



Christchurch City Council

BURWOOD/PEGASUS COMMUNITY BOARD AGENDA NO 209

20 APRIL 2005

5.00 PM

IN THE BOARDROOM,
CNR BERESFORD AND UNION STREETS
NEW BRIGHTON

Community Board: Glenda Burt (Chairperson), Carole Evans, Carmen Hammond, Caroline Kellaway, Tina Lomax, Don Rowlands, Gail Sheriff

Community Board Principal Adviser
Clare Sullivan
Telephone: 941-6601
Fax: 941-6604
Email: clare.sullivan@ccc.govt.nz

Community Secretary
Graham Sutherland
Telephone: 941-6624
Fax: 941-6604
Email: graham.sutherland@ccc.govt.nz

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1. **APOLOGIES**

2. **CONFIRMATION OF REPORT**

The report of the ordinary meeting of the Burwood/Pegasus Community Board held on Wednesday 30 March 2005 has been circulated to Board members.

CHAIRPERSON'S RECOMMENDATION

That the report of the ordinary meeting held on Wednesday 30 March 2005 be confirmed.

3. **PETITIONS**

4. **DEPUTATIONS BY APPOINTMENT**

4.1 **BEXLEY ROAD PEDESTRIAN/CYCLE PATH**

Geoff Cox, Bexley Residents' Association, will be in attendance to speak about the above report. (Clause 7)

4.2 **QEII PARK CONCEPT PLAN**

Nigel Dixon, Ascot/Freeville Residents' Group and Marie Austin, North New Brighton Residents' Association, will be in attendance to speak about the above report. (Clause 8)

5. **CORRESPONDENCE**

6. **RESIDENTS' ASSOCIATIONS**

Time is allocated at Board meetings for Residents' Association representatives to address the Board on local matters.

Marie Austin, from the North New Brighton Residents' Association, will be in attendance to outline the group's activities. Each residents' group is invited to do this in rotation.

7. **BEXLEY ROAD PEDESTRIAN/CYCLE PATH**

General Manager responsible:	General Manager City Environment
Officer responsible:	Transport and City Streets Manager
Author:	Alix Newman, Capital Programme Team Leader, DDI 941-8742

4. A plan for a pathway extending from Wetlands Grove to the existing pathways at the Bexley/Breezes/Bridge/Dyers roundabout has been developed. The pathway follows Bexley Road and is located on the east side. As shared usage with low to medium usage is envisaged, a sealed path of 2.5 metre width is required. Parts of the path are located within Transit NZ road reserve and other parts of the pathway are on adjacent Christchurch City Council (CCC) property.
5. Members of the local community, contacted through the Bexley Residents' Association and through pamphlet deliveries are fully supportive of the pathway, and no dissenting views on the path proposal have been received. Most consultation feedback has been complaining about the lack of haste in completing the path.
6. The intended path is shown in the attached plans.
7. The different land ownership under the path creates asset ownership and maintenance questions. About 330 metres of pathway are on land owned by CCC. Some 540 metres of pathway are on legal road (State Highway) corridor.
8. Transit NZ are supportive of the pathway, and will maintain its full extent once completed. Transit NZ have not planned for this path and it would not receive particularly high priority from them. As the path has a much higher priority for the CCC, the CCC has decided to construct the path. However, being on Transit NZ land, it will require the partial conversion of budget capital to operational funding for its construction.

FINANCIAL AND LEGAL CONSIDERATIONS

9. The path is expected to cost \$170,000, and the cycleways budget has sufficient capital for the project. Approximately \$105,000 of this capital will be required to be converted to operational funding to allow construction of the path on non-CCC land.
10. There are no legal considerations relevant to the pathway.

STAFF RECOMMENDATION

It is recommended that the Board approve the Bexley Road pathway, shown in plan RD 1707 (attached) for tender and construction.

CHAIRPERSON'S RECOMMENDATION

That the abovementioned recommendation be adopted.

