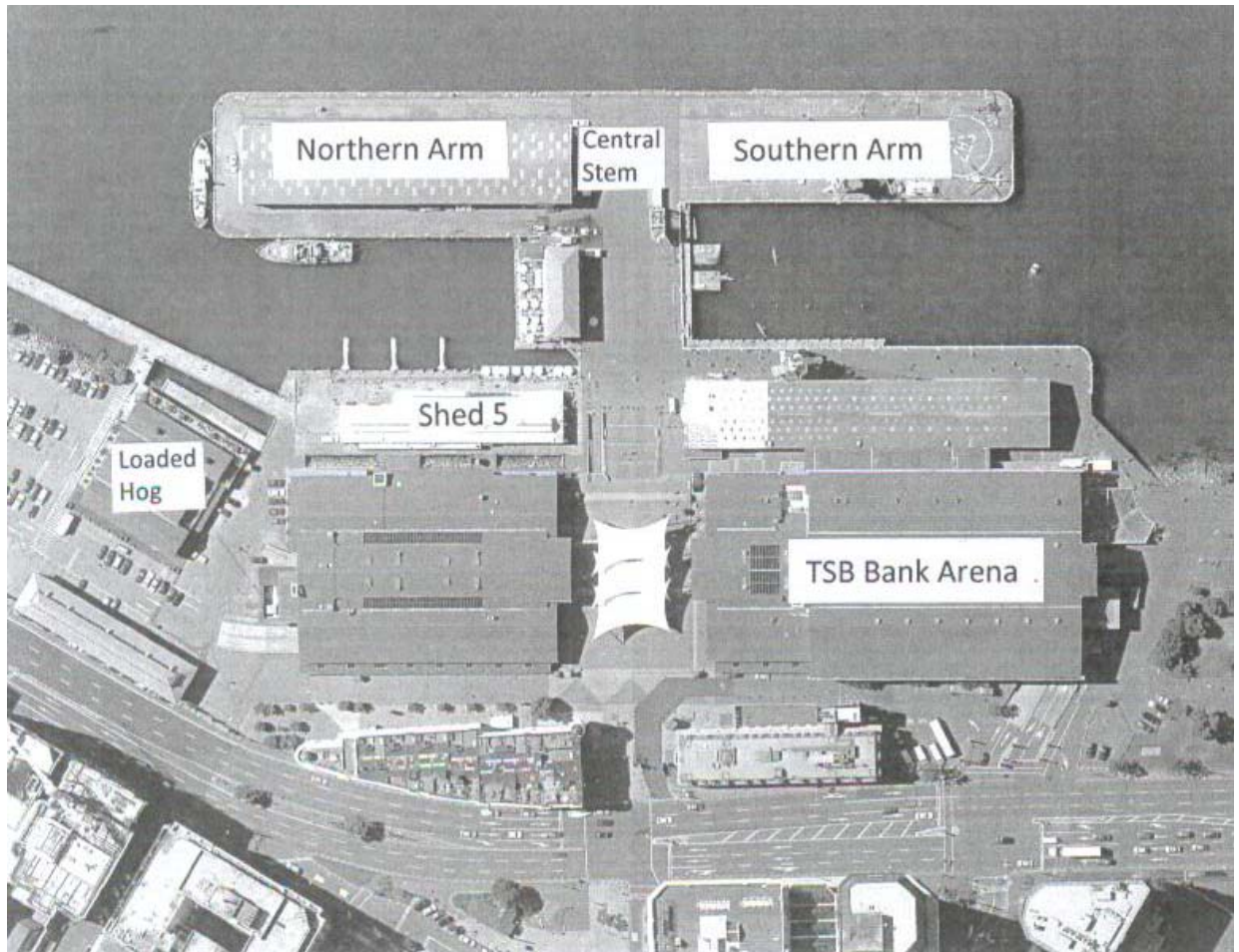
- After further development, the concept may form part of the master plan to be developed for the wider Queens Wharf area which will outline a vision for the area to be implemented over the next 10 years.
- The master plan will be publicly consulted upon as part of the process of adopting it as a variation to the district plan.

What we want from you?

- We want anyone who has an idea to send it to us: you might be an interested group, someone with expertise, a design class or student, or someone who simply walks the waterfront.
- You need to provide an outline of your concept in no more than two A4 pages.
- We are seeking ideas, not designs, but feel free to include a sketch or line diagram to support your idea.
- Your idea needs to be with us on or before #####

Send entries with your contact details to:

Outer-T Concepts
Wellington Waterfront Limited
Shed 6, Queens Wharf
Jervois Quay
PO Box 395
Wellington



Appendix B

Ideas for the Queens Wharf Outer-T

The Wellington Waterfront Framework (the Framework) is the Council's policy statement for the development of the waterfront. It is the main reference document used by Wellington Waterfront Limited (WWL), the Council's implementation agency for the waterfront.

