

#### 4. PROPOSED SHARED CHRISTCHURCH CITY COUNCIL/NORTH CANTERBURY FISH AND GAME COUNCIL FACILITY AT THE GROYNES

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The purpose of this report is to present the concept for a shared Christchurch City Council Park Rangers/North Canterbury Fish and Game Council administration building at the Groynes and the development of a joint public environmental education facility in the park.

##### CONTEXT

The North Canterbury Fish and Game Council (henceforth referred to as “Fish and Game”) previously approached the Christchurch City Council with a request to co-locate its Christchurch office, presently sited on its own property at 3 Horatio Street, with the Christchurch City Council Park Rangers (henceforth referred to as “Park Rangers”) office in a shared building at the Groynes which covers land leased from the Canterbury Regional Canterbury (Environment Canterbury).

Discussions between staff of the Christchurch City Council and Fish and Game regarding the request commenced in 2001 and culminated in a concept being included in the draft the Groynes Concept Plan for the existing Park Rangers office/visitors centre to be replaced with a new, shared Park Rangers/Fish and Game building as a public facility with an emphasis on environmental education and interpretation. This building was to be located near the existing entrance of the Groynes and situated beside a branch of the Otukaikino Creek along with pedestrian bridges, a pier, a landscaped frontage and car parking.

There was little comment by submitters to the draft plan on the shared building concept although the majority of the submitters who responded on the concept tick box response form for the concept ticked the support box for this concept.

Support for the concept in principle is now being sought so that work can then proceed with the development of a full project plan for the proposed development, including siting, design/landscape plans, detailed costings, identification of potential funding sources and addressing of legal and lease considerations.

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Figure 1: The Groynes context



**EXECUTIVE SUMMARY**

Following an application from the North Canterbury Fish and Game Council to relocate from its existing inner-city offices to a shared facility with the Christchurch City Council's Park Rangers at the Groynes was included in the draft the Groynes Concept Plan, which was advertised for public comment at the end of 2001.

Little, although supporting, public response was received on the concept. Subsequently, two alternatives to the original concept have been considered. One is for, initially, a Stage 1 redevelopment of the existing Park Ranger's house to serve as a shared administration office facility for the Park Rangers and Fish and Game, as well as the sharing of an existing nearby storage facility. A second stage of development is for a new, jointly run public environmental education facility on the bank of Otukaikino Creek by the Park Ranger's house site, along with the provision of a public car parking area.

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Funding and management of the proposed project will be a partnership between the City Council and Fish and Game. The costs to achieve Stage 1 will be shared by the partners with contributions from other sources, such as from sponsorship and grants, offsetting this. Fish and Game suggests that the Stage 2 costs could possibly be wholly met from other sources.

Further investigation of project options is required to provide detail of siting, design, cost, funding sources, time frames and legal/licensing requirements. Once these investigations are completed and the project proposal adjusted, further public comment will be sought followed by a new project proposal report to the Council by way of the Shirley/Papanui Community Board and the Parks, Gardens and Waterways Committee.

#### **RELEVANT CURRENT POLICY**

The vision for an enhanced park is embodied in the proposed concepts promoted in the draft The Groynes Concept Plan. One of the concepts in the plan refers to the replacement of the Park Rangers office facility with one shared with Fish and Game.

The Groynes is seen to be part of a network of parks making up a proposed Waimakariri Corridor Regional Park, conceptual planning for which is ongoing.

Co-occupation of leasehold land at The Groynes by both Fish and Game and the City Council, and erection of a building on this land, will require an adjustment to the lease by which the City Council holds the land, with the lessor's (Canterbury Regional Council) approval. Any change in the use of the park will be subject to the City Council's Park's Code of Practice, including its leasing and licensing policy.

#### **THE PROPOSAL**

##### **Benefits**

Although the proposal has arisen from an application by Fish and Game and will, if it goes ahead, be a significant benefit to that organisation, there is also an opportunity for the City Council to benefit, depending upon the nature of the development that would take place. Benefits to the City Council could include:

- Acquisition of new and enhanced facilities that otherwise would likely not be realised.
- An opportunity to raise the public profile of The Groynes with a new partnership and facility.
- Able to enhance environmental education and add to recreational opportunities, such as recreational fishing, through working co-operatively with a partner.
- Economy of scale savings with shared costs and better use of existing infrastructure.

##### **Implications**

- Initial unfamiliarity between new partners and with each other's roles.
- Perceived loss of identity for the Park Rangers.
- Who gives the main public face at The Groynes?
- Large increase in staff on site (seven Fish and Game staff and four Park Rangers) and possibly more in the future.
- Emphasis of proposal on an education facility whereas current Park Ranger education programme is based more on using the environment as the classroom.

##### **Options**

There are many potential options for a shared development, with three considered in this report. Other potential options may arise following further investigations and considerations. What is required is for political approval of the concept of a shared facility at The Groynes before a final preferred option or options can be proposed in detail.

Some of the points made in this report are derived from a letter of application from Fish and Game to the Shirley/Papanui Community Board (see Appendix A attached). Fish and Game's submission to the draft The Groynes Concept Plan is attached as Appendix B.

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### Option 1: Park Ranger's house

This option involves a staged development, comprising (1) an initial Stage I redevelopment of the Park Ranger's house, located near the north-western boundary of the park and alongside the northern branch of Otukaikino Creek, as a shared Park Rangers/Fish and Game administration office, along with the sharing of nearby existing storage facilities and (2) a possibly later Stage II development of a jointly run public environmental education facility, sited nearby on the banks of the creek, plus the provision of a public car parking area.

Details of the possible staged development are:

#### Stage I:

Redevelopment of the Park Ranger's house as a shared administration facility with separate office areas for each organisation and common shared central areas, such as toilet/restroom facilities, tearoom, entrance foyer and reception area, making up the balance. This will require renovation of the interior. One possible development concept is the one prepared by an architect for Fish and Game and this is shown in Figure 2 (see Appendix C (attached) for a clearer copy of the original prepared by an architect for Fish and Game).

Appropriate landscaping and access ways around the building would need to be implemented. Other than for specific enquiries and business, such as the issue of fishing and hunting licences by Fish and Game, it is expected that the building and its immediate surroundings will primarily be used as a staff facility for the two organisations.

To maintain an attractive frontage to the building, staff work and private vehicle parking would be kept separate to the public car parking area, preferably out of sight and screened with landscaping and plantings.

#### Stage 2:

Construction of a new purpose-built building alongside, and possibly even over-reaching, the Otukaikino Creek close to the proposed shared office building (see Figure 2 for a possible siting). This is anticipated to be a full public access facility that provides joint Park Rangers / Fish and Game-run environmental education services. When not in use as an education facility, the building could be used for meetings for a range of groups, including the Fish and Game Council, fishing club and the community board. In addition a well-landscaped public car parking area under or amongst existing shrubs and trees would be developed in close proximity to the facility.

