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**Report to:** City Development Committee  
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## 1.0 Executive summary

A two-stage design competition is being undertaken to find the best concept design for Queens Wharf. The overall concept will include a cruise ship terminal (multipurpose facility outside of cruise ship season and either a new build or an adaptive re-use of the existing wharf shed), waterfront public open spaces, a Rugby World Cup live site venue, and allow for ferry terminal expansion.

Stage 1 is a concept plan stage open to anyone. Participants can either submit an overall concept plan for Queens Wharf or propose a team of consultants to be considered for Stage 2. Stage 2 is the developed concept design stage in which a total of up to eight teams will be invited to participate. Each team will receive \$10,000 for a complying stage 2 submission. The winner of the competition will be eligible to form a contract with Auckland City Council for the completion of the design. The design competition is scheduled for completion by late October. Detailed design will then commence and provided resource consent can be obtained by mid-2010, the project will be completed in time for the wharf to be a live site for the Rugby World Cup.

The total budget for the project is \$76 million. Council currently has \$56 million allocated to this project. Council, the ARC and Government are currently finalising the funding arrangements for the project and the Government and the ARC are also finalising the sale and purchase agreement for the wharf.

The Committee resolved at its March meeting, to defer completion of the Te Wero Bridge to 2016 and to investigate an interim bridge connection. A \$1million capex budget has been set aside in 2009/2010 for the interim bridge and Auckland Regional Holdings have agreed to provide an additional \$1 million capex budget.

Three options for the interim connection have been assessed in detail. Key requirements in assessing these options are as follows:

- It fits within the budget envelope of \$2 million.
- It has the capacity to meet the large demand from events operated at the marine events centre.
- It provides a high-level of public amenity and accessibility, particularly provision of disabled access (which requires ramps to be a maximum of a 1:12 gradient).
- Is able to maintain priority access to marine vessels.

The preferred option (Option C) is a raised/on grade opening pontoon bridge. It will sit between 2.5m to 3.5m above the water level and has a 36 metre opening section. It is the favoured option as it is more aesthetically pleasing, it meets the accessibility and capacity requirements, it will allow small boats to pass underneath without opening, and it can be designed and constructed within the budget envelope. Option C can be completed by mid to late 2010 in time for summer, subject to obtaining the ARC resource consent.

The waterfront masterplan was approved by the Committee in February 2008. The next iteration has now been completed following the Committee approval of the Westhaven Concept Plan. The masterplan builds on the Waterfront 2040 Vision (developed with the ARC), incorporates the outcomes from the extensive consultation undertaken in 2007, as well as ongoing collaboration with the ARC, and recent decisions (such as the Wynyard Quarter Plan Change). The masterplan provides a framework for the waterfront around five key priorities (waterfront access, working waterfront, Auckland's playground, cultural threads, and sustainability) that gives the plan flexibility to accommodate changes and support new opportunities in future. It is anticipated that there will be future iterations of the masterplan as the waterfront evolves over the next 30 years.

The Marine Events Centre (MEC) design is progressing well with the developed and detailed design package delivered on schedule on 20 July 2009.

The MEC resource consent hearing is scheduled to start on 3 August 2009. The planner's report has been received from the ARC, which recommends the consent be granted with a list of conditions. Appeals still remain the project's biggest risk for completion prior to the RWC.

## **2.0 Recommendations**

A. That the committee notes:

- (i) the importance of Queens Wharf and the council's long-standing objectives to open up the downtown area to the harbour by securing Queens Wharf for public access and use
- (ii) that Combined Committees has allocated two-thirds of the funding of the Queens Wharf redevelopment up to \$56 million, as Auckland City Council's commitment to the public redevelopment of the wharf

- (iii) the previous approval for an ideas and design competition encouraging all members of the community to have their say; and for those people who do not wish to be part of the competition, an opportunity for people to share their thoughts, either through a web-based feedback approach or by direct comments during display days
- (iv) the ideas and design competition is:
  - (a) a two-stage process;
  - (b) stage one being an open, flexible, ideas competition
  - (c) participants may either submit a design entry depicting their ideas/proposal on one A1 size sheet; and/or a team proposal where teams set out their team membership and approach on four A3 size sheets;
  - (d) a two-week judging process where five designs and three teams are selected to proceed to stage two;
  - (e) stage two being a developed concept design stage by the eight nominees from stage one (five designs plus three teams); and
  - (f) the selection of a winning design following stage two
- (v) that the ideas and design competition will provide the ability for the public to comment on the designs and ideas they particularly support
- (vi) that the Auckland Regional Council have approved the principles of the design competition
- (vii) that the council is working with the government and the Auckland Regional Council to create an open day at Queens Wharf to enable people to experience the potential of Queens Wharf and to provide information about the design process
- (viii) that discussions are ongoing to identify how the funding gap can be met.

