

6.0 OPEN SPACE TYPOLOGY

In developing this Plan, the working party created a reserve typology that is specifically tailored to meet Franklin's environment and the community's open space requirements (Figure 3). The typology groups open space that has similar characteristics and purposes. The typology is broad enough to ensure that all types of open space and recreation opportunities could be considered and effort has been made to ensure that the classifications follow international and national best practice.

Figure 5 RAD Plan Reserve Typology

Classification	Types of land	Level
Sports Parks	<ul style="list-style-type: none"> FDC Reserves Private land 	Sub-regional/ District/Local
Regional Open Spaces	<ul style="list-style-type: none"> ARC Regional Parks Waiuku Forest Crown land/ DoC reserves FDC large regionally important reserves Rehabilitated land (closed landfills and quarries) 	Regional/ Sub-regional
Esplanade Reserves	<ul style="list-style-type: none"> Esplanade reserves Esplanade strips 	Regional/ Sub-regional
Conservation Reserves	<ul style="list-style-type: none"> FDC reserves DoC reserves QE II covenanted land (no public access) Protected Natural Areas – conservation lots (no public access) 	District/Local
Community Facilities Reserves	Land for: <ul style="list-style-type: none"> Aquatic and recreation centre facilities, community halls, libraries, playcentres, marae, etc Cemeteries 	District/Local
Linkages	<ul style="list-style-type: none"> Access ways Cycle ways Rural Trail Networks including road reserves and paper roads 	District/Local
Buffers	<ul style="list-style-type: none"> Green Corridors Passive Reserves Streetscape 	District/Local
Neighbourhood Reserves	<ul style="list-style-type: none"> Neighbourhood Parks Neighbourhood Commons Civic spaces such as town squares 	District/Local
Other Open Spaces	<ul style="list-style-type: none"> Strip Reserve Drainage Reserve Drainage Structures 	Local



6.1 SPORTS PARKS

Sports Parks refers to reserves that have formal active playing fields or facilities on them. They are developed for the primary use of organised sport where sporting codes have their fields/courts/turfs located on the reserve. Grounds have maintained sports turf adequate for the requirements of the sporting code and facilities that are ancillary to organised sports, such as clubrooms and sealed car parking, are included in this category. Many sports parks provide a range of other informal recreation opportunities such as playgrounds and walkways and contain natural and landscaped areas that provide visual amenity to the surrounding neighbourhood. They are also often key community gathering places for events.

6.2 REGIONAL OPEN SPACES

The primary purpose of Regional Open Spaces is to protect large areas of regional, and in some cases national, significance. This protection is a vital step towards Council achieving its Vision, Mission and Outcomes statements. Regional Open Spaces contribute to preserving the District's cultural heritage, providing multiple recreation opportunities and sustaining the biodiversity of the District through protecting areas of ecological value. They are large district-wide parks generally located in Franklin's rural areas.

6.3 ESPLANADE RESERVES

Esplanade Reserves create sections of contiguous reserve around the coast, the Waikato River and along major streams to provide public access and recreational opportunities and to protect the natural coastal and riparian environment in terms of the Resource Management Act and Franklin District Plan. Esplanade Reserves generally extend 20m above Mean High Water Springs but in some instances Council may acquire additional width for recreation and conservation purposes. In most instances, Council will require esplanade reserves rather than esplanade strips because they are more likely to afford the full range of long term recreation, access and conservation benefits to the public.

6.4 CONSERVATION RESERVES

Conservation Reserves are areas intended principally to conserve unique natural resources such as vegetation and wildlife habitat areas, archaeologically significant historic and cultural areas and important landscape features. Recreation may be suitable in some conservation reserves, particularly where activities such as walking can be combined with educational opportunities. They are located both within Franklin's urban and rural areas.

6.5 COMMUNITY FACILITIES RESERVES

Community Facilities Reserves refers to land where a facility has been or can be developed by Council or a community group for community use, benefit and enjoyment. These reserves are often community "hubs" where there is a clustering of activities and shared facilities and resources. The facilities include, but are not limited to: libraries, community halls, youth organisation facilities, pre-school facilities, marae, health centres, senior citizens' clubs, aquatic and recreation centre facilities and cemeteries. The RAD Plan only considers the land requirements for these facilities; not the facilities themselves.