#### Advantages

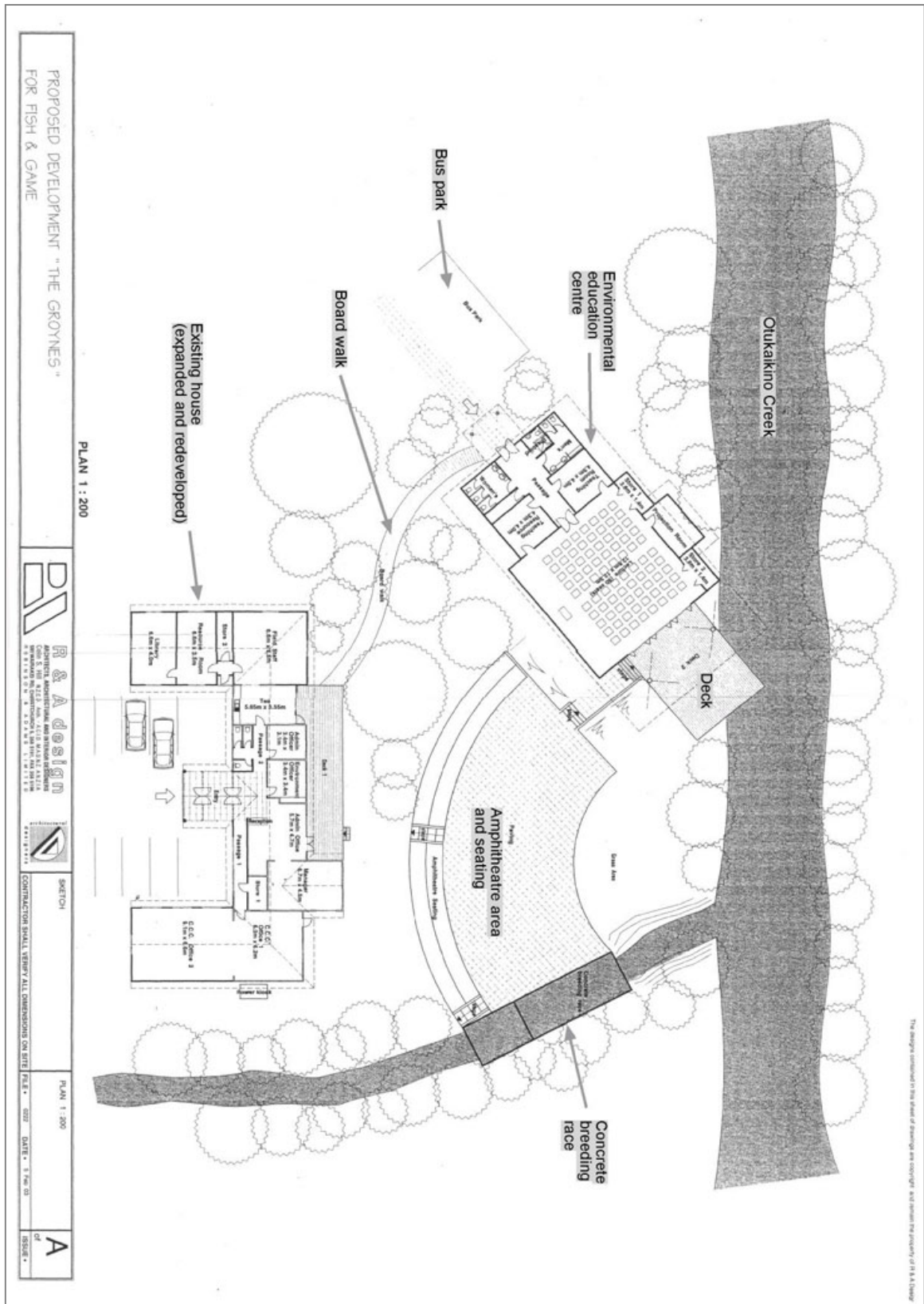
- Existing infrastructure is used.
- The building is of a good size with the potential to enhance and enlarge.
- This option is a relatively low cost one.
- Fish and Game consider this to be a stunning position for environmental education, with it being adjacent to one of the more natural stretches of waterway in the Christchurch area.
- In the future more traffic may be directed to this part of the park.
- The building is not being used, nor needed, for Park Ranger or other Council staff private accommodation purposes.

#### Disadvantages

- Could initially be difficult for the public, including Fish and Game's clients, to find although this can be addressed with signage and small roading changes.
- The development would be sited on Canterbury Regional Council (CRC) administered reserve land, comprising endowment and river conservation titles, and leased by the Christchurch City Council – consequently, written consent from the CRC would be required for the development and adjustment to the lease.

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Figure 2: Option 1



See attachment for a clearer version.

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##### **Option 2: House No. 2 (by John's Road)**

This is an existing building on the park currently occupied by one of the park rangers (see Figure 1 for its location).

##### **Advantages**

- Redevelopment will be at a relatively low cost;
- Will involve a use of existing infrastructure;
- Close to the road, a main visitor gathering area and a main waterway at The Groynes.

##### **Disadvantages**

- The building may not be large enough to provide space for both Fish and Game and the Park Rangers;
- There is a large amount of road noise from Johns Road;
- Regular public access off the busy Johns Road has safety implications and is likely to not be approved by Transit;
- The nearby developed waterway is not considered by Fish and Game to be a good site for environmental education;
  - This may not be a part of the park where most of the traffic is directed in the future.
  - The site is on land leased from the Canterbury Regional Council and would require their written consent, along with an adjustment to the lease.

##### **Option 3: A new purpose-built building at the park entrance**

This is the concept proposed in the draft The Groynes Concept Plan. See Figures 3 and 4 for a concept drawing and plan.

##### **Advantages**

- The land on which the development would be sited is Christchurch City Council held (as Fee Simple for Recreation Reserve purposes) – therefore, Canterbury Regional Council consent would not be required;
- A new, quality, high profile, attractive building that can make a statement, is built for the purpose and can draw people in;
- At the entrance to the park;
- Easily accessed and easy to find;
- Adjacent to a waterway;
- Trees along the waterway will screen the building from nearby visitor gathering areas.

##### **Disadvantages**

- Concern over the potentially significant costs it could entail (the possible order of preliminary costs indicated in the draft plan was for \$500,000 to \$1,000,000) even though these would be shared by both the City Council and Fish and Game with possible contributions from other funding sources such as through sponsorship and grants;
- Concern over the loss of green open space that would result from the development of adjoining storage facility and car parking areas;
- The adjoining developed waterway is not considered by Fish and Game to be a good site for environmental education;
- Construction of a new facility is not a good use of existing infrastructure;
- It is not in keeping with the Park Ranger's vision for The Groynes.

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##### **The Christchurch City Council's role**

As the existing occupant and manager, the City Council has already established facilities and operational and educational programmes at The Groyne and these will be maintained in the event Fish and Game become resident in the park. The educational aspect is Park Ranger-run with assistance from City Council environmental educators employed under Learning Experiences Outside The Classroom (LEOTC), a Ministry of Education funded programme.

Fish and Game's presence could serve to enhance the provision of services to the public in the park, including environmental education. It may also allow the City Council to improve its office and information/education facilities to a level that possibly would not be achieved outside a cost-sharing arrangement.

