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**REPORT 1**  
*(1215/52/IM)*

## **CLYDE QUAY BOAT HARBOUR REDEVELOPMENT**

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### **1. Purpose of Report**

To report back to the Strategy and Policy Committee on the development of a design brief for the Clyde Quay Boat Harbour and recommend the next stages for this project.

### **2. Executive Summary**

The Royal Port Nicholson Yacht Club (RPNYC) presented a proposal to the Strategy and Policy Committee (SPC) in April 2010 requesting feasibility funding for the development of Clyde Quay Boat Harbour. No funds were allocated in the Annual Plan but the Council requested that RPNYC work with officers to undertake further work to develop the design brief scope and report back.

The Council and RPNYC have prepared a design brief to form the basis for a master plan for the development of the Clyde Quay Boat Harbour. Public consultation took place on the brief and master plan between November 2010 and February 2011. The results showed general support for the project with some concerns around the effects of the development on heritage values of the harbour, effects of building development on harbour views, concern over increased costs for mooring, and possible conflict between increased public use and marina operations.

A feasibility study up to resource consent stage for all parts of the development will cost \$400,000 (plus GST). Construction costs have been estimated at \$11.6 million.

This is a major project best considered as part of the 2012 – 2022 LTCCP where it can be assessed against the priorities in Wellington 2040 Framework – City Strategy and Central City Framework. Before the project is considered for

funding as part of the 2012 – 2022 LTCCP further work is required to establish preliminary designs, confirm responsibility and management of different parts of the project between the Council and RPNYC and the potential to stage and fund this work including implications for user charges and ongoing costs for the Council.

### **3. Recommendations**

Officers recommend that the Committee:

- 1. Receive the information.*
- 2. Agree to prepare a new initiative outlining indicative construction and operating costs for the Clyde Quay Harbour Restoration Plan and the ability to stage its implementation and funding for consideration during consultation on the 2012 – 2022 Long Term Council Community Plan.*

### **4. Background**

#### **4.1 Ownership and Status**

The Clyde Quay Boat Harbour is defined by the Freyberg Pool to the east; Oriental Parade to the south; Herd Street and the seawall leading to the Overseas Passenger Terminal to the west, and two breakwaters to the seaward, northern, side. The portion of the Boat Harbour that is above mean high water mark is owned by, and falls within the jurisdiction of, the Wellington City Council. That portion below the high water mark falls within the jurisdiction of the Greater Wellington Regional Council.

The Royal Port Nicholson Yacht Club (RPNYC) own their clubhouse building, leasing the land on which it stands from the Council; the same arrangement applies to the single storied building at the northern end, where RPNYC operate the Wellington Sailing Academy. The two buildings adjacent to the sailing academy, called the Coene buildings are owned by the Council and leased to RPNYC (Appendix 1).

The lease rental for all these buildings is \$7894 plus GST per annum and was last reviewed in 2003. The ten year lease term finishes on 31<sup>st</sup> March 2012. The RPNYC has three further rights of renewal of 10 years each after that date. The floating finger jetties at the eastern end, and the deck in front of the clubhouse, have been added over the past ten to fifteen years and are owned by the Club but have no formal lease.

Boatsheds and the fore and aft moorings within the boat harbour are leased to individuals by the Council. There are currently 72 moorings licensed to individual boat owners of which 66 are occupied. Approximately two thirds of

these licence holders are members of the RPNYC. There are 48 boatsheds all of which are occupied including 3 by the RPNYC.

#### **4.2 Clyde Quay Boat Harbour restoration**

In 2006 the Mayor and RPNYC signed a Memorandum of Understanding (MOU). One of the objectives was to prepare and implement a master plan for the development, upgrading and ongoing maintenance of the Clyde Quay Boat Harbour.

