

Urumau Reserve development plan consultation overview

Below is:

- Summary of consultation process
- Issues relating to the consultation process
- Distribution of feedback
- Summary of feedback
- Project team responses to key issues
- Project team responses to key suggestions

Summary of consultation process

Council staff worked collaboratively over a number of meetings with the Lyttelton Reserves Management Committee to develop a draft Urumau Reserve Development Plan that was agreed to go out for community consultation. Input to the draft plan was received via separate meetings with Heritage New Zealand and the Lyttelton Port Company representatives and a phone discussion with a representative from Te Hapū o Ngāti Wheke.

A plan was confirmed for a three week Have Your Say community consultation period via hard copy, Council website and Newsline. Consultation on the Urumau Reserve Development Plan was open from 15 August 2017 to 4 September 2017. The information leaflet, including submission form was hand delivered to 230 properties in adjacent streets, and distributed to 41 absentee owners and 147 identified stakeholders. Approximately two hundred extra copies were provided to the Lyttelton Information Centre. A link to the Urumau Reserve Development Plan Report was available on the Council website. Leaflets were also available via a holder on a corflute sign showing the proposal and the key consultation information at the Foster Street entrance to the reserve.

A public drop-in information session attended by approximately 20 people including Community Board representatives, was held between 7pm and 9pm Monday 28 August at the Banks Peninsula Board Rooms, Lyttelton.

Issues relating to the consultation process

During the consultation process Council staff was made aware of material that was distributed to some Lyttelton properties along with the Urumau Reserve Development Plan information leaflet that was not part of the Council distribution. It included a white slip of paper saying "If you don't vote NO you approve the new plan".

Council staff we also made aware of stickers that were placed at various sites including on the corflute panel saying "VOTE NO Urumau MTB Plan".

Articles were also placed in The Akaroa Mail on Friday 25 August 2017 and the Bay Harbour News on Wednesday 30 August 2017. The Akaroa Mail article titled 'Mountain bikers may take over Lyttelton Reserve' quoted the Committee chair expressing surprise at the emphasis on mountain biking in the proposed plan and stating that people needed to know the consultation was happening. The public was invited to visit the Lyttelton Information Centre to collect leaflets and to speak to the chair or secretary of the Lyttelton Reserves Management Committee about the proposal. The Bay Harbour News article quoted the secretary of the committee highlighting the split among committee members regarding the 'bike trails'.

The distribution area of the "vote No slips and stickers" or its influence on the submitter feedback is not known. However the consultation feedback has shown there is strong support for the Urumau

Reserve Development Plan 2018 as summarised in the table above summary of distribution of responses.

A meeting was held with representation from Te Hapū o Ngāti Wheke and Council staff on Friday 15 September 2017, to discuss concerns that Te Hapū o Ngāti Wheke had not been appropriately consulted, and it was confirmed that a representative had provided input. Council Engagement staff then made sure that collation of feedback was put on hold until a submission was received and considered as part of the process.

Following the formal consultation process a workshop was held with the Banks Peninsula Community Board and the Lyttelton Reserves Management Committee to consider the feedback and for comment on the draft project team response to be finalised for the report. It was then intended that a report would go to the Lyttelton Reserves Management Committee for consideration before going to the Banks Peninsula Community Board meeting for approval. However, Council staff concerns regarding conflict of interest by some of the Lyttelton Reserve Management Committee members, led to Council Legal Services Unit advice to amend this decision-making process so that the staff report went directly to the Banks Peninsula Community Board, and all Lyttelton Reserves Management Committee members who had not previously submitted were given the opportunity to make a submission on the plan. This supplementary consultation process was open from 12 March 2018 to 26 March 2018.

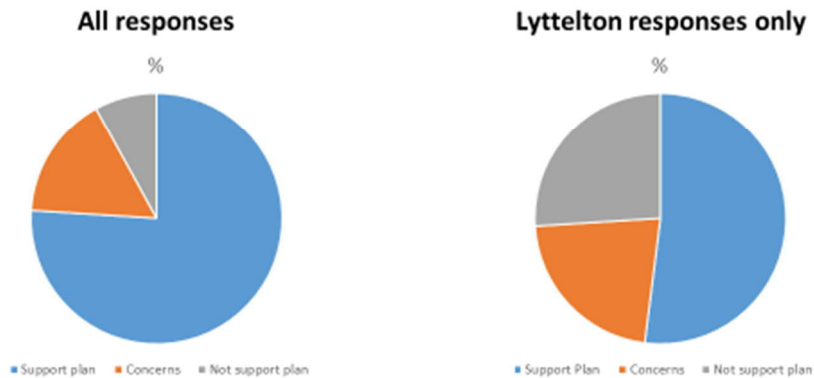
In total, six hundred and twenty five submissions were received (176 from the Lyttelton area). 473 submissions supported the plan (92 from the Lyttelton area). 98 submissions had concerns about the plan (37 from the Lyttelton area). 54 submissions did not support the plan (47 from the Lyttelton area).