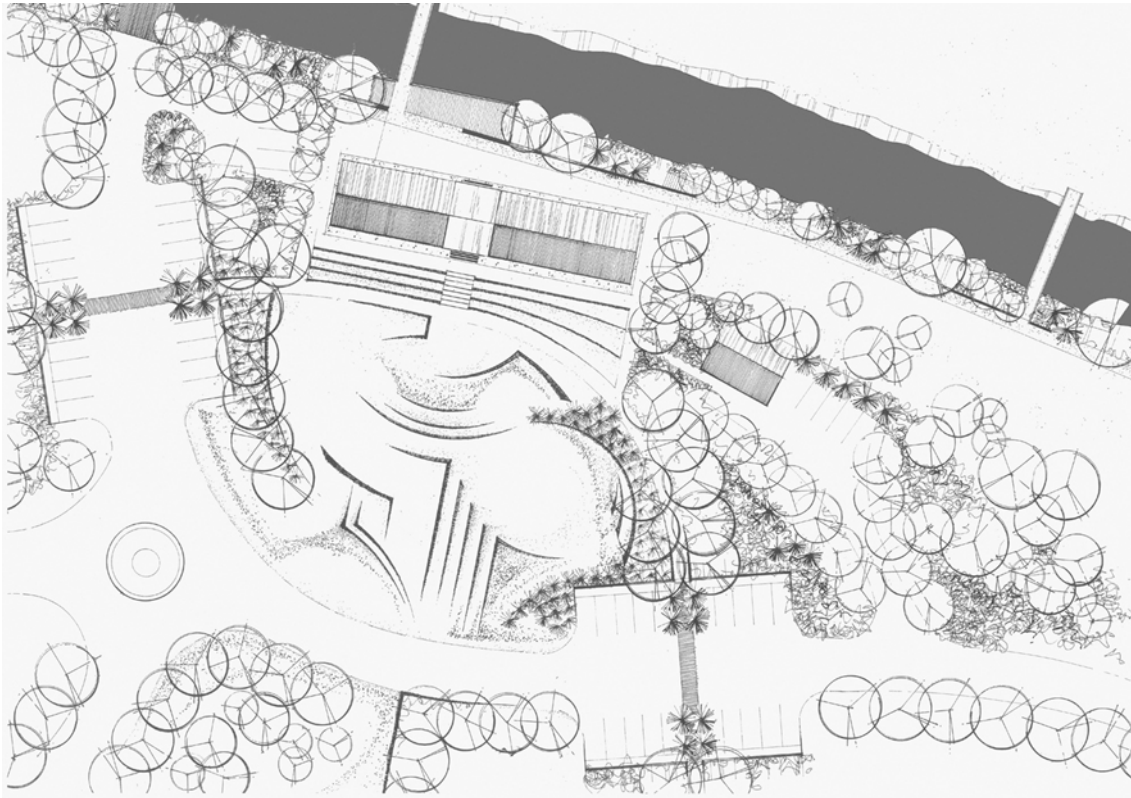
The City Council's role in this situation would be to share in partnership with Fish and Game the cost of development, and operation, of the proposed new facilities and enhanced education programmes. A formal contract would be required to formalise the mutual obligations, roles and responsibilities of the two organisations to ensure a successful cohabitation on the site. Management of, and planning for, the park would remain the sole role of the City Council although Fish and Game could be invited to assist in some areas such as waterway monitoring and enhancement.

**Figure 3: Option 3**



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Figure 4: Option 3



#### ISSUES FOR CONSIDERATION

Fish and Game requires new office and storage facilities due to their existing accommodation in an inner city industrial building not being the most appropriate setting for the nature of their business. They wish to relocate to a site that is in a relatively natural waterway setting close to the city, one that provides better access for the visiting public and gives them (Fish and Game) the opportunity to better interact with the wider community through the provision of an environmental education. In their view, The Groynes is an ideal location.

The benefit for Fish and Game to relocate their operation to The Groynes is the opportunity for them to share facilities with the Park Rangers already located there. Consequences of this should be better overall outcomes for both organisations through cost sharing, economy of scale, more efficient multi-use and optimisation of use of facilities and being able to work cooperatively in the area of environmental education.

The Park Ranger's existing Park Ranger's office/visitor centre facility at the entrance to The Groynes is relatively dated and uninspiring, although in sound structural condition (see Figure 5). The option to relocate with Fish and Game could be seen to be a constructive step with a benefit for the City Council being, in addition to those mentioned above, the opportunity to develop much improved office and public information/education facilities that might not otherwise be realised.

The proposal is expected to result in the achievement of a more appropriate facility at a lower cost to both organisations.

Any concerns about potential loss of identity for either the Park Rangers or Fish and Game should be negated with a clear written agreement as to the respective roles and responsibilities.

Developments on land at The Groynes leased by the City Council from the Canterbury Regional Council (CRC) will require the latter's written consent, being the lessor of the land. A sub-lease, also with CRC consent in writing, may be required. Any improvement on the lease land, including buildings, consented to by the lessor will be the property of the lessee and/or sub-lessee.



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Other issues that would need to be considered include:

- Formal agreement on the sharing of facility operating costs.
- The matter of the currently unregistered status of the City Council's lease with the Canterbury Regional Council (which means the lease, and any sub-lease, cannot be for longer than 20 years).
- What to do with the existing Park Ranger's office / visitors centre building if vacated.
- The implications of further Park Ranger and Fish and Game staff relocating to The Groynes in the future.

**Figure 5 Existing Park Ranger's office / visitors centre at The Groynes entrance**



#### **Funding**

Any shared development project option at The Groynes would be funded and managed by both the City Council and Fish and Game in partnership.

Development of a shared administration office would be achieved through a sharing of costs by the two organisations, each wholly or partly assisted with the release of funds following the closure of their current respective offices. There may also be the possibility for some of the costs to be met through receipt of contributions from other funding sources, such as from sponsorship or grants.

The cost of a separate environmental education facility could be met through other funding sources.

At this stage, the likely costs of the project cannot be estimated. Further investigation will be required before realistic costings can be established. In the case of development of an existing City Council owned building, a registered valuer would be needed to value the building (discounted if dismantled back to a shell from which redevelopment commences) as a contribution to the City Council's share of the cost of the development.

Ongoing operational costs for the proposed facilities would need to be shared by both the City Council and Fish and Game, from their respective operational budgets and subject to written agreement.

#### **RESULTS OF CONSULTATION**

To date, discussions have taken place between staff of the City Council and Fish and Game over the proposal. It has also been promoted as a concept in the draft The Groynes Concept Plan, which was advertised for public comment at the end of 2001. The analysis of submissions received on this is being presented in a separate report (see next clause). There was little public feedback on the shared building concept and most of this was in support.

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The intention now is to obtain approval for the concept in principle and for further investigations to be carried out on possible development options, siting, design, cost, revenue sources, lease and legal matters and any other relevant requirements before seeking further public comment and reporting once again to the Council for final approval.

**CONCLUSIONS**

The concept for Fish and Game to relocate to shared office and public environmental education facilities with the Park Rangers at The Groynes has been discussed extensively between staff of the respective organisations. Although the original design concept for a new purpose-built facility put forward in the draft The Groynes Concept Plan for public consultation received no opposition, it was decided to reconsider its merits in comparison with other options. Following this, redevelopment of the house sites near (1) the northwestern boundary of the park and (2) John's Road have been put forward as alternative possible options. There may, of course, be other possible options not yet considered.

The above proposal was considered by the Shirley/Papanui Community Board at its meeting on 5 March 2003. The Board unanimously endorsed the proposal and the following recommendations.

- Recommendation:**
1. That staff continue discussions with North Canterbury Fish and Game on a shared facility at another location, the Groynes being considered not suitable for the proposed facility.
  2. That the Parks, and Waterways Manager report to the Parks, Gardens and Waterways Committee with a schedule of existing environmental education centres within the city.

**5. THE GROYNES CONCEPT PLAN (DRAFT) CONSULTATION – PUBLIC SUBMISSION ANALYSIS REPORT**

<b>Officer responsible</b> Parks and Waterways Manager	<b>Author</b> Derek Roozen, Strategic Asset Planner – Parks, DDI 941-8798
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The purpose of this report is to present an analysis of the submissions received on the draft The Groynes Concept Plan, advertised for public comment at the end of 2001. Appendices D-F referred to in this report will be tabled at the Council meeting.

**CONTEXT OF REPORT**



The Groynes is a long-established metropolitan park that will be familiar to many Christchurch residents and visitors. The Council's Parks and Waterways Unit has recognised that there is increasing demand for the use of this park, especially at certain times of the year such as Christmas, and acknowledges that there is a need to provide a greater variety of opportunities for activity in, and use of, it. The Unit also sees that it is important to promote greater public awareness of the park's social and environmental benefits and of the key role it plays in a wider open space context as part of a proposed Waimakariri Regional Park.

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There is a possible increase in the physical area that the park covers and therefore also in the area requiring development and/or improvement. Neighbouring land use change also has an influence and includes developments such as the Clearwater Resort and forthcoming adjacent residential subdivision.