6.6 LINKAGES

Linkages are areas of land that are generally owned and maintained by Council to enable convenient and safe walking and cycling access between public spaces. Linkages form a network of recreational and transport **walkways**, **cycle ways** and **bridal trails** across the district, and within urban centres, that can also act as ecological corridors to support urban wildlife. They also help improve public access to Franklin's coastline and waterways.

As a minimum sufficient linkages will be provided to ensure that all households and people in business areas have a reasonably direct walking route to reserves, coastline and waterways, shops and transportation points such as bus and rail pickup points. Linkages are usually designed, developed and maintained to encourage people to use them and do so in a safe manner, with consideration given to: width; gradient; sight lines, CPTED principles, amenity planting, appropriateness of outdoor fitness equipment and surface



materials. The high community value of linking parks and reserves and open spaces with communities and natural features is recognised and reinforced by this RAD Plan.

The Rural Trails Network is a sub category of Linkages that refers to contiguous rural walkways and cycle ways (and bridle tracks where appropriate) along formed roads, paper roads, easements, reserves etc that link open spaces such as esplanade reserves with urban settlements to improve transport and recreation opportunities.

6.7 BUFFERS

Buffers refer to **passive reserves, green corridors** and **streetscape** that are designed/retained/purchased to mitigate the impact of higher density urban development and mixed use⁹ developments.

Passive reserves can provide important visual and ecological amenity and in some circumstances can improve connectivity of the walkway network. Where possible, passive reserves will be planted with native vegetation but they may have a lower level of maintenance than a Neighbourhood Park.

While smaller passive reserves are often left over in a subdivision because they are unsuitable for development, green corridors are developed in a strategic manner, usually through structure planning. These green corridors will often be used to provide a buffer between different land use categories – such as residential and light industry within urban areas. Council will also utilise streetscape design as a means of retaining Franklin's rural character.

6.8 NEIGHBOURHOOD RESERVES

Neighbourhood Reserves generally serve local needs and are highly valued for relaxation, play, exercise and for urban relief and amenity value. They also have potential as venues for events and public art or other community activities. Neighbourhood Reserves can also provide a refuge for wildlife and often contain significant ecological habitats. Neighbourhood Reserves comprise neighbourhood parks, neighbourhood commons and civic spaces.

Neighbourhood Parks are urban reserves that are contoured, developed and maintained in a manner that provides an attractive welcoming ambiance and caters for the passive and active needs of the adjoining community e.g. place to meet, relax, enjoy and play. These parks usually contain children's play equipment, outdoor fitness equipment, seating, amenity lighting and paths and may be landscaped to provide urban relief and amenity value.

Neighbourhood Commons is a subcategory of Neighbourhood Reserves. These are smaller pocket parks largely for amenity purposes and to create a sense of space in medium to high density residential areas and in business areas. These parks will typically have no designated specific use by people, other than for informal and passive use (seating, shelters etc) and in some instances they will provide opportunities for exercise through the provision of outdoor fitness equipment, particularly in business areas. No specific standard is proposed for these open spaces, as they will form part of the design and layout of medium to high density residential developments and business developments on an ad-hoc basis. They will be provided on a supply-led approach and funded by the developer.

Civic Spaces is another subcategory of Neighbourhood Reserves. These consist of urban spaces, market places and other paved or hard surface areas with a civic function. In many cases, these open spaces would form part of the road reserve. Civic spaces help to define the image of a town and are gathering places of people. There are no specific standards for Civic Spaces. They will be provided on a supply-led approach and funded by the developer.

⁹ Mixed Use is defined as where a variety of different living and working activities are in close proximity within a neighbourhood. (Ministry for the Environment (2005) The Value of Urban Design.



6.9 OTHER OPEN SPACES

Council is increasingly applying Low Impact Design (LID)¹⁰ concepts and Soft Engineering measures to the intensification and redevelopment of urban residential areas. LID offers new solutions to stormwater management, enabling development to occur in existing urban environments which may be constrained by current infrastructure capacity and meet increasingly stringent environmental requirements. LID can also deliver cost savings to developers, builders, tenants and asset managers by reducing the need for costly downstream stormwater treatment facilities and providing opportunities for stormwater reuse. Strip reserves, drainage reserves and drainage structures which arise through LID often have a secondary reserve purpose in that they provide paths which can improve and extend the urban pedestrian and cyclist network.