B. That the committee:

- (i) notes the importance of creating a pedestrian link from Te Wero Island to Wynyard Point
- (ii) approves the raised / on grade opening pontoon bridge as the preferred interim connection across the Viaduct Harbour and officers proceeding with the design and consenting requirements for this preferred option.

C. That the committee approves the August version of the masterplan, noting it updates and takes account of:

- the Westhaven masterplan
- work by ARH, Auckland City Council, and Sea+City on Wynyard Point
- Te Wero Interim Connection
- work by the government, ARC and Auckland City Council on Queens Wharf

D. That the Chairman of the City Development Committee be authorised to approve editorial changes to the final document.

## 3.0 Narrative

### 3.1 Background

Council also resolved in June that the \$84 million (option 3) Queens Wharf heritage legacy development project be approved for inclusion in the 2009-2019 10-Year Plan, noting council's contribution will be \$56 million, of which \$35 million is already budgeted in the draft 10-Year Plan, \$10 million in 2009/2010 and 2010/2011, and \$25 million to be brought forward from 2015/2016; and that there will be further work and council decisions required, including negotiations with the wharf owners, further financial review, public input and design decisions. This report provides an update on progress.

At its March meeting, the Committee resolved to defer completion of the Te Wero Bridge until 2016 and to set aside a \$1 million capex budget in the 2009/2010 year for a suitable interim bridge solution. The Committee also requested that the Joint Liaison Body (Auckland Regional Holdings and Auckland City Council) explore funding options for both the interim and permanent solutions. An investigation has now been undertaken on options for an interim bridge solution, including funding options, and the outcome is reported below.

Council resolved on 18 June 2009:

### 3.2 Issues

Operational issue	<input type="checkbox"/>
Strategic implication	<input checked="" type="checkbox"/>

#### 3.2.1 Queens Wharf

A two-stage design competition is being undertaken to find the best concept design for Queens Wharf. The stages are as follows.

- Stage 1 is concept plan stage open to anyone. Participants can either submit an overall concept plan for Queens Wharf or propose a team of consultants to be considered for Stage 2. A copy of the Stage 1 design competition brief is attached.
- Stage 2 is the developed concept design stage in which a total of up to eight teams will be invited to participate. Each team will receive \$10,000 for a complying Stage 2 submission.

The winner of the competition will be eligible to form a contract with Auckland City Council for the completion of the design.

The overall concept plan will include:

- A cruise ship terminal (multipurpose facility outside of cruise ship season) – either a new build or an adaptive re-use of the existing wharf shed
- Waterfront public open spaces
- Rugby World Cup live site venue
- Provision for a ferry terminal expansion.

The design competition is scheduled for completion in late October. Once completed, the detailed design can commence. Provided a resource consent can be obtained by July 2010, the project will be completed in time for use as a live site for the Rugby World Cup.

The budget for the works covered by the concept design is \$47 million. The suggested budget break down for the contestants is:

- Cruise ship terminal - \$27 million
- Landscaping public open spaces - \$7 million
- Wharf amenity - \$6 million
- Event facility - \$2 million
- Wharf services (i.e. power, water, gas) - \$2.5million
- Contingency - \$2.5 million

This budget excludes consenting, professional fee, and wharf remediation and any seismic strengthening costs. The total project budget is \$76 million which includes a provision sum of \$11 million for seismic strengthening of the wharf (an assessment is currently under way).

Council currently has \$56 million allocated to this project. Council, the ARC and Government are currently finalising the funding arrangements for the project and the Government and the ARC are also finalising the sale and purchase agreement for the wharf with Ports of Auckland.

