

---

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

## **CLYDE QUAY HARBOUR RESTORATION MASTER PLAN**

---

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

To report to SPC on a master plan developed in conjunction with the Royal Port Nicholson Yacht Club (RPNYC) for the Clyde Quay Boat Harbour and to propose the inclusion of some components of that plan in the deliberations for the Long Term Plan (LTP).

### **2. Executive Summary**

In March 2011, Strategy and Policy Committee agreed that a new initiative be prepared for consideration as part of the 2012 – 2022 Long Term Plan (LTP) deliberations. The Council and the Royal Port Nicholson Yacht Club (RPNYC) have prepared a master plan for the development of the Clyde Quay Boat Harbour attached as Appendix 1.

RPNYC are proposing a project which aims to restore the boat harbour by providing:

- improved public amenity, accessibility, and heritage celebration
- an events and social venue at the harbour's edge
- an upgraded marina
- new Ocean Water Sports and "Powered by the Wind" Education centres.

The total project cost as proposed by PRNYC is \$15,264,200. RPNYC are requesting the Council contribute \$8,747,200 over a 5 year proposed programme of works.

Officers have prioritised the project's components in recognition of the affordability issues facing the Council and Council's role and strategic priorities and consider that the public amenity, accessibility and heritage celebration component of the master plan are the most consistent with Council's role in provision of public amenity. This paper proposes that SPC agree that a new initiative which would allow for that component of the plan be included in the deliberations for the draft Long Term Plan. Councillors at that time can weigh the proposal against competing demands. The prioritised components of the project provide the greatest public benefit but do not preclude other parts of the project being considered at a later date. The prioritised components require a Council contribution of \$2,930,100 over three years commencing in 2014/15.

Public consultation took place on an earlier version of the master plan between November 2010 and February 2011. The feedback in general support for the project with 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.

### **3. Recommendations**

Officers recommend that Strategy and Policy Committee:

1. *Receive the information.*
2. *Acknowledge the contribution of Royal Port Nicholson Yacht Club in developing a new initiative aimed at enhancing public space and the contribution of yachting to Wellington's social, events and economic future.*
3. *Agree that the following proposal (public access, public space and heritage celebration components) be included for consideration against all initiatives as part of the draft LTP deliberations:*
  - (a) *Design and consenting funding of \$219,600 in 2014/2015*
  - (b) *Construction funding for Clyde Quay central and south east of \$1,800,500 in 2015/2016*
  - (c) *Construction funding for Clyde Quay west and north east of \$910,000 in 2016/2017*
4. *Agree to review mooring and marina provision and consider the Marina upgrade project upon completion of the Clyde Quay Wharf development (former Overseas Passenger Terminal).*
5. *Note that the recommended public access, public space and heritage celebration components of the master plan will contribute to the enhancement of the Great Harbour Way walking and cycling route.*

### **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 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.

The lease rental for all these buildings is \$7,894 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 ten years each after that date. The rent can be reviewed as part of any lease renewal. The floating finger jetties at this end, and the deck in front of the clubhouse, have been recently built 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. Approximately half of these owners are members of the RPNYC.

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 Clyde Quay Boat Harbour.

#### ***4.2 Urban context***

Clyde Quay Boat Harbour has been a water based recreation hub since 1905. Under the District Plan it is a heritage area with multiple listed heritage buildings and structures, including the Boat Sheds, Yacht Club and slipway.

The location of the Clyde Quay Boat Harbour, between Waitangi Park and Freyberg Pool, is critical to the continuation of a waterfront promenade.

The boat harbour is an enclosed public space with regular connections to Oriental Parade. It provides a currently underutilised alternative pedestrian route and is a sheltered area that gets afternoon and evening sun.

#### ***4.3 Royal Port Nicholson Yacht Club and yachting within the City***

Since its formation in 1883, RPNYC has contributed to the development of yachting within the City as a sporting, recreational, social and business amenity. It is the largest provider of boating education in the southern hemisphere providing the breadth of 'have a go' to elite provision including

- Keelboat courses
- Coastguard courses
- Internationally recognised Royal Yachting courses
- Achieving NCEA credits for School students
- Youth scheme match racing

Council has supported yachting in Wellington through the provision of land through the lease agreement discussed in 4.1, by event funding subsidies, boat ramps, wharves and other infrastructure.