In September 2009 the RPNYC produced a draft master plan and asked the Council to fund the project feasibility and design development stages. The overall project had four main components:

- 1 access and Public Open Space
- 2 Wellington Ocean Water Sports Centre
- 3 RPNYC functions
- 4 boat harbour functions

The RPNYC followed this up with a deputation to SPC on the 15<sup>th</sup> April 2010. They requested that the Council, as owners of Clyde Quay

- Make provision in the 2010/2011 Annual Plan of \$175,000 for investigation, design and consenting
- Make provision in the LTCCP of \$1.2 million (total \$4.8 million) in each of the following 4 years) 2011/2012 – 2013/2014) for staged implementation of the restoration of Clyde Quay Boat Harbour.

No funding was approved as part of the 2010/2011 Annual Plan but the Council requested that RPNYC work with officers to undertake further work to develop the design brief scope and report back.

A joint working party between the Council and the RPNYC was established in mid 2010 to prepare a design brief scope that could be used as the basis for public consultation.

The goals in the design brief are to:

- improve access to the boat harbour and to create more open public space
- encourage greater public use and enjoyment of the boat harbour
- upgrade the infrastructure so that the usefulness of the boat harbour for the recreational sport of yachting is enhanced
- create opportunities for other ocean water sports to have a presence in the boat harbour
- make changes to the boat harbour to enhance its heritage value.

The brief identified significant heritage issues involved in modification or adaptation of the various buildings and structures on site. It was agreed that;

- Stakeholder and public engagement be undertaken prior to preparation of a final brief for Clyde Quay.
- Public engagement be organised as a partnership between WCC and RPNYC.
- That Greater Wellington Regional Council and the NZ Historic Places Trust be included in discussions about future planning.

Consultation on the design brief for The Clyde Quay Boat Harbour Restoration Project commenced in late November and was managed by the RPNYC. The project has four main components (Appendix 2).

1. *Access and Public Open Space* – in particular to improve access into and through the boat harbour and improve amenities for the public to use in this area. This will include a connection at the northern end of Freyberg Pool to join the boat harbour to Oriental Bay Beach.
2. *Wellington Ocean Water Sports Centre* – an initiative aimed at creating a shared facility for the delivery of ocean water sport<sup>1</sup> programmes including:
  - a. The RPNYC Sailing academy
  - b. Ocean Water Sports Talent Development Programme
  - c. Ocean Water Sports Schools Programme
  - d. Ocean Water Sports Events Programme
  - e. Powered by the Wind Education Programme.

The Council and RPNYC have jointly applied to Sport and Recreation New Zealand (SPARC) for Active Communities funding to enable the appointment of a project manager to establish the governance mechanism and programming for the Ocean Water Sports Centre. SPARC have approved the first stage of the application process. In early 2011 a meeting of all the key groups took place to further develop the application for final assessment by SPARC. Note that this application is not directly related to the funding and construction of a new building. The existing buildings can function as the Centre in the interim.

3. *Civic amenities provided by RPNYC* including the development of a café, harbour sails programme and a remote control yacht base.
4. *Boat harbour upgrades* including the development of a central pontoon, new sailing academy and youth scheme berths and improved mooring facilities and walk on marina berths.

Consultation started with an open day organised by RPNYC on Sunday 28<sup>th</sup> November 2010.

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<sup>1</sup> This could include sailing, waka ama, triathlon, ocean swimming, scuba diving, kayaking, surf life saving and wind surfing.

### 4.3 Consultation and engagement

An online feedback form was posted on the Royal Port Nicholson Yacht Club website, from the end of November 2010 to 20 January 2011, to provide the general public with a mechanism for providing feedback on the Clyde Quay Boat Harbour design brief. 63 submissions were received. A detailed analysis of the consultation is shown in Appendix 3. There is support for the project and each of the five objectives. Submitters felt it would be positive to upgrade and restore the last part of the waterfront.

