

DRAFT WATERFRONT DEVELOPMENT PLAN 2006/07

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Roles and responsibilities

1. INTRODUCTION and BACKGROUND

In September 2000 Wellington City Council appointed a Waterfront Leadership Group to consult with the public and develop a vision, values and principles for future development on the waterfront. Council adopted its recommendations in the form of the Wellington Waterfront Framework in April 2001, and this Framework guides what is to be done on the waterfront.

Council appointed the Waterfront Development Subcommittee in August 2001 to manage how this development is to occur in conjunction with Wellington Waterfront Limited (WWL) who will implement the work.

The Development Plan outlines the work plan/programme to implement the Framework. It has been developed directly from the concepts as laid out in the Framework, and includes how developments will be done, a phasing schedule and a financial model for the proposed work.

This draft Development Plan for 2006/07 makes no significant changes in scope from what has been indicated in earlier plans, but the timing of some projects has changed. In 2005/06 the focus was on the Waitangi Park (Chaffers) area, Kumutoto (North Queens Wharf) area and the continued development of the Taranaki Street Wharf (TSW) public space. In the 2006/07 plan, work will continue on the Kumutoto Plaza and Site 7, and following public consultation and approval from the Subcommittee, implementation of the preferred design for the Overseas Passenger Terminal (OPT) can begin. Some areas of development, including Taranaki Street Wharf and the Outer-T have been deferred to help offset capital expenditure against revenue, one of the principles of the Framework.

2. PRINCIPLES

The Waterfront Framework sets down the fundamental principles for development on the waterfront.

The phasing of work has been decided based on the following principles:

- **Income should be generated upfront where possible to minimise the impact on ratepayers.**
- **Timing of commercial development will be impacted by market conditions.**
- **Public confidence in the waterfront development must be maintained.**
- **Heritage buildings should be restored and reused as a priority.**

3. PLAN OVERVIEW

The 2006/07 financial year will see continued focus and progress on Waitangi Park, Kumutoto, Taranaki Street Wharf and the Overseas Passenger Terminal.

Construction commenced for the development of Area 1 of Waitangi Park in mid-2004 and completion is expected in May 2006. Detailed planning of Area 2 (the area adjacent to Te Papa) and Area 3 (the area to the east of the Herd Street Post and Telegraph Building) will continue through 2006/07.

Construction of Chaffers Dock has an expected completion date of late 2006.

A preferred design for the Overseas Passenger Terminal has been selected by WWL and will be presented to the Subcommittee in 2005/06. If approved by the Subcommittee, WWL will then seek public feedback which will be reported back to the Subcommittee in late June 2006. If final approval by the Subcommittee is granted, implementation of the redevelopment can commence in 2006/07.

Resource consent has been issued for the whole of the TSW public space (including the wharewaka and wharenui) but WWL are currently appealing the resource consent conditions in relation to the western area of the wharf.

The NZX (Odlin Building) and Wellington Free Ambulance Building were both completed in the 2005/06 year. The redevelopment of these heritage buildings features publicly accessible uses on the ground floors and offices and apartments on upper floors.

A resource consent hearing for Waterfront Investment Ltd's (WIL) application to build a Hilton Hotel on the Shed 1 site of the Queens Wharf Outer-T is being assessed.

Construction of the Kumutoto area has commenced and is expected to be completed in late 2007. This comprises both the four storey commercial development on Site 7 and the landscaping of the public space, including reconstruction of the tug wharf and promenade.

4. PROJECT PROCESS

The development of the waterfront follows three stages. Stage One, creating the Wellington Waterfront Framework and Stage Two, the Subcommittee's development of design briefs for each precinct within the waterfront, have been completed. Stage Three, WWL's implementation of each precinct's design brief (monitored by the Subcommittee) is now underway. At all stages the public has had, and will continue to have, opportunity to provide input.

Each stage contains several elements:

Issues assessment

For specific areas or projects an assessment of issues is carried out before a brief can be prepared. Issues such as the physical condition of the site, market conditions (if relevant) and how the project is to fit into the wider waterfront project all need to be understood.

Brief preparation

The brief provides guidance on how a building site or an area of public space should be developed, giving direction to the designer through a series of performance criteria. It sets out the outcomes that have to be met as part of the particular development. Briefs will vary in detail and specificity depending on size and scale of the project.

