



**DRAFT**

*SUMMARY*

Draft District Reserve  
Management Plan  
*October 2017*

[whakatane.govt.nz](http://whakatane.govt.nz)



# Background

- As an administering body, the Whakatane District Council (the Council) is responsible for preparing policies for the management of reserves that it controls.
- Reserves Management Plans are required under the Reserves Act 1977 for all gazetted reserves to outline the general intentions for their use, development, maintenance, protection and preservation.
- Reserves owned, administered and/or managed by the Council have two forms of legal status:
  - Land held subject to the Reserves Act 1977 and classified according to its principal purpose or;
  - Freehold land held by Council in fee simple title for reserve purposes, but not held under the Reserves Act.
- The Council considers that guidance on the maintenance and future development of all open spaces, regardless of their status, is critical to ensure consistency in reserve planning and open space management.
- The benefit in adopting a *District Reserve Management Plan* is that it facilitates the resource consenting process and the involvement of staff in making informed decisions about management and operations, in a more efficient and consistent manner.
- The draft Whakatane *District Reserve Management Plan* document is intended to be the primary policy document that will provide direction for all District Reserves, *including* those with specific Individual Reserve Management Plans.
- The Council has Individual Reserve Management Plans for some specific reserves, which have been identified as having unique issues and opportunities that require different use, management and protection philosophies. In addition, these plans outline priorities in works programming and budgeting.
- Individual Reserve Management Plans have been developed for *Rex Morpeth Park (1983)*, *Tāneatua Recreation Reserve (1989)*, *Awatapu Lagoon (1990)*, *Ohope Reserves (1998)*, *Lake Aniwhenua (formerly Aniwhenua) Reserves (2001)*, *Western Whakatane Coastal Reserve (2003)*, and *Sullivan Lake (2015)*. These plans are to prioritise actions for a 10-year timeframe. All of these individual plans (apart from Sullivan Lake) are therefore out-of-date and are due for renewal.
- The *District Reserve Management Plan* therefore will work in conjunction with any Individual Reserve Management Plan, but will not take precedence over these.



# Classifications and Categories

- A vested reserve gazetted under the Reserves Act 1977 must be classified under its primary purpose. Local Authorities surveyed and observed nationally have varying approaches to reserve and open spaces planning classifications. Many consider the original Reserves Act classifications to be dated and too prescriptive, leading to a very low uptake of formal classification.
- As very few reserves in the Whakatane District are vested under the Reserves Act, the Council has informally adopted systems whereby reserves are instead *categorised* according to their size, type of use and management focus.
- Categories have been adapted from the New Zealand Recreation Association's Parks Categories and Levels of Service. This is the methodology adopted by many other Local Authorities, including Wellington City Council, Tauranga City Council and Hastings District Council, with many other Councils following suit.
- Reserve Categories are intended to capture a primary purpose. While many reserves are multi-use, allocation of a primary purpose allows for analysis of the network and various scales to be applied, from a specific neighbourhood to regional and national analyses. Understanding 'what we have' is an essential first step in planning for effective management of the open space network and the future development of a *Reserves Strategy Document*.

## Whakatāne District Reserve Categories (*Full Descriptions*)

### *Premier District Reserves*

Premier District Reserves are larger, multiple-use spaces with a high amenity value and an emphasis on providing for the needs of the wider community. These are reserves and open spaces that provide for a range of informal recreational activities for all age groups and may be located near, or adjacent to, other community facilities (e.g. libraries, halls, suburban or town centres). These generally provide: easy pedestrian access; play equipment and seating; flat or gently undulating grass areas; adequate space for running and informal ball games; neighbourhood amenity; high value amenity planting; and access to open space and the natural environment. They may also provide public toilets and car parking. The minimum size of a Premier District Reserve is dependent on the particular purpose, but they are likely to be of a comparatively larger size. For planning purposes, the minimum parcel size is three hectares.

*An example would be River Edge Park in Whakatāne.*

### *Neighbourhood (Local and Amenity) Reserves*

Neighbourhood (Local and Amenity) Reserves are smaller, low-profile spaces often located on a pedestrian/commuting route and typically bordered on several sides by houses. They may contribute to the character and amenity of the neighbourhood through provision of pockets of open space and/or sites for amenity trees and other vegetation. They often contain no built infrastructure, but may also provide neighbourhood amenity alongside a specific function (such as a playground or a dog exercise area). These

## Reserve Act Classifications

The Reserves Act 1977 applies to all public land that has been vested or gazetted under the Act and specifies, in general terms, the purpose of each class of reserve and requires that each reserve be managed in accordance with this purpose.