- **Access and public open space.** There was a lot of support for improving access to the boat harbour and creating more open public space. There was concern about how increased public access could interfere with marina operations and how the proposed boardwalk could make it difficult to access the sheds:
- **Wellington Open Water Sports Centre:** Some people supported the proposed centre because it would support a number of activities and share resources. There was concern from local residents that this building could block views of the harbour from Oriental Parade. A few mentioned there might not be enough space to cater for these other activities.
- **RPNYC functions:** There was support for improving the public amenities available through the RPNYC. (although any changes will be up to club members).
- **Boat harbour functions:** There was support for improving boat harbour functions. There are some mooring and/or boatshed leaseholders who are concerned the proposed upgrade of marina facilities will increase the costs of marina licences. There will need to be major dredging to upgrade the facilities and there is uncertainty on who would pay. Higher costs would force some boat owners to leave; and this could mean fewer people could take up the sport of yachting.
- **Other feedback:** There was a lot of support for enhancing the heritage values of the harbour.

Some noted the size and potential cost of the project and how it would be funded and the need for clarity about who is responsible for aspects of harbour management.

## 5. Discussion

The Clyde Quay Restoration Project is a major urban initiative that needs to be assessed within the context of the Wellington 2040 Framework.

## **5.1 Wellington 2040 Framework**

The *Wellington 2040 Framework* comprises two key projects:

- The *City Strategy* – a strategic document identifying and providing a focus for what Wellington needs to do, and how the City should position itself to meet the challenges and opportunities of the future.
- The *Central City Plan* – a spatial planning document that will guide the future development of the central city's built form, infrastructure and public spaces. Wellington's central city is an important current and future defining feature of the City. The Plan will incorporate a vision for the growth and enhancement of the future central city.

The *Wellington 2040 Framework* will be a Council-led partnership with Wellington communities. It will inform key pieces of Council work, including the development of a new set of Council strategies that in turn will drive the Long Term Plan 2012/22.

The development of the Clyde Quay Boat Harbour needs to be assessed against the priorities developed in the new set of Council strategies and consulted on for the 2012 – 2022 LTCCP.

## **5.2 Central City Framework:**

The draft plan will go out for public consultation later this year. It recommends that in the development of the Clyde Quay Boat Harbour Masterplan, consideration is given to public access and amenity.

As a catalyst site, it is recommended that a precinct study be undertaken of the Clyde Quay Boat harbour in its local context in order to establish:

- current and proposed relationship with Oriental Parade
- current and proposed access arrangements
- potential impacts of increasing traffic
- existing and proposed landscape
- existing and proposed public facilities
- built form existing and proposed
- potential improvements to proposal.

An analysis has been carried out by Space Syntax to determine the potential impacts of introducing a new pedestrian pathway adjacent to the boatsheds. This will inform the current and proposed access arrangements discussed above. The results of the Space Syntax study will be presented to councillors as part of a briefing in late March.

The larger precinct study will be carried out in-house in 2011/2012 and will link with the Access and Public Open Space Component of the Restoration Project.

The development of the Overseas Passenger Terminal (OPT) will provide the opportunity to improve the open space between OPT and Clyde Quay and tidy up the area by the Enormous Crocodile Company. This work will occur following the development of the OPT and is currently scheduled for 2013/2014. It will be funded by the Waterfront Project.

### **5.3 Control and management of facilities and activities in Clyde Quay Boat Harbour**

Discussions between Council officers and the RPNYC during development of the design brief have highlighted some areas where further discussion is required to agree on responsibility for managing and funding each stage of the project.

*Access and public open space:* The Council would be responsible for designing and funding the open space aspects of the project such as any public boardwalks and access into the area. RPNYC would provide input into the design particularly around integration of the public space with functions that take place within the boat harbour.

*Wellington Ocean Water Sports Centre:* A governance board will be established to manage the funding, implementation and maintenance of the Centre. This will include representatives from the Council, RPNYC and other water sport users.

Further discussions are required around ongoing responsibility for funding and management of the Centre. This will include:

- The Council's role on the governance board,
- The portion of funding, if any that the Council will contribute,
- Responsibility for funding associated items such as a rescue boat shed, pontoons, new berths and so on.

