

I hereby give notice that an ordinary meeting of the Planning Committee will be held on:

Date: Tuesday, 28 March 2017
Time: 9.30am
Meeting Room: Reception Lounge
Venue: Auckland Town Hall
301-305 Queen Street
Auckland

Planning Committee

OPEN ADDENDUM AGENDA

MEMBERSHIP

Chairperson	Chris Darby	
Deputy Chairperson	Denise Lee	
Members	Cr Dr Cathy Casey	Cr Daniel Newman, JP
	Deputy Mayor Bill Cashmore	IMSB Member Liane Ngamane
	Cr Ross Clow	Cr Dick Quax
	Cr Fa'anana Efeso Collins	Cr Greg Sayers
	Cr Linda Cooper, JP	Cr Desley Simpson, JP
	Cr Alf Filipaina	Cr Sharon Stewart, QSM
	Cr Hon Christine Fletcher, QSO	Cr Sir John Walker, KNZM, CBE
	Mayor Hon Phil Goff, JP	Cr Wayne Walker
	IMSB Member Hon Tau Henare	Cr John Watson
	Cr Richard Hills	
	Cr Penny Hulse	
	Cr Mike Lee	

(Quorum 11 members)

Elaine Stephenson
Senior Governance Advisor

24 March 2017

Contact Telephone: (09) 890 8117
Email: elaine.stephenson@aucklandcouncil.govt.nz
Website: www.aucklandcouncil.govt.nz

ITEM	TABLE OF CONTENTS	PAGE
11	Waterfront Planning and Implementation	5

Waterfront Planning and Implementation

File No.: CP2017/00076

Purpose

1. To seek in-principle agreement to a preferred inner dolphin option at Queens Wharf for longer cruise ships, expected to be delivered in time for the 2018/19 cruise season.
2. To inform the committee that a targeted refresh of the Waterfront Plan has commenced, focusing on Wynyard Point and the Central Wharves.

Executive summary

3. Over the last five years a number of changes and evolving investment and development have occurred across the city centre. This includes significant city centre population and employment growth, the completion of North Wharf and the continuation of development in Wynyard Quarter, major construction works such as the City Rail Link enabling works (CRL) and Commercial Bay, commitment to additional waterfront open space, the growth in cruise ship arrivals and the increase in the amount of people using public transport (including ferries, buses and trains).
4. There is significant investment planned in the City Centre and Waterfront over the next ten years to respond to this growth and the heightened expectations of Aucklanders, including recent transport proposals (such as light rail), and development opportunities arising from the expiry of the tank farm leases in five to eight years.
5. In response to this a targeted refresh of the Waterfront Plan 2012 is underway, along with scoping of specific work to update the City Centre Masterplan Implementation Strategy. This work is required to guide the prioritisation and implementation of current and future city centre and waterfront projects and to better enable integrated planning and delivery across the council family.
6. The refresh of the Waterfront Plan will involve a focus on the next phase of development at Wynyard Point and on optimising the use of the central wharves. This work will be undertaken working closely with key stakeholders, and the outputs of this process will be brought to the Planning Committee for consideration later in 2017.
7. During 2017 the council will also need to make a number of connected decisions in relation to the waterfront, such as the reconfiguration of the downtown ferry terminal, the expansion of cruise infrastructure long-term and how Wynyard Point will be designed and used. These decisions will require collaboration and trade-offs as well the requisite funding.
8. The first of these decisions relates to the infrastructure requirements of the cruise industry. In order to accommodate larger cruise ships, such as the Ovation of the Seas (350m, 4900 passengers), Auckland needs an immediate berthing solution to avoid this season's scenario where Ovation of the Seas had to moor in the harbour.
9. The growing cruise industry provides significant benefits to the regional economy of \$220 million annually and nearly 4000 jobs. Ship visits have grown from 40 in 2006 to 104 in 2016 and passenger numbers have increased from 60,000 to 220,000 in the same period.
10. Ahead of a decision on longer term cruise infrastructure, berthing larger ships on Queens Wharf is the only location available. A series of mooring options have been assessed for Queens Wharf to ensure functionality, operability, deliverability and cost effectiveness. The options shown in Attachment A include -
 - Sea Anchors - a series of anchors on the sea bed with floating buoys
 - Single Anchor Leg Mooring - large floating buoys attached to the sea bed
 - Vacuum Mooring - units along the wharf which hold the ship in place