In the absence of a current integrated plan for the park, and in light of the change and pressures affecting it, the Parks and Waterways Unit has identified a need for a concept plan for the future to bring The Groyne forward as a people's park of excellence.

To achieve this, a process of concept development and public consultation was embarked upon, including running a workshop in the early stages, preparing the draft concept plan and culminating in advertisement of the draft plan for submissions at the end of 2001.

Methods that were used to bring the draft concept plan to the attention of the public are listed in Appendix A.

A period of two months was allowed for the public to make submissions, closing on 28 February 2002.

### EXECUTIVE SUMMARY

#### Public Consultation Process

The steps taken, and expected to be taken, to obtain public involvement in the preparation of the draft The Groyne Concept Plan have included:

- A public workshop held early in the process.
- Development of the draft concept plan and advertisement for public comment.
- Receipt of submissions and written acknowledgement to submitters.
- Analysis of submissions in a report distributed to submitters.
- Hearing of submitters if necessary.
- Submissions analysis report and recommendations tabled for consideration at meetings of the Shirley/Papanui Community Board and the Parks, Gardens and Waterways Committee.
- Amendments made to the draft plan and publication, including placement of the plan on the Council's website.
- Notification of outcomes to the submitters.

#### Submissions

87 submissions were received. The majority of these were received on the printed freepost submission form (49) and the online submission form on the Council's website (27). Of these, written comments were included with 67% and 33% of the submissions, respectively.

Key conclusions from the analysis of the submissions are:

- The majority of the submitter responses are positive and supportive towards the proposed development concepts for The Groyne.
- Two-thirds of the submitters give support for swimming opportunities in clean, unpolluted water at The Groyne.
- Water quality is an issue, with one in eight of the submitters making written comment stating concern over waterway, and other, pollution at The Groyne and half of these being specifically concerned with waterway pollution by waterfowl.
- Three-quarters of the submitters support one or more of the several proposed concepts that deal generally with the maintenance, protection, restoration and/or enhancement of the natural and ecological environment and open space of The Groyne. A few also write to support plantings and landscaping in the park in order to improve its amenity.

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- Access to the park and its surrounding areas is a matter of interest for the submitters. Nearly three-quarters indicate support for the concepts proposing tracks, including ones with interpretative signage and others that are accessible by people with disabilities.
- Half of the submitters support the concept for provision of mountain bike and exercise tracks in a possible extension to The Groynes area although one in six do not.
- In the tick box responses, over one-third of all submitters oppose the concept for a mini golf concession to be established in The Groynes although one-quarter support it. In the written responses, seven submitters generally opposed any commercialism of the park, with three opposed specifically to the proposed mini golf facility.
- One-third of the submitters, in the tick box responses, support the establishment of a new dog park area but one-quarter are opposed to this. Also, five submitters indicate in written comments that they want no dog park area in The Groynes at all.
- Approximately as many submitters are opposed to the concept to restrict access to the Girl Guide camp as there are those who support it (24 of the tick box respondents oppose and 25 support).
- The concept proposing to reutilise the Park Ranger's house (the house near the Clearwater development) for functions, such as weddings, also receives approximately equivalent opposition and support (25 of the tick box respondents oppose and 24 support).

### Constraints to the Results

- The number of submitters (87) represents a statistically small proportion of the city's population and visitors to The Groynes. Therefore, the submitter's views may not reflect the possible majority viewpoint with respect to the proposed concepts.
- The omission of letters in the numbering for Concepts 8 and 12 on the distributed printed comment form resulted in some invalid responses in the concept priority response part of the form.
- Due to the unavoidable advertisement of the draft plan at Christmas time, and some consultation material possibly not being optimally distributed, the public response rate may not have been as high as it could have been.

### Recommendations

That confirmation of The Groynes Concept Plan be made, after the following changes are implemented:

- Removal of the concepts proposing to (1) permit a mini golf concession (Concept 15b), (2) restrict access to the Girl Guide camp (Concept 8a) and (3) reutilise the Park Ranger's house for functions such as weddings (Concept 12b).
- Removal of the design concept in the draft plan for a shared Christchurch City Council Park Ranger / Fish and Game Council building (on pages 16 and 17 of the plan) and amend Concept 13c to refer to (1) the current proposal to redevelop the existing Park Ranger's house for a shared Christchurch City Council Park Rangers / Fish and Game Council building and (2) other documentation for a detailed project proposal for this that is separate, but linked, to The Groynes Concept Plan.

That the following actions be supported:

- Investigation of options to improve the water quality at The Groynes.
- Priority given to the care and improvement of the natural environment and green open space at The Groynes.

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- Provision of separate tracks, with interpretative signage, for a variety of uses, including disabled access, walking, mountain biking and exercise.

