

4. HALSWELL QUARRY PARK SISTER CITIES KOREAN AND CHINESE AREAS

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PURPOSE OF REPORT

1. The purpose of this report is for the Halswell Quarry Park Sister City Garden Subcommittee to make a decision on how to implement the draft plans for the Korean and Chinese Gardens at Halswell Quarry Park, (**refer attachments 1 and 2**) as resolved by the Council on 28 August 2008.

EXECUTIVE SUMMARY

2. Halswell Quarry Park is a 55 hectare regional park located between Cashmere Road and Kennedy's Bush Road in Halswell. This park currently contains recreational walks, historical sites and botanical gardens.
3. The Sister Cities areas at Halswell Quarry Park were a millennium project initiated by Turning Point 2000. Due to the Christchurch Botanical Gardens being filled to capacity Halswell Quarry Park was identified as a suitable site for the Sister City areas. The Sister Cities Garden Park became part of the Halswell Quarry Park Management Plan when it was reviewed in 1998. For each collection an area of up to 10,000m² (approximately) is available to suit the plant type from each Sister City using botanical plantings.
4. Each of Christchurch's Sister City relationships is co-ordinated by a committee. These committees are made up of volunteers from many different backgrounds such as school teachers, Councillors, media and sports people. The Christchurch City Council employs three International Relations Co-ordinators, who advise and support the Sister City Committees.
6. The objectives of the Sister Cities programme are:
 - (a) To promote relationships between the people of Christchurch and the people of her Sister Cities.
 - (b) To continue to increase international understanding and opportunities for wider reaching relationships through the promotion of our Sister Cities in Christchurch.
 - (c) To involve a range of community groups including (but not limited to) organisations and other interest groups and, where appropriate, local business under the auspices of key business facilitators.
 - (d) To promote Christchurch as a city welcoming tourism and visitation, and international economic development.
7. According to the Management Plan (1998) the goal for Halswell Quarry Park is to optimise the potential of the physical, biological and historical characteristics of the Halswell Quarry Reserve, for a wide variety of recreation activities and public uses and enjoyment, consistent with its location at the foot of the Port Hills.
8. The objectives of the Management Plan (1998) are:
 - (a) To progressively develop the reserve for various extensive recreation uses, both active and passive, compatible with the area's character and historic activities.
 - (b) To enhance the landscape qualities and biological diversity of the site and to retain its rural atmosphere.
 - (c) To promote an awareness and appreciation of the historic significance of the area to the early growth of Christchurch and to preserve the historic areas of the quarry and its buildings.
 - (d) To restore the Halswell Quarry to enable safe public access and develop its recreational and educational potential.
 - (e) To develop the reserve in a way that is consistent with past activities and neighbouring land uses.

9. The priorities for the development and management of Halswell Quarry according to the Management Plan (1998) are:
 - (a) Continued promotion of Halswell Quarry Park's rich historical resource and the part it has played in the formation of Christchurch.
 - (b) Preservation and enhancement of Halswell Quarry Park's rural character, open space and its value as a place for passive recreation.
 - (c) Continued emphasis on native revegetation plantings to provide a framework for the site, including a native wetland and kahikatea forest.
 - (d) Creation of the Sister Cities Garden Park; a satellite botanical collection of plants from Christchurch's six sister cities will build an impressive exotic collection mainly within the central core of Halswell Quarry Park. The Canterbury botanical collection will be represented by a large area of native wetland and kahikatea forest.

10. At the Christchurch City Council meeting held on Thursday 28 August 2008 the Council resolved:
 - (a) *Until the new management plan review is complete, use its authority to depart from the Halswell Quarry Management Plan to approve a shorter process for the approval of proposed structures from the Sister Cities Gardens Committees, whereby plans are submitted for approval before a Council subcommittee comprising Councillors Sally Buck and Mike Wall, Senior Transport and Greenspace staff and the General Manager Public Affairs.*

 - (b) *That the proposed buildings are subject to appropriate building consents and approval from NZHPT (New Zealand Historic Places Trust) and that public stakeholder input is provided through a standard project information leaflet.*

FINANCIAL IMPLICATIONS

11. The cost and maintenance of each of the Korean and Chinese Sister City areas will be provided by the Sister City Garden Committees from funds raised.