The Framework is very clear about the importance of Queens Wharf and how development in the area should progress now that the Hilton hotel project, previously the subject of an investigation development licence, is not proceeding. Some direct quotes from the Framework are instructive:

Queens Wharf: Framework p27:

- *Heart of the waterfront, reflecting working wharf and mercantile history*
- *'Outer-T a special and unique site – competition to explore options for an "iconic" structure*
- *Cruise ships and other vessels encouraged to use Queens Wharf*

- *Solution required to potentially dangerous conflict between pedestrians and service vehicles along the promenade around Shed 6*
- *Narrow section of promenade in front of Shed 5 pedestrian only*
- *Could open Shed 6 to the promenade*

Framework p33:

A competition should be held to explore options for the Outer-T. The competition brief will require all proposals to respect the general principles of the framework including public access and the importance of the view out to the harbour. All proposals should take into account that the outer-T is a berth for cruise liners and other vessels.

The existing Shed 1 provides shelter for the water space and the Shed 5 and Dockside buildings. This aspect of shelter must be considered in any proposals, particularly for the northern end of the outer-T, but also possibly for the southern end. This shelter and access should be enhanced.

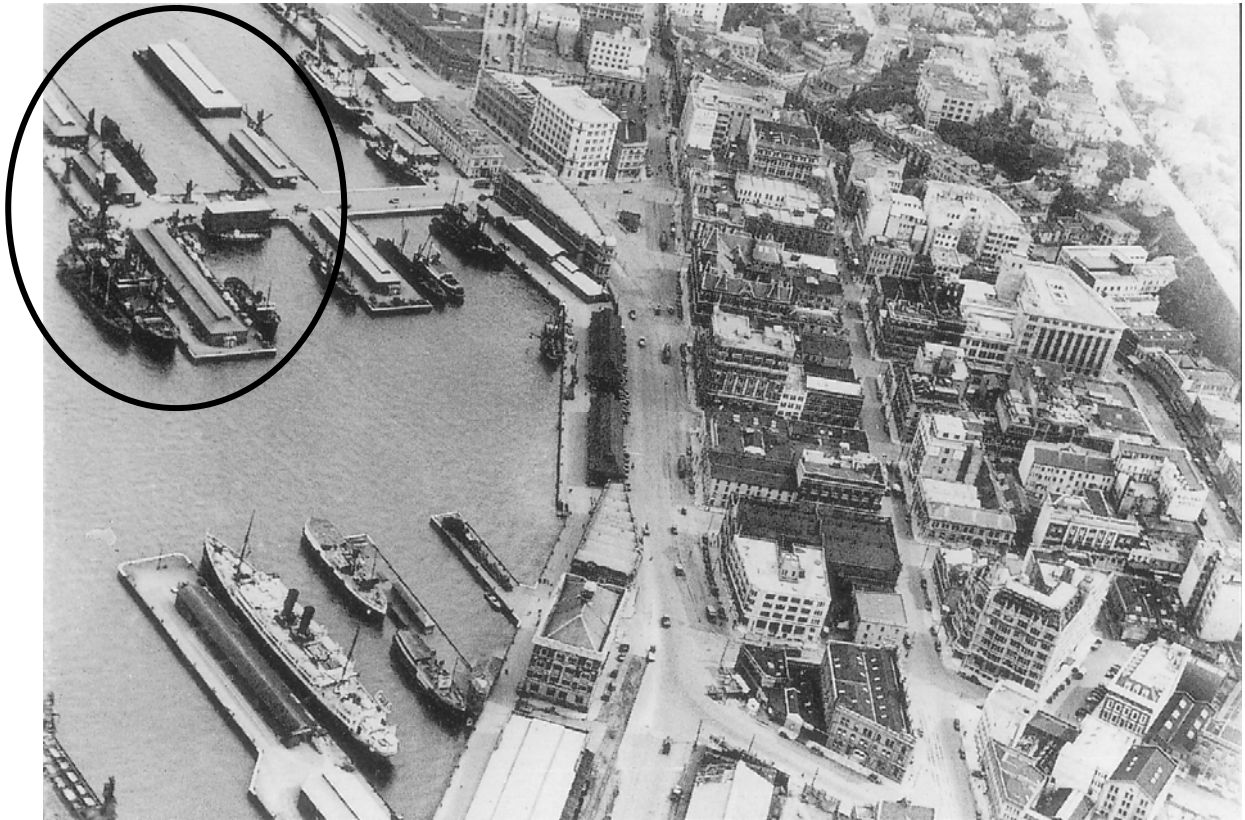
Heritage - important mercantile connection needs to be represented (p34).

Pedestrian access – any structure on the outer-T must allow access around the edge of the wharf and, if it is a building, there should be public access to the ground floor at least.

Parking and vehicle access - access must be provided for vehicles to service the businesses on the wharf, and visiting ships and boats.

Building relationship to open spaces – new buildings in this area will also have a range of uses, and could include recreational, retail, commercial, residential and institutional uses.

These factors have informed the Company as to the best way to run this process.



Queens Wharf 1906