- 76% of submitters (473) supported the plan - 15% from Lyttelton area
- 16% of submitters (98) had concerns - 6% from Lyttelton area
- 8% of submitters (54) did not support - 7% from Lyttelton Area Lyttelton area levels of support as part of overall support (approximate percentages)
- 52% of those indicating support
- 21% of those with concerns
- 27% of those who did not support

In summary the distribution of responses was:

Area	Yes-support development plan	Yes-support development plan but with concerns	No-do not support the development plan	Total
Lyttelton	92	37	47	176
Christchurch and wider Canterbury	354	56	7	417
Other	27	5	0	32
Overall	473 (76%)	98(16%)	54(8%)	625(100%)

Comparison of responses – all/Lyttelton area



Summary of feedback

An overview of positive comments from submitters in support and in support with concerns includes:

- the benefits of attracting people to Lyttelton,
- support for multi - use development,
- great to have and retain current mountain bike tracks,
- trails are an asset to the community,
- great to add more mountain bike tracks,
- support and appreciation for efforts of native planting and regeneration,
- support for improvement in biodiversity,
- support for shared trails including links to the Timeball Station, quarry and rifle range,
- support for tracks linking Council, Lyttelton Port Company and Department of Conservation land,
- improving the tracks will give more recreational options,
- acknowledgement of health benefits from increased recreation,
- support for a plan that allows for scenic, historic and ecological restoration purposes,
- creates play, reflection as well as active challenge
- the importance of protecting and preserving outstanding vistas for their spectacular views

Key issues raised overall were:

- requests for additional access points,
- concerns about loss of privacy and tranquillity,
- parking and traffic for neighbouring properties,
- damage to the environment,
- shared paths,
- unauthorised paths,
- opposition to mountain biking in the reserve.
- The majority of submitters indicating support with concerns made suggestions rather than complaints.

Key overall suggestions were:

- connect network with Port Hills tracks,
- develop tracks,
- provide access to Sumner Road,
- continue to allow dogs under effective control,
- include clear signage within the reserve,
- consider adding a range of facilities such as toilets, seats, bike wash, treehouse and picnic areas

Organisations that submitted and support the plan include EnviroSchools Canterbury (representing two local schools and a preschool), UC Bike, Craigieburn Trails Committee, Lyttelton Primary School, Gravity Canterbury, South Canterbury Mountain Bike Club, Queenstown Mountain Bike Club, Torpedo 7, Summit Road Society Inc, Peninsula Tramping Club, Lyttelton Mountain Bike Club and Shirley Boys Mountain Bike Club.

Organisations that submitted and had concerns include Lyttelton Port Company, Lyttelton Environment Group, Spokes Canterbury, Liz Briggs Consulting Ltd, Evolution Cycles and Te Hapū o Ngāti Wheke.

Lyttelton Information Centre submitted and did not support the plan and indicated support for walkers only.

A combined submission made on behalf of eight individual members of the Lyttelton Reserves Management Committee emphasized that the committee reached a consensus position to support the draft development plan for consultation.

While more than half of the submissions from the Lyttelton area supported the plan, approximately 27% percent opposed the plan. (Refer table above). Most concerns were reflected in the key issues raised overall in the submissions. These were parking, anti-mountain bike concerns including track origin/evolution/ and authorisation, user conflicts/priorities, and damage caused by the tracks and mountain bikes on the environment. Key concerns about environment protection management and development were ecological, land weed control, plantings, erosion, land de-stabilisation and fire risk. Concern about the effect of developing access ways on Gilmour and Foster Terrace on neighbouring properties were more prevalent amongst Lyttelton submitters and those living close to the reserve than those further afield. There was also concern over the lack of consideration of Maori heritage values of the site and a concern an environmental evaluation had not been carried out before developing the plan.

Several submissions including the chair and secretary of the Lyttelton Reserves Management Committee submitting as individuals questioned various aspects of Council and Reserve Management Committee process and outcomes including the viability of the structure and governance of the Lyttelton Reserve Management Committee, and the process around the installation of additional mountain bike tracks in the reserve. One submitter raised concerns over information given out from the Lyttelton Information Centre.

In a Lyttelton snapshot of the 30 submitters from adjacent Foster and Gilmour Terraces and Randolph Street, 10 do not support, 10 support with concerns and 10 support the plan. Several raised process issues that were not raised by submitters outside Lyttelton (see above Context and Background). Key issues from these adjacent residents either in support or with concerns were also local concerns including parking and privacy relating to proposed new access points through adjoining Council land, and vehicle access/congestion via these narrow hillside streets.