Each brief will:

- contain a clear statement of why the brief has been prepared and what it seeks to achieve
- show (in words, diagrams, photographs, drawings) how the Framework principles can be applied to the site including the relationship between the site and public space
- provide the basic area and site appraisal that is essential for a good design solution
- set out design objectives for the site, showing the first stage of urban design analysis for the area and how it links into surrounding areas
- set out any criteria that the Subcommittee feels – having engaged with the public – are pertinent to the site.

Design implementation

The brief forms a basis on which WWL engages designers or developers. The design comes back to the Subcommittee for discussion and sign-off, again with public involvement, before being implemented.

Implementation

Once sign-off of detailed design has been obtained, WWL or the selected developer manages the contracts for construction.

5. ENGAGING WITH THE PUBLIC

The Wellington Waterfront Framework requires transparency and a willingness to engage with the public about how the waterfront is developed. A balance must be set between making good progress on the waterfront and providing the public with sufficient opportunity to be involved.

The Subcommittee recognises that there are groups and individuals who have particular interest in the waterfront, and that there is a need to inform other Wellingtonians and understand their interests and needs.

Subcommittee meetings

All Subcommittee meetings are open to the public, with opportunities for the public to be heard at each meeting. Dates of these meetings are advertised and agenda and Committee papers are publicly available.

The Subcommittee has adopted a responsive protocol for engaging with people who participate at WDSC meetings. It involves a commitment to keep participants informed about the issues they raise and it is part of the Subcommittee's expressed desire to listen, engage with and respond to the public.

Formal Public Consultation

WCC calls for public submissions to be made to the Subcommittee when detailed or concept designs are proposed by WWL or developers working on waterfront developments. Public submissions are also intrinsic to the publicly notified resource consent process that all waterfront developments are required to undergo.

To assist formal consultation processes WWL provides information and receives feedback via any or all of the following channels:

- Paid advertorials
- Public open days
- News releases
- Special displays
- Brochures

Electronic and hard copy publications

Information is readily available on meetings, issues and events through the Council's website, www.wcc.govt.nz and also reported in the Council newspaper, *Absolutely Positively Wellington*.

WWL's website, www.wellingtonwaterfront.co.nz, contains more detailed information about proposed waterfront developments, as well as events and other services and attractions on the waterfront. WWL also publishes a regular newsletter, *On the Waterfront*, available to anyone interested in keeping up to date with waterfront activities. This newsletter is published in both hard copy and electronic format. WWL's annual report is also published on its website, and available to the public in hard copy format.

Waterfront Project Information Centre

The Waterfront Project Information Centre is a permanent resource centre where members of the public can view the current status of the project, see what is proposed and make comments. It is located in Shed 6 at Queens Wharf. Since opening, it has been used as a key vehicle for informing the public for projects such as the progress on Waitangi Park; Taranaki Street Wharf proposed plans, Kumutoto development proposals, the NZX building, Chaffers Dock and Steamship Wharf developments, and the Outer-T hotel proposal.

Feedback

The Subcommittee can select from a wide range of techniques to get feedback from the public, such as questionnaires or running on-site surveys of people using the waterfront. For initial feedback on an issue in a short space of time, emails can be circulated to a discussion group.

WWL also conducts an annual survey of Wellingtonians, using independent researchers. This quantitative survey of 750 people establishes how frequently and for what purpose the waterfront is used, awareness about events, satisfaction about the current waterfront experience and how this experience might be improved. WWL also conducts additional qualitative market research of specific groups, when necessary.

Feedback forms available in the Waterfront Project Information Centre also invite comment on proposed developments, and the WWL website also solicits comments and ideas from visitors to the site.

Reference groups

To address specific issues, small reference groups with interested parties can be set up. For instance, a user group was formed to work with the designers of Waitangi Park.

Interactive workshops

One technique is to get designers and members of the public to work together to develop plans or design ideas for certain areas. A process of this nature took place as part of the Waitangi project where a public ideas day drew over two hundred people. This may be part of a planning day or some other form of action planning event. Different techniques such as brainstorming and SWOT analysis could be used to formulate and evaluate ideas. This information can then be used to help prepare the performance briefs.

WWL has adopted a charette process, whereby individuals with relevant views and expertise related to a specific development challenge are brought together in an independently facilitated environment to workshop ideas, issues and objectives.

Open Day

An open day allows the public and interested groups to view information about a project and to talk to designers and other relevant people. WWL has a policy of using open days for every project.