Strip reserves comprise access rights secured by easement in favour of Council, typically used for maintenance access to streams and watercourses.

Drainage Reserves are reserves that's main function is to provide for the management of stormwater. Typically they may contain a stream or watercourse, a dry or wet ponding area for flood flow attenuation, or a quality improvement pond or wetland structure. They usually are located as part of a natural gully system that will act as a surface overland flow path. The width of reserve will be sufficient to accommodate overland flows of stormwater runoff up to the 1% AEP storm, this will usually allow areas that could also be used for passive recreation use such as walkways. If containing a watercourse or stream the banks will usually be carefully planted to enhance the local ecosystem and minimise bank erosion.

Drainage structures include stormwater water quality treatment and attenuation dams, wetlands, swales, infiltration devices, and a growing variety of propriety designed devices such as sand filters up flow filters and bio-filters.

7.0 DRAFT RESERVE GUIDELINES

The aim of this section is to outline reserve acquisition, development, management and disposal guidelines that apply to all reserves. Specific guidelines for the main reserve categories are outlined in sections 7 - 14.

7.1 GENERIC ACQUISITION GUIDELINES

In order to meet statutory requirements and community expectations, Council acquires land to develop an open space network that provides accessible and equitable distribution of quality parks for recreation, sport and amenity, which are interlinked by green corridors that provide safe walking and cycling routes.

The key drivers of reserve acquisitions are:

- The target levels of service for sports parks, community facilities reserves and neighbourhood parks;
- The identification, through structure planning, of unique natural resources such as vegetation and wildlife habitat areas, archaeologically significant historic and cultural areas and important landscape features;
- Current and future user needs analysis; and
- Regional planning strategies.

Sections 7 - 14 outline the specific acquisition guidelines and priorities for the main reserve categories and the Open Space Community Plans (Appendix 11) identify the land requirements for the next 50 years at a district and local level respectively. These recommendations are based on the RAD Plan's proposed levels of service (as summarised in section 15), the DGS population projections, the findings of the Open Space

¹⁰ LID is an integrated approach to site design that aims to address hydrologic and environmental impacts often associated with conventional land development. LID aims to reduce the quantity and improve the quality of stormwater runoff from land development activities. A detailed discussion of LID principles can be found in ARC TP 124: Low Impact Design Manual for the Auckland Region 2000.



and Recreation Plan 2005, a physiographic analysis of the area and the goals, objectives and guiding principles outlined in the legislative framework.

The Action Programme in section 18 outlines how each of these acquisitions will be approached (e.g. type of acquisition, timing, funding etc). Some reserves will be purchased as the land is subdivided while others will be acquired in a more strategic manner through either the structure planning process or individual strategic reserve acquisitions. Once the requirement for a new reserve has been agreed upon, specific details such as location and dimension will be guided by the acquisition guidelines outlined for each reserve category.

7.1.1 Fencing and House Orientation Guidelines

The only acquisition guidelines that apply to all future acquisitions are the proposed Fencing and House Orientation Guidelines (Appendix 5). These guidelines place fence height and house orientation restrictions on property titles adjoining all reserves acquired in the future.

The purpose of these guidelines is to:

- improve amenity for residents;
- ensure fences contribute positively to the public open space; and
- meet many of the Ministry of Justice's Crime Prevention through Environmental Design (CPTED) principles related to casual surveillance.

Suitable provisions to implement these guidelines will be incorporated in the impending Land Development Code of Practice, the Urban Design Guide for Residential Areas and Part 26 of the District Plan (Subdivision: Urban).

7.1.2 Funding

In general, the ACAM methodology outlined in the Revenue and Financing Policy will be used to determine how much of the total acquisition cost will be attributed to renewal, level of service and growth. The renewal portion is largely funded from depreciation income, with loans used if required. The level of service portion is funded fully from loans (as is appropriate from an intergeneration equity perspective). The growth portion is funded from reserve development contributions which are closely linked to the 20 year Capital Works Programme in section 16 (that outlines the annual reserve development contribution funding available for various reserve categories). The 20 year time frame has been selected because it is believed to fairly represent the planning period for infrastructure. An important consequence of this is that purchases to meet requirements more than 20 years in the future will require funding from non-development contribution sources.