*RPNYC functions:* This includes a café development, a remote control yacht base and a base for the Harbour Sails Business. All these functions to be funded and managed by RPNYC.

*Boat harbour functions:* This includes the development of a major new pontoon from the foot of the yacht club, new berths for the Ocean Water Sports Centre, improvement to mooring facilities and the development of walk on marina berths. Further discussions are required to agree on responsibility for

- Walk on marina berths. Any development would fall under the current funding policy meaning they would need to be fully self funded.

- Improvement to existing mooring facilities and the financial effects on existing tenants.
- Funding and ongoing management of the central pontoon. Who benefits from it?
- Is dredging of part of the harbour required and if so who pays?

#### **5.4 Staging of the Project**

There is value in developing the overall project in an integrated manner. However, each sector of the project can be implemented independently as funding and resourcing permits. The access and public good and open space access components can be developed first for the following reasons:

- The work will link in with the Space Syntax study and the catalyst project planned for 2011/2012 as well as the Overseas Passenger Terminal development and associated open space upgrade
- The public good open space aspects of the project will be funded by the Council and need to be developed and costed for consideration in the 2012/2022 LTCCP.

Additional work is also required over the next twelve months on the governance and funding mechanisms for the Wellington Open Space Sports Centre and the Boat Harbour functions.

#### **5.5 Financial Considerations**

The component parts of a full feasibility study for the entire proposed project are shown in Appendix 4. Three external multidisciplinary consultancy companies quoted on this feasibility study. Total funding required for the feasibility study will be \$400,000 (plus GST). The increase in the feasibility funding required from the \$175,000 identified in 2010 is due to an increase in scope resulting from the design brief and taking the feasibility study work to resource consent stage.

The costs for construction of the overall project cannot be accurately known until the feasibility work is complete. However preliminary indicative costs for each proposed component have been provided by Royal Port Nicholson Yacht Club and are provided in Appendix 5.

#### **5.6 Climate change impacts and considerations**

The impacts of climate change will be considered during the feasibility study should the project proceed.



### **5.7 Long term Council Community Plan consideration –**

There is no funding in the LTCCP for this project.

## **6. Conclusion**

The Council and RPNYC have been working on the development of a design brief and master plan for Clyde Quay Boat Harbour. Initial consultation has been carried out but more work is needed to develop the preliminary designs, clarify responsibilities for parts of the project and confirm construction and ongoing operating costs in preparation for consultation on the 2012 – 2022 LTCCP. Work on the public good aspects of the project can proceed in 2011/2012 with the overall project being considered against the Wellington 2040 framework and subsequent Council strategies as part of consultation on the 2012 – 2022 LTCCP.

Contact Officer: *Paul Andrews, Manager Parks and Gardens.*

## Supporting Information

### **1) Strategic Fit / Strategic Outcome**

*The project is consistent with Council's long term outcome More Actively Engaged - Wellington Residents will be actively engaged in their communities, and in recreation and leisure activities. It is also consistent with the three year priorities for the Social and Recreation Strategy:*

- *Promote participation in recreation activities to ensure facilities are used by the whole community*
- *Encourage community groups to share responsibility for delivering programmes and services*

### **2) LTCCP/Annual Plan reference and long term financial impact**

*No funding implications at this stage. No funding in the LTCCP*

### **3) Treaty of Waitangi considerations**

*There are no Treaty of Waitangi considerations.*

### **4) Decision-Making**

*This is not a significant decision. The report sets out further work required before the project is considered for funding*

### **5) Consultation**

**a) General Consultation:** public consultation has occurred on the draft design brief

**b) Consultation with Maori:** Consultation will occur with mana whenua during the next stage of the project.

### **6) Legal Implications**

None at this stage

### **7) Consistency with existing policy**

*The project is consistent with the draft Central City Spatial Structure Plan.*