Ideas competition

An ideas competition can stimulate creative thinking and interest – this was the process followed for Waitangi Park. Judging of the competition was done by the Waterfront Development Subcommittee and advisory panels, taking into consideration public comments on entries.

6. THE PROJECTS

The Waterfront Project has many proposed and on-going projects, all with different complexities, and in some cases, the potential to be interrelated. Some work needs to be done sequentially because of physical requirements to maintain the waterfront experience as much as possible during construction or to coincide with neighbouring development activities. There may sometimes be financial implications that justify undertaking one piece of work before another. Further, sufficient flexibility must be built in to respond to good ideas or proposals in a timely manner, should they arise.

Wellington's waterfront comprises five distinct precincts, linked by a waterfront promenade, that have been highlighted in the Framework. Design briefs have been prepared for each of these precincts.

Below is a list of the proposed projects within the five precincts, with a brief description of the scope of the project. The location of sites is shown in Appendix 2.

Waterfront as a whole

The promenade

The promenade will be maintained along the length of the waterfront. Any enhancement of this high-use area will be undertaken mainly as part of the development of adjacent areas, rather than as a single project.

Road edges and connection to the city

During 2004 Jan Gehl was commissioned by the Council to look at opportunities for improving access between the city and waterfront. Recommendations of this work will be taken into account when addressing road edge areas.

Parking

Parking was the subject of a detailed assessment in 2001/02 that looked at the number of casual and tenant-related parks required, revenue goals and design/open space goals. This assessment is referred to when making decisions about parking requirements for specific areas.

Berthage strategy

Boating and shipping movements are important to the waterfront, generally enlivening the experience and are considered as part of the development of specific areas.

Waitangi Precinct

Waitangi Park

Construction of Area 1 – 75% of the total including the park itself, the wetland and the activity zone – commenced in August 2004 and is due to be finished in May 2006.

In December 2004, WWL hosted a workshop to explore potential uses for the publicly accessible parts of the four proposed new buildings in Waitangi Park and the ground floor of the Overseas Passenger Terminal. The ensuing design competition held in 2005 resulted in the selection of three buildings to be developed in Waitangi Park Sites 1, 2 and 3 and in the transition area east of Te Papa. The Subcommittee approved the four designs in November 2005. The remainder of Area 2 not being used for one of the design competition winning buildings will be zoned for different uses including a weekend market, plus a temporary car parking space while design work continues. Similarly, the rest of Area 3 will undergo temporary works to ensure a safe and acceptable environment until design work is complete.

Chaffers Dock

Resource consent was granted in December 2003 for Chaffers Dock, the redevelopment of the former Herd Street Post and Telegraph Building, and an additional building to the north. It includes publicly accessible uses on the first two floors and apartments on the upper floors. An atrium allows public access through the building from the promenade to Waitangi Park. Construction started in late 2004 and is planned to be completed by late 2006.

Overseas Passenger Terminal (OPT)

The OPT was included in the December 2004 workshop (see above). Following this exercise, three design proposals were short-listed and a preferred design has now been selected. Public feedback will be sought on the preferred design before asking the Subcommittee to approve the recommendation. If successful, it is anticipated that resource consent will be applied for in mid 2006.

Taranaki St Wharf and Lagoon

Following public consultation in October 2004, the Subcommittee approved the concept designs for the public space areas and the buildings (wharewaka and wharenuī/wharekai) in December 2004.

On completion of the final designs, an application for resource consent was lodged in 2005. Resource consent was granted in late 2005 but its conditions are being appealed by WWL as they are considered to be unworkable and unfair to other waterfront users. The main issues revolve around car parking and vehicle access to the boat clubs; mediation between WWL and the boat clubs has been ongoing, with one mediation session run by the Environmental Court on April 11 already having taken place, and a further one scheduled for May.

The timescale of further development is subject to the outcome of the mediation though, as noted earlier, there has been a deliberate slowing of the Taranaki Street Wharf development in an attempt to match capital expenditure with revenues.

In the 2006/07 year there will be improvements to the landscaping around Taranaki Street Wharf and the lagoon and attractive grassed and planted areas around the Wellington Free Ambulance building which was completed in April 2006.

NZX

The redevelopment of the NZX, featuring accommodation for restaurants and boutique bars on the ground floor and the head offices of the NZ Stock Exchange on the upper levels and apartments on the top level was completed in the 2005/06 year.

Frank Kitts Park

Breakwater

Further consideration of a breakwater off Frank Kitts Park has been deferred until other developments have been completed.

