

6. HALSWELL QUARRY PARK MANAGEMENT REVIEW

General Manager responsible:	General Manager City Environment, DDI 941-8608
Officer responsible:	Asset and Network Planning Manager
Author:	Parks & Waterways Planner, Susan Lilley

PURPOSE OF REPORT

1. The purpose of the report is to seek Council approval of the release of the draft management plan for public consultation. This is a separate report to that presented to the Riccarton Wigram Community Board this March.

EXECUTIVE SUMMARY

2. Halswell Quarry Park is a 55 hectare regional park located between Cashmere Road and Kennedy's Bush Road in Halswell. The park was established in 1990 from the site of an early 20th Century industrial quarry and ex-rural farm land, for recreational purposes. It contains recreational walks, historical sites and botanical gardens.
3. A Management Plan was adopted in 1991 under the Local Government Act 1974 (now amended), and reviewed in 1998.
4. At its meeting on 18 December 2008 the Council unanimously resolved:
 - (a) That a report to review the 1998 Halswell Quarry Park Management Plan be brought to the Council at its March 2009 meeting.
 - (b) To disestablish the Subcommittee appointed on 28 August 2008.
 - (c) To appoint a Halswell Quarry Park Special Committee to:
 - (i) hear any submissions on the revised Management Plan in May 2009
 - (ii) make a decision on the submissions and approve a new Management Plan.
 - (d) To appoint to the Special Committee the following Council members who are not members of a Sister City Committee nor members of the Riccarton/Wigram Community Board:

The Mayor, Councillors Button, Reid, Sheriff, Wells, Williams and Withers.
5. A note accompanied the December 2008 resolution that the report in March 2009 will include a recommendation to rescind the resolutions passed in August 2008:

That the Council:

- (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 and that public and stakeholder input is provided through a standard project information leaflet.*
6. The draft reviewed management plan is **attached**.
 7. On 10 March 2009 a report to Riccarton/Wigram Community Board requested the Board recommend to the Council that the Draft Halswell Quarry Park Management Plan be released for public consultation.

FINANCIAL IMPLICATIONS

8. See below.

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

9. The Draft Management Plan includes an indicative development programme and budget for works within the reserve. It is anticipated that, following approval of the final management plan, the indicative development programme will be considered for future budget allocation through the 2012-22 LTCCP process. The plan is structured to ensure that, while recommending actions, it does not commit the Council to any particular spending programme.
10. There is currently \$45,000.00 available, per year to the 2012 financial year, for minor development. This is insufficient for major development works or an increase in maintenance standards.

LEGAL CONSIDERATIONS

11. See below.

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

12. Although the Draft Management Plan has been prepared under the Local Government Act 2002, a legal opinion expressed that review of the Halswell Quarry Management Plan should proceed "in accordance with the procedures outlined in the Reserves Act 1977" as directed by Policy 4.1.7 of the 1998 Management Plan.
13. The review satisfies the continuous review requirement of the Reserves Act 1974. Section 41(4) of the Reserves Act requires that the Council keep its reserve management plans under continuous review, so that it is adapted to changing circumstances or in accordance with increasing knowledge. Generally, a minimum of ten years has been recommended as an appropriate review period.

ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS

14. See below.

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

15. Yes - To provide a network of parks, open spaces, waterways and wetlands that meet community and environmental needs (Vol 1 p124).

ALIGNMENT WITH STRATEGIES

16. See below.

Do the recommendations align with the Council's strategies?

17. Yes - Recreation and Sport Policy 1996, Physical Recreation and Sport Strategy 2002, Christchurch Active Living Strategy 2004, Draft Parks & Open Spaces Activity Management Plan 2005, Safer Christchurch Strategy 2005, Parks and Waterways Access Policy 2002, Waterways and Wetlands Natural Asset Management Strategy 1999. In addition, the City Plan - Section 14 sets objectives and policies for the provision of open space and recreational facilities

CONSULTATION FULFILMENT

18. Consultation on the released Draft Management Plan will be carried out as set out in the Reserves Act 1974.
19. The Halswell Quarry Park Special Committee will hear any submissions on the revised Management Plan in May 2009, make a decision on the submissions and approve a new Management Plan.

BOARD CONSIDERATION

The Riccarton/Wigram Community Board considered this report on 10 March 2009 and recommended that the Draft Halswell Quarry Management Plan be released for public consultation.

STAFF RECOMMENDATION

It is recommended that the Council:

- (a) Approve the release of the Draft Halswell Quarry Park Management Plan for public consultation, as set out in s41(6) of the Reserves Act 1977.
- (b) Rescind the resolutions passed in August 2008 to 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, until the new management plan review is complete.
- (c) Disestablish the Subcommittee appointed on 28 August 2008 comprising Councillors Sally Buck and Mike Wall, senior Transport and Greenspace staff, and the General Manager Public Affairs.
- (d) Appoint a Halswell Quarry Park Special Committee from Council members who are not members of a Sister City Committee nor members of the Riccarton/Wigram Community Board, namely the Mayor, Councillors Button, Reid, Sheriff, Wells, Williams and Withers to:
 - (i) hear any submissions on the revised Management Plan in May 2009
 - (ii) make a decision on the submissions and approve a new Management Plan.

