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**REPORT 6**  
*(1215/53/IM)*

## **APPROVAL TO GRANT A NEW BUILDING AND A NEW RECREATIONAL LEASE TO THE WORSER BAY BOATING CLUB & THE WORSER BAY LIFE SAVING CLUB**

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

To obtain the Committee's approval in principle for the:

- construction of a new building to house the Worser Bay Boating Club's rescue boats and for storage for the Worser Bay Life Saving Club
- renewal of the Worser Bay Boating Club's lease
- reconfiguration of leased areas to cover the new building.

### **2. Executive Summary**

Landowner approval is sought from the Committee for a new building to be constructed at Worser Bay. The bay is a water based recreation hub with the location of the Worser Bay Boating Club (WBBC), Worser Bay Life Saving Club (WBLSC) and the Eastern Bays Sea Scouts (EBSS). All three groups have long associations with the area.

The WBBC approached Council with a proposal to remove two small sheds and build a larger shed to provide more storage space to house the rescue boat and a new fleet of sailing boats. The WBLSC also had storage needs and by the clubs working together the new development was able to include an additional storage shed for the WBLSC. In addition a wooden walkway needs to be built to access the sheds and would also provide better beach access for club members and the public.

All three groups in the area have worked together to come up with an integrated approach to strengthening Worser Bay as a water-based recreation hub. All groups provide a high level of recreation activity for families and training for youth. The groups are not lacking in enthusiasm or motivation but are limited by the space available to them at present. Without the opportunity and support to extend existing facilities, future applications by young people and families for membership will of necessity need to be restricted.

Before building construction can commence a public notification process and approval from the Minister of Conservation will be required as the area is reserve land.

### 3. Recommendations

It is recommended that the Committee:

1. *Receive the information.*
2. *Approve in principle:*
  - (a) *the construction of the new storage sheds subject to all necessary resource, building and ministerial consents being obtained*
  - (b) *the construction of a wooden walkway for access to the beach*
  - (c) *the granting of a fresh lease under the Reserves Act 1977 for Worser Bay Boating Club*
  - (d) *the extension of the Worser Bay Boating Club's lease to include their new building*
  - (e) *the extension of the Worser Bay Life Saving Club's lease to include their new storage facility and the adjoining land on the eastern and northern sides of their clubhouse*
  - (f) *a change to the lease footprint for the Scouts' current lease.*

<b>Group</b>	<b>Type of Lease</b>	<b>Location</b>	<b>Term (years)</b>	<b>Annual Rent (GST exclusive)</b>
<i>Worser Bay Boating Club</i>	<i>Ground</i>	<i>Marine Parade, Seatoun</i>	<i>10 + 10</i>	<i>\$688</i>

3. *Note that any approval to grant a fresh lease will be conditional on:*
  - (a) *the proposed lease on Recreation Reserve being publicly notified in accordance with sections 119 and 120 of the Reserves Act 1977 together with any conditions set out in any approved Management Plan (e.g South Coast Management Plan);*
  - (b) *the Group reimbursing Council for any costs incurred in advertising;*
  - (c) *there being no objections or sustained objections resulting from the required consultation or notification.*

### 4. Background

#### 4.1 The proposal

The WBBC approached the City Council's Parks and Gardens Business Unit in 2005 with a proposal to construct a boat storage facility on the grass area to the west of their existing leased area. During early discussions the Boat Club were asked by Council to review the area within their existing leased area to see whether this would accommodate the building. A site to the south of the scout hall was selected . This site had previously housed a boatshed that was demolished by the Wahine storm in 1968. The site had remained derelict since then.

The area is zoned Open Space B and is designated Pleasure Ground (now considered Recreation Reserve under the Reserves Act 1977).

A preliminary design has been developed which includes the removal of two small sheds to make way for the larger shed and also to reduce the number of buildings on the leased area (refer to Figures 1 and 2 for the current area and the proposed building).