Redesign of park

Concept plans for the redesign of the park, including the southern end of the Queens Wharf Event Centre (QWEC) and the connection to the Victoria Street Parking building will be progressed in 2006/07 with construction likely to start in 2008/09. With the consent of the Wellington Chinese Garden Society, the concept plans will consider locating the Chinese Garden in Frank Kitts Park, and not Waitangi Park as originally planned.

Events Centre Remodelling / Shed 6.

Phase 1 of the separately funded remodelling of the QWEC has been completed. Phase 2 had been scheduled for 2007/08; however the scope of the remodelling needs to change. Council Officers will seek Council approval in 2006/07 for this scope variation.

Queens Wharf

Outer-T

In 2005, development agreement pre-conditions were met for a hotel on the Outer-T and the developers lodged their resource consent in December 2005. The resource consent hearing is likely to be in mid 2006 and, if approved it is expected that the Hilton Hotel development will be completed in 2008.

Kumutoto

Developed design work for the public space and concept design for the building on Site 7 was carried out and public consultation undertaken in late 2004. These designs were approved by the Subcommittee in December 2004. Resource consent was granted in 2005 and detailed planning is well advanced for the public space developments whilst construction on Site 7 started in early 2006.

It is planned to market and develop sites in the Kumutoto precinct progressively over the next three years.

The strengthening and refurbishment of Shed 13 to enable its conversion to an events and exhibition venue is underway and is expected to be completed in September 2007.

7. PROJECT PRIORITIES

The following table sets out the projects on the waterfront in priority order as adopted by WWL.

[Gantt chart to be inserted here]

8. FINANCIAL PLAN

A seven-year financial plan was incorporated in the Framework. This was reviewed by the Subcommittee and amended to reflect the prioritisation set out above.

Given the uncertainty for the out years, there is a need for a rolling plan that provides certainty for the immediate future. WWL, which manages the Wellington Waterfront Project (WWP), prepares and presents a business plan every year, with a 12-month work plan that commits to work in that period with the next two years being more indicative. This Waterfront Development Plan will form the basis of WWL's Business Plan for Waterfront Development from 2006/07.

Assumptions

In preparing the financial plan a number of assumptions have been made. These include:

- Council funding of \$15.0 million, within the constraints imposed by the Framework and the LTCCP, will be available to the project.
- Current Council policy, which states that funds held plus future funds earned on the waterfront are available for reinvestment on the waterfront, will continue.
- That Council approves the use of funds in the Project's commercial development fund for appropriate expenditure on capital (public space etc) projects.
- No significant change in property market conditions, or in conditions relating to construction activities though there are several indicators (including labour shortages and visitor number reduction) that the economy is slowing down.
- Commercial property generates proceeds of "highest and best use" (allowing for predominantly public access to ground floors).
- Resource consents can be obtained in a timely fashion though the ongoing situation with Taranaki Street Wharf shows how passionately, and sometimes differently, people feel about the waterfront.
- Income from rented properties, car parking and use of event facilities is maintained as planned.
- Inflation results in current values of development sites, and rental income streams, increasing at the rate of 3% per annum, though it should be noted that the Reserve Bank's tolerance level, which is 3%, has been exceeded. Inflation of 3% per annum has also been incorporated where appropriate into expenditure figures, including those for public space development.

The current financial model allows for public space investment of \$61 million over the development period, which is now expected to extend beyond the original 30 June 2008 completion date. The expenditure on each area and project is based on the best information available. The above assumptions are consistent with those made in respect of the financial model contained in the Wellington Waterfront Framework.

Financial impact of development plan

The financial plan indicates that, given the above assumptions, the financial impact upon Council of this development plan will be similar to that contained in the Framework.

The Council contributes to WWL through an annual management fee and also through funding for development (this development funding is managed by WWL). This is shown in Figure 2.