Of the 417 submissions received from Christchurch and wider Canterbury, fewer than ten opposed the plan and the issues were the same as those from the Lyttelton area with one submission voicing particular concerns about implications for mana whenua.

Of the 354 from the Christchurch area who indicated they support the plan, 66 did not comment. Of the 56 who indicated support with some concerns, the majority were suggestions not complaints, and the themes were the same as for those who commented in full support – that is, the majority indicated support for or made suggestions for improving mountain biking in the reserve. Comments ranged from requests for more tracks to shared tracks to separated tracks, and care in signage and use for walkers and runners. Several also indicated appreciation of and support for protecting and improving the vegetation – both native and introduced, for example macrocarpas and pines.

There was strong recognition in these wider submissions of the benefits to Lyttelton especially for the burgeoning interest in mountain biking and perceived need for more tracks. There were also comments about the unique aspects of Urumau for mountain biking, and the hard work put in by volunteers to develop challenging and interesting tracks.

There was also strong support in the wider Christchurch area for retaining and increasing connections to other tracks on the Port Hills including those put forward in the plan. For example connecting tracks to the Time Ball Station. Requests for other connections included Sumner Road access. Others included provision for downhill exit for mountain bikers, a loop track, provision for beginner rides, intermediate riders, and from a larger group, provision for experienced riders in what was cited as a unique place for this group including wet weather riders. There was also a range of comment about the pluses and minuses of sharing tracks for different users or providing separate access.

Of approximately 30 submissions from outside the Lyttelton and wider Christchurch area, none opposed the plan.

Project team response to key issues:

Concerns about additional access points to the reserve including parking and emergency access: The reserve is currently limited to two formal access points only. If this situation remains it may result in heavier than desirable loading on the two sites. Currently there is limited formal access for bikes.

There is no legal access from the end of Gilmour Terrace to the Reserve via the private drive for the public. The access from Gilmour Terrace through the properties below the reserve is for Council maintenance of the Reserve and emergency's only, and not the general public.

The consultation plan shows three extra access points to the reserve, utilising existing reserve land.

- Access from 18 Gilmour Terrace would be for mountain bike use only.
- Access from 12 Foster Terrace would be a shared use track with up-hill mountain biking only through the food forest area.
- Access from 24 Foster Terrace would be a walking track only.

Staff agree that these access points are steep and would need to be engineered but it would provide an opportunity for downhill mountain bikers to exit the reserve on a dedicated track. Further investigation and feasibility studies would need to be carried out.

Staff acknowledge that there could be some increase in vehicle movement and parking demand on these streets as the reserve is promoted, and becomes more popular. However, the proposal to

have multiple entry and exit points to the reserve that will help spread the load for any additional parking.

Not all visitors will drive, and those that do drive may also park in other streets, or in the commercial centre for ease of parking, movement and proximity to other facilities.

Parking demand needs to be assessed and monitored before determining what (if any) treatments are needed. Additional no stopping restrictions, or where applicable residents only parking restrictions, parking limit lines, parking compliance team action may need to be investigated if issues eventuate. Public transport, walk, bike options to be promoted.

Recommendation: Park promotions are to highlight the fact that the reserve has no formal parking and that all users should be encouraged to find other ways to get to there – for example public transport or walk and bike.

Additional access effects on neighbouring properties including loss of privacy and tranquillity: Issues around practical access from an engineering and design perspective, or the impact on adjacent neighbours need further consideration including any mitigation (for example through plantings to screen for privacy). Options will be considered and affected neighbours would be consulted with directly.

Recommendation: The additional access points shown on the plan are explored further from an engineering point of view and with consideration to the impact on neighbours.

Concerns about damage to the environment:

Formation of tracks may have some impact on the environment. Council staff, Lyttelton Reserves Management Committee Members and volunteers must comply with District Plan rules, best practice guidelines for trail building and monitor track degradation as part of reserve management.

All efforts to minimise and control run-off will be taken. Continued planting is encouraged as well as armouring of tracks and sediment trapping.

Appropriate track construction and relevant planting alongside the track can help to minimise environmental damage.

Instability of the land is not considered to be a current major issue however drainage issues have been present in the reserve during significant rain events and channels and swales must be constantly managed to ensure water is adequately directed.

The Whaka-Ora Healthy Harbour, Ki Uta Ki Tai, Whakaraupō/Lyttelton Harbour Catchment Management Plan was adopted by Council in March 2018 and will be considered in any future development.

Recommendation: Any track development must ensure best environmental practice. Review and monitor current tracks for erosion. Monitor and manage drainage in and off the reserve. Continue native plantings as shown on the plan. Planting of native species to enhance biodiversity and assist with sediment control.