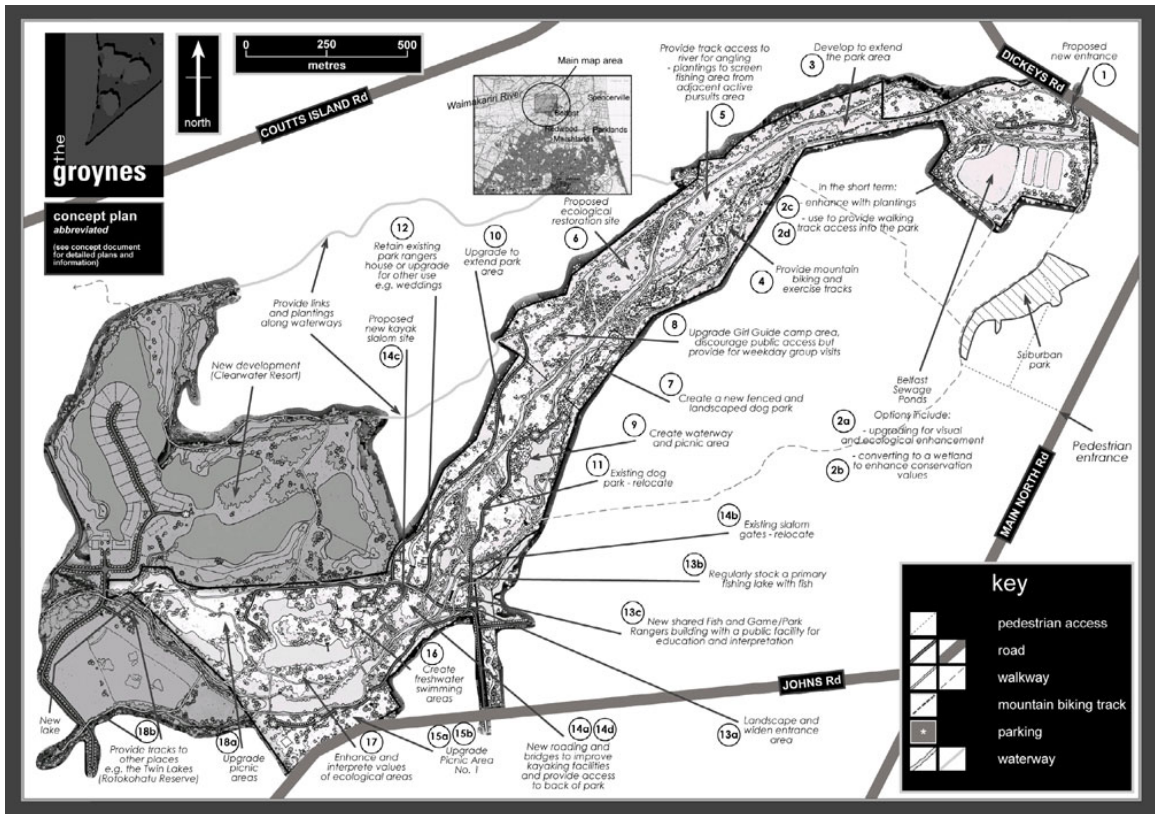
**RESULTS OF PUBLIC CONSULTATION**

**Concepts Consulted On**

<b>Concept</b>	<b>Abbreviated concept description</b>
<b>1</b>	Provide a new and additional road entrance off Dickeys Road.
<b>2a</b>	Upgrade Belfast Sewage Ponds, with visual and ecological enhancement.
<b>2b</b>	Convert the sewage ponds into a wetland with conservation values.
<b>2c</b>	Enhance the sewage ponds with plantings.
<b>2d</b>	Provide alternative park access (walking track) past the sewage ponds.
<b>3</b>	Develop open grassy park and forested areas.
<b>4</b>	Provide mountain bike and exercise tracks.
<b>5a</b>	Establish a riverside fishing track to provide access to the water for anglers.
<b>5b</b>	Screen fishing area from adjacent active pursuits with shrubs and trees.
<b>6</b>	Manage the island and the riverbanks as ecological restoration areas.
<b>7</b>	Establish a new dog park area containing plantings, tracks and a waterway.
<b>8a</b>	Fence and gate the Girl Guide Camp and discourage public access.
<b>8b</b>	Provide for schools and other groups to visit the Girl Guide Camp during the week.
<b>9</b>	Develop a picnic/waterway area at the previous site of the Belfast Pony Club.
<b>10</b>	Upgrade this under utilised area for open space use and protect remnant native flora.
<b>11</b>	Remove the existing dog park and redevelop area for park open space.
<b>12a</b>	Retain the existing Park Ranger's house in its current capacity.
<b>12b</b>	Screen and upgrade the Park Ranger's house for functions, such as weddings.
<b>12c</b>	Excavate a second fish-out lake.
<b>12d</b>	Provide an accessible track for people with disabilities.
<b>13a</b>	Landscape and widen the existing park entrance area.
<b>13b</b>	Stock a fishing lake with fish.
<b>13c</b>	Replace existing Rangers Hut with a new, shared Park Rangers / Fish and Game building.
<b>14a</b>	Construct a new road and bridges to improve park access and safety.
<b>14b</b>	Relocate existing slalom gates to the river section between the existing weir and culvert.
<b>14c</b>	Improve the waterway for kayaking.
<b>14d</b>	Plant either side of the weir and develop park open space with picnic facilities.
<b>15a</b>	Upgrade existing Picnic Area 1 to cater better for groups and children.
<b>15b</b>	Permit a mini golf concession in this area.
<b>16</b>	Create freshwater swimming areas.
<b>17</b>	Upgrade this area to raise ecological values and provide tracks and interpretative signage.
<b>18a</b>	Upgrade picnic areas around the existing fishing and recreation lakes.
<b>18b</b>	Provide tracks to the Clearwater Resort, Waimakariri River and Roto Kohatu Reserve.

See Appendix B for a copy of The Groyne Concept Comment Form used in the consultation.

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See Appendix C for a larger, clearer view of this diagram.

**Submissions**

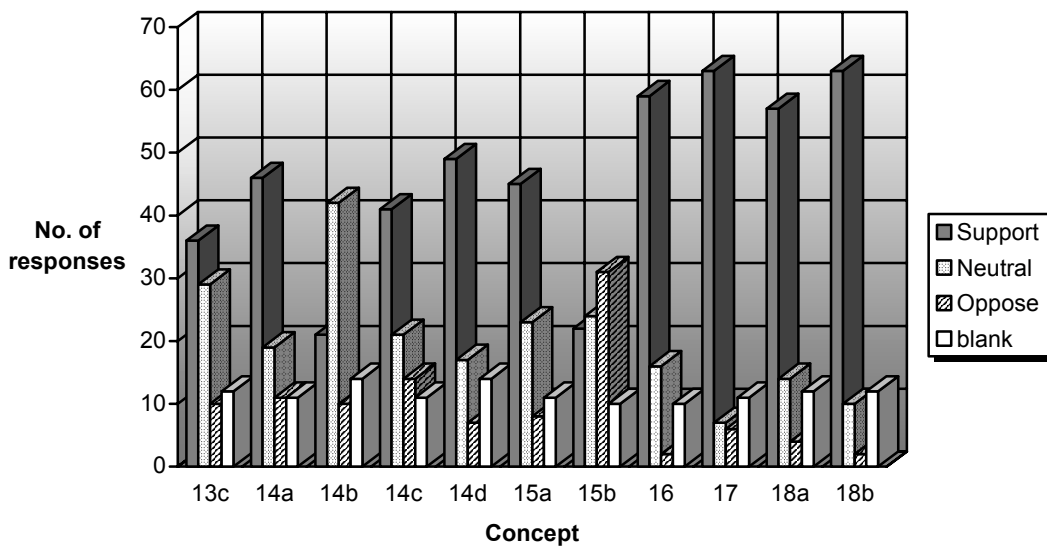
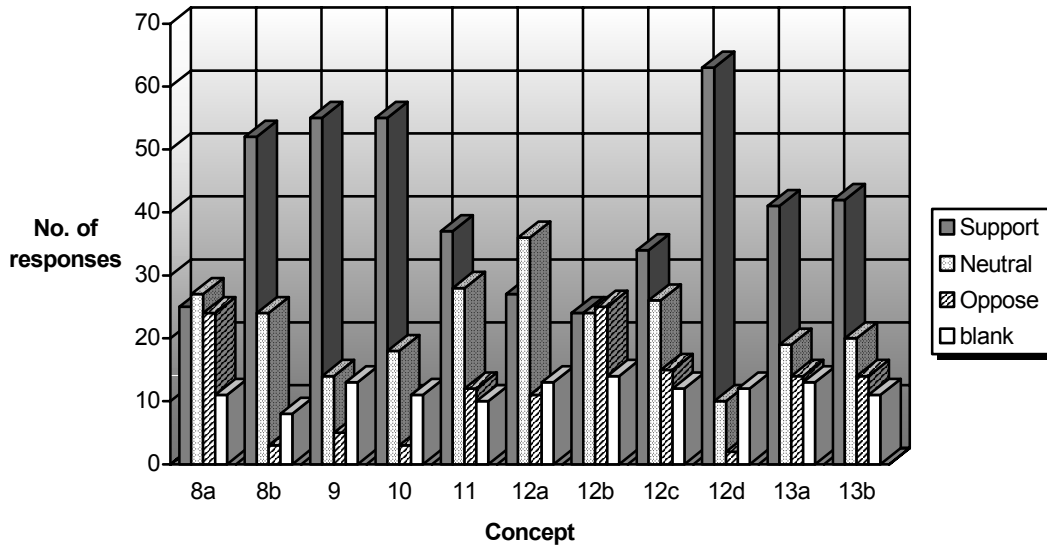
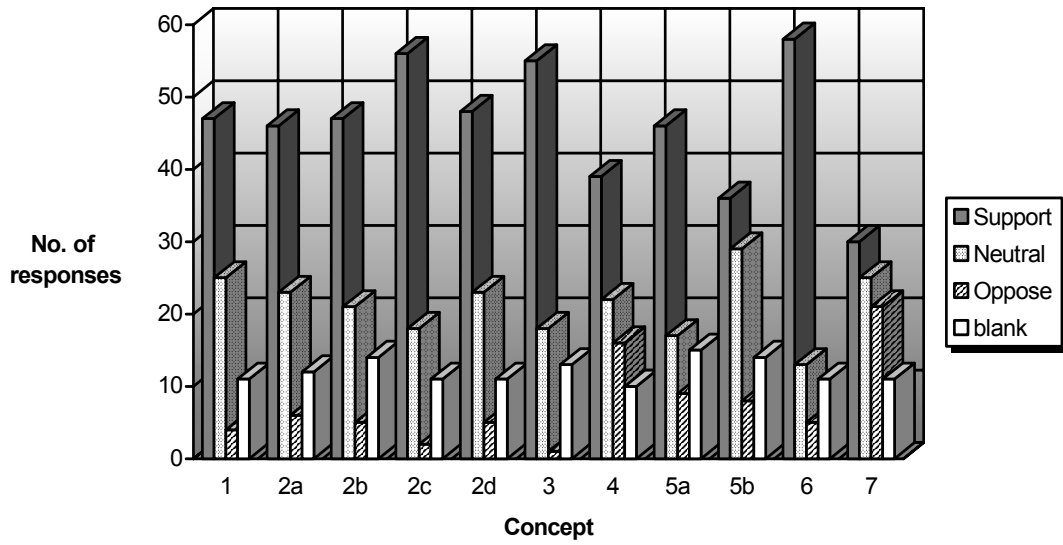
A total of 87 submissions were received. The breakdown according to type of submission is as follows:

Written submissions .....	4
Distributed freepost submission form – tick box list filled in only .....	16
Distributed freepost submission form – tick box list filled in and written comment .....	33
Downloaded submission form – tick box list filled in only .....	2
Downloaded submission form – tick box list filled in and written comment .....	3
Online submission form – tick box list filled in only .....	18
Online submission form – tick box list filled in and written comment .....	9
Emailed comments .....	2
<b>TOTAL</b>	<b>87</b>

Overall, the submissions received were positive in nature towards the proposed concepts, although in the tick box list most submitters took the opportunity to tick the oppose or neutral boxes for some of the listed concepts for the park. Generally, most submitters completed the tick box list and the majority also made further comments in the space provided on the submission form.

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Tick Box Responses



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See Appendix D for the data table.

The greater proportion of the tick box responses for each concept are in support. For 28 of the concepts the frequency of supporting responses outweighs the frequency of opposing responses by a factor of two or more. This over-riding support is particularly pronounced for Concepts 2c, 3, 6, 8b, 9, 10, 12d, 16, 17, 18a and 18b. The main themes covered by these concepts are (1) natural environment and recreational open space enhancement and restoration and (2) non-vehicular access.

Five concepts stand out due to the frequency of supporting, neutral and opposing responses being roughly equivalent to each other and the supporting response frequency being less than half of that for the concepts listed immediately above. These are Concepts 7, 8a, 12b, 14b and 15b. These concepts refer to a new dog park area, restriction of public access to the Girl Guide camp, reutilisation of the Park Ranger's house for functions, relocation of the kayak slalom gates on the river and permission for a mini golf concession, respectively.

### Concept Priority Responses

One concept stands out as an over-riding priority in the concept priority responses. This is Concept 16, which proposes to create freshwater swimming areas in the park. It also occurs as a first priority most frequently in the submissions.

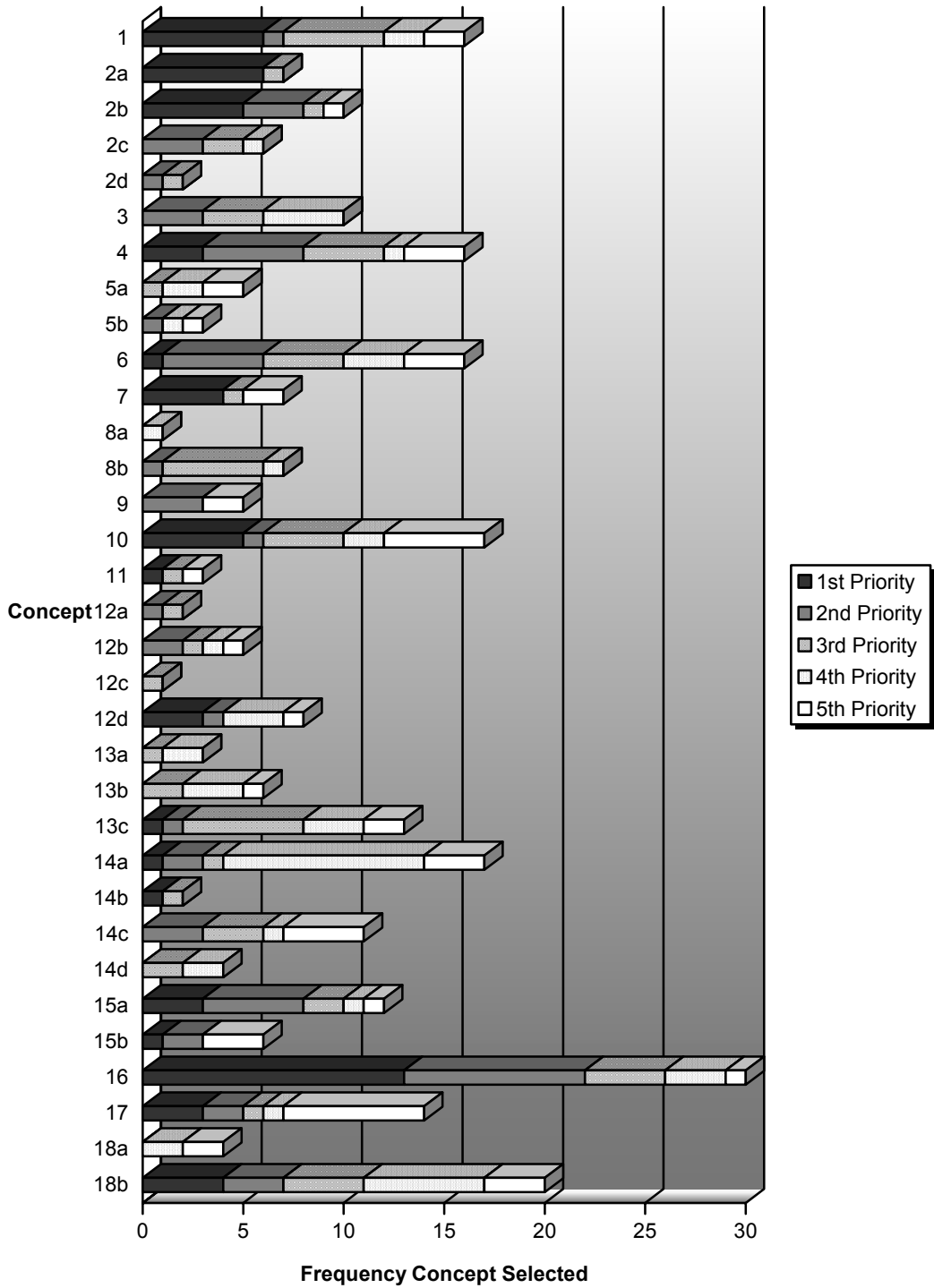
Other relatively strongly identified priorities are for Concepts 1, 2a, 2b, 4, 6, 10, 14a, 15a, 17 and 18b. Of these, 1, 2a, 2b, 7, 10, 16 and 18b are indicated strongly as first priorities. Similar to the tick box responses, these concepts refer to natural area restoration, open space provision and non-vehicular access, as well as to vehicular access (including a proposed new road entrance) and a proposal for a new dog park area.

Those concepts that stand out as being of the lowest overall priority include Concepts 2d (walking track past the sewage ponds), 5b (screen off fishing areas), 8a (fence of the Girl Guide camp and restrict public access), 12a (retain ranger's house as is), 12c (construct second fishing lake), 13a (landscape and widen existing park entrance), 14d (plant and develop open space around the weir along with picnic areas) and 18a (upgrade picnic areas).





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See Appendix D for the data table.