#### **4.4 Clyde Quay Boat Harbour restoration project development**

Council officers have been working with the RPNYC on this project for the last three years. In September 2009 the RPNYC produced a draft master plan and asked the Council to fund the project feasibility and design development stages.

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 work 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.
- The GWRC and 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 2010 and was managed by the RPNYC. The consultation results were provided to Council as part of the report back to SPC on 3 March 2011 and are summarised in Appendix 2.

## **5. Discussion**

The Clyde Quay Restoration Plan is a major urban initiative that needs to be assessed within the context of the Central City Framework and other Long Term Plan initiatives.

### **5.1 Central City Framework**

The Central City Framework outlines a vision for the growth and enhancement of the central city.

Clyde Quay was identified as a catalyst site within the framework and it was 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

This study was carried out and the proposed outcomes incorporated within this project - in the “Public Amenity, Harbour Accessibility and Heritage Celebration” component in Phase 1 of the master plan.

The development of the Overseas Passenger Terminal (OPT) will provide the opportunity to improve the open space between OPT and Clyde Quay. 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.

Within the Central City Framework, there are a number of principles for prioritisation and objectives that opportunities should be assessed against. Based on these principles and objectives, the Clyde Quay Boat Harbour Restoration Master Plan in its entirety would not be prioritised as a project for delivery. Elements of the public amenity and access components of the project could meet some of those objectives and principles. Therefore it is those elements that officers have focussed upon in arriving at the recommendations in this paper.

## ***5.2 Clyde Quay Master Plan Proposal***

Appendix 1 provides the detailed description of RPNYC’s proposed Master plan components, namely:

### ***5.2.1 Providing improved public amenity, harbour accessibility and heritage celebration***

Created by:

- Enhanced entranceways on western and eastern edges to the harbour.
- Legible connections to the harbour via improved entrance steps off Oriental Parade.
- Widened concrete promenade at the western edge of the harbour.
- Public boardwalks in the centre and north eastern parts of the harbour around Freyberg Pool.
- Restoration of heritage elements including heritage interpretation areas and heritage yachts.

The first three items were all identified in the precinct study as relatively low-cost design improvements that would significantly affect the public’s perception that the harbour is public open space and therefore lead to greater use.

In the current economic climate and based on an assessment of the public benefit of the entire proposal, it is Officers view that the public amenity, harbour accessibility and heritage celebration of the Master Plan is, of all of the components, the most compelling for financial support.

### ***5.2.2 The Royal Port Nicholson Yacht Club as a sporting event and social venue.***

The Club intends to enhance its role as a year round sailing and public amenity by offering Remote Control Yachts, Harbour Sails, waterfront café and dining and a venue for hire.

### **5.2.3 The creation of Wellington Ocean Water Sports Centre**

A SPARC funded “active communities” project is already underway to establish Ocean Water Sports programmes in and around the Clyde Quay precinct. To achieve the full potential of this project, RPNYC are proposing a purpose-built Centre to operate the programmes from, incorporating all the administrative and sporting requirements of the sports involved.

Whilst the creation of a purpose-built facility would be the ideal scenario, it is Officers view that the programme can still successfully be run from existing facilities in the medium term. Council could consider contributing to this component once RPNYC has secured at least 50% of the required funding. Council would need to consider the project in the context of its priorities at that time.

### **5.2.4 Upgrading of Clyde Quay Marina**

RPNYC propose an upgrade of the Marina enabling an increase in capacity by 33%. The Club also intend to investigate the opportunities for them to jointly manage the Clyde Quay and Chaffers Marinas in the future.

Officers believe that there is not currently any unmet demand for mooring and berthing types available at Clyde Quay and Chaffers Marina to justify the investment and subsequent increase in fees for users. Following the completion of the Clyde Quay Wharf development (former Overseas Passenger Terminal) this situation may change and a review of provision and this component of the Master Plan could be carried out at that time.

### **5.2.5 The creation of a “Powered by the Wind” Education Centre**

An Education Centre is proposed within the precinct which supports school and tertiary programmes working in emerging science, design and technology fields. RPNYC have requested \$15,000 of seeding funding from Council to explore the feasibility of this Centre. Officers propose that RPNYC seek this funding from other sources.