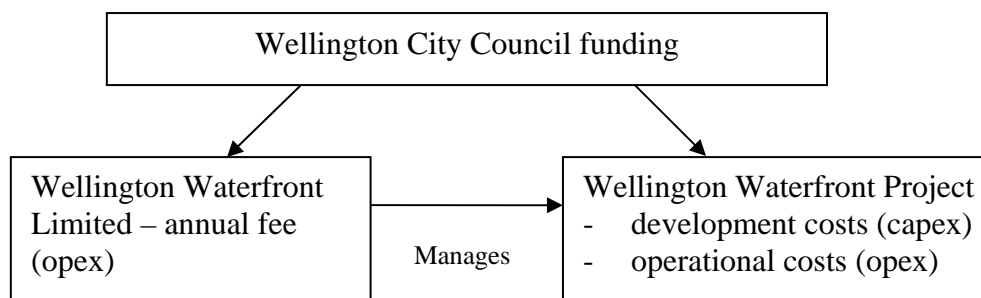


Figure 2 – Council funding to the waterfront

The contribution from the Council required to carry out development as shown in this plan is shown in the following table.

	Council Contribution to Operating Deficit \$m	Council Contribution to Development Costs (Capital) \$m	TOTAL COUNCIL CONTRIBUTIONS \$m
2006/2007	-	10.475	10.475
2007/2008	-	-	-
2008/2009	-	3.125	3.125
TOTAL	-	13.600*	13.600*

Figure 3 – Council funding of WWP (excluding the management fee)

**Includes a \$2.6 million Council contribution to the QWEC remodelling*

This table excludes the Council’s payment of WWL’s annual management fee, and internal Council waterfront costs such as the Waterfront Development Subcommittee. The Council contributions occur later than shown in the 2005/06 LTCCP due to the need to phase capital expenditure with revenue and also the need for Council to reduce its short-term capital expenditure program.

Compared with the Framework there is an increase in the cost of developing public space of \$21.9 million. This reflects:

- The inclusion of the cost of developing the public space around the Queens Wharf - Outer T development site and the Overseas Passenger Terminal, which had previously been set off against property development proceeds.
- Costs have also been affected by a shortage of skilled labour and increased price of materials.

The above cost increases are largely offset by increases in the expected proceeds from commercial developments of \$19.2 million. This is due to:

- The inclusion of proceeds for projects such as Queens Wharf - Outer T development site and the Overseas Passenger Terminal, which previously had been set off against associated public space costs.
- The inclusion of proceeds from building sites on Waitangi Park, which had not previously been in the Framework estimates.
- Higher than expected financial outcomes from development sites already realised.

- Increases in the value of development sites.

Figure 4 - funding schedule for the WWP.

FUNDING SCHEDULE

	2007 \$m	2008 \$m	2009 \$m	Total \$m
Receipts				
Operating	2.161	1.941	1.821	5.923
Proceeds from commercial developments	2.200	20.510	8.600	31.310
Total receipts	4.361	22.451	10.421	37.233
Payments				
Waterfront operating costs	4.925	4.425	4.425	13.775
Public space developments	11.462	17.290	7.042	35.794
Total payments	16.387	21.715	11.467	49.569
Net cash surplus/(deficit)	-12.026	0.736	-1.046	-12.336
Funded by:				
Realisation of/(investment in) term deposits	1.613	-	-	1.613
Wellington City Council contributions – QWEC funding	2.600	-	-	2.600
Wellington City Council contributions	7.875	-	3.125	11.000
Total funding	12.088	-	3.125	15.213
Funding from Wellington City Council				
Contributions for waterfront operational costs	-	-	-	-
Contributions for public space developments	10.475	-	3.125	13.600
Total Wellington City Council Funding	10.475	-	3.125	13.600

APPENDIX 1

ROLES AND RESPONSIBILITIES

This section outlines in more detail the roles and responsibilities of the Waterfront Development Subcommittee and WWL. These roles and responsibilities are consistent with the governance arrangements as set out in the Wellington Waterfront Framework and form the basis of a partnership between the two entities.

The Waterfront Development Subcommittee and WWL both exercise their roles and responsibility in a manner that is consistent with the Council's waterfront policy as expressed in the Wellington Waterfront Framework, the District Plan and any other documents adopted by Council.

Waterfront Development Subcommittee

The Waterfront Development Subcommittee reports to the Council's Built and Natural Environment Committee. Its role is to:

- develop and maintain a project development plan that includes broad priorities for work
- develop an annual work plan covering the Subcommittee's projected activities for the year that will form the basis of its delegations from the Strategy Committee to make decisions
- run a public engagement process
- develop performance briefs for individual areas or sections of work
- sign-off detailed designs
- monitor implementation including approval of variations from approved designs.