- Wharf Extension - a half or full wharf extension
 - Dolphin Structure – located off Queens Wharf with and without a gangway.
11. Based on the assessment of options, the preferred solution is a dolphin structure built onto the northern end of Queens Wharf. This inner dolphin is a mooring arrangement similar to that currently used at Princes Wharf and includes further strengthened bollards at the southern end of the Wharf, a new fender and some maintenance dredging. This option is shown in Attachment B.
 12. Auckland Council, Auckland Tourism Events and Economic Development, Panuku, Ports of Auckland, and the cruise industry are working to understand conditions acceptable for berthing, and how safety and operating risks can be mitigated.
 13. Further technical, engineering and planning studies for this option will be required including an independent risk assessment to be undertaken by the Harbourmaster. Any proposal for a dolphin structure or change to mooring arrangements will also require sign-off from Maritime NZ, the Ports of Auckland as operator, and the agreement of cruise lines as users.
 14. If the inner dolphin option is proven acceptable, and staff expect to confirm this in the next few weeks, then it is possible for it to be operational for the 2018/19 cruise season, subject to resource consent approval.
 15. The capital investment for the dolphin and associated fender and strengthening works at the southern end of Queens Wharf is estimated to cost up to \$10 million. Capital funds will be sourced from existing Auckland Council budgets to be recovered, over time, through cruise ship passenger levies imposed and collected by Ports of Auckland.
 16. The Cost Benefit Analysis shows the project has a Net Present Value of \$9.8 million (for three visits per annum) growing to \$38.4 million (ten visits per annum) over ten years.

Recommendation/s

That the Planning Committee:

- a) agree in principle to the inner dolphin off Queens Wharf to enable large cruise ships to berth in Auckland from the 2018/19 cruise season, subject to further technical work and risk assessment, and all consent approvals being obtained.
- b) delegate decisions regarding budget allocation of capital costs to the Chief Executive of Auckland Council.
- c) agree that Auckland Council will recover the capital cost of the inner dolphin, over time, through cruise ship passenger levies imposed and collected by Ports of Auckland Limited.
- d) note that a resource consent will be prepared and lodged by Panuku.
- e) note the targeted refresh of the Waterfront Plan has commenced, focussed on Wynyard Point and the Central Wharves.

Context

17. Auckland's central city waterfront is a focus for the new Auckland; the gateway to New Zealand for many, its success is critical for all New Zealand. This waterfront includes several different components, each of which are being planned and delivered in an integrated way from the Harbour Bridge to Teal Park.
18. As well as delivering a spectacular waterfront that builds on successes to date, the continued unfolding of this vital part of the city needs to address a number of requirements and aspirations including enhanced public amenity and spaces; operational facilities for cruise ships and ferries; as well as opportunities for development and sustained economy activity.

19. A refresh of some elements of the Waterfront Plan, and targeted work to unlock and progress key City Centre Masterplan projects, are underway. The focus of this work is to provide an updated and enhanced spatial direction, following the last five to six years of investment and development across the city centre, and certainty to key projects. It will also enable a prioritised package of proposals to be brought forward to the Long-term Plan process.