BACKGROUND ON BEXLEY ROAD CYCLE AND PEDESTRIAN PATH

11. Bexley Road is part of the Christchurch ring road and is a State Highway. It carries some 10,000 vehicles per day, with a high proportion of heavy commercial traffic due to its connecting function with the port of Lyttelton. The speed limit is 70 km/h and the existing carriageway width is just over 7 metres. The shoulders are unsealed and too rough for cycling. Between Wetlands Grove and Bridge Street, no pathway exists, but a dirt track has formed on the eastern side of the road.
12. There have been repeated requests by members of the local community, and two petitions made to the Board for a pathway to be established, as many children from the new subdivision around Wetlands Grove go to South New Brighton School. Their only option for reaching that school is via Bexley Road. The Cycle Network Plan also recommends a cycle path along this section of road.
13. A project was established with the objectives of:
 - To improve the safety of cyclists and pedestrians travelling from Wetlands Grove to Bridge Street.
 - Create a pathway that is sympathetic with the environmental, drainage and amenity values of the area.
14. The key issues involved in the project's development were:
 - The path was initiated to meet the needs of children cyclists and pedestrians in the area. It therefore needed to be wide enough for combined usage (but not high usage), and appropriately lit.
 - The path is to run adjacent to State Highway, and will partially be on Transit NZ land. Land ownership and maintenance issues will need resolution.
 - The land currently known as Bexley Reserve (295 Bexley Road) is considered of high ecological significance.
 - It is known to have been filled in the past but the state and stability of the land is unknown.
 - ECan's Natural Resources Regional Plan affects this area, and that the land is within 30 metres of a downstream river, indicating a resource consent is necessary for any work in this area.
 - The land is within stopbank height control areas and coastal set back and flood management areas, all of which require specific comment.
 - Greenspace matters are:
 - Freshwater springs in Bexley Reserve: their position needs to be confirmed and this project assessed for any impact.
 - Areas of low stopbank: some parts cycleway path are sitting at a lower level than desired in relation to flood risk in the area. Consideration of a stopbank in the immediate proximity may be sensible in relation to either this path, or subsequent subdivision work.
 - Drainage: drainage recommendations have been made by Greenspace. These need to be considered in the project evaluation.

OPTIONS

15. Only one option for this path was investigated. The project's initiating objective was very clear in the requirement for a path and the community requirement was equally clear that it needed to be on the east side of the road to satisfy the movement patterns of the subdivision residents.
16. With those parameters established a path alignment was proposed that generally placed the path on the driest parts of the available land, but was still close enough to the carriageway to be properly lit.
17. The local community raised the need for this path, and other than a clear expression that it be on the east side of Bexley Road, have largely not been too worried about design specific issues.
18. The do-nothing option does not achieve any of the project's objectives, does not meet the community's expectations for a path to be developed, and does not satisfy the Council's requirement as communicated through the 2004/05 Annual Plan. It was not considered further as a practical option for this project.

PREFERRED OPTION

19. The preferred option is a 2.5 metre wide pathway, on the east side of Bexley Road, running from Wetlands Grove to Bridge Street, as per the plan earlier in the report.
20. The chosen option meets the primary safety objective, as the new pathway is segregated from the roadway. No side streets will have to be crossed.
21. The proposed option satisfies the “sympathetic with the environmental, drainage and amenity values of the area” criteria through the following:
 - Where the pathway is not on legal road, it is as close as possible to the legal boundary as the cross falls allow, in order to not interfere with the wetland. There are also thought to be freshwater springs in the area south of the former Anthony Road, but no-one asked about them has ever been able to conclusively confirm their existence or location. The pathway is believed, though, to be clear of the likely locations of the springs, as the land adjacent chosen for the pathway is dry. There is a man-made drainage channel along the north side of the former Anthony Road and the last 2 metres of this channel is proposed to be filled with pitrun, allowing for the cycleway to be constructed clear of the batter of Bexley Road.
 - There is no specific landscaping to be carried out as part of the pathway construction. There is, however, extensive landscaping to be put into place in conjunction with the Bexley Wetland Restoration project.
 - The proposed path alignment commences at the intersection of Wetlands Grove and Bexley Road, and terminates at the intersection of Bexley/Breezes/Bridge/Dyers. The path commences on Transit NZ owned land, then crosses into CCC owned land, before terminating again on Transit NZ land. About 330 metres of pathway are on land owned by CCC. Some 540 metres of pathway are on legal road (State Highway) corridor. Transit NZ fully approve of the pathway and will maintain it, after the CCC has constructed it.
 - Bexley Wetland has been used as a private landfill since the 1940s until the 1990s. Large areas of the wetland contained contaminated soils. A restoration project is underway, with contaminated soils being stockpiled and capped immediately adjacent to the proposed pathway. CCC holds several resource consents for this major environmental enhancement work. The exact location of the contaminated mound was slightly adjusted, so that the proposed pathway could be accommodated. As part of the restoration project, two walkways are proposed on the mound. One of these walkways will now be linked to the proposed cycle/pedestrian pathway along Bexley Road.
 - A lighting assessment has been carried out. The existing lighting along Bexley Road will illuminate the proposed pathway to meet the required P3 classification. One light pole at 28 Seabreeze Close is to be relocated and a longer outreach arm to be fitted.
 - The existing consents for the Bexley Wetland Restoration Project have been studied in light of this project. It is concluded that no additional resource consent be required for this project.
 - The pathway has had a safety audit. Its safety status is satisfactory and no issues require any changes to be made.