BACKGROUND (THE ISSUES)

20. Halswell Quarry Park was established in 1990 from the site of an early 20th Century industrial quarry.
21. A Management Plan was adopted in 1991 under the Local Government Act 1974 (now amended), and reviewed in 1998. The two major changes in direction over this time were the decision to incorporate a large area of farmland into the Park, and to introduce Sister City botanical collections of plants within the Park.
22. Early management plans were development focused, needing to convert the land from a working landscape to a recreational landscape. Twenty years on, the structure of the Park has matured and there is a need to change the management plan in order to reflect the future management of the Park.
23. Despite the Sister City Garden Park became part of the Halswell Quarry Park Management Plan when it was reviewed in 1998, the Plan did not provide for or contemplate the types of structures proposed in plans put forward by Sister City Committees.
24. The new management plan, produced using the Christchurch City Council's new template for Reserve Management Plans, will guide use, management and development of the park for the foreseeable future.
25. Although the Draft Management Plan has been prepared under the Local Government Act 2002, the review process will proceed in accordance with the procedures outlined in Section 41(6) of the Reserves Act 1977.

THE OBJECTIVES

26. To review the Halswell Quarry Park Management Plan.

THE OPTIONS

27. The Council continues to carry out the management plan review as per the staff recommendation, leading to a further report in due course that will recommend Council adoption of a final reviewed management plan.
28. Alternatively, the Council can abandon the review process and continue to manage the park according to the 1998 management plan.
29. No other option has been considered, because of the desire to comply with the requirements of the Reserves Act 1977. While the Council intends to prepare omnibus management plans for certain categories of reserves such as sports parks in due course, these would not be able to give comprehensive management guidance for reserves such as Halswell Quarry Park, which is a regional park with metropolitan significance. When they are prepared, however, it will be possible to use the 'continuous review' process set down in the Reserves Act to add links between them and the Halswell Quarry Park management plan.

THE PREFERRED OPTION

30. The Council continues to carry out the management plan review as per the staff recommendation, leading to a further report in due course that will recommend Council adoption of a final reviewed management plan.

ASSESSMENT OF OPTIONS

The Preferred Option

31. The Council continues to carry out the management plan review as per the staff recommendation, leading to a further report in due course that will recommend Council adoption of a final reviewed management plan.

	Benefits (current and future)	Costs (current and future)
Social	Provides for community involvement in management of the reserve, for which the initial consultation has established a community expectation.	None
Cultural	Guides management of cultural values of the reserve.	None.
Environmental	Guides management of environmental values of the reserve (including waterways).	None
Economic	Provides direction for future expenditure in the reserve.	Printing and advertising costs. Staff time. May raise expectations of future capital and operating expenditure.

Extent to which community outcomes are achieved:
Primary alignment with community outcome: 'A well governed city'
Also contributes to 'A city for recreation fun and creativity' and 'a city of people who value and protect the natural environment'

Impact on Council's capacity and responsibilities:
Management planning leads to better and more consistent decision making, and includes community involvement.

Effects on Maori:
Input will be invited from the local rununga through Mahaanui Kurataiao Ltd.

Consistency with existing Council policies:
Management plan review required by the Reserves Act 1977.

Views and preferences of persons affected or likely to have an interest:
Community input will be sought in developing the draft management plan.

Other relevant matters:

Maintain the Status Quo (if not preferred option)

32. The Council can abandon the review process and continue to manage the park according the 1982 management plan.

	Benefits (current and future)	Costs (current and future)
Social	None	No community input into future management of the reserve
Cultural	None	Existing management plan has limited relevance to current and future use of the reserve
Environmental	None	Existing management plan has limited relevance to current and future use of the reserve
Economic	Savings in consultation and printing costs.	Potential for future inefficient ad hoc expenditure.

Extent to which community outcomes are achieved:
Primary alignment with community outcome: Does not contribute to achieving any community outcomes.

Impact on Council's capacity and responsibilities:
No guidance for future expenditure in the reserve.

Effects on Maori:
No opportunity for Maori input into management of the reserve.

Consistency with existing Council policies:
Inconsistent with Reserves Act 1977.

Views and preferences of persons affected or likely to have an interest:
No opportunity for community input.

Other relevant matters:

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

33. A third option was not considered following legal advice from Council's Solicitor that the current Halswell Quarry Park Management Plan was somewhat vague concerning the policy to classify the park and doing so under the Reserves Act was not explicit. If the Council did proceed in this manner the timeline would be longer to first advertise the Council's intent to classify the park under the Reserves Act and then hear objections. Only after this process had been completed could the review of the management plan proceed.