Waterfront Strategy Refresh

20. Significant progress has been made across the waterfront in the delivery of the Waterfront Plan 2012. We are midway through implementation.
21. The vision and goals remain relevant and this planning phase can be further enhanced by the recent adoption of waterfront goals by mana whenua (through the Panuku Mana Whenua Forum).
22. To ensure a prioritised proposal is delivered for the Long-term Plan for the next stages of waterfront development, the planning refresh is focussed on the development of a Framework Plan for Wynyard Quarter and for the Central Wharves. These will come to the Planning Committee for consideration later in 2017. While integrated with the wider waterfront planning, the refresh does not seek to deliver a new Waterfront Plan.
23. The Waterfront Plan refresh is taking account of the evolving context:
 - There has been widespread public support for the large number of projects that have been delivered across the waterfront from Westhaven to Queens Wharf. These projects have enabled public access to the waterfront, supported economic growth, attracted locals and visitors and enabled expression of our cultural history. There is an opportunity to leverage off this success to date.
 - Significant population and employment growth in the city centre and increasing tourist arrivals.
 - Sky Path has gained resource consent and will have impact on existing assets and cycling infrastructure.
 - Technical work is underway towards a Notice of Requirement for the third harbour crossing and although the tunnels are at least 20 years away, they will have implications for Wynyard and Victoria Quarters that need to be planned for.
 - The “tank farm” leases expire in 2022/2025 enabling the next phase of development of Wynyard Quarter.
 - While the City Centre Masterplan assumes no growth in private vehicle trips, the significant growth in alternative modes of transport will need to be provided for in the city centre and will have an impact on key waterfront axes including Quay Street. There are proposals for light rail to go into Wynyard Quarter which could have significant design challenges for the current vision and the development of City Rail Link will have impacts on the transport networks around the city centre and waterfront.
 - A review of the overall Ferry Development Strategy will determine the infrastructure needs for ferries in the ferry basin and elsewhere, and the best way to respond to this.
 - The Ports Future Study which was presented to Council in 2016.
 - Cruise ship sizes and numbers have increased quickly, contributing \$220m annually to the economy, but also requiring additional infrastructure.
24. At the workshop with Planning Committee and Local Board representatives on 10 March, the following issues were raised for consideration in the Plan refresh:
 - A desire to rebalance private motor vehicle access to the central city with other forms of transport, including public transport, walking and cycling.

- Making full use of existing infrastructure (eg. Queens Wharf's role with the cruise sector) before considering investment in new facilities.
 - The iconic feature of Wynyard Point being a park rather than a building.
 - The important issue of freight access to the port and wider waterfront area, given its current size and projected growth.
 - Strong interest in the future of Halsey Wharf and the logic around the current plans for its extension.
 - Bold decisions around climate change and the vision of a walkable city.
 - Progressing planning for the port to ensure integrated long term planning across waterfront.
 - Enabling infrastructure to accommodate growth and to optimise services and loss of water space for water activities and views.
25. The presentation to the workshop is attached to the Summary of Planning Committee Information Items - 28 March 2017 report.

Key Projects

26. Below is a list of the key project decisions that will be guided by the waterfront plan refresh work being led by Panuku. There are many interdependencies to be proactively managed:
- **Phase 2 (Inner Dolphin) Cruise Infrastructure** - A decision on the implementation of infrastructure to meet immediate berthing requirements.
 - **Signature public building for Wynyard Point** - A decision on whether to construct a signature building within Headland Park on Wynyard Point. The Bulk liquids depart 2022 – 2025.
 - **Public transport** - A decision by Auckland Transport on public transport into Wynyard Quarter including a light rail terminus.
 - **Third Harbour Crossing** - Council will input into planning with New Zealand Transport Agency regarding the third harbour crossing.
 - **Downtown Public Spaces** - A decision on the timing of the development of the new public open spaces (with respect to the implementation of other key infrastructure requirements) which were mandated for the waterfront as part to the sale and purchase agreement for Queen Elizabeth Square.
 - **Waterfront ferry services** - Decisions will be required around the configuration, timing and funding of new infrastructure to allow ferry operations to continue to grow in line with expectations.
 - **Te Wero Bridge** - A decision to replace the Wynyard Crossing to ensure connectivity and mitigate increasing operational expenditure of the current, temporary bridge.
 - **Cruise Strategy** - A decision by Council on the long-term strategy for cruise and the development of additional infrastructure to meet long term growth in the industry to ensure that potential economic benefits are realised. This brings into play the role of Wynyard and Halsey Wharves in the long term.
 - **Port Future Study (PFS)** - A process to take this forward
 - **Quay St Seawall** - A decision on the timing, extent and funding of the first stage of the seismic upgrade to the Quay St Seawall.
 - **Quay St** - Resolution on the long term vision for Quay St in order to be able to inform and progress discussions with private developers on how their developments can integrate in the short term, and how development can be phased over the long term.