The Reserves Acquisition and Development Plan outlines a generic 20 year capital works programme (in section 16) with a proposed ACAM split for each line item. The justification for each reserve category is outlined in Appendix 15. It is anticipated that the more detailed three year capital works programme, which is to be prepared for the LTCCP 2009 – 2019, will outline and explain the ACAM split for each individual project. This will then provide the necessary information to review the proposed generic ACAM split in section 16.

The current Policy on Development or Financial Contributions (as adopted in the LTCCP 2006 – 2016) states that development contributions for reserves must be used solely for the purchase or development of reserves within the district and may include:

- Development of community or recreational facilities associated with the use of a reserve;
- Provision or improvement of recreational facilities at schools established under the Education Act 1989 and used as community recreation facilities under a specific granted licence;
- Purchase or interest in conservation land; and
- Payments to other local authorities or public bodies to enlarge, enhance, or develop certain land for public recreation, cultural or conservation purposes.

It also states that reserve development contributions may also be used to contribute to reserves or recreational facilities which benefit the district but which are located outside the district.



This Policy on Development or Financial Contributions will be amended to incorporate: the new reserve classification; guidelines on the provision, acquisition and development of each type of reserve; and the new reserve development contribution levels. These changes are explained and justified in the following sections, but the most significant amendments – the target levels of service and twenty year allowance for the new reserve categories and the resulting reserve development contribution levels – are summarized in Figure 4 below (explanation and justification in Appendix 9). These amendments require a move towards only one Reserve Development Contribution requirement for the entire District to ensure Franklin can achieve its open space network goals.

Figure 6 Proposed Reserve Development Contributions

For Activity	Existing Provision (total hectares as at 03/07)	Existing Provision (ha/1000 population as at 11/06)	Proposed Level of Service (in ha/1000 population)	Estimated Twenty Year Total Capex (\$000s)	Estimated Twenty Year Total LOS and Renewal Component (\$000s)	Estimated Twenty Year Total Growth Component (\$000s)	Purchase price per hectare (\$000s)	Development cost per hectare (\$000s)	Estimated Reserve DC component
FORECAST items									
Sports Parks Community Facilities Reserves	104.80	1.73	1.7	34,200	9,695	24,505	400	400	1,675
Neighbourhood Parks	58.00	0.90	0.7	3,980	1,030	2,950	1,100	75	200
	35.00	0.58	0.6	18,940	1,090	17,850	1,100	150	1,225
ALLOWANCE approach									
Region Open Space Esplanades	328.00	5.42		4,500	1,125	3,375			300
Reserves Conservation	395.00	6.53		5,500	2,640	2,860			250
Reserves	110.00	1.82	*1.20	3,560	285	3,275			300
Linkages				4,800	1,536	3,264			275
Buffers				2,000	200	1,800			150
Sub Total				20,360	5,786	14,574			
TOTAL		8.63	4.20	77,480	17,601	59,879			4,375

(* This is the expected result based on the twenty year acquisition and development allowance rather than a target level of service)

Financial partnerships with other agencies are another source of funding. Council will investigate partnership opportunities with the ARC, EW, DoC, neighbouring territorial authorities, the Ministry of Education, the business community, sports clubs and other non-governmental organisations when acquiring sports parks, regional open spaces and conservation reserves.

Where Council is not in a position to acquire the land itself, it will advocate the importance of extending and enhancing Franklin's open space network to these organisations (this is further explained in Sections 7 -14).

7.2 GENERIC DEVELOPMENT GUIDELINES

The Recreation Plan 2005 outlines five goals and associated objectives that, in conjunction with the Urban Design Protocol's recommendations and the Ministry of Justice's Crime Prevention through Environmental Design guidelines (see summary in Appendix 6), form the basis of Council's direction in relation to the development and management of Franklin's open space network. These goals have been incorporated into the RAD Plan's "outcomes sought" section and have been taken into account when developing the development guidelines for each reserve category. These reserve-specific guidelines (outlined in sections 7 -14) outline the method for assessing developments and managing reserves, but do not consider any proposed developments. This is because the planning for the use of reserves and the facilities on them is an asset management function.