8. QEII PARK CONCEPT PLAN

General Manager responsible:	General Manager Strategic Development
Officer responsible:	Acting Research and Policy Manager
Author:	Paul Cottam, Senior Policy Analyst, DDI 941-6385

PURPOSE OF REPORT

1. This report summarises progress on the QEII Concept Plan, and the next steps in its formulation. As well as the general proposed land usages at the park, issues covered in the report include sports accommodation, Ascot Green, and the Ascot Golf Course.

EXECUTIVE SUMMARY

2. The concept plan represents a guideline to what is seen as an aspired or ideal future shape for QEII Park. The intent of the plan is to define “envelopes of activity” for future use, rather than present a timetabled development plan. As a visioning document with a ten-year outlook, the plan will guide the sustainable development of QEII Park by providing a means to assess future development requests and proposals.
3. The proposed plan identifies as a conceptual framework the following aspects:
 - Building envelopes around the core main stadium and pools building.
 - A stadium and pools building envelope allowing for sensible expansion of sports facilities, which could include but are not limited to aquatic facilities, high performance sports, active indoor recreation, hydroslide expansion and outdoor recreation/pool/spa areas.
 - Providing a building envelope for the current and future growth of the Christchurch School of Gymnastics.
 - A substantial ring of green space areas for sporting and recreational purposes.
 - Protecting the integrity of the golf course and preserving its existing features.
 - Planning for improved vehicle, cycle and pedestrian safety as well as better access and flow into, through and out of the park.
 - An enlarged area around the community centre for locating community activities and localised leisure activities away from core facility building area, eg community crèche, petanque/boccia and playground.
 - No provision for on-site sports accommodation.
4. The next stages in producing the plan are:
 - (a) The proposed QEII Park Concept Plan is reported to Council at its 28 April 2005 meeting.
 - (b) Public consultation on the proposed plan to be carried out from late May to early July 2005.
 - (c) A final report on the QEII Park Concept Plan is presented to Council by the end of July 2005.

FINANCIAL AND LEGAL CONSIDERATIONS

5. No capital expenditure has been attached to the plan as this is solely a concept plan to guide decision-making on future use and activities at QEII Park. Infrastructural improvements could be phased in over several years. Council funding would be subject to assessing the costs and benefits of these improvements and evaluating them against other potential projects at the time.

Future development will often involve partnerships with other providers. It is not possible to predict when proposals will arise. The Council's role may be providing access to land rather than contributing to capital costs (eg Christchurch School of Gymnastics extension, the proposed Ice Arena).

STAFF RECOMMENDATION

It is recommended that the Board provide comments or recommendations on the proposed QEII Park Concept Plan that can be considered alongside the report on the Plan going to Council at its 28 April 2005 meeting.

CHAIRPERSON'S RECOMMENDATIONS

1. That the Board request that Ascot Green be recognised as a reserve under the Reserves Act 1977.
2. That the Board advocate in the LTCCP for provision of an upgraded entranceway to QEII Park off Travis Road, with adequate traffic management considered as part of the entranceway.
3. That the Board does not support the provision of sports residential accommodation within QEII Park.
4. That the Board supports the retention of the roadway between "O" and "P" as shown on the attached plan.
5. That the Board does not support the proposed new roadway from Ascot Avenue.
6. That the Board supports the retention of the crèche in immediate proximity to the main stadium and facilities at QEII.
7. That the Board request that officers ensure the existing traffic management plan includes clean-up services for neighbouring streets after events at QEII park.
8. That the Board request provision of adequate on-site parking to meet the future growth anticipated by the concept plan.