27. Many parts of the council family, including Auckland Council, Auckland Transport, Panuku Development Auckland, along with the New Zealand Transport Agency, will be involved in leading or contributing to recommended options for each of these projects. As required, specific projects will come to the Planning Committee for decision.

Progressive Cruise Strategy

28. Council has previously purchased Queens Wharf and funded the repurposing of Shed 10 as a cruise terminal and event space as the first phase of a progressive strategy to respond to growth of the cruise industry and in recognition of its importance to the regional economy.
29. The cruise industry provides significant benefits to the regional economy of \$220 million annually and nearly 4000 jobs. Ship visits have grown from 40 in 2006 to 104 in 2016 and passenger numbers have increased from 60,000 to 220,000 in the same period.
30. The cruise industry continues to grow by around nine per cent year on year with the fastest passenger growth coming from Australia and China – resulting in larger ships visiting Auckland, which currently cannot be berthed at the wharves. A lack of fit for purpose infrastructure has the potential to halt industry growth and reduce the potential economic benefits to Auckland and to the rest of NZ which depends on Auckland as the hub port.
31. There is an urgent need to cater for bigger cruise ships – like the Ovation of the Seas (350m, 4900 passengers) which had to moor in the Harbour this season and tender passengers to and from the shore. Auckland needs a phased solution for cruise infrastructure and the cruise industry needs certainty, or it might look elsewhere. These ships currently only visit Auckland a few times a year, but this is expected to increase rapidly over the next ten years.
32. Ahead of a decision on longer term cruise infrastructure, a decision is needed on immediate berthing requirements for larger ships. Timing is critical to be ready for the 2018/19 cruise season and provide certainty for future cruise seasons. With consent, procurement and construction taking up to 15 months, a decision is needed soon. Berthing larger ships on Queens Wharf is the only location available.
33. A series of mooring options have been assessed for Queens Wharf to ensure functionality, operability, deliverability and cost effectiveness. Shown in Attachment A, the options include:
- Sea Anchors - a series of anchors on the sea bed with floating buoys
 - Single Anchor Leg Mooring - large floating buoys attached to the sea bed
 - Vacuum Mooring - units along the wharf which hold the ship in place
 - Wharf Extension - a half or full wharf extension
 - Dolphin Structure – located off Queens Wharf with and without a gangway
34. Some of these options are not functional for the size of vessel and the conditions at Queens Wharf, are not able to be delivered in a timely fashion, or are prohibitively expensive. Following a risk assessment, Ports of Auckland have concluded that a dolphin without a walkway is not acceptable operationally.
35. Further assessment has identified an option which will locate a dolphin structure at the northern end of Queens Wharf. This option is shown in Attachment B.
36. Further technical, engineering and planning studies for this option will be required including an independent risk assessment to be undertaken by the Harbourmaster. Any proposal for a dolphin structure or change to mooring arrangements will also require sign-off by Maritime NZ, the Ports of Auckland as operator, and the agreement of cruise lines as users.
37. This inner dolphin is a mooring arrangement similar to that currently used at Princes Wharf. Enhanced bollards would need to be structurally independent of Queens Wharf and effectively comprise a mooring dolphin located adjacent to the existing wharf. It will also allow the larger ships which currently berth at Princes Wharf to use Queens Wharf and enable reconfiguration of the ferry basin for ferry service growth and public open space.