## 5 Cont'd

### Written Comments

Most of the written comments made by the submitters follow a particular theme while still covering a wide range of topics that vary between submitters. Therefore, it is difficult to usefully categorise these into groupings of similar comments within a particular theme without some degree of "pigeon-holing". Care is taken, though, to ensure that the intent of each submitter's response is retained as much as possible.

See Appendix E for a summarised version of the submitter's written comments, with them grouped in categories of theme. Then, within each theme category, similar submitter comments were grouped and the results of this are presented in Appendix F.

The themes of viewpoint that have been generalised from the submitters' written comments include the ones given below (Note: the number of submitter comments generally supporting the identified theme is given in brackets along with the percentage of the total number of submitter comments of 212 recorded in the table – submitter comment numbers are given because any one submitter may have made two or more different comments within a particular theme):

- There is support for protecting, maintaining, restoring and enhancing the natural and ecological environment of the park (19 submitter comments = 9.0% of the total).
- Concern is expressed over waterway pollution, particularly by waterfowl, and its impacts on safe swimming and the level of attractiveness of the park for visitors (overall 11 submitter comments = 5.2%, six (2.8%) refer directly to pollution caused by waterfowl).
- There is generally some interest in further plantings in the park – of approximately 18 submitter comments that refer to plantings, nine (4.3%) are for trees, with five (2.4%) supporting the planting of native shrubs and trees and one (0.5%) for more exotic plantings.
- Eleven (5.2%) submitter comments are on the topic of dog access in the park. Five of these (2.4%) state that there should be no dog area in the park and, although the others do not register opposition to the presence of dogs, each raise separate issues relating to the dog park, such as its siting.
- Some submitters (six submitter comments = 2.8%) express opposition to any commercialisation of the park, including the suggested mini golf facility (three comments).
- Improving the amenity value of the park with, for example, plantings, landscaping and art works, is on the mind of a few submitters (nine submitter comments = 4.2%). Three of these comments identify a need to create some raised planted topography to screen urban development and road traffic noise and provide some physical variety.

### ANALYSIS OF RESULTS

Due to (1) the nature of The Groyne (as a well known, long established and already relatively multi-use park), (2) the wide range of concepts for its development and (3) the methods by which public input has been sought, it is not surprising that the public response has covered a wide range of viewpoint. Consequently, although one to a few submitters have clearly expressed their opinion on one or more concepts or issues, most present a viewpoint not repeated exactly by any other submitter. Therefore, in the analysis of the submissions, the approach taken is to group broadly similar viewpoints and then flag those groupings that are statistically most significant in terms of numbers of response or address what are seen to be important issues.

(Please note: It is important to remember that any conclusions made on the submission responses do not necessarily reflect the overall views of the submitters (or for that matter, the overall public). They are, though, useful indicators of some public viewpoint of key elements of change as proposed in the draft concept plan. Surprisingly, though, some significant development concepts, such as the proposed shared Christchurch City Council / Fish and Game Council building received little comment).

## 5 Cont'd

Overall, the submitter response to the proposed development concepts for The Groynes is supportive. Generally, the responses support the concepts that will result in the park becoming a well landscaped and planted natural environment, with a protected and enhanced ecology, in conjunction with the provision of facilities and amenities for both passive and active recreation and activities as well as for educational and interpretative purposes.

For clarity, the most significant results are tabulated below (percentages indicated are the proportion of the total number (87) of submitters):

### Concepts that Received Significant Support

Concept	Concept Description	Tick box response - Support	Tick box response - Oppose	Priority response – total all priorities	Priority response – 1st Priority	Written comment - Support	Written comment- Oppose
16	Create freshwater swimming areas.	67.8%	2.3%	34.5%	14.9%	-	-
18b	Provide tracks to Clearwater Resort, Waimakariri River and Roto Kohatu Reserve.	72.4%	2.3%	23.0%	4.6%	-	-
17	Upgrade this area to raise ecological values and provide tracks and interpretative signage.	72.4%	6.9%	16.1%	3.4%	See Table 5 below	-
10	Upgrade this under-utilised area for open space use and protect remnant native flora.	63.2%	3.4%	19.5%	5.7%	See Table 5 below	-
12d	Provide an accessible track for people with disabilities.	72.4%	2.3%	9.2%	3.4%	-	-
1	Provide a new and additional road entrance off Dickeys Road.	54.0%	4.6%	18.4%	6.9%	-	-
6	Manage the island and the riverbanks in this area as ecological restoration areas.	66.7%	5.7%	16.1%	1.1%	See Table 5 below	-
4	Provide mountain bike and exercise tracks.	44.8%	18.4%	18.4%	3.4%	-	-
2b	Convert the sewage ponds into a wetland with conservation values.	54.0%	5.7%	11.5%	5.7%	See Table 5 below	-
2a	Upgrade the sewage ponds, with visual and ecological enhancement.	52.9%	6.9%	8.0%	6.9%	See Table 5 below	-

### Key Issues from the Written Comments

Issue	Written comment- Support	Written comment- Oppose
Maintain/protect, restore and enhance the natural/ecological environment.	11.5%	1.2%
Concern of waterway pollution by waterfowl.	6.9%	-
Concern of waterway and other pollution generally (including waterfowl).	12.7%	-
Plant more trees.	4.6%	-
Plant native trees and shrubs.	5.8%	-
Plant more exotics.	0.6%	-
Improve amenity value of the park with, for example, plantings, landscaping and art works.	5.8%	-
Create raised planted topography to screen picnic areas from traffic noise and urban views.	1.2%	-
Proposed mini golf facility.	-	3.5%
Commercialisation of the park generally.	-	8.0%
Proposed new shared Christchurch City Council ranger/ Fish and Game Council building	2.3%	3.5%

5 Cont'd

**Concepts that Received a Significant level of Opposition\***

(\*even though this may be less than or equivalent to the level of support for the proposed concept.)

Concept	Concept Description	Tick box response - Support	Tick box response - Oppose	Priority response – total all priorities	Priority response – 1st Priority	Written comment- Support	Written comment - Oppose
15b	Permit a mini golf concession in this area.	25.3%	35.6%	6.9%	1.1%	-	3.5%
8a	Fence and gate the Girl Guide Camp and discourage public access.	28.7%	27.6%	1.1%	-	-	-
12b	Screen and upgrade the Park Rangers House for functions, such as weddings.	27.6%	28.7%	5.7%	-	-	-
7	Establish a new dog park area containing plantings, tracks and a waterway.	34.5%	24.1%	8.0%	4.6%	-	5.8% want no dog area in park at all
14b	Relocate existing slalom gates to the river section between the existing weir and culvert.	24.1%	11.5%	2.3%	1.1%	-	-
12c	Excavate a second fish-out lake.	39.1%	17.2%	1.1%	-	-	-
12a	Retain the Park Rangers House in its current capacity.	31.0%	12.6%	2.3%	-	-	-
13a	Landscape and widen the existing park entrance area.	47.1%	16.1%	3.4%	-	-	-
13b	Stock a fishing lake with fish.	48.3%	16.1%	6.9%	-	-	-
11	Remove the existing dog park and redevelop area for park open space.	42.5%	13.8%	3.4%	1.1%	-	-

**CONCLUSIONS**

- (1) The majority of the submitter responses to the proposed concepts is supportive although there is also some level of opposition expressed for each concept. Generally, though, this opposition is mostly well below 10% of all submitters and, at the most, no higher than about one-third of all submitters (those proposed concepts which attracted a higher level of opposition are mentioned in (6) below).
- (2) The highest overall level of support from the tick box and priority responses for a single proposed concept was that for Concept 16 (to create freshwater swimming areas at The Groynes), with two-thirds of all submitters supporting this concept in the concept tick box response and one-third also indicating it as a priority. Further supporting the conclusion that swimming at The Groynes is a topic of significant interest, for at least the submitters if not all of the City's residents and visitors, is the level of concern expressed at the water quality there (one-eighth of the submitters makes a written comment stating concern over waterway, and other, pollution at The Groynes and just over half of these are specifically concerned with waterway pollution by waterfowl – the pollution issue received the greatest number of written comments overall). The message that may be taken from these submitter responses is that the Christchurch City Council should proceed with developing safe swimming areas at The Groynes as well as seek to achieve a high level of clean water in the general area.
- (3) The concern over water quality is just one element of a high level of support by the submitters for the proposed concepts that deal with the maintenance, protection, restoration and/or enhancement of the natural and ecological environment and open space of The Groynes. Nearly three quarters of all submitters have ticked the support box for one or more of these concepts and one-fifth have indicated one or more of these concepts as a priority. This group of concepts also ranks similarly to the pollution issue in terms of the number of written comments received (ten submitters (just over one-tenth of all the submitters) write supportively on this subject and one expresses opposition (this submitter advocated focussing on users and recreational use rather than restored ecological outcomes)).