The Subcommittee is responsible for ensuring that:

- for its part, an open and effective basis for consultation and co-operation is maintained with WWL
- there is a project development plan and budget
- public views on the waterfront are fully and openly canvassed before design briefs are finalised
- the final detailed designs for public space work have been tested and endorsed through an open process of public engagement
- the development proceeds in a way that is consistent with the Council's Long Term Financial Strategy
- Council has regular and informative reports on progress with the waterfront development.

Technical Advisory Group (TAG)

TAG acts as a provider of independent design advice for the Waterfront Development Subcommittee. It ensures that the Framework principles have been applied consistently in all waterfront design.

The Subcommittee has overall responsibility for monitoring waterfront development by reviewing and making decisions on major matters (with advice from TAG) but may delegate its authority on minor matters of detail. TAG's role is to provide:

- advice and recommendations to the Subcommittee on major matters of design and implementation
- advice to officers to make decisions on minor matters of design and implementation
- advice to the officers on resource consent applications
- general design advice on an 'as required' basis

Minor matters of design and implementation relate to minor alterations to buildings, minor variations to detailed design of public space, temporary use of public space and minor elements in public space.

TAG draws on the architecture, landscape architecture and urban design expertise of its members. It has a core group of four, plus the chair of the WDSC who is a member *ex officio*. On large projects, other professionals may be co-opted to bring on stream other specialist advice.

Wellington Waterfront Limited (WWL)

WWL reports to the Strategy and Policy Committee. Its role is to:

- prepare an annual business plan (with input from the Subcommittee) for the waterfront project (Lambton Harbour Development Project) covering the Subcommittee's work plans, project implementation tasks and project operations. This will also incorporate an activity outline and projections for the subsequent two years. The business plan will support the approved project development plan.
- provide input into the project development plan and its annual revisions, and into the subcommittee's annual work plan
- manage day-to-day operations on the waterfront, including events, cleaning, security, tenancies and maintenance
- advise the Subcommittee on all aspects of waterfront development, including budgets, development phasing, technical information, costs, feasibility and commercial issues
- commission work on detailed designs based on approved performance briefs
- select and appoint designers in consultation with the Subcommittee
- market waterfront sites and properties as appropriate to get the best return for the Council (within any constraints imposed by the development plan)
- act as the contact point for anybody interested in a private development project on the waterfront
- negotiate and manage contracts for the design and construction of public space
- negotiate and manage contracts and leases for all building development sites and the refurbishment and re-use of existing buildings.

WWL is responsible for ensuring that:

- for its part, an open and effective basis for consultation and co-operation is maintained with the Subcommittee
- the waterfront is clean, safe and well maintained
- there are a wide range of activities and events making full use of the wide range of facilities and public spaces on the waterfront
- events and activities on the waterfront are co-ordinated with the Council's city-wide events and promotion strategy
- the Subcommittee has relevant and timely advice to inform its decision-making. This will include financial advice and will involve WWL maintaining a financial model for the waterfront
- all contracts entered into are appropriate to deliver the desired outcome and reflect Council policy

- all public space development projects are delivered to plan, on time and on budget.

Definitions

Waterfront Framework – The Wellington Waterfront Framework was adopted as the Council’s policy for the waterfront on 3 April 2001. It is a general overview of what is planned for the waterfront. The character of each area is described, along with ideas about what might be included, but there is no detail or drawings. The Framework can be considered a general guide to future development, and the principles can be considered the ‘bottom line’, but there is flexibility for decisions to be made at later stages.

Development plan – The Development Plan sets out the phasing for all the work on the waterfront for the life of the project. It is reviewed annually. The Plan is based on high level budgets initially, but these are firmed up once each piece of detailed design work is completed and actual work costed. The Development Plan sets out the order for public consultation over the various areas of the waterfront, based on input from the public as well as professional advice such as market readiness. It covers phasing for work such as redevelopment of heritage buildings. WWL provides significant input into the preparation of this plan.

Performance briefs – Performance briefs are developed for each part of the waterfront before any design work is done. The briefs pick up the character of each part as described in the Framework, and include major design functions and go into detail about how an area is to perform. The performance briefs make reference to the high level budgets agreed in the development plan, although the final detailed designs signed off may vary in cost. Again, WWL provides significant input into the preparation of these briefs.

Detailed designs – Developed design or concept designs are completed based on the performance briefs. These may include options and are agreed through consultation as to which option to move forward this. Once the concept design is signed off, detailed designs are finished. Detailed design work is commissioned based on the developed/concept design. These detailed designs are of sufficient detail to enable construction work to start, but actual construction cannot begin until resource consent has been obtained.