38. The inner dolphin is the preferred option for Auckland Council, Ports of Auckland, Auckland Tourism Events and Economic Development, and Panuku. Aspects of the technical feasibility are still being worked through to understand conditions acceptable for berthing, and how safety and operating risks can be mitigated. The works, which include further strengthened bollards at the southern end of the Wharf, a new fender and some maintenance dredging, could be completed in time for the 2018/19 cruise season, subject to resource consent approval.
39. The resource consent for the dolphin will be lodged by Panuku and will replace the current resource consent lodged in October 2016 which has been on hold for five months.
40. The capital investment for the dolphin and associated fender and strengthening works at the southern end of Queens Wharf is estimated to be up to \$10 million. Capital funds will be sourced from existing Auckland Council budgets to be recovered, over time, through cruise ship passenger levies imposed and collected by Ports of Auckland.
41. The Cost Benefit Analysis shows the project has a Net Present Value of \$9.8 million (for three visits per annum) growing to \$38.4 million (ten visits per annum) over ten years.
42. Further development of cruise infrastructure will require progress on long-term planning for the port. The Central Wharves Framework (including a long term strategy for cruise) planned for mid-year relies on progress on long-term planning for the port.

Consideration

Local board views and implications

43. An overview of the waterfront plan refresh was provided at a workshop on 10 March to which Local Board members were invited. Further consultation with the Waitemata Local Board will be undertaken during the plan refresh.

Māori impact statement

44. Through the Panuku Mana Whenua Forum there has been discussion of the waterfront plan refresh, the issues and opportunities. Mana whenua have endorsed waterfront planning goals to clearly articulate the outcomes they are seeking in the plan refresh, building off the Waterfront Plan 2012.
45. Engagement has been undertaken in relation to the progressive cruise strategy and the options for the second phase of infrastructure development. Mana whenua are aware of the dolphin proposals and options and have indicated an interest in being involved in any design process, where appropriate.

Implementation

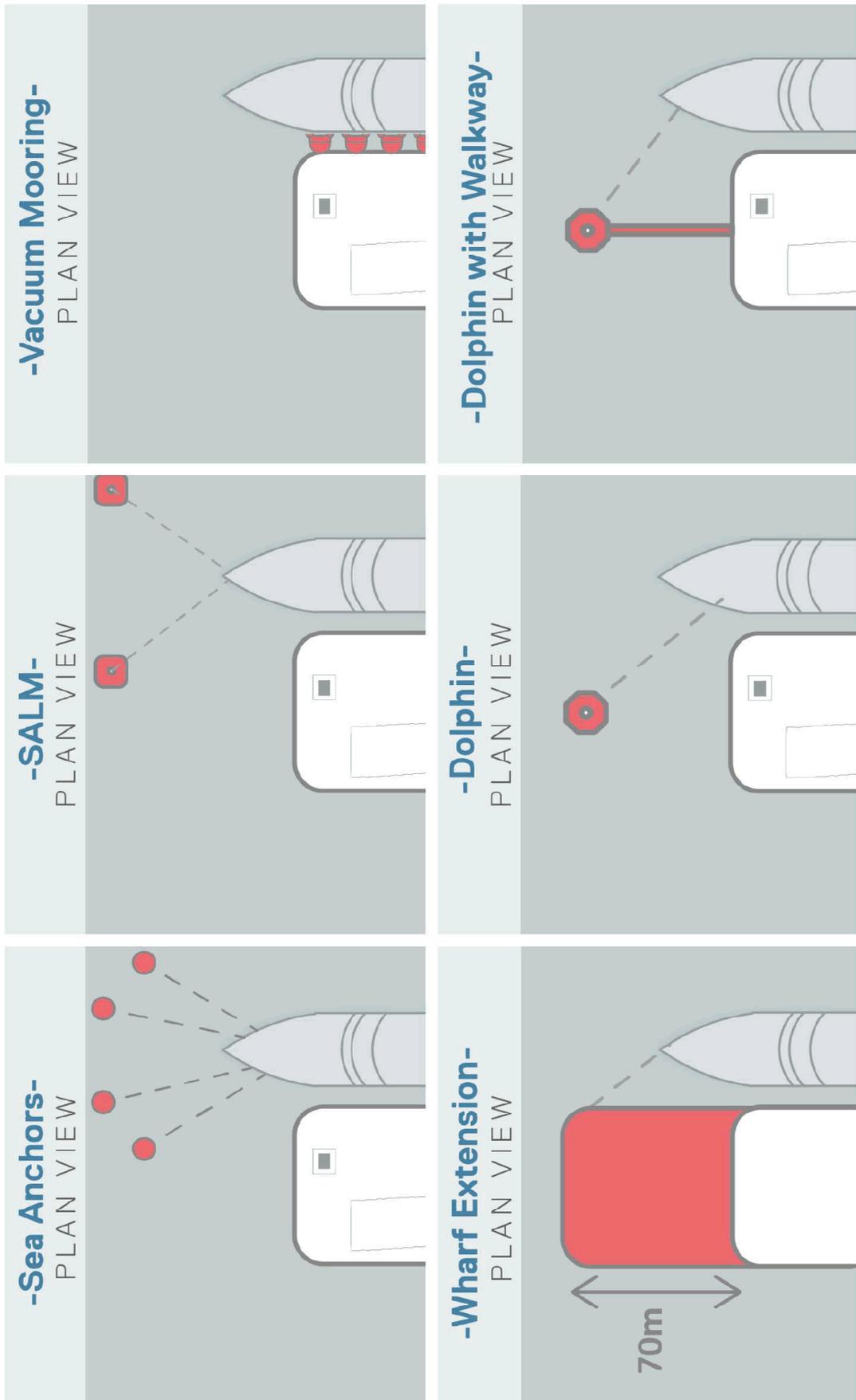
46. The Framework Plan for Wynyard Quarter will be brought to the Planning Committee later in 2017, preceded by a workshop. The timing of the Framework Plan for the Central Wharves will be subject to progress on long-term planning for the port.
47. Subject to the endorsement of the Planning Committee, the resource consent for the inner dolphin will be lodged by Panuku.