Do the Recommendations of this Report Align with 2006-16 LTCCP budgets?

12. Not applicable, as funding is provided by each Sister City Committee. The existing \$45,000 per year for Halswell Quarry Park new assets development will not be affected.

LEGAL CONSIDERATIONS

13. Any work approved by the Subcommittee will be carried out by a Council-approved contractor.

14. Halswell Quarry Park is zoned Conservation 2 (C2) and under the operative City Plan, the structures proposed by the Sister City Gardens Committees must meet any building consent conditions. It is not anticipated that resource consent will be required for the structures.

15. Halswell Quarry Park is not legally a reserve, and currently does not require a management plan (subject to the Local Government Act 2002, but not Reserves Act 1977). Regardless of this, the Council has (as it does for other parks) an active Management Plan for the park.

16. The Halswell Quarry Park Sister City Garden Subcommittee has delegated authority from the Council to make a decision on the implementation of the Korean and Chinese areas at Halswell Quarry Park.

Have you considered the legal implications of the issue under consideration?

17. Yes, as per above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

18. LTCCP 2006-16

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- (a) Community – By providing welcoming areas for communities to gather and interact
- (b) Safety – By ensuring our parks, open spaces and waterways are healthy and safe places
- (c) Environment – By offering opportunities for people to contribute to projects that improve our city's environment
- (d) Governance – By involving people in decision-making about parks, open spaces and waterways
- (e) Prosperity – By contributing to Christchurch's garden city image and attracting business, skills and tourism
- (f) Health – By providing areas for people to engage in healthy activities
- (g) Recreation – By offering a range of active and passive recreation and leisure opportunities in parks, open spaces and waterways
- (h) Knowledge – By providing the opportunity to learn through social interaction and recreation
- (i) City Development – By providing inviting, pleasant and well cared-for environments

19. Parks and Open Spaces Activity Management Plan – The Council's objective with urban parks is to provide and manage Community Parks, Gardens and Heritage Parks, Sports Parks, Riverbanks and Conservation Areas throughout the city that provide amenity values, areas for recreation and organised sport, garden environments and green corridors, that contribute to the city's natural form, character, heritage and Garden City image.

20. Halswell Quarry Management Plan (1998).

Do the recommendations of this report support a level of service or project in the 2006-16 LTCCP?

21. Yes, as per above.

ALIGNMENT WITH STRATEGIES

22. Social Wellbeing – cultural diversity is respected. People and communities participate in decision-making and political processes.

- (a) Safer Christchurch Strategy 2005 – Aims to make Christchurch “the safest city in New Zealand” for both residents and visitors.
- (b) Biodiversity Strategy 2008 - promotes the need for countries to work together and to co-ordinate efforts to tackle biodiversity issues using a variety of approaches including science and research, information exchange, national planning, education and training.
- (c) Port Hills Recreation Strategy 2004 – to protect and enhance the natural and cultural values and recreation assets of the Port Hills reserves to support their use for a diverse range of complementary recreation activities.

Do the recommendations align with the Council's strategies?

23. Yes, as per above.

CONSULTATION FULFILMENT

24. In October 2008 a publicity pamphlet was distributed to approximately 600 residences and key stakeholders (**refer attachment 3**). It was also made available at Council libraries and service centres, as well as featuring on the Council “Have your say” website. An article was also written in the “Our Christchurch” page in the Christchurch Star (22 October 2008) inviting residents to participate in the consultation process. The publicity pamphlet that was distributed included a summary of the concept, initial concept plans and a feedback form. Feedback was sought from the community to see whether each proposal was generally supported.

