

8. DRAFT CANTERBURY PARK MANAGEMENT PLAN 2010

General Manager responsible:	General Manager, City Environment Group, DDI 941-8608
Officer responsible:	Asset and Network Planning Manager
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PURPOSE OF REPORT

1. The purpose of the report is to recommend that the Riccarton/Wigram Community Board:
 - (a) Approve the Draft Canterbury Park Management Plan 2010 (**Attachment A, circulated separately**), to be notified for public consultation, pursuant to Section 41 of the Reserves Act 1977 and Section 87 of the Local Government Act 2002.
 - (b) Comment on a name for, and possible names for parts of, Canterbury Park, including options, proposed by staff for the Council to consider and formalise following consideration of the public's response to the naming options presented in consultation information associated with the public notice referred to in (a) above.
 - (c) Propose one member of the Board to sit on the Hearings Panel to hear the public submissions received from the public consultation on the Draft Plan.

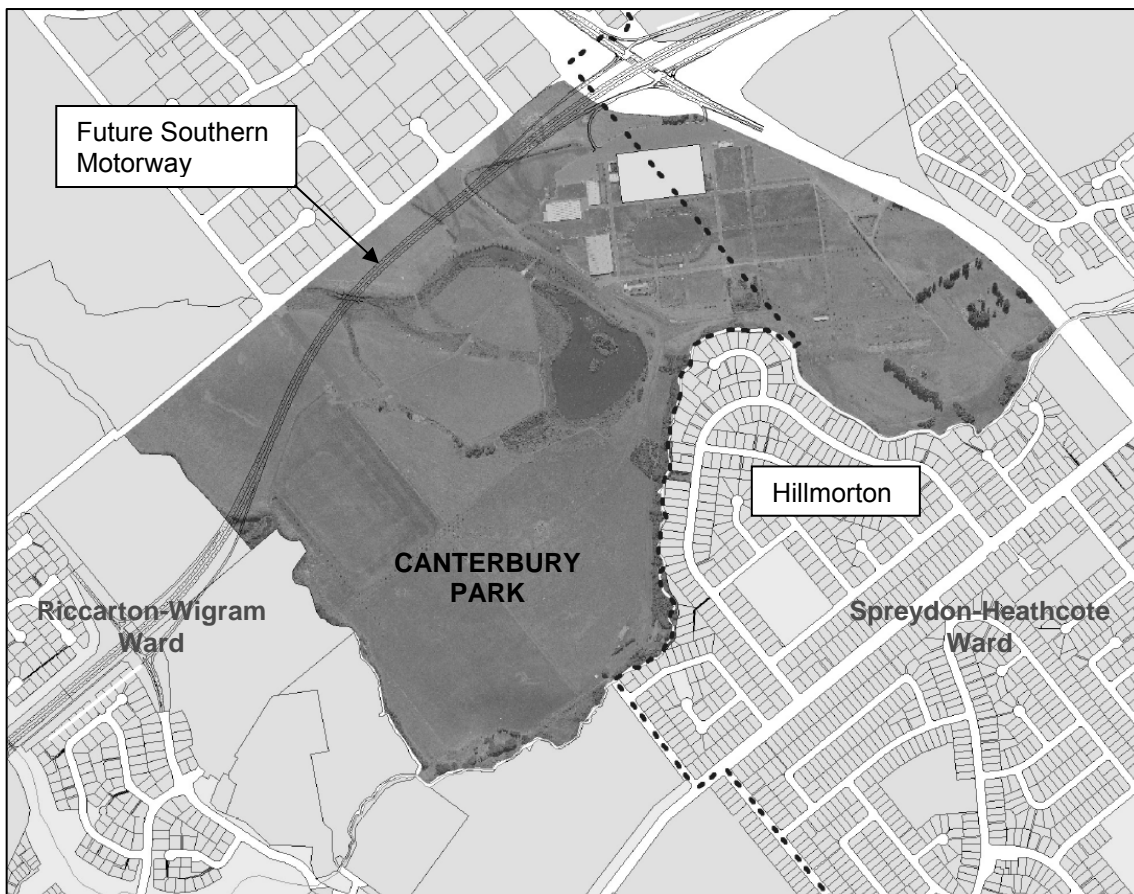
EXECUTIVE SUMMARY

2. On 2 April 2001 the Council purchased from the Canterbury Agricultural and Pastoral Association (A&P Association) an area of land of 90 hectares that was known as Canterbury Agricultural Park. The A&P Association retained ownership of a two hectare enclave in this land area, which is the site of saleyards. The land purchased by the Council lay alongside existing Council land holdings, which included a retention basin and recreation and esplanade reserves. The intention of Council at the time of purchase was to ensure the continuance of the Canterbury Agricultural and Pastoral Show (A&P Show) and to create an expanded park, together with a proposed cemetery, with the A&P Association in partial occupancy. The overall park, covering a total area of 147 hectares, was referred to by staff in a report to Council shortly after the land purchase as Canterbury Park, although it was noted that this name remained to be finalised. **Figure 1** below shows the current setting of Canterbury Park.
3. A lease and licence to occupy were granted to the A&P Association. An agreement was also entered into between the Council and the A&P Association to cover management and grounds maintenance of Canterbury Park, including the Council funding the employment of a caretaker/groundsman.
4. In addition to the A&P Association, there are a number of other regular occupiers and users of Canterbury Park, with some of these formalised through an existing occupation agreement or facilitated as a booking through the Council's booking system.
5. The Council resolved at the time it approved the purchase of the land for a management plan to be prepared for the new facility prior to any commitments being made to locate particular activities on the site. Conditions of the subsequent sale and purchase agreement refer to the Council preparing a management plan for the property and for the plan to outline proposals for development of the property and set guidelines to enable balancing of the interests of competing uses of the property.

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6. Since then, work has been undertaken by staff on the preparation of a Draft Management Plan, including facilitating public consultation on issues in 2004. In 2008, the prospect of the development of the Southern Motorway, planned to commence in 2010, having a significant impact on the area of Canterbury Park gave impetus to completing the management plan. Staff considered that, in light of the complexity of issues and needs for Canterbury Park, a management plan integrating both policies for management and actions for development, and acknowledging the distinct parts of Canterbury Park and the range of uses and users, was required.