BACKGROUND

6. QEII Park contains the largest recreational facility in Christchurch. There is increasing demand for facilities and open space at the park. There is also widespread community interest in the type of activities that occur in the facility buildings and on the surrounding park area.
7. Both the Council and QEII Park management are regularly approached with proposals or requests for activities at QEII Park. For example, in 2003 the Council was approached regarding the construction of a sports academy at the park, which included sports accommodation.
8. At the moment the Council has no real framework to guide planning decisions regarding the balance between green space and built space. There is also no clarity about the appropriateness of on-site sports accommodation, which would be a departure from the current level of service provided at QEII Park.
9. To address these issues, in 2003 the Council passed the following resolutions:
 - (a) That priority be given to the preparation of a long-term concept plan and policies for the future development of QEII Park.
 - (b) That the long-term concept plan be subject to the special consultative process.
 - (c) That staff include reference to the siting of sport related accommodation at QEII Park in the long-term concept plan.
10. An inter-unit staff working party was formed to oversee the forming of the plan. The following goals were formed to guide its development:
 - Identify generally how much of QEII Park, and specifically what areas, should be retained as green space, and what areas should be set aside for built up space.
 - Identify current and future vehicle and pedestrian access and flow throughout the park.
 - Include reference in the plan to the possible siting of sports related accommodation (as requested by the Council).
11. The process used to develop the concept plan has included research, community consultation and professional advice. The initial consultation comprised nine focus groups held in June and July of 2004. These included local residents associations, sports organisations, sports businesses at QEII Park, schools and youth. The process also involved discussions with the Burwood/Pegasus Community Board, the then Community and Leisure Committee and a staff working party.
12. Focus group discussion centred on how QEII Park should be developed in the future, how much of QEII Park should be built up and how much should remain green space, and attitudes towards the locating of sports-related accommodation at QEII Park. The working party also gave consideration to current and future leisure demands for QEII Park for sport and recreation users, the local community and the general public; current recreation trends and demographic patterns; and the relevant policies and current planning issues for QEII Park.

CONCEPT PLAN PROPOSAL

13. Following the assessment of various options, a proposed option was developed (see attachment). This option is considered to provide the best provision of space for a multi-use sport, recreation, leisure, and events location, as well as balancing local community versus wider metropolitan needs. Its main advantages and disadvantages are noted in Table One below, with the advantages being seen to outweigh the disadvantages in terms of both their quantity and quality.
14. It should be noted that although the plan identifies and allows realistic expectations from the public about what areas will be used for what purposes this does not mean that the Council is committed to funding the plan. It is expected that future developments would be considered by Council on their own merits, and would be subject to separate decision making processes before Council would commit any funding.
15. Furthermore, the plan should not delay progress on current developments which are largely complimentary with the plan's vision, eg the ice arena, and the proposed Christchurch School of Gymnastics expansion. It is intended that the Local Government Act consultation requirements for the current expansion within the total gymnastics building envelope, which has received financial support from Council through the Metropolitan Funding Committee, will be done as part of the public consultation for the concept plan.

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16. A vision is important to broadly describe what the plan is intended to achieve, and to provide a guide for its utilisation. During the initial consultation process of putting together the plan, the following vision for QEII Park was formed:

(b) **Ascot Green**

There was considerable discussion in some of the focus groups about the status of Ascot Green and the ability of locals to access it for casual recreation purposes. Notwithstanding these concerns, the proposed plan recognises Ascot Green as recreational green space and retains this area within the park as part of one fee simple entity.

It is considered that both metropolitan and local needs can be well met in this fashion without the need for Ascot Green to become a reserve under the Reserves Act (1977), ie the proposed plan calls for Council ownership and management of QEII Park as one cohesive unit.

The advantages and disadvantages of Ascot Green remaining as fee simple or changing to reserve status are summarised in Table Two below.

Table Two: Ascot Green Options

1. Ascot Green as Fee Simple	
Advantages	Disadvantages
<ul style="list-style-type: none"> • Management of QEII Park as one cohesive unit. 	<ul style="list-style-type: none"> • Land could be sold or leased to other interests
<ul style="list-style-type: none"> • Recognised in Concept Plan as recreational space and part of green space ring around core buildings. 	<ul style="list-style-type: none"> • Council could use space for non-sporting or non-recreational purposes.
<ul style="list-style-type: none"> • More flexible use of Ascot Green space for sport, recreation and events. 	
<ul style="list-style-type: none"> • QEII Park has a citywide significance as a sport and recreation destination. 	
<ul style="list-style-type: none"> • Some protection in LGA (s138: cannot sell or dispose of part of park without consultation). 	
<ul style="list-style-type: none"> • Protection in City Plan for QEII Park ('Open Space 3'), eg retention of open space, building limitations. 	
2. Ascot Green as a Reserve	
Advantages	Disadvantages
<ul style="list-style-type: none"> • Preservation of Ascot Green as a reserve and recreational space. 	<ul style="list-style-type: none"> • QEII Park not able to be managed as one entity by Council.
<ul style="list-style-type: none"> • Limits on types of activity that could occur. 	<ul style="list-style-type: none"> • More limited land uses for Ascot Green, eg limits the power of the Council to grant leases and licences over the reserve.
	<ul style="list-style-type: none"> • Need to go through consultation under LGA (s138) to change park status.
	<ul style="list-style-type: none"> • Management Plan needs to be completed pursuant to the Reserves Act.
	<ul style="list-style-type: none"> • Will involve the Minister of Conservation in some decisions.
	<ul style="list-style-type: none"> • The reserve must be managed within the classified purposes of the Reserves Act 1977.
	<ul style="list-style-type: none"> • Limits the power of the Council to grant leases and licences over the reserve.
	<ul style="list-style-type: none"> • There are strict notice requirements under the Reserves Act.
	<ul style="list-style-type: none"> • Public notice would be required under the Reserves Act prior to classifying the reserve.