Attachments

No.	Title	Page
A 	Mooring Options	13
B 	Inner Dolphin Section and Plan Views	15

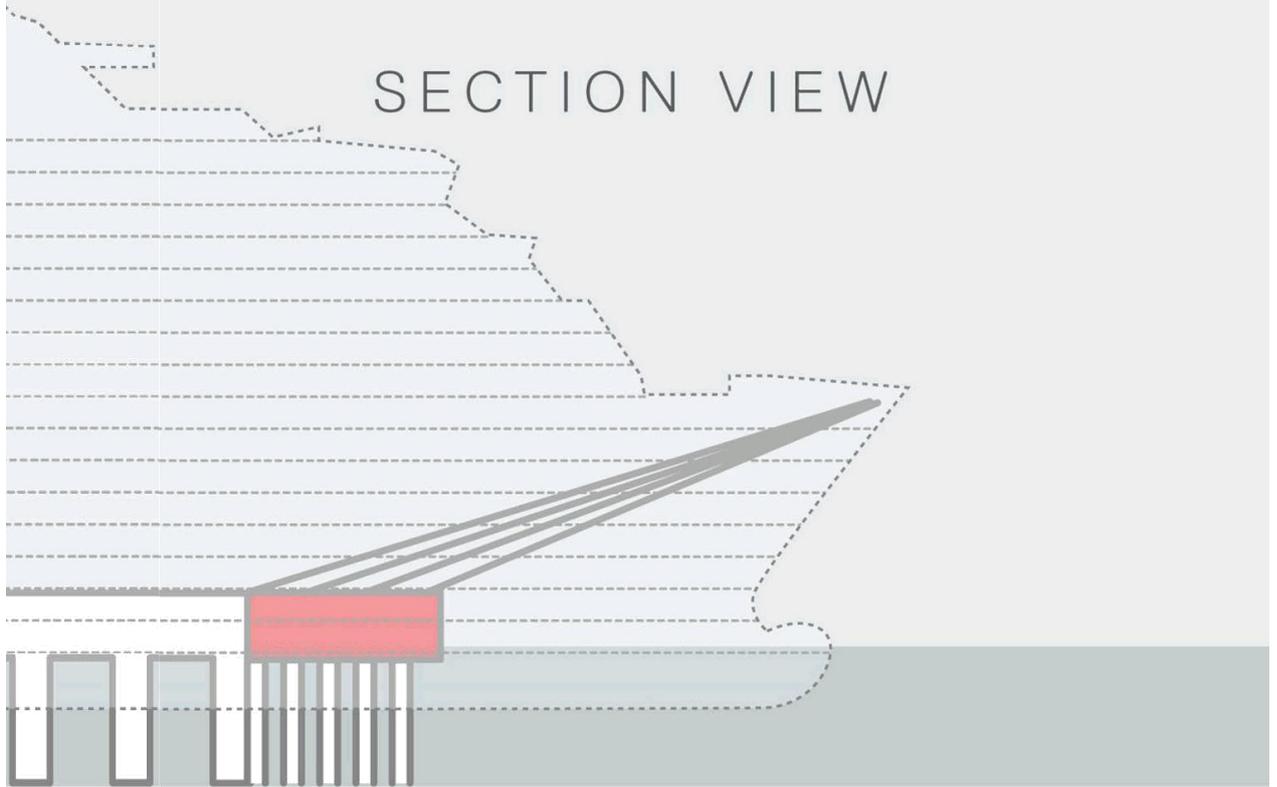
Signatories

Authors	Brenna Waghorn - Manager Strategic Planning, Panuku John Smith, Project Manager