Figure 1



7. On 10 December 2009 the Council considered reports from the Riccarton/Wigram and Spreydon/Heathcote Community Boards recommending the Council, pursuant to the powers granted to it under Section 16(2A) of the Reserves Act 1977 (Reserves Act), resolve to classify all the vested reserves on Canterbury Park according to their vested purposes. Classification of these reserves, which needs to happen before the Draft Management Plan is publicly notified, will then mean that when the Draft Plan is subsequently approved following public consultation it will be a legally binding document under the Reserves Act for the parts of Canterbury Park that are classified reserve. Notwithstanding this, the Draft Management Plan has been prepared under the Local Government Act 2002 (LGA) and, with public consultation, the approved management plan will be a contract between the public and the Council under the LGA.
8. The Council has delegated to the Riccarton/Wigram and Spreydon/Heathcote Community Boards the Council's powers under Section 41 of the Reserves Act and Section 138 of the LGA to approve the public notification of the Draft Management Plan. The approvals by the Community Boards, made at the respective meetings of each, are mutually exclusive.

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9. Part B of the Draft Management Plan includes policies to manage Canterbury Park. Part D of the Draft Management Plan raises proposed actions, including for possible developments that could be considered for inclusion in a future Long-Term Council Community Plan (LTCCP).
10. Following consultation with all relevant Council staff and with the existing occupiers of Canterbury Park, including extensive and thorough consultation with the A&P Association, the Draft Canterbury Park Management Plan has now been completed (attachment A). Information and policy in the Draft Management Plan on values of importance to the tangata whenua has been provided by Mahaanui Kurataiao Limited.
11. A seminar on 23 November 2009 and subsequent briefing on 23 November 2009 were facilitated by staff to inform both the Riccarton/Wigram and Spreydon/Heathcote Community Boards on the Draft Management Plan and the process of its preparation and proposed notification.
12. Following the consultation requirements prescribed in Section 41 of the Reserves Act, submissions on the Draft Plan will be received over a period of no less than two calendar months. Staff propose that this period of consultation commence in early March 2010.
13. A Council Hearings Panel will subsequently hear submitters and consider the submissions received. The Council has delegated to the Hearings Panel the power to approve the Draft Management Plan as the operative plan.
14. The power to resolve to formalise the name for Canterbury Park, and names of its parts if required, remains with the Council, following the process outlined in the Council's Naming of Reserves and Facilities Policy, including the naming proposals being referred first to the Riccarton/Wigram and Spreydon/Heathcote Community Boards for comment.
15. Staff propose that the name of the whole of Canterbury Park is confirmed as "Canterbury Park", which is consistent with the Council's current reference to the park, including on the Council's external web pages, and in staff reports to the Council subsequent to the Council's acquisition of the land from the A&P Association, as referred to in Paragraph 2 above. Staff also propose that names be considered for parts of Canterbury Park, with these subservient to the overall park name. These proposals, including alternative naming options, are indicated in **Table 1** below. **Figure 2** shows the location of the parcels of land making up the areas for which names are proposed.