During the design stage the three existing clubs on the site, the WWBC, the WBSLC and the EBSS became involved in the proposal and have been fully supportive of the project.

A new storage facility has also been included for the WBSLC. Covering approximately 35m<sup>2</sup> this facility will help overcome storage needs currently being provided by a shipping container on road reserve at the north of the club. A new outdoor area has been included on the roof of the WBBC shed for the EBSS. This provides much needed flat space adjacent to the scout clubrooms.

A boardwalk will provide access to the beach and existing club premises. This will allow easier public access to the beach than is currently available due to the rocky terrain and improve safety as members currently have to walk on the road to launch from the beach in a southerly.

The proposed building will be fully funded by the WBBC. The approximate cost for the building and boardwalk is \$270,000. This is achievable through club labour and will be complemented with corporate sponsorship.

## **4.2 Club leases at Worser Bay**

### **Worser Bay Boating Club**

The WBBC started in 1926 and is strong, well-structured, highly motivated and financially viable. Their objective is 'to encourage and promote sailing as a sport and as a recreation activity'. Membership is approximately 300. The catchment includes the local area and well as outer suburbs like Johnsonville and Karori and Eastbourne. There is a strong family focus and a strong youth development programme. The facilities are used for around 20 hours per week (50 hours over the school holidays).

The club has four rescue boats which are used to maintain minimum safety requirements for training and racing. The fourth boat was purchased last season to ensure minimum rescue boat coverage for the increased number of boats participating. Storage of this boat has put a strain on current storage facilities, as has the growth of sailing classes.

The WBBC currently has a ground lease with the Wellington City Council for the use of the area bounded by their buildings. The lease expired in June 2002 and has reverted to a month by month lease. A new lease has been drafted but is on hold until a decision has been made about the proposed new shed as it will require the lease to be extended to include the full footprint. The lease will run for a 10 year period until 30 July 2017 with a further 10 year renewal period available to the Club thereafter.

### **Worser Bay Life Saving Club**

The WBSLC started in 1910 and is one of the oldest life saving clubs in New Zealand. Like the WBBC, the WBLSC is strong, well-structured, highly motivated and financial viable. The Club has 175 members. Like the WBBC, the catchment includes the local area as well as the outer suburbs, and there is a strong family focus with members participating in a variety of ways from childhood through to adulthood in a 'membership for life' attitude.

The current lease was renewed in December 2003 and is for 10 years with a further right of renewal of 10 years.

New facilities are included in the scheme to provide additional storage for the WBLSC. The current lease will be adjusted to include the footprint of these facilities and the adjoining land on the eastern and northern sides of the clubhouse.

### **Eastern Bays Scout Group**

The EBSS lease was renewed in January 2003 and is 10 + 10 year right of renewal.

The Scout lease currently extends 1 meter past the south side of their clubrooms. This lease will be reconfigured to accommodate the revised WBBC lease.

## **4.3 Site considerations**

The area is a Maori Heritage site (M104 in the District Plan). As such the normal criteria will apply for Maori Heritage sites whereby the iwi will be notified if anything is unearthed in the area. This will be a condition in the resource consent application.

The site also has heritage value. The bunker structure underneath the EBSS building which is a vestige of a pair of naval installations, the job of which was to monitor underwater detection devices laid to protect Wellington Harbour and defend the harbour with sea mines should an enemy be detected. It is known as a Controlled Mining Station. The building is of considerable heritage worth because of its history, its original location and the fact that virtually all other shoreline defence structures have been demolished (with the notable exception of Shelly Bay).

The proposal will not affect the heritage value of the bunker.

## **5. Discussion**

### **5.1 Recreation and open space assessment**

During discussions there has been good synergy between the clubs to work together to reach the best solution and to strengthen Worser Bay as a water based recreation hub. There is a high demand for waterfront buildings. Boat storage is offered by clubs nationally and Wellington has a shortage of boat storage which is restricting growth of the clubs. Any buildings in the coastal area will be well utilised.