### 3.2.2 Viaduct Harbour – Interim Connection

#### (a) Location

The proposed location for the interim bridge is from the eastern end of Te Wero Island straight across the channel to the Halsey Street reclamation in line with the current access/drive way to Jellicoe Street. This mirrors the location for the proposed permanent Te Wero Bridge and is the most direct connection and therefore the quickest crossing. The quickness of the crossing will help with any capacity issues and the directness of the route will minimise structure and therefore cost. Additionally, any works on the proposed Gateway Plaza can engage with this line, which will still be relevant when the permanent bridge is constructed.



Figure 1: Proposed connection location

**(b) Budget**

When the council confirmed the deferral of the Te Wero Bridge project, an allowance of \$1 million was made in council's 2009/2010 LTCCP budget for an interim connection. Auckland Regional Holdings has also confirmed that they will match this contribution, making a project budget of \$2 million for capital expenditure. An operational budget will additionally be required to maintain the connection until 2016.

**(c) Capacity**

The scope is to provide a regular connection between Te Wero Island and Wynyard Quarter, not just during events. It is envisaged that there will generally be a low to medium level of demand for the connection which will increase with people's awareness of the connection and as the Wynyard Quarter development grows. However, there will be a large demand for the connection during events and particularly event discharge from the current council run venue in the old Alinghi base and more so from the proposed Marine Events Centre (which is planned to open mid-2011). This event load will drive the capacity requirement for the connection. To quantify this during the two-week period of Louis Vuitton Pacific Series, which was based in the Viaduct last summer; a total number of 57,425 crossings of the temporary pontoon bridge were made and there were 746 openings of the bridge for marine traffic.

**(d) Public amenity / accessibility**

Public amenity and universal access for the connection is very important, but this will need to be weighed up against the capital and operational costs. The provision for disabled access also needs to be considered, meaning ramps would need to be a minimum of 1:12 or lift type devices may be required.

**(e) Consenting**

The consent requirement will be determined by the particular scheme chosen. It is likely though that any structures floating or fixed would require a notified consent, as they would be deemed as a permanent structure by the ARC. This is unlike the existing event floating pontoon bridge, which is defined as temporary (occurring on up to 14 days in a six month period)

**(f) Impact on marine users**

Maintaining priority egress to vessels has been determined as vital to ensure the smooth running of the Viaduct harbour and to gain the support from the marine users and operators. Additionally the maintenance of at minimum a 36 metre wide channel is defined as a requirement. These requirements came from the peer review of the Te Wero Bridge project completed by Booz & Co in March this year.

**(g) Other issues**

Other issues including, public safety (especially during peak demand), maintenance of super yacht berthage, speed of operation, operational requirements, and bad weather operation also need to be taken into account.

**(h) Options**

Three options have been considered in detail. These are as follows.

***Ferry / Landing barge – Option A***

This option provides a regular ferry service from Te Wero Island to Halsey Street Reclamation. The ferry will be some type of dual landing barge to maximise passenger throughput during embarking and disembarking. The dual landing also means that the vessel would not need to turn around, saving time and would just go back and forth across the channel. New specially designed ramps and pontoons would be required at both landing locations.

The key features of this option are as follows:

<b>Option A</b>	<b>Ferry service run from Te Wero Island to Halsey Street Reclamation</b>
<b>Estimate Capex</b>	\$1.57 million
<b>Estimated Opex/yr</b>	\$250 - 300k
<b>Capacity</b>	100 people / trip 600 -1000 / hr (two way), 300 -500 / hr (one-way)
<b>Public Amenity</b>	Low
<b>Consenting</b>	Operating consent required / unlikely to require resource consent
<b>Effect on marine users</b>	Low
<b>Comments</b>	Capacity would be inadequate for large events with concurrent discharge. Doesn't meet 1:12 access

It is envisaged that the ferry would cope with general demand, but would struggle to meet the requirements during large events, causing queuing or people to choose another route. The advantage with the ferry option is that is unlikely to require a resource consent and could be implemented very quickly. Also the operation of the ferry would have little effect on the current marine users.

***New pontoon bridge (low level & end pivot) – Option B***

This bridge would be similar to the existing pontoon bridge used for events, but realigned with the proposed location for the permanent Te Wero Bridge. It would be made of new standard components i.e. pontoons and gangways, to keep the cost down. Being an interim solution it could be made to look tidier and smarter than the current temporary events bridge. The opening section would 36 metres (less than the current pontoon). The floating pontoon section of the bridge would be 5 to 6 metres wide, with two 1.7 metre wide gangways at each end of the bridge. These dual gangways create an efficient one-way system on and off the pontoon section and stops too many people queuing on the gangway.