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Table 1

Land Parcel	Legal Description	Naming options		
		Option 1 – as referred to in the draft Canterbury Park Management Plan	Option 2 - alternative	Option 3 - alternative
All	All	Canterbury Park		Canterbury Agricultural Park
A	Lot 1 Deposited Plan 302504	Agricultural Area	Canterbury Agricultural Park	Canterbury Showgrounds
B	Section 2 Survey Office Plan 300665			
C	Section 1 Survey Office Plan 300665			
D	Lot 2 Deposited Plan 73928			A new name for the combined retention basin and reserves area – for example, Wigram East Reserve/ Retention Basin
E	Lot 7 Deposited Plan 73928			
F	Lot 3 Deposited Plan 73928	Reserves Area	A new name for the reserves area or utilisation of a previous, but not formalised, name for part of the area – that is, Nga Puna Wai Reserve	
G	Lot 4 Deposited Plan 73928			
H	Lot 5 Deposited Plan 73928			
I	Lot 3 Deposited Plan 54323			
J	Lot 3 Deposited Plan 80544			
K	Lot 2 Deposited Plan 73146			
L	Lot 2 Deposited Plan 60864			
N	Lot 37 Deposited Plan 28868			

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Figure 2



16. Timeline for consultation and completion:

Riccarton/Wigram Community Board meeting	2 February 2010
Spreydon/Heathcote Community Board meeting	5 February 2010
Draft plans publicly notified	Early March 2010
Public submission period	No less than two calendar months from early March 2010 to early May 2010
Submissions analysis	Completed by end May 2010
Council Hearings Panel period	Early June 2010
Plan revisions	Completed by July 2010
Hearings Panel approval of final plan	August 2010

FINANCIAL IMPLICATIONS

17. The Draft Canterbury Park Management Plan raises proposed planning, policy and capital works actions for consideration. The proposed capital works actions are covered in the indicative landscape development concept section of the Draft Management Plan, and indicative possible costs to implement these are indicated. The proposed actions, though, are raised here for consideration only. They would need to be included in a future Long Term Council Community Plan (LTCCP) and budgeted for in an annual works programme before they could be progressed. None of the capital works actions are specifically included in the LTCCP 2009-19, other than the parts of these that are associated with the motorway development project or the separate Canterbury Park Access Improvement Project identified in the LTCCP.

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18. The operational cost of the Draft Management Plan will, by default, continue to be managed within the existing operating budgets for Canterbury Park. Possible additional annual operational costs associated with the proposed capital works actions referred to in paragraph 17 above have been raised, but these would be subject to the capital costs being included in a future LTCCP and budgeted for in an annual works programme.

Do the Recommendations of this Report Align with 2009-19 LTCCP budgets?

19. Yes. The costs of consulting on, and proceeding the finalisation of, the Draft Management Plan will be met through existing budgets.

LEGAL CONSIDERATIONS

20. The new Canterbury Park Management Plan will have legal standing under the Reserves Act for the parts of Canterbury Park classified as reserve and be a contract between the public and the Council under the Local Government Act 2002.

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

21. Yes, as above.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

22. The Draft Management Plan is consistent with aiding the Council to provide activities and services for parks, open spaces and waterways to meet community and environmental needs for open space, protect natural resources and scenic values, beautify the city, and manage the land drainage network (Page 117 of the Long Term Council Community Plan 2009-19).

Do the recommendations of this report support a level of service or project in the 2009-19 LTCCP?

23. In order to ensure the best management, use and enhancement of the multiple values contained in Canterbury Park, and contribute to meeting the Council's Parks, Open Spaces and Waterways activities and services, as described in paragraph 22, the Council has prepared a Draft Management Plan for Canterbury Park.

ALIGNMENT WITH STRATEGIES

24. The Draft Management Plan is consistent with achieving the appropriate management, use and enhancement of the resources in Canterbury Park in a manner consistent with the Council achieving environmental results for the City Plan zones that cover Canterbury Park. This includes maintenance of a system of large areas of public open space for recreation throughout the city, which are well distributed and readily accessible to people in all parts of the urban area; enhancement of city amenities by the presence and further development of green open space and opportunities for tree planting; maintenance and enhancement of ecological heritage sites; and maintenance and enhancement of the recreation and amenity values of waterways and associated land margins, and access to and along these. Also, the Draft Management Plan addresses and reinforces the purpose of the Special Zone (O3C) covering two-thirds of Canterbury Park, which provides for the development of facilities serving the primary industries of Canterbury; and for a retention basin (Wigram East) to assist in reducing peak flow discharges from a large part of the Upper Heathcote River catchment into that river downstream of the site.