Authorisers	David Rankin - Director Strategy & Engagement Jim Quinn - Chief of Strategy

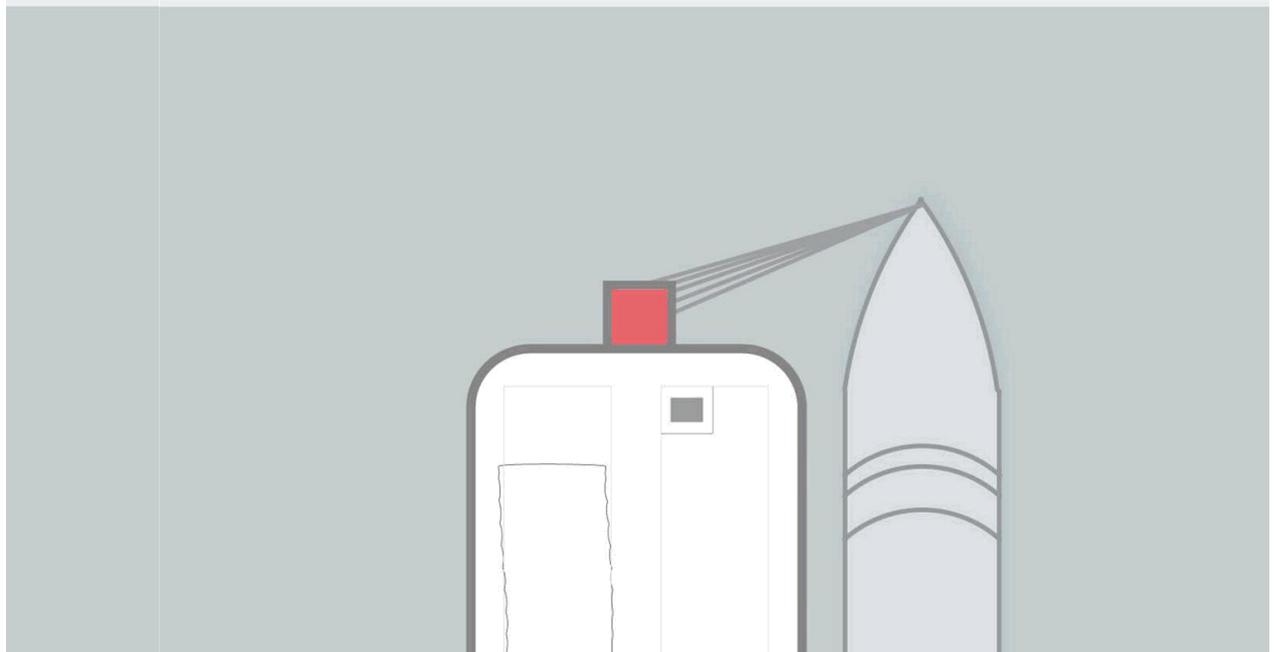


Mooring Options -Inner Dolphin-

SECTION VIEW



-Inner Dolphin - PLAN VIEW



Item 11

Attachment B