Consultation Outcome - Public Information Leaflet

25. The consultation received a 31 per cent response rate (186 responses) and community feedback was mostly in support of both plans (**refer attachment 4**).
- 111 submitters (59 per cent) Korean Garden - responded "YES – I support the concept plan".
 - 76 submitters (40 per cent) Korean Garden - responded "NO – I do not support the concept plan".
 - 2 submitters (1 per cent) Korean Garden – position not indicated.
 - 103 submitters (55 per cent) Chinese Garden- responded "YES – I support the concept plan".
 - 85 submitters (45 per cent) Chinese Garden - responded "NO – I do not support the concept plan".
 - 1 submitter(1 per cent) not indicated.
26. Eight late submissions were received - date stamped after **Friday 7 November 2008** (closing date of consultation). Five were in support of the Korean area and three were not in support of the Korean area. Three were in support of the Chinese area and five were not in support of the Chinese area. Even If these submissions had been received in time they would still not have had an effect on the overall results above.
27. In addition to the 600 information leaflets distributed, staff also held two targeted workshops, the first one for local residents and the second one for local residents' associations and key stakeholders. On 3 November 6 of November two workshops were run with the purpose of "discussing residents' views on the draft plans for the Korean and Chinese gardens at Halswell Quarry as part of the public consultation process". Invitations for the first workshop were limited to those who reside directly near the area of the Quarry where the existing Korean area and proposed Chinese Sister City area are located. Residents' Associations and Key Stakeholders invited to the second workshop were selected as having an interest in Halswell Quarry Park and were not selected for geographical reasons. These groups included Halswell Lions Club, Athletics Canterbury, Christchurch Korean School, Halswell Residents' Association, Kennedys Bush Road Neighbourhood Association and Christchurch Combined Residents Association'.
28. The workshops included the following process:
- (a) Review of the proposed plans with clarification of items on each plan and background on why these items were chosen.
 - (b) Critique of the plans by the community, using the following techniques:
 - (i) Activity 1: 'Dot voting' to identify issues and areas of agreement. Green stickers used to indicate "parts of the plan you like", red stickers to indicate "parts of the plan you do not like" and orange stickers to indicate parts of the plan "you could live with". (Used for both workshops and plans).
 - (ii) Activity 2: 'Card sorting' to identify pros, cons and ideas for improvement for the plans. Small groups worked together to come up with a list of pros, cons and ideas for improvement. These were then discussed amongst the larger group (used for Chinese plan for 3 November workshop).
 - (iii) Activity 3: 'Full circle' to identify pros, cons and ideas for improvement for plans. Groups circulated around three tables to come up with a list of pros, cons and ideas for improvement. Each table was visited twice, on the second visit ticks were used to indicate the top three for the list of pros, cons and ideas for improvement. (used for Chinese plan for 6 November workshop).
 - (iv) Activity 4: A facilitated discussion after each activity (used for all plans at each workshop).

29. Issues with the above workshops:

- (a) Dot voting: Strength – provides a good visual snapshot of how the attendees feel. Weakness – is open to influence from more dominating attendees with use of extra dots (over the assigned three dots of each colour for each plan limit).
- (b) Card sorting: Strength – provides constructive feedback in a more positive light, provides more detail than dot voting. Weakness – time-consuming, took longer than expected.
- (c) Full circle: Strength – efficient and active way of collecting data. Weakness – people can be influenced by what has previously been written down.
- (d) Attendance – it would have been preferable to have had different attendees at each workshop, to canvass a wider range of views.

Consultation Outcome - Workshops

30. The key issues identified by submitters from the 3 November Workshop for immediate residents (**refer attachment 5**) relate to:

Korean Area

- The gateway – size and location
- The structures do not comply with the Management plan
- Potential for graffiti issues

Chinese Area

- The plan does not fit with the natural rural setting of the park
- The size of the structures (too large)
- The location of the steps on the hillside
- The formality of the plan
- The structures do not comply with the Management plan

31. The key issues identified by submitters from the 6 November Workshop for residents' associations and key stakeholders (**refer attachment 6**) relate to:

Korean Area

- The gateway – size/appearance

Chinese Area

- The stairway – size/location/safety
- The structures being against the Management Plan
- The plan does not fit with the natural rural setting of the park

32. Ideas from both workshops for improving the plan include:

- (a) Reducing the size of the structures on each plan
- (b) Removing the structures from the plans and implementing a botanical area instead, as per the Management Plan.
- (c) Changing the location of the Chinese area – move it to a flatter area of the Quarry
- (d) Relocate the gardens to another Park within Christchurch
- (e) Increase vegetation
- (f) Use only one structure of a smaller size
- (g) Include access for the disabled and prams
- (h) Incorporate sporting trails into the plans
- (i) Use native plantings
- (j) Amend the stair design to reduce size and visual impact (use more vegetation/make stairs curvier)
- (k) Use older plant species that are already a larger size.