The key features of this option are as follows:

Option B	New pontoon bridge - low level
Estimate Capex	\$1.42m
Estimated Opex/yr	\$125-150k
Capacity	9,000 - 14,700 / hr (6m wide)
Public Amenity	Med - High
Consenting	Resource consent (notified.)
Effect on marine users	Med
Comments	Doesn't meet 1:12 access, but possibility of adding mobility lifts which would be an additional cost item

This option though would likely need a notified resource consent and it would also not be able to meet the 1:12 requirement for disabled access, as the gangway at low tide would be a 1:3.5 ramp and at high tide just meeting the 1:12 requirement. There is the possibility of adding a mobility lift at each end of the bridge at a cost of around \$400,000, though some technical issues would have to be overcome due to changing tide level and the corrosive seawater environment.

***New pontoon bridge (raised on grade & end pivot) – Option C***

This option is very similar to 'Option B' but instead of being at low level the bridge deck is raised 2.5 metres to 3.5 metres above the water level to create an on grade bridge at mid tide. This means that the 1:12 ramp requirement can be maintained at any tide. It is also more desirable from a connection as it is more visible and requires less effort to cross.

Additionally, it gives the opportunity for small vessels to pass underneath the bridge without the need for it to open. Figures 2 and 3 below are sketches of the concept completed by Gordon Moller.



Figure 2: Sketch of option C concept

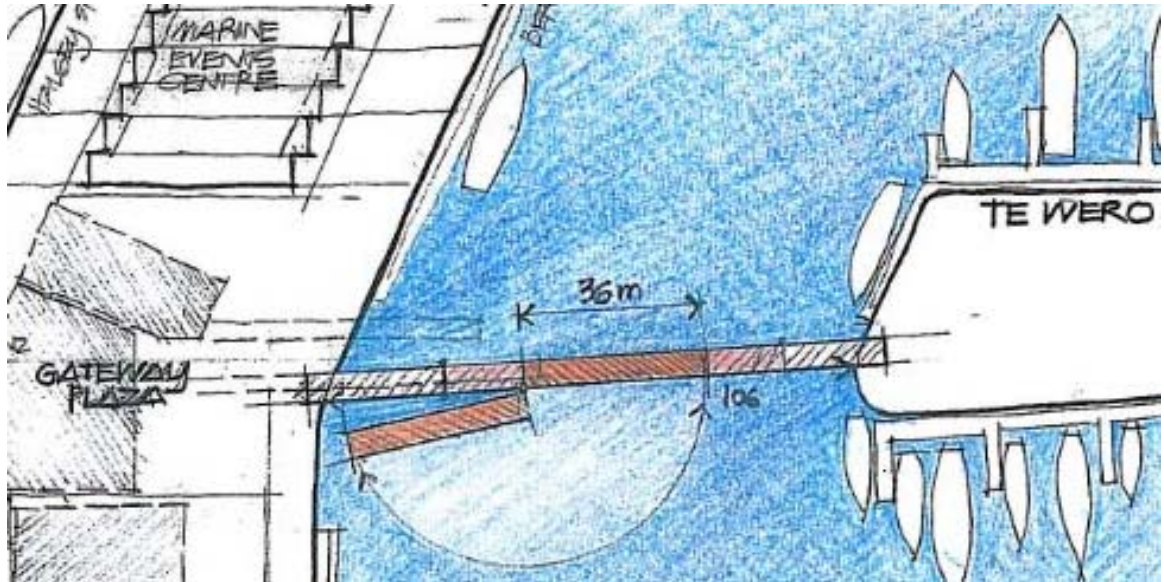


Figure 3: Plan view of option C concept

The key features of this option are as follows:

<b>Option C</b>	<b>New pontoon bridge – Raise/ on grade and end pivot</b>
<b>Estimate Capex</b>	\$2.07m
<b>Estimated Opex/yr</b>	\$125-150k
<b>Capacity</b>	9,000 - 14,700 / hr (6m wide)
<b>Public Amenity</b>	High
<b>Consenting</b>	Resource consent (notified.)
<b>Effect on marine users</b>	Low - Med
<b>Comments</b>	Bridge would need to open less as small boats could travel through without opening. Meets 1:12 access

This option could be the most aesthetically pleasing option, and could become a temporary feature of the Viaduct. It best meets the accessibility and capacity requirements. It does have the largest capital expenditure with an estimated cost of \$2.07 million, but it is believed that this option can be designed and constructed within the budget envelope. As such, it is the recommended option.