(c) **Ascot Golf Course**

There are several aspects of the concept plan that impact on the lease operated by the Ascot Golf Course. Potentially these relate to small areas of the Ascot Golf Course between the Ascot Community Centre and Ascot Green as already noted, and how the walking track at QEII Park may link up with the Travis Wetland via Beach Road.

These impacts have been discussed in general terms with the leaseholder, who is broadly happy to accommodate them. The golf course lease has another seven years to run.

(d) **Consistency with Policy**

The overall vision is consistent with the results anticipated from metropolitan facilities such as QEII Park, as described in the Christchurch City Plan.

The proposed option is consistent with Council policies such as the Recreation and Sport Policy (eg catering for all users as well as target groups), and the Physical Recreation and Sport Strategy (eg encourages sporting excellence, allows for partnerships with private or non-commercial providers).

(e) **Consultation Process**

Given that the plan is of a concept nature rather than being a specific development programme about to be carried out, and that consultation to date has been carried out with key interest groups, there appears to be no real need or benefit to carry out a special consultation process.

Accordingly, it is considered that general public consultation would effectively enable the wider community to comment on the plan. A motion to Council to rescind the earlier special consultation resolution would be needed.

9. ENVIRONMENT CANTERBURY CHRISTCHURCH AREA COMMITTEE REPRESENTATIVE

General Manager responsible:	General Manager Regulation and Democracy Services
Officer responsible:	Secretariat Manager
Author:	Graham Sutherland, Community Secretary, DDI 941-6624

PURPOSE OF REPORT

1. The purpose of this report is to request that the Board appoint a representative to the Environment Canterbury Christchurch Area Committee.

EXECUTIVE SUMMARY

2. The Christchurch Area Committee was established by Environment Canterbury during the last triennium and its membership included a representative from each of the Christchurch City Community Boards. Chrissie Williams was the Burwood/Pegasus Community Board representative during the last triennium.
3. Environment Canterbury has requested that the Burwood/Pegasus Community Board appoint a representative for the 2004-2007 triennium. The Christchurch Area Committee's Terms of Reference are attached.
4. The Christchurch Area Committee met on 16 March 2005 and decided that no formal meetings would be held for the rest of the year but that seminars on topics of interest would be organised. Two seminars have been scheduled for 12 July and 23 November 2005. The minutes of the 16 March meeting have been separately circulated to board members.

FINANCIAL AND LEGAL CONSIDERATIONS

5. Where Board members are appointed to outside organisations, their attendance at meetings will be covered by their elected members' salary. Thus, there are no substantial financial implications, apart from the payment of mileage incurred in attending such meetings.

STAFF RECOMMENDATION

It is recommended that the Board appoint a representative to the Environment Canterbury Christchurch Area Committee.

CHAIRPERSON'S RECOMMENDATION

For discussion.

10. REQUEST FOR LEAVE OF ABSENCE - CAROLINE KELLAWAY

1. The purpose of this report is to advise that Caroline Kellaway will be overseas from 24 April to 10 June 2005 attending her nephew's wedding and the 61st Anniversary Remembrance Day at Monte Cassino.
2. Caroline Kellaway has requested leave of absence from the Burwood/Pegasus Community Board meetings of 4 May, 18 May and 1 June 2005.

CHAIRPERSON'S RECOMMENDATION

That Caroline Kellaway be granted leave of absence from the Burwood/Pegasus Community Board meetings of 4 May, 18 May and 1 June 2005.

11. COMMUNITY BOARD PRINCIPAL ADVISER'S UPDATE

- 11.1 For members' information attached are schedules of funds distributed in 2004/05 for the Discretionary Funds (following the allocation meeting on 18 February 2004) and the Community Response Assistance Fund.
- 11.2 For members' information a list of all Board Committees, Subcommittees and Working Parties is attached.
- 11.3 **NOTICE OF UPCOMING BOARD REPORTS**

Board Objectives and Performance Measures - May 2005
Shirley Rugby Club: Additional Park Lighting - May 2005
Bexley Walkway - June 2005