STAFF RECOMMENDATION

It is recommended that the Halswell Quarry Park Sister City Garden Subcommittee resolve to:

- (a) Approve the landscape plan for the Korean area at Halswell Quarry Park, subject to the size of the Korean gate being reduced, and proceed to detailed design and construction
- (b) Approve the landscape plan for the Chinese area at Halswell Quarry Park, subject to the size of the structures on the plan being reduced and materials natural to the area of the Quarry being used for the structures (where possible), and proceed to detailed design and construction.

BACKGROUND (THE ISSUES)

- 33. As the Christchurch City Council is the owner of Halswell Quarry Park it has authority to develop and manage the park subject to the Halswell Quarry Park Management Plan (1998) and the City Plan.
- 34. The main objective of Halswell Quarry Park Management Plan is to preserve and enhance its rural character and historic values while enabling passive recreation. This includes providing a botanical collection in Halswell Quarry Park of the Sister Cities Gardens representing each country of origin.
- 35. The direction and management of the current objectives of Halswell Quarry Park can be maintained or amended via the appropriate statutory and transparent public process. This will occur when the Halswell Quarry Park Management Plan is reviewed in 2009.
- 36. The current proposed structures for the Korean and Chinese areas at Halswell Quarry Park fall outside what is allowed for in the Halswell Quarry Park Management Plan. However they do fit within the City Plan rules for the park (C2 zone).
- 37. At the 23 September 2008 meeting of the Halswell Quarry Park Sister City Garden Subcommittee meeting (minutes to be approved) it was resolved:

Korean area

- (a) That staff undertake consultation on the gate and interpretation board outlined in the plan.
- (b) That existing structures which require replacement, and any other proposed structure which is within the management plan, proceed after staff have checked these comply with the Management Plan (totem poles, fence around lantern and wall).

Chinese area

- (a) That the plans for the Gansu Province Garden should go out for public consultation.
- (b) That the consultation material should provide measurements and show the scale of the proposed structure.

THE OBJECTIVES

- 38. The objectives are to make a decision on whether to implement the Korean and Chinese area plans for Halswell Quarry Park.

THE OPTIONS

- 39. The options are:
 - (a) Approve the current plans for the Korean and Chinese areas at Halswell Quarry Park
 - (b) Not approve the current plans for the Korean and Chinese areas at Halswell Quarry Park
 - (c) Ask for amendments to the Korean and Chinese plans as a condition of the approval of the plans.

THE PREFERRED OPTION

- 40. Option (c) Ask for amendments to the Korean and Chinese plans as a condition of the approval of the plans.

ASSESSMENT OF OPTIONS

The Preferred Option

41. Option C Ask for amendments to the Korean and Chinese plans as a condition of the approval of the plans.

	Benefits (current and future)	Costs (current and future)
Social	Providing safe and welcoming areas for communities to gather and interact, encouraging participation in healthy activities, to provide scenic values and encourage a sense of community ownership by working with the community	
Cultural	By contributing to Christchurch's Garden City Image and attracting tourism. By providing a cultural link through the Sister City plantings and structures and creating learning opportunities for park users.	
Environmental	By managing the park to minimise damage to the environment.	
Economic	Providing positive economic and business benefits to the city through its involvement in Sister City Relations through tourism and by providing a cultural and educational link.	
<p>Extent to which community outcomes are achieved:</p> <p>Community outcomes are achieved through a park that provides activities which contribute to our economy, identity, health and well-being. Also the learning opportunities gained from the creation of a Sister City Garden helps users to participate in the community and the economy. It also provides the opportunity to learn through social interaction and recreation.</p> <p>Impact on the Council's capacity and responsibilities:</p> <p>The Sister City areas have been established as part of Halswell Quarry Park to strengthen international civic relationships.</p> <p>Effects on Maori:</p> <p>Protecting biodiversity and indigenous plant associations.</p> <p>Consistency with existing Council policies:</p> <p>A city of people who value and protect the natural environment, a city of inclusive and diverse communities, a well governed city, a prosperous city, a healthy city, a city for recreation, fun and creativity, a city of lifelong learning and an attractive and well designed city.</p> <p>Views and preferences of persons affected or likely to have an interest:</p> <p>Community and stakeholder preferences are outlined in the consultation portion of this report. By choosing this option we are meeting a compromise for both parties. Consultation carried out as required by the Halswell Quarry Management Plan (1998).</p> <p>Other relevant matters:</p> <p>The Halswell Quarry Management Plan will go out for consultation in 2009, this is when it is due for its next review.</p>		