Council will be guided by the provisions of the Reserves Act 1977 and the Reserve Management Plan (where one exists) when considering applications for leases, licences or easements over a reserve vested in Council.

7.3 GENERIC DISPOSAL GUIDELINES

Asset disposal/rationalisation provides the opportunity to review the asset configurations, type, location and the service delivery process relevant to the Activity. Disposal, rationalisation or replacement processes need to be formalised so that all options are considered. Council will be guided by the provisions in the Public Works Act 1981 when considering any reserve disposal.

There are some parks that are unsuitable for almost any purpose due to their size, location or layout. Often these are parks that are no more than a normal house lot size, and have no play equipment, and no room for informal ball games. Or alternatively, they hold little ecological value. These will be considered for divestment provided that:

- The disposal of the site will advance the goals, objectives and guiding principles of the Reserves Acquisition and Development Plan;
- The reserve is owned by Council;
- The size of the open space is less than the minimum size specified in the set standards;
- The size and shape of the open space is insufficient to promote the intended use of it;
- Public consultation is carried out and support for divestment will allow the Reserves Act reservation to be revoked;
- The reserve does not meet any open space network (particularly linkage or buffer) functions;
- There is no historical/cultural significance to the land, including the way that the land was acquired; and
- The proceeds of the sale are directed towards reserve development or acquisition within the area.

Land will not be disposed of when:

- The site has historical or cultural heritage value;
- The site has significant bio-diversity value;
- There is social, economic or environmental impact on adjacent land if the land is lost as open space; and/or
- There is a reduction of recreational opportunities in the District if the land is lost as open space.



7.4 GENERIC LAND SWAP GUIDELINES

There may be rare opportunities to swap with developers part or all of a park for land of equivalent size in order to gain a benefit to the park or community, such as better road frontage, layout or surveillance. Land swap proposals will go through a similar process to that of reserve divestment.

7.5 GENERIC GIFTING GUIDELINES

As recently happened with ARC, Council may be gifted land by the public. While this generous undertaking is to be applauded, Council will consider the following points before accepting the land and associated amenities:

- Purpose and use of this proposed strategic asset;
- Supply and demand analysis of similar reserves within the community; and
- Operating costs.

7.6 GENERIC TANGATA WHENUA GUIDELINES

In New Zealand there are legislative requirements under the Treaty of Waitangi, the Resource Management Act 1991 (RMA), the Historic Places Act 1993, the Conservation Act 1987, the Māori Land Act 1993, the Local Government Act 2002 and the Reserves Act 1977 to include Māori cultural, historic, spiritual, and physical values in environmental / land use and social planning. These requirements are recognised in both ARC's and EW's Regional Policy Statements and Franklin's Operative District Plan. They mean that Council need to reflect and provide for the ongoing relationship with tangata whenua and in particular with ancestral lands, waters, air, culture and traditions, waahi tapu sites and other important taonga.

From a Māori point of view, there are increasing concerns around the country related to alienation from land, lack of authority over things Māori, lack of consultation, lack of acknowledgement of mana whenua status and recognition of tangata whenua. The modification and destruction of waahi tapu, ancestral sites or special places, important archaeological sites, and other sites regarded as taonga is also a major concern.¹¹

The majority of Franklin's iwi and hapu are either in the process of developing or has developed an Iwi Management Plan (IMP). Te Puni Kōkiri, in 1993, defined these as "a plan that articulates goals, aspirations and procedures for a group of people and their taonga". The IMP's objectives are generally "to protect and maintain resources, assets, people, and to enhance the well-being of tangata whenua." They provide a framework and guidelines to facilitate the process of building resource management strategies for the sustainable development of natural and physical resources however are not a substitute for consultation and partnership. An IMP may also be referred to as a Tribal Policy Statement (TPS) or a Strategic Plan.