### **5.2.6 Proposed Programme**

The RPNYC are proposing that the project be completed over a five year period commencing July 2012. The details of each phase over that timeframe are also included in Appendix 1. To date, the proposal has been developed only through officer time and in-kind support from RPNYC. Despite the time and effort already attributed to this project, the first funded phase of the project if it was to be approved in its entirety, from July 2012 to June 2013, would be to confirm feasibility, carry out detailed design, consenting and independent costing.

The significant increase in costs of the overall project since the report in March 2011 is attributable to the inclusion of the \$5m “Powered by the Wind” Education Centre to be funded by other partners and \$2m for a new rather

refurbished, Ocean Water Sports Centre of which \$1m is being requested from Council.

If the recommendations of Officers were approved the project timeframe would change to design and consenting taking place in 2014/15 to link into the work proposed for the open space between Clyde Quay Wharf and Clyde Quay, followed by a 2 year programme of construction.

### 5.3 Financial Considerations

#### 5.3.1 Indicative Costs and funding responsibility for the whole Master Plan

Indicative costing and proposed funding responsibility as proposed by RPNYC by each phase of the project is included in Appendix 1. In summary the proposed funding responsibility over funding years for the whole Master Plan is:

<b>Proposal</b>	<b>Funded by</b>	<b>2012/2013</b>	<b>2013/2014</b>	<b>2014/2015</b>	<b>2015/2017 (over two financial years)</b>	<b>TOTAL</b>
Public Access & Amenity	WCC	\$298,800	\$3,354,500		\$1,510,000	\$5,163,300
Marina Upgrade	Initial capital costs from WCC with 100% cost recovery from tenants through fees	\$159,000	\$75,000	\$2,349,900		\$2,583,900
Ocean Water Sports Centre	WCC				\$1,000,000	\$1,000,000
	Community Funding Grants				\$1,000,000	\$1,000,000
“Powered by the Wind” education centre	Education Centre Partners (to be determined)		\$35,000		\$5,000,000	\$5,035,000
Yacht Club Facilities	RPNYC	\$27,000	\$455,000			\$482,000
<b>TOTALS</b>		<b>\$484,800</b>	<b>\$3,919,500</b>	<b>\$2,349,900</b>	<b>\$8,510,000</b>	<b>\$15,264,200</b>
Total WCC contribution (inc Marina Upgrade)		\$457,800	\$3,429,500	\$2,349,900	\$2,510,000	\$8,747,200

The costs for construction of the overall project cannot be accurately known until the full feasibility work is complete. However preliminary indicative costs for each proposed component have been provided by RPNYC as detailed in Appendix 1. Officers will continue to work with RPNYC to consider options that might reduce costs.

The feasibility costs for 2012-13 are detailed as follows:

<b>Feasibility Phase - 2012/13</b>	<b>WCC</b>	
Feasibility investigations into deflected wave mitigation system	\$52,000	
Geotechnical appraisal and assessment of harbour floor	\$72,000	
Detailed marina design	\$35,000	
<b>Total - Marina upgrade</b>	<b>\$159,000</b>	
	<b>WCC</b>	<b>RPNYC</b>
Initial investigations - surveying, structural engineering, drilling (inc RC required) services, silting & contamination	\$33,000	
Detailed design of Clyde Quay central plaza, Clyde Quay south east and Clyde Quay marina elements	\$115,000	\$20,000
Consenting (inc coastal ecology, traffic, urban design, heritage reports) for works associated with Clyde Quay central plaza, Clyde Quay south east and Clyde Quay marina (assumes no hearing required)	\$35,000	\$7,000
Conceptual design for Clyde Quay north east and Clyde Quay west including seeding funding of \$15,000 for Powered by the Wind Education Centre	\$35,000	
Contingency (20%)	\$80,800	
<b>Total - Public access and amenity and seeding</b>	<b>\$298,800</b>	
<b>TOTALS</b>	<b>\$457,800</b>	<b>\$27,000</b>



Based on the indicative costs for the project provided by RPNYC, the opex and capex costs to Council for the whole Master Plan development would be as follows:

Project Component	Operating expenses										
	\$000										
	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	10 Year Total
<i>Public Access and Amenity</i>											
<i>Operating costs</i>			\$10.0	\$10.0	\$10.0	\$10.0	\$10.0	\$10.0	\$10.0	\$10.0	\$80.0
<i>Depreciation/ Interest costs</i>	\$9.0	\$118.6	\$219.2	\$241.8	\$287.1	\$481.9	\$481.9	\$481.9	\$481.9	\$481.9	\$3,285.3
<i>Marina Upgrade</i>											
<i>Income</i>				-\$244.4	-\$244.4	-\$244.4	-\$244.4	-\$244.4	-\$244.4	-\$244.4	-\$1,710.9
<i>Operating costs</i>			\$40.0	\$3.3	\$3.3	\$3.3	\$3.3	\$3.3	\$3.3	\$3.3	\$62.8
<i>Depreciation/ Interest costs</i>	\$4.8	\$11.8	\$84.5	\$241.2	\$241.2	\$241.2	\$241.2	\$241.2	\$241.2	\$241.2	\$1,789.2
<i>Ocean Water Sports Grant</i>						\$500.0	\$500.0				
<b>Total</b>	<b>\$13.7</b>	<b>\$130.4</b>	<b>\$353.7</b>	<b>\$251.8</b>	<b>\$297.1</b>	<b>\$991.9</b>	<b>\$991.9</b>	<b>\$491.9</b>	<b>\$491.9</b>	<b>\$491.9</b>	<b>\$4,506.4</b>

Project Component	Capital expenses \$000										
	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	10 Year Total
<i>Public Access and Amenity</i>	\$298.8	\$3,354.5		\$755.0	\$755.0						\$5,163.3
<i>Marina Upgrade</i>	\$159.0	\$75.0	\$2,349.9								\$2,583.9
<i>Total</i>	\$457.8	\$3,429.5	\$2,349.9	\$755.0	\$755.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$7,747.2

These figures are based on the following assumptions:

- 30 year life for upgraded marina and public space improvements
- Does not assume any berth sales as recommended by RPNYC in paragraph 5.4.2.

### **5.3.2 Marina Upgrade Financial Considerations**

Boat mooring fees within the boat harbour are currently \$1,020 per annum for each of the 72 moorings. For those users who also lease a boat shed (47 sheds on site) an additional annual fee ranging between \$1,548 and \$2,572 is payable. Under the existing lease arrangements, users are responsible for the maintenance of their mooring blocks.

RPNYC are proposing an upgrade of the marina facilities which based on initial marina design work would lead to an increase in boats in the harbour by 33% through a combination of moorings and walk-on berths as depicted in Appendix 1. The initial Business Case developed by RPNYC for the marina anticipates an 80% increase in fees for those users who continue to want a mooring. These users would no longer have responsibility to maintain the mooring block.

For users choosing a new walk-on berth, proposed fees are:

<b>Size</b>	<b>Proposed Number of Berths</b>	<b>Fees</b>
10 Metre Berth	26	\$3,950
12 Metre Berth	10	\$4,800
14 Metre Berth	7	\$5,600

At this stage in the business case development, fees for leasing the boat sheds may increase by 50% per annum.

A number of assumptions apply in this part of the master plan:

- Initial design allows for a significant increase in the number of boats in the harbour.
- The design relies on an affordable and appropriate wave mitigation system being identified.
- RPNYC has recommended as part of their business case, that Council sells 14 of the proposed walk-on berths. This recommendation will require further consideration of the implications before a decision is made.
- There is sufficient demand for the reconfigured marina facilities to achieve required occupancy levels.
- Only selective dredging of the sea bed is required.

These assumptions will be tested and impact on costs and subsequent fees will be assessed, if the project proceeds to full feasibility.

### **5.3.3 Ocean Water Sports Centre**

This funding would be in the form of a grant for the construction of an asset which would not be owned by Council. Therefore funding would constitute operating expenditure for Council.

### **5.3.4 Revenue and Financing Policy implications**

#### **Public Access and Amenity**

The public access and amenity component of the project will form public open space available for the benefit of the whole community. It is appropriate that

the community as a whole could fund the ongoing costs of this portion of the project through general rates.