Classes include Recreation, Historic, Scenic, Nature, Scientific, Government Purpose and Local Purpose. Each has a different definition. For example - Local Purpose Reserve: 'an area of land (or land and water) suitable for specified local educational or community purpose(s), which does not duplicate any other reserves purpose.'

(Reference from: ***A Guide to the Reserves Act*, Holland Beckett Lawyers, 2016**)

open spaces are designed primarily for the use of the local residential community and are generally smaller in size ranging from 1000m<sup>2</sup> to 5000m<sup>2</sup>. Each open space is intended to serve a population of around 500 people. Almost all children's playgrounds and local reserves would fit in to this category.

*An example is Jack Knowles Reserve in Tāneatua.*

## ***District Sport and Recreation Reserves***

District Sport and Recreation Reserves are spaces with the primary purpose of providing for sport and recreation and activity, recreation facilities and buildings. These open spaces often have multiple uses and values with a focus on organized recreation and sports-field and/or court provision to meet the District's needs. Types and use/value include social sports, active recreation, walking, amenity and access to other open space and/or the natural environment. The minimum size for this category is five hectares.

*Currently the District has two open spaces that fit this category - Rex Morpeth Park and Eve Rimmer Park in Whakatane.*

## ***Local Sport and Recreation Reserves***

Local Sport and Recreation Reserves are open spaces that allow for sport and recreation activity for the local community. This category allows for smaller scale and less infrastructure than the District Sport and Recreation Reserve category. These open spaces are likely to be multiple use but generally consisting of one sports-field used by both organized sport and informal sport. They also provide for other social sport, active recreation, informal recreation, walking, amenity and access to open space and/or the natural environment. The scale of these open spaces varies and range from 1,000 m<sup>2</sup> to 5 hectares.

*Examples of a Local Sport and Recreation Reserve include Warren Park in Whakatāne and Dunderdale Park in Te Teko.*

## ***Cultural and Heritage Reserves***

Cultural and Heritage Reserves are localities for protection of the built cultural and historical environment to provide for commemoration, understanding, appreciation, and remembrance. These spaces often multiple values for example – amenity and ecological value in addition to heritage or layers of historical fabric. The size of these spaces is usually relatively small but can range from 50m<sup>2</sup> up to 10 hectares. Some of these spaces are located amongst other categories of open space or form a connective network within a geographical area.

*Wharaurangi and Hillcrest Cemetery are two examples of reserves that would fit in to this category.*

## ***Natural Reserves***

Natural Reserves allow for the experience and/or protection of the natural environment. Types of use/value include conservation, ecological restoration/enhancement, and access to the natural environment. Activities on this space include walking/cycling, information/education/interpretation, ecosystem management, low-impact recreation, and landscape protection. Typical characteristics include remnant and regenerating indigenous vegetation, stream and the associated catchment, and coastal areas. This category can include areas of open space that is sometimes inaccessible but generally includes informal recreation opportunities and low-key infrastructure throughout. For example, they may contain track networks and associated information and way finding, picnic areas and possibly seats.

*Mokoroa Scenic Reserve and Karaponga Reserve are two such reserves that are categorised as Natural Reserves.*

## Utility and Linkage Reserves

Utility and Linkage Reserves include link strip land, pedestrian access-ways, and drainage or other service-ways where the primary purpose is to support services other than recreation. This can include spaces that provide linkages and corridors, water-margins and protection of the natural environment. There is generally a low level of development in a linear nature in these spaces. These areas can also provide ecological and recreational links.

*Examples in the Whakatāne District are Waiewe Reserve (drainage), all plantation reserves and some esplanade strips.*

## Civic Amenity Open Space

Civic Amenity Open Space is land adjacent to streets and other civic open-space in CBD areas predominantly for pedestrian access provision to retail and services. These are areas of high amenity value and usually incorporate amenity planting in and around the CBD streetscape, street furniture, sculptures/artwork etc. Civic Amenity Open Spaces are smaller in size ranging from 5m<sup>2</sup> – 100m<sup>2</sup>.