Other options that were considered include:

1. Location of the building elsewhere on site – current proposal offers best integration with landscape and retention of open space.
2. Extension of the current clubhouse - would reduce the space available for rigging boats.
3. Use of Scouts storage – space is already used by the Scouts and the bunker would be difficult to rework. Would not be able to store boats on trailers and there could be issues with security of expensive boats through multiple access.
4. Use of Surf Club storage – storage area is already full. The Surf Club are looking to make improvements and extensions.

## **5.2 South Coast Management Plan**

In the absence of a specific management plan for the Worser Bay area, the South Coast Management Plan (SCMP) will be referred to. The policy of the South Coast Management Plan is to limit new structures on the coast, specifically on the seaward side of the road, to only those that are necessary (policy 6.7).

The term “necessary” implies that all other options have been explored or alternatives are not available. “Necessary” also implies that any assessment must start from the point of view of the coastal values, rather than the objectives driving the desire for the proposed structure.

The SCMP states that any assessment of proposed new structures will take into account the following:

1. Only structures that are necessary for the enjoyment of the coast, are needed to manage coastal activities, or are necessary for the effective functioning of the City’s infrastructure will be supported.
2. Structures should not be located on the seaward side of the coast road if at all possible.
3. Structures that are supported, must minimise their adverse impacts on the coastal environment and recreation, and if possible, should enhance the area’s values.

Following assessment of all options by Council Officers and the WBBC, the building of a storage shed is deemed necessary. The removal of two buildings to create space for the new building will lessen the physical impact. Further, the building and boardwalk will enhance the area’s recreation value and access.

## **5.3 Leases Policy**

The building fits with the Leases Policy for Community and Recreation Groups, notably the objective to “*strengthen communities through leasing land and buildings to groups*”.

## **Assessment criteria from Leases Policy**

### **1. Strategic fit**

#### **More actively engaged**

The proposal is in line with this outcome through the high level of family and community participation and volunteers. The provision of club boats and programmes reduces the barriers to the sport of sailing.

#### **More Eventful**

The Boating Club's sailing events attract visitors nationally and from overseas. The club will be in a better position to manage these events as well as have the necessary safety craft on site as required.

### **2. Activity sustainability**

The Boating Club is sustainable in membership numbers and its financial position. So too is the Life Saving Club which also has plans for further growth. The Sea Scouts has undergone a recent change of leadership and has the potential to grow.

### **3. Optimal use of resources**

The new building will be used to capacity to allow storage of the necessary fourth rescue boat and new fleet of boats to allow an extension in the sailing programmes offered. All buildings currently used by the three clubs as well as the new building would be utilised even if membership levels at one club decrease in the future.

### **4. Environmental impact**

The environmental impact of the new building is reduced due to the removal of the two smaller sheds. The open space values of the site have been preserved

The Club is happy to meet necessary open space building requirements to ensure a suitable, durable building which fits with the character of the Bay.

### **5. Demonstrated need and support from the community**

The Boating Club is actively involved in the local, regional and national communities as can be seen from the programmes offered, range of membership and volunteer and corporate support. Wellington has few coastal recreation hubs providing the range of activities provided for at Worsley Bay.

All three clubs provide family based community focussed recreation programmes.

### **6. Need for a lease**

All other options have been assessed and this is the most practical in terms of accessibility to the water, current buildings and sharing of resources.

### **7. More Compact**

The three organisations have worked closely together to develop a compact recreational area. No new land is to be affected by the development as the building is within the current lease footprint. The creation of the walkway will allow the public much improved access through the area to the beach.

## 5.5 Social and Recreation Strategy

The proposal will allow for future growth of the Boating Club. The improvement in the health of all three clubs through working together fits with the Social and Recreation Strategy. In particular it provides another option in helping address the current concern of fighting obesity through providing recreational opportunities, particularly for youth. A strategy identified by experts is to provide a healthy lifestyle through recreation for life rather than a short term approach. The Club has a 'participation for life' motto demonstrated through the youth development and the encouragement of family participation.