Maintain the Status Quo (if not preferred option)

42. Option B Not approve the current plans for the Korean and Chinese areas at Halswell Quarry Park.

	Benefits (current and future)	Costs (current and future)
Social	Providing safe and welcoming areas for communities to gather and interact, encouraging participation in healthy activities.	
Cultural	None.	
Environmental	By managing the park to minimise damage to the environment.	
Economic	None.	
<p>Extent to which community outcomes are achieved:</p> <p>Community outcomes are achieved through a park that provides activities which contribute to our economy, identity, health and well-being.</p> <p>Impact on the Council's capacity and responsibilities:</p> <p>The Sister City areas have been established as part of Halswell Quarry Park to strengthen international civic relationships. By not approving the plans this may have an effect on our current relationships with our Sister Cities.</p> <p>Effects on Maori:</p> <p>Protecting biodiversity and indigenous plant associations.</p> <p>Consistency with existing Council policies:</p> <p>A safe city, a city of people who value and protect the natural environment, a well governed city, a healthy city, a city for recreation, fun and creativity and an attractive and well designed city.</p> <p>Views and preferences of persons affected or likely to have an interest:</p> <p>Community and stakeholder preferences are outlined in the consultation portion of this report. By choosing this option it is going against the majority of the feedback from submitters, who will be dissatisfied with the result. Consultation carried out as required by the Halswell Quarry Management Plan (1998).</p> <p>Other relevant matters:</p> <p>The Halswell Quarry Management Plan will go out for consultation in 2009, this is when it is due for its next review.</p>		

At Least one Other Option (or an explanation of why another option has not been considered)

43. Option A Approve the current plans for the Korean and Chinese areas at Halswell Quarry Park

	Benefits (current and future)	Costs (current and future)
Social	Providing safe and welcoming areas for communities to gather and interact, encouraging participation in healthy activities, to provide scenic values and encourage a sense of community ownership by working with the community	
Cultural	By contributing to Christchurch's Garden City Image and attracting tourism. By providing a cultural link through the Sister City plantings and structures and creating learning opportunities for park users.	
Environmental	By managing the park to minimise damage to the environment.	
Economic	Providing positive economic and business benefits to the city through its involvement in Sister City Relations through tourism and by providing a cultural and educational link.	
<p>Extent to which community outcomes are achieved:</p> <p>Community outcomes are achieved through a park that provides activities that contribute to our economy, identity, health and well-being. Also the learning opportunities gained from the creation of a Sister City Garden help users to participate in the community and the economy. It is also provides the opportunity to learn through social interaction and recreation.</p> <p>Impact on the Council's capacity and responsibilities:</p> <p>The Sister City areas have been established as part of Halswell Quarry Park to strengthen international civic relationships.</p> <p>Effects on Maori:</p> <p>Protecting biodiversity and indigenous plant associations.</p> <p>Consistency with existing Council policies:</p> <p>A city of people who value and protect the natural environment, a city of inclusive and diverse communities, a well governed city, a prosperous city, a healthy city, a city for recreation, fun and creativity, a city of lifelong learning and an attractive and well designed city.</p> <p>Views and preferences of persons affected or likely to have an interest:</p> <p>Community and stakeholder preferences are outlined in the consultation portion of this report. By choosing this option it is going against the minority of the community feedback, (although they still make up a large proportion of the feedback), who will be dissatisfied with the result. Without this community buy in for the plan it makes it difficult for them to take ownership of the project. Consultation carried out as required by the Halswell Quarry Management Plan (1998).</p> <p>Other relevant matters:</p> <p>The Halswell Quarry Management Plan will go out for consultation in 2009.</p>		