Concern about shared paths:

With limited space available, where possible, safe and enjoyable shared paths are an option. Shared climbing lines for bikes and walkers are particularly appropriate with shared downhill paths being least appropriate. Appropriate signage is needed. Shared paths help minimise risk of erosion by minimising soil disturbance.

There is a finite amount of room within the reserve for tracks. A balance is sought in the plan between providing for both activity types. That is why it is considered appropriate to have a dedicated downhill track for the mountain bikers.

Recommendation: Shared and dedicated path and signs are as shown on the development plan.

Unauthorised creation of mountain bike tracks and need to limit mountain bike tracks to those shown on the development plan:

There are differing opinions between some members of the Lyttelton Reserves Management Committee over whether the formation of some of the existing tracks have followed the correct process. After staff assessment track development to date appears to have followed correct process and no consents have been needed to complete track development. (Refer Attachment J) Council staff provided advice to the Lyttelton Reserve Management Committee when requested but have not been present on most working bees. Most tracks were developed from scratch lines under pines and in duff and needle layers. No native plants were removed that staff are aware of. Council staff have provided advice on reviewing track lines, usability, safety (staying in the orange zone) and sustainability including avoiding native vegetation. One species of New Zealand native fern that staff did point out was *Asplenium oblongifolium*, common name, shining spleenwort. The development plan aims to provide a balance of recreational facilities to accommodate walkers and cyclists, while also acknowledging and providing for environmental, scenic, historic and ecological values.

Recommendation: All track development must be consistent with the development plan.

Project team response to key suggestions:

Connect network with Port Hills tracks:

Out of scope for this project but these suggestions are noted and appreciated and will be passed on to the appropriate people.

There is a connection available for walkers from Urumau to the summit via Lyttelton Port Company land and Department of Conservation land. There is not currently any other viable links other than a connection to Chalmers track from Urumau via Lyttelton Port Company land to the west. The Head to Head walkway is signposted at the Foster Terrace entrance and this is the track that passes through Lyttelton Port Company land and connects to Department of Conservation land.

Recommendation: Suggestions noted. Continue development of the Head to Head walkway.

Develop more tracks and access points:

Development should be as per the agreed plan once consultation is complete: There is no support for more tracks (above what is shown in plan), and the existing plan can only be done sustainably through prioritisation and careful management. Track development will take into account Christchurch District Plan requirements, best practice design, safety and environmental

considerations and other relevant plans including Whaka-Ora Healthy Harbour, Ki Uta Ki Tai Whakaraupō/Lyttelton Harbour Catchment Management Plan.

Recommendation: The Council will work with the Lyttelton Reserves Management Committee to prioritise the planned developments which will be staged through a gradual process of improvement, and will be limited to available budgets.

Provide access to Sumner Road:

Following the Christchurch earthquakes Sumner Road continues to remain closed. Currently access to Urumau Reserve from Sumner Road is not considered practical given safety concerns and any future access would be dependent on review with traffic and roading advice.

Recommendation: No change to the proposed development plan. Future access could be considered once Sumner road is re-opened.

Consider adding a range of facilities such as toilets, seats, bike wash, tree house and picnic areas: Currently limited options other than further seating and informal picnic area development. Any new structure would need to have an allocated capital and maintenance budget. One submitter gave the history of the seat proposed in the development plan. The seat was proposed to be a memorial for Gary Broker, acknowledging his enthusiasm and hard work over the years to Urumau Reserve. Money was donated by local people and the Community Board for a stone seat with additional suitable native plantings. Positioning of the seat was at the time intended to “break the journey” on the uphill climb.

Recommendation: Seat and informal picnic area as shown on development plan is supported. Positioning of the seat as a memorial for Gary Broker will be agreed in consultation with relevant local community members, Community Board members and Lyttelton Reserve Management Committee members.

Support for more walking tracks:

There was some support for more walking tracks. There is a finite amount of room within the reserve to provide for tracks. A balance is sought in the plan to cater for walking and cycling. Walking only tracks and where possible, safe and enjoyable shared paths are options.

Recommendation: Track development will be as shown on the development plan.

Support continued planting and maintenance plans:

Urumau Reserve is recognised as being in the Lyttelton Harbour ecosystem. New plantings must be sourced from local populations. The Council supports this including working with community volunteers, and offers support to the Lyttelton Reserves Management Committee.

Recommendation: Planting as per the development plan.

Consideration of maori heritage values:

There was a concern over the lack of consideration of maori heritage values. While consideration of native/indigenous planting are consistent with mana whenua values additional representation of

mana whenua values could be considered in consultation with Te Hapū o Ngāti Wheke. For example consideration of interpretation of Urumau and other key landscape features and naming of tracks.

Recommendation: Mana whenua values will be considered when implementing development projects.

There are no changes to the Urumau Reserve Development Plan as a result of consultation.