### **Marina Upgrade**

This portion of the project is for the exclusive benefit of an identifiable portion of the community and as a result it is appropriate the ongoing costs be funded 100% through user fees. This represents no change to the current Revenue and Financing policy for this activity.

#### ***5.3.5 Indicative Costs and funding responsibility for prioritised components of the Master Plan***

Based on the components of the project prioritised by officers, the funding commitment and phasing would change as follows:

<b>Proposal</b>	<b>Funded by</b>	<b>2012/2013</b>	<b>2013/2014</b>	<b>2014/2015</b>	<b>2015/2016</b>	<b>TOTAL</b>
Public Access & Amenity	WCC	\$0	\$219,600 Design & Consenting requirements specific to public access and amenity	\$1,800,500	\$910,000	\$2,930,100
Yacht Club Facilities	RPNYC	\$27,000	\$455,000			\$482,000
<b>TOTALS</b>		<b>\$27,000</b>	<b>\$674,600</b>	<b>\$1,800,500</b>	<b>\$910,000</b>	<b>\$3,412,100</b>

Based on the indicative costs provided by RPNYC for the Officer prioritised components of the project, the opex and capex costs to Council would be as follows:

Project Component	Operating expenses \$000										
	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	10 Year Total
<i>Public Access and Amenity</i>											
<i>Operating costs</i>				\$10.0	\$10.0	\$10.0	\$10.0	\$10.0	\$10.0	\$10.0	\$70.0
<i>Depreciation/ Interest costs</i>		\$6.6	\$67.2	\$148.5	\$175.8	\$175.8	\$273.5	\$273.5	\$273.5	\$273.5	\$1,667.8
<b>Total</b>		\$6.6	\$67.2	\$158.5	\$185.8	\$185.8	\$283.5	\$283.5	\$283.5	\$283.5	\$1,737.8

Project Component	Capital expenses \$000										
	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	10 Year Total
<i>Public Access and Amenity</i>		\$219.6	\$1,800.5	\$910.0							\$2,930.1
<b>Total</b>		\$219.6	\$1,800.5	\$910.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$2,930.1

#### 5.4 Climate change impacts and considerations

The impacts of climate change will be considered during the design and consenting stage should the project proceed.

## 6. Conclusion

This paper proposes that a component of the RPNYC master plan be included in the deliberations of the LTP.

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) LTP/Annual Plan reference and long term financial impact**

*RPNYC are requesting that funding to implement this Master Plan is included in the 2012-2022 Long Term Plan.*

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

*There are no Treaty of Waitangi considerations.*

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

*The proposal in this report does not constitute a significant decision.*

### **5) Consultation**

**a) General Consultation:** public consultation occurred on the draft proposal in January 2011.

**b) Consultation with Marina tenants :** some Marina tenants responded to the public consultation in January 2011. Further consultation about the marina upgrade component of the project has not taken place pending this report back.

**c) Consultation with Maori:** consultation will occur with mana whenua during the feasibility phase of the project if it proceeds.

**d) Consultation with GWRC and Historic Places Trust :** initial consultation with GWRC and Historic Places Trust has taken place. This will continue if the project proceeds.

### **6) Legal Implications**

None at this stage

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

*This paper is consistent with existing policy*

## APPENDIX 2

### *Consultation and engagement summary*

An online feedback form regarding the options being considered at that stage in the project's development 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. Sixty three submissions were received. Submitters felt it would be positive to upgrade and restore the last part of the waterfront. The main issues raised were as follows:

- **Access and public open space.** Concern about how increased public access could interfere with marina operations; how the proposed boardwalk could compromise the heritage values of the harbour as well as making it difficult to access the sheds:
- **Wellington Open Water Sports Centre:** Need to ensure this building does not intrude on the current view from Oriental Parade for heritage and landscape reasons; possible conflict with its activities and public access around Freyberg Pool.
- **RPNYC functions:** General support
- **Boat harbour functions:** Effects of the upgrade of marina facilities on the costs of marina licences. It would force some boat owners to leave; Major dredging with associated high costs; Uncertainty on who would pay
- **Other feedback:** Not clear who pays. Currently a lack of clarity about who is responsible for aspects of harbour management;