Boat storage makes sailing more accessible to all members of the community as ownership is not a prerequisite nor is the ability to safely house ones own boat. It aids participation, encourages use and breaks down the barriers to the sport. Provision (and therefore storage) of a minimum number of rescue boats is required to provide for safe participation. Boat storage is part of growth and culture of this type of activity, especially in Wellington with its hilly topography. Revenue from storage fees helps maintain the Club and cover running costs.

## 5.6 Proposed lease terms

An extension of the area leased to the WBBC is also required. The lease will run for a 10 year period until 31 July 2017 with a further 10 year renewal period available to the Club thereafter.

<i>Group</i>	<i>Type of Lease</i>	<i>Location</i>	<i>Term (years)</i>	<i>Annual Rent (GST exclusive)</i>
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The Committee is being asked to exercise its delegated authority to approve this lease extension subject to the outcome of the public consultation process and obtaining Ministerial Consent.

The proposed building will be subject to the current conditions within the Worser Bay Boating Club's lease, which indicate the Club will be responsible for the ongoing maintenance of the new building.

## 5.7 Process

1. Following approval in principle by the Committee there will be public notification under the Reserves Act. This will be actioned by Council officers with one month allowed for comment/objection.
2. If no objections/comments are received, the Department of Conservation will be approached (by Council) seeking the Minister's consent.

3. Sign off of building design by Manager, Open Space and Recreation Planning and Manager, Coastal Operations.
4. Resource and Building Consent will be applied for by the Club.
5. Final landowner approval from Council subject to the Conservation Minister's consent and all necessary consents.
6. Lease finalised by Property unit and signed by Club.

## **6. Conclusion**

The Worsler Bay areas leased by the three clubs is an important recreation hub for water-based activities in the Wellington region. Through the integrated planning approach by the clubs, an opportunity exists for the proposed building to enhance the recreation opportunities the clubs can offer locally, regionally and nationally.

The WBBC is a well organised, well funded group with a focus on youth and family participation in yachting. The impacts of the proposal on open space, and environmental values are considered minor and offer opportunities for improved public access and smarter more functional building.

Council Officers recommend that the Committee approve in principle the construction of the new storage shed, extension of the leased area and the granting of a fresh lease to the WBBC, subject to public notification and obtaining all necessary consents.

Contact Officer: *Peter Hemsley, Coastal Manager*

## **Supporting Information**

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

*The policy supports Council's Strategic outcomes for Wellington residents being more actively engaged in their communities and in recreation and leisure activities. The proposal reduces the barriers to sport and recreation. The policy supports Council activities as a facilitator of recreation partnerships.*

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

*N/A*

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

*The area is near a Maori Heritage site as shown on the District Plan. The normal criteria will apply where Ngati Toa and the Wellington Tenth Trust will be contacted should anything be unearthed.*

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

*The decision made by the Committee will ultimately determine whether or not the proposed building can be constructed to alleviate the storage concerns of the Boating Club and allow the club to expand.*

### **5) Consultation**

#### **a) General Consultation**

*All three leasees have been involved in the planning discussions. The Boating Club has also consulted with the Regional Council, the Residents Association and individual home owners. .*

#### **b) Consultation with Maori**

*Consultation has been undertaken with The Wellington Tenth Trust and Ngati Toa. They have advised they have no objection to the development subject to standard coastal conditions and the discovery of artefacts.*

#### **c) Consultation with Department of Conservation**

*The Department of Conservation have been consulted and have no objections to the proposal subject to conditions on penguin removal and other standard coastal conditions.*

### **6) Legal Implications**

*Council has delegated authority to grand land owner approval to this proposal under the Reserves Act 1977.*

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

*The proposal is consistent with the Council's Leases Policy for Community and Recreation Groups (2001) and the Recreation Strategy (2003).*



Figure 1 Existing Building View



Figure 2 Proposed Building view

Figure 3 Site Plan of Buildings Before and After