## 5 Cont'd

- (4) Non-vehicular access to the park and its surrounding areas also comes across as being important in the minds of the submitters, with just under three quarters of them indicating support, in the tick box response for concepts proposing tracks, including those with interpretative signage and being accessible for people with disabilities, and up to nearly one-quarter indicating the concept as a priority. Concept 4, for the provision of mountain bike and exercise tracks, got the tick of support from nearly half of the submitters, and indicated as a priority by one-sixth, but one-sixth of all submitters (16 in all) also have ticked the opposition box. This outcome may reflect a common public perception (not altogether undeserved) that tracks used by mountain bikers and runners will result in conflicts being created with other track users such as walkers.
- (5) The written comments indicate that there is some body of support for plantings and landscaping in the park to improve its amenity. Up to five submitters have written to support a concept proposing this sort of improvement.
- (6) For fourteen of the concepts a significant (for the purposes of this analysis, this is taken to be at least ten submitters) level of opposition has been expressed. Of these, the following stand out in terms of the number of opposing responses relative to supporting responses:
  - (a) There appears to be a significantly high level of opposition and/or concern to any proposal to introduce commercially run activities into the park or to restrict public access in any way. For three of the concepts (that is, the ones proposing to establish a mini golf concession (Concept 15b), restrict access to the Girl Guide camp (Concept 8a) and reutilise the Park Ranger's house for functions such as weddings (Concept 12b)), the level of opposition in the tick box response (ranging from over one-quarter to just over one-third of all the submitters) is greater than or equivalent to the level of support for each of these concepts. For example, over one-third of all submitters oppose having a mini golf concession in the park, whereas one-quarter support it. Furthermore, in the written responses, seven submitters generally oppose commercialisation of the park, with three opposed specifically to the proposed mini golf facility.
  - (b) Although just over one-third (30) of the submitters support the establishment of a new dog park area, one-quarter (21) are opposed to this. In addition, five submitters express in their written comments that they want no dog area in the park at all.

## POST-CONSULTATION REVIEW

### Constraints on the Analysis

- As there are only 87 submitters to represent the viewpoint of Christchurch's residents and visitors, all conclusions made in this report must be read with mind to the statistical limits that will apply to such a sample size. Essentially, the results reflect just the view of the submitters themselves, although some useful generalisations and assumptions from these can be made.
- Omissions in the concept numbering on the distributed freepost submission form and variance to the numbers shown on the accompanying brochure, as well as the differences in detail between these and the greater detail in the full draft concept plan itself, may have led to some confusion and invalid or unintended responses in the concept priority response part of the form. One prominent omission in the freepost submission form applied to concept groups 8 and 12, where the accompanying letters 'a', 'b', 'c' and 'd' were missed out.
- Some consultation material may not have been optimally distributed, with a possible outcome being a lesser than possible public response.

## 5 Cont'd

### Review of the Methodology

- The approach taken to list the large number of proposed concepts and invite submitters to tick a box is certainly useful in order to obtain sufficient data that can readily be analysed and to 'push' them to respond to each concept. The downside is that some of the responses made may have been made hastily and without much thought. It could be argued that there is some leading of the submitters in their response with this approach and that there was less incentive for them to make creative and original responses. On the other hand, the nature of the draft plan (that it proposes many different development concepts) lent to such a consultation advertisement approach being taken. In addition, submitters were given space on the submission form to make written comment and many took that opportunity in their submissions.
- Using a variety of forums to advertise the draft plan to the public is most worthwhile and will have contributed to a higher response rate. In particular, placing printed material, including freepost response forms, in libraries and posting similar material on the Council's website, including an online response form, was responsible for a significant proportion of the responses received.

### Other Matters

Other major matters affecting, but covered separately to, The Groyne consultation:

- (1) **Proposed shared Christchurch City Council Ranger / Fish and Game Council building**  
Although this is included in the draft concept plan as a concept (Concept 13c), further investigation and reporting on this will proceed independently, though linked, to the plan development process. (Now withdrawn, see clause 4 of the Committee's report to the Council.)
- (2) **Northern Rooding Options Scoping Study (NROSS)**  
Submissions on a strategy for a solution to northern Christchurch's rooding problems were sought from the public earlier this year by Transit New Zealand. Although it was originally proposed for a new two-lane arterial road to be developed immediately to the east of The Groyne, between Johns Road and the Main North Road, this has been removed from the current version of the preferred strategy. The outcomes from this study, though, may still have an effect on The Groyne, particularly in terms of public vehicle access to the park.
- (3) **Adjoining land development**  
The Groyne is virtually surrounded by land that is, and may be, developed for residential and business purposes and this will be expected to have an effect on the park in the areas of visibility and access at the least. Such development includes:
  - The Clearwater Resort and Golf Course.
  - A new residential subdivision adjacent to, and to the east of, The Groyne entrance.
  - Possible commercial or residential development of land on the western side of the entrance road.
- (4) **Linked public areas**  
Promoted as part of a network of public areas making up the proposed Waimakariri Regional Park, The Groyne has, or will have, direct links to other natural and semi-natural areas managed for public recreational purposes. These areas may already be existing but requiring development or are just at the proposal or concept stage. For all areas, public access from The Groyne needs to be developed or improved. The areas include:
  - Roto Kohatu Reserve.
  - A new nature reserve on the other side of Dickey's Road from the north-eastern end of The Groyne.
  - The possible future addition of adjoining areas of land to The Groyne, dependent on negotiation with willing landowners.

## 5 Cont'd

The above report was considered by the Shirley/Papanui Community Board at its meeting on 5 March 2003. The Board decided to recommend to the Council that the staff recommendation (set out below) be adopted.

- Recommendation:**
1. That the Council approve the draft Groynes Concept Plan amended as follows from the draft plan:  
  
Remove the following concepts:
    - (i) Concept 15b (to permit a mini golf concession);
    - (ii) Concept 8a (restrict access to the Girl Guide camp);
    - (iii) Concept 12b (reutilise the Park Ranger's house for functions such as weddings).
  2. That the Parks and Waterways Unit proceed with the following developments/improvements at The Groynes as a priority:
    - (a) Investigate, in cooperation with Environment Canterbury and adjacent landowners, possible options for improving the water quality at The Groynes;
    - (b) Investigate options for the development of freshwater swimming areas and the provision of water of a suitable quality in these areas (Concept 16);
    - (c) Implement the proposed concepts that promote the maintenance, protection, restoration and/or enhancement of the natural environment and green open space of The Groynes;
    - (d) Provide tracks at The Groynes, along with interpretative signage, for a variety of uses including disabled access, walking, mountain biking and exercise.
  3. That interest groups be encouraged to maintain their excellent involvement.
  4. That Environment Canterbury be thanked for its present and future efforts at the Groynes.