The generic guidelines below are based on the relevant sections from the following IMPs/TPSs:

Iwi	Document Title	Publication Year
Ngaati Te Ata	Nga Tikanga o Ngaati Te Ata Tribal Policy Statement, Awaroa ki Manuka	1991
Ngaati Te Ata	Ngaati Te Ata Cultural Heritage Assessment for the Coastal Compartment Management Plan Waiuku Estuary, Te Iwi o Ngaati Te Ata	2005
Huakina Development Trust	Waikato Iwi Cultural Management Plan, Waikato River	1996
Huakina Development Trust	Tainui Māori Trust Board Waikato Iwi Management Plan : Manuka	1996
Hauraki Māori Trust Board	Whaia te Mahere Taiao a Hauraki, Hauraki Iwi Environmental Plan, Discussion document	2001

¹¹ Harmsworth G.R. 1997: Māori values for land use planning. New Zealand Association of Resource Management (NZARM) broadsheet, February 1997. pp 37 - 52. <http://www.landcareresearch.co.nz/sal/nzarmwebpap.asp>



Ngāti Paoa	Resource Management Plan. Auckland University Department of Planning	1996
Ngāti Paoa	Whanau Trust Board. A Ngāti Paoa perspective on Resource Management Part 1	1993
Ngāti Paoa	Whanau Trust Board. Ngāti Paoa Policy Statement, Resource Management Part 2	1993
Ngāti Paoa	Whanau Trust Board. Ngāti Paoa Protocols for Earthworks – archaeological sites, waahi tapu, artefacts and koiwi	no date

Ngaati Whanaunga is currently developing a Values Assessment Report while other iwi on the Franklin Māori Community Committee, including Ngati Tamaoho, Ngati Naho and Ngati Tahinga/Karewa, do not have operative plans yet. The five year RAD Plan reviews will take into account any IMPs/TPSs that are developed in the future.

7.6.1 Generic Acquisition Guidelines

When considering land acquisitions for reserves, Council will:

- Refer to the appropriate IMP to ascertain the importance of this land to local iwi;
- Utilise the Cultural Heritage Inventory Intramaps module to identify any waahi tapu¹² sites¹³;
- Contact the Māori Community Committee member as the first point of contact and ask for the contact details of the appropriate kaitiaki to consult; and
- In some cases make direct contact with the mana whenua of the area concerning any Treaty Claims [and associated issues] regarding the reserve.

7.6.2 Generic Development and Management Guidelines

Under the Reserves Act 1977, Council must consult with and have regard to the view of iwi or hapu before undertaking action and making decisions about reserves for which it is the administering body.

Council will consult iwi when:

- developing all reserve management plans;
- considering a proposal for developments on reserves where a site of cultural significance is either identified by iwi or registered on that reserve or an adjoining title; and when
- considering disposal of a reserve.

In addition to this, Council will:

- protect the right of tangata whenua to have access to reserves and to be involved in the planning and development of reserves;
- zone reserves or parts of reserves with iwi significance as historic reserves rather than recreation reserves;
- continue to work with iwi to mark sites of significance within reserves e.g. Ngaati Te Ata's Tohu Project;
- ensure easements or access ways to waahi tapu (particularly urupa¹⁴) are guaranteed and protected from future development;

¹² Waahi tapu refers to a particular category of ancestral land or water which are held in the highest regard by tangata whenua. They can include places, sites, areas or objects that are tapu, sacred and special to an Iwi (Parliamentary Commissioner for the Environment, 1992)

¹³ All waahi tapu sites are protected by law. ARC's Cultural Heritage Inventory (CHI) has been mapped on Franklin's GIS system; however, it is slightly inaccurate and therefore must be used with caution regarding the accuracy of the location. The New Zealand Archaeological Upgrade Project that is currently underway will be the first step towards better recognition and protection of waahi tapu sites that are listed in the Cultural Heritage Inventory. At present only 25 percent of this database has been completed.

¹⁴ Urupa refers to a cemetery, ancestral burial grounds, burial site or tomb.



- incorporate principles such as Kawanatanga (governance), Tino Rangatiratanga (iwi authority and control over taonga), Mana Māori (exclusive and undisturbed possession), Whakawhanaungatanga (partnership and relationships), Kaitiakitanga (guardianship/custodianship/stewardship) and Tautiaki Ngāngahau (active protection) within recreation and reserves policy;
- develop a clear understanding of the matters of resource management significant to each tangata whenua group by filing a copy of every submission or piece of communication on iwi/hapu-specific files; and
- recognise that there are still outstanding unresolved Waitangi Claim issues regarding reserves [raupatu / confiscated lands] and that iwi are currently working through a raft of processes and discussions with other government agencies that are ongoing.