An ARC resource consent is required for this option, and assuming this was obtained without appeal, the interim bridge could be constructed and operational by summer 2010.

**(i) Preferred option**

It was indicated the option C was the preferred option, and an engineering feasibility assessment was undertaken on the concept. From this it is believed that this option is feasible and highlighted the key requirements and design considerations.

### 3.2.3 Auckland City Centre Waterfront Masterplan

The masterplan for Auckland's waterfront reflects the wider Waterfront 2040 Vision developed with the ARC and sets the strategic direction for the waterfront in a more detailed planning and design framework. The aims of the masterplan are to:

- lay the foundations for creating a unique, prosperous waterfront for Aucklanders
- transform the distinctive CBD waterfront into an attractive, cohesive public environment while maintaining the area's working character, economic and transport functions
- establish a strategic vision for the physical environment to enable the city to be proactive when responding to opportunities in the future
- create easy connections between the CBD waterfront and the wider city
- enhance already successful aspects of the CBD and the waterfront, and provide solutions for areas that need regenerating or present new development opportunities
- provides a cohesive planning and design framework for a series of projects occurring along the waterfront including Wynyard Quarter regeneration, marine events precinct and Te Wero bridge

The masterplan was released for public and stakeholder consultation in August 2007. An extensive programme of consultation was undertaken including positive television and press coverage, Cityscene double page spread and feedback form, direct mailouts, stakeholder briefings and a staffed display kiosk on the waterfront.

The Committee endorsed the process to finalise the CBD waterfront masterplan on 14 February 2008, including:

- taking account of public and stakeholder feedback received to date
- submitting the content of this report to the Tangata Whenua Consultative Committee and taking account of their response
- working with the Auckland Regional Council and key stakeholders to develop detailed precinct designs
- incorporating the decisions on the Wynyard Quarter plan change, third harbour crossing study and the development of waterfront precinct designs.

Both public and stakeholder responses have been taken account of in finalising the waterfront masterplan This includes a commitment to work with the Tangata Whenua Consultative Committee on waterfront projects. Additional consultation has been undertaken to inform the development of a Westhaven Concept Plan, endorsed for inclusion in the waterfront masterplan by the Committee in May 2009.

Auckland City Council has also been working collaboratively with the Auckland Regional Council on a range of issues on the waterfront. This includes changes to the District and Regional Plans to enable the redevelopment of the Wynyard Quarter and the relocation of regionally significant economic activities such as the bulk liquids industry currently operating in this area. Auckland City Council has also worked with agencies to provide transport opportunities on the waterfront including rail access as part of a third harbour crossing and Te Wero Bridge for pedestrians and cyclists (although it is noted that the ARC are yet to determine whether the Bridge should provide for passenger transport). These plans and proposals are included in the next iteration of the masterplan.

The waterfront masterplan provides a framework for the development around five key priorities (waterfront access, working waterfront, Auckland's playground, cultural threads, and sustainability) that gives the plan flexibility to accommodate changes and support new opportunities in future. This enables uncertainties around projects such as public transport provision over Te Wero Bridge or light rail to be considered at a later date. It is anticipated there will be future iterations of the masterplan to respond to new opportunities on the waterfront.

The new title for the masterplan - 'Auckland City Centre Waterfront Masterplan' aligns with other documents regarding the city centre and CBD. A copy of the full document will be available in the Councillors' lounge.

### 3.2.4 Marine Events Centre

The design is progressing well with the developed and detailed design package delivered on schedule on the 20 July 2009. The last design phase (construction design) has started and is to be completed on 23 October 2009.

The resource consent hearing is scheduled to start on 3 August 2009. The planners report has been received from the ARC, which recommends the consent is granted with a list of conditions. These conditions are currently being reviewed, but do not appear to be overly onerous.

Appeals still remain the projects biggest risk for completion prior to the RWC. Discussions are continuing with submitters to try and resolve any issues prior to the hearing.

	<b>Name and title of signatories</b>
Author	Jane Simmonds Waterfront Programme Manager
Reviewer	Mark Vinall Group Manager, Auckland City Environments
Approver	John Duthie General Manager, City Development