*All Council-administered street-side CBD amenity open spaces in the District fit this category.*

### **NOTE: Road Reserves**

*Road Reserves are typically areas of public land inside the road corridor and adjacent to roads, which are set aside for purposes other than transportation - typically for transport safety - clear sight-lines, laybys, rest areas and amenity/landscape value. Road Reserves within the District are not covered by, or included in this Plan.*

# Content of the Document

## Preface

- Scope and Vision of this Document
- Purpose of Reserve Provision and the Purpose of this Plan
- Individual Reserve Management Plans versus the District Reserve Management Plan
- Consultation
- Legal Status of Our Reserves and Open Space

## Section 1: Introduction

- Scope and Vision of this Document
- Key Documents and Legislation
- Reserve Act 1977 Classifications

## Section 2: Whakatāne District Council Reserve Categories

## Section 3: Administration and Planning Policies

- Provision of Reserves
- Acquisition of Reserve Land
- Revocation and Disposal of Reserve Land
- Tangata Whenua & the Treaty of Waitangi
- Public/Community Engagement and Consultation
- Maintenance and Development
- Environmental Sustainability
- Easements and Encroachments
- Crime Prevention through Environmental Design (CPTED)
- Enforcement

- Smokefree Outdoor Public Spaces
- Surveying and Monitoring
- Education and Interpretation
- Naming of Reserves

#### Section 4: Protection of Physical Character Policies

- Natural Features and Landscapes on Historic and Scenic Reserves
- Archaeological and Historic Sites
- Biodiversity Enhancement and /or Restoration
- Care of the Coastal Environment
- Protection of Esplanade Areas
- Trees and Tree Management
- Pest Plant Management
- Pest Animal Management
- Stormwater Disposal and Water Runoff

#### Section 5: Public Reserve Use Policies

- General Public Use of Reserves
- Occupation Agreements
- Leases and Licenses
- Council Guidelines (Community and Recreation Group Occupancy)
- Council Guidelines (Commercial Occupancy)
- Council Guidelines (Other Occupancy)
- Special Purpose Development on Reserves
- Exclusive Use - Commercial and Community Events and Festivals etc.
- Other Chargeable Facilities

#### Section 6: Access to Reserves Policies

- Pedestrians
- Cyclists
- Vehicle Access and Car Parking Facilities on Reserves for Reserve Users
- Service Vehicles for Operational Maintenance and Emergencies
- Grazing Stock, Horse Riding and Driving on Reserves
- Dogs on Reserves and Animal Exercise Areas

#### Section 7: Structures and Installations on Reserves Policies

- Services and Utilities
- Construction and Earthworks
- Public Convenience and Changing Facilities
- Playgrounds
- Fencing, Barriers and Gates
- Signage
- Lighting within Reserves and Sport fields
- Reserve Furniture
- Commemorative Trees and Plaques and Art Installations

#### Section 8: Auxiliary Activities on Reserves Policies

- Overnight Parking of Self Contained Vehicles
- Boats and other Maritime Craft
- Sport Shooting and Hunting on Reserves
- Community Food Gardens
- Aircraft and Helicopter Landings and Drone (UAV) Operations

- Outdoor Pyrotechnic Displays
- Liquor in Club Facilities on Reserves
- Refuse and Waste Disposal
- Hazardous Substances
- Fire Management

## *Plan Preparation Stages*

**Step 1:** Executive approval to present Draft District Reserve Management Plan to the Policy Committee

**Step 2:** Workshop at Projects and Services Committee

**Step 3:** Prepare a revised draft as a result of workshop feedback and seek approval to go to Council. Present to Council for Key Stakeholder/Tangata Whenua, and Public Notification.

**Step 4:** Publically notify intent to consult on a Draft District Reserve Management Plan and contact identified Key Stakeholders.

**Step 5:** Consultation: Send the draft document to Key Stakeholders/Tangata Whenua and conduct Public notification of the Draft Management Plan (60 days).

**Step 6:** Conduct workshop(s) for questions/discussions in the middle of notification period for any interested parties.

**Step 7:** Receive submissions (formal written and/or verbal) and amend the Draft District Reserve Management Plan as a result of feedback.

**Step 8:** Collate submissions that require a Council resolution

**Step 9:** Council Hearing (if required) and development of Final District Reserve Management Plan incorporating decisions.

**Step 10:** Full Council Approval of Final District Reserve Management Plan.

## *Future Related Work*

- **Individual Reserve Management Plan Updates** for: *Rex Morpeth Park (1983), Tāneatua Recreation Reserve (1989), Awatapu Lagoon (1990), Ohope Reserves (1998), Lake Aniwaniwa (formerly Aniwenua) Reserves (2001), Western Whakatane Coastal Reserve (2003).*
- **Whakatāne District Reserve Suite Index:** *Allocation of each current reserve parcel into an appropriate local Reserve Category, to allow for analysis and future planning.*
- **Reserve Strategy Planning:** *Identify the scope and content of the document, which may include an analysis of our diverse communities and their needs; current assets versus future requirements; and a vision/guidance for best-practice reserve provision for the Whakatāne District.*