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25. It is consistent with the Greater Christchurch Urban Development Strategy's strategic directions to enrich lifestyles by developing an open space network and providing additional recreational opportunities in parks and natural areas, and to enhance environments by recognising the value of, and protecting, the coastline, estuaries, wetlands and waterways. At a more localised level, it is consistent with the goals of the South-West Christchurch Area Plan to provide a high-quality naturalised water environment, connected across the south-west; establish a variety of indigenous forest and wetland habitats, connected by ecological corridors; incorporate local landscape features into urban development and public open space to maintain landscape character; and develop a diverse, connected and attractive public open space network that encourages use and enjoyment.

Do the recommendations align with the Council's strategies?

26. The adoption of the recommendations for the Riccarton/Wigram and Spreydon/Heathcote Community Boards to approve the Draft Canterbury Park Management Plan to be notified for public submissions will permit the parks planning process for Canterbury Park to proceed, leading to approval of a management plan that directs the management, use and enhancement of Canterbury Park in a manner consistent with the Council's long term plans and strategies, including those referred to in paragraph 25.

STAFF RECOMMENDATION

That the Riccarton/Wigram Community Board with the powers of the Council delegated to it in relation to the preparation, review and change of management plans (except the hearing of submissions/objections to those plans) for reserves pursuant to Section 41 of the Reserves Act and parks held under Section 138 of the Local Government Act 2002 resolves to:

- (a) Approve the Draft Canterbury Park Management Plan to be notified for public submissions for a period of not less than two calendar months, commencing in early March 2010.
- (b) Nominate one member of the Board to the Council Hearings Panel to hear and determine submissions and objections.
- (c) Comment on the naming proposals, including options, as presented in Table 1 in the report, for the whole, and parts, of the area addressed by the Draft Canterbury Park Management Plan.

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BACKGROUND (THE ISSUES)

27. Canterbury Park is a 149 hectare open space area in South-West Christchurch (**Figure 3** below gives the context of Canterbury Park in Christchurch), situated between the previous Wigram Aerodrome across Wigram Road in the north-west and the suburb of Hillmorton in the south-east, with the Curletts Road arterial bounding the Park's eastern side. Canterbury Park is the result of a history of formation from 1985 to the present day, involving acquisition of most of the area for stormwater retention purposes by the former Christchurch Drainage Board, then sale and re-acquisition of part by the Council. Canterbury Park today is wholly owned by the Council on behalf of the Christchurch ratepayers. There is an enclave in the north-eastern corner of the Park that is owned by the A&P Association and this is used for a stock saleyards. Being on the City's margin with its rural hinterland, Canterbury Park has a rural open space landscape character, largely due to the retention of much of its space in fenced paddocks. Its direct links with rural land to the west, though, will soon be lost with new residential development on the Park's south-western, western and north-western flanks. Canterbury Park will become a major park contained within the urban built-up area.
28. Canterbury Park is not just any other large park space on the City's perimeter. The northern and eastern two-thirds are under a specialist open space zoning in the Christchurch City Plan, which is the Open Space 3C (Agribusiness Centre) Zone (O3C). This zoning provides for the area's use for "the development of facilities serving the primary industries of Canterbury emphasising public displays, livestock sales, entertainment and business activities related to those functions" (City Plan, Part 6, Clause 1.7). The O3C zoned area is occupied by the A&P Association for one month of each year for the purpose of running its annual A&P Show. A smaller area around the saleyards site is leased year-round to the A&P Association for its operations. Other groups occupy and use parts of Canterbury Park for activities, such as horse riding.

The remainder of Canterbury Park is vested as reserves in the Council, subject to the Reserves Act 1977. This includes a recreation reserve, which corresponds to Park land that is zoned Open Space 2 (District Recreation and Open Space) and making up the southern quarter of the Canterbury Park area, and two esplanade reserves, which correspond to land zoned Conservation 3 (Waterway conservation) and lie alongside the Heathcote River/Ōpawaho.

Figure 3



THE OBJECTIVES

- 29. The Draft Canterbury Park Management Plan is notified for public submissions according to Section 41 of the Reserves Act 1977.

THE OPTIONS

- 30. Option 1:
Approve the Draft Canterbury Park Management Plan to be notified for public submissions pursuant to Section 41 of the Reserves Act 1977. This will ensure the plan, once approved, is a legally binding document under the Reserves Act for the parts of Canterbury Park that are classified reserve. The approved management plan will also be a contract between the public and the Council under the Local Government Act 2002.

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31. Option 2:

Not approve the draft plan for public consultation. A management plan that is a legal document under the Local Government Act and, for the areas that are classified reserve under the Reserves Act, is not in place. This option would mean that policies and proposals necessary to direct the management and development of Canterbury Park, and address issues such as the loss of part of Canterbury Park to motorway, are not put in effect.

THE PREFERRED OPTION

32. Option 1.