

August 2021



**Kaipara District Council
Reserves and Open Spaces Analysis
District Plan Open Space Review**



Contents

1	Executive Summary	3
2	Introduction	4
2.1	Background	4
2.1.1	Kaipara District Plan Review and National Planning Standards	4
2.1.2	Parks categories framework	4
2.1.3	Project brief and methodology	5
2.1.4	Land and population data	5
3	Proposed open space zones	6
3.1	Project brief and methodology	6
3.1.1	Identification of relevant land parcels	6
3.1.2	Open space zones	6
3.1.3	Open space zones - benchmarks	7
3.2	Outcomes	8
3.2.1	Open space zones - areas	8
3.2.2	Open space zones - analysis	10
3.2.3	Open space zones - forecasting	10
4	Parks Categories	11
4.1	Background	11
4.1.1	Parks categories	11
4.1.2	Parks categories – benchmarks	11
4.2	Outcomes	12
4.2.1	Parks categories – areas	12
4.2.2	Parks categories – analysis	13
4.2.3	Parks categories – neighbourhood park distribution	14
5	Open space linkages	17
5.1	Kaipara District Linkages	17
5.1.1	District wide connections	17
5.1.2	Proposed esplanade priority areas	18
	Appendix 1: Project brief	20
	Appendix 2: Assessment Areas	21
	Appendix 3: Policy and legislative context	22
A	National legislation and policy statements relevant to open space	22
B	KDC policies, strategies and plans	22
C	KDC Reserve Management Plans	24
D	Northland regional plans	25

1 Executive Summary

This report on reserves and open space in the Kaipara District, in association with GIS mapping and spread sheet analysis will be used to inform development of the proposed District Plan, and will provide background information relevant to open space planning and management in the Kaipara District. Information includes areas of private open space with an open space function although analysis in this report focuses on public open space.

Key findings

The following towns and settlements have areas of land provisionally zoned as 'open space zone' that are below benchmarks derived from comparisons with other territorial authorities:

- Dargaville
- Kaiwaka
- Mangawhai
- Maungatūroto
- Te Kōpuru.

Noting that open space is generally not provided in rural areas, other areas of the Kaipara District generally have adequate areas (quantity), of land provisionally zoned as 'open space zone' now and for the next ten years.

Provision of neighbourhood parks was assessed as being below benchmarks (hectares per 1,000 people) for the Kaipara District and in many areas of the district. High level distribution analysis of parks in Dargaville and Mangawhai also indicated that accessibility to neighbourhood parks is not ideal. It is recommended that neighbourhood park provision in the Kaipara District including other town centres is the subject of further analysis, and that a strategy to improve this provision is implemented. Provision may be improved by a combination of land purchase, use reallocation, and financial agreements with other providers of open space including schools.

The provision of Sports and Recreation parks is assessed as being relatively high on a population basis across the wider district when compared to benchmarks (areas per 1,000 people). Sports and active recreation facilities are generally provided in larger towns, so a shortage in smaller nodes and rural areas is often not relevant as people generally travel to these facilities.

All three Mangawhai assessment areas have very high figures for projected residential development from 2021 to 2041, and population in these areas is expected to nearly double over this time. Open space distribution is variable in Mangawhai, and additional open space planning in these areas is recommended to assess future deficiencies. Assessment may include the establishment of a hierarchy of parks in urban areas to include 'suburb parks' which are larger areas of open space with larger and more varied play facilities.

Areas around the coast, rivers and townships of Kaipara were considered in relation to existing esplanade reserves and public access, and possible priority areas to be considered for inclusion in the District Plan.

Esplanade priority areas were considered to have greater priority where these

- completed existing esplanade or open space networks
- reconnected townships with river or coastal connections
- were needed to create access links.



2 Introduction

2.1 Background

2.1.1 KAIPARA DISTRICT PLAN REVIEW AND NATIONAL PLANNING STANDARDS

Kaipara District Council (KDC) is in the first stage of a review of the 2013 Operative District Plan. The initial stage includes identifying planning issues, the preparation and evaluation of technical reports and further analysis and ensuring that the new District Plan is developed in accordance with statutory requirements including alignment with the 2019 'National Planning Standards'.

This report was commissioned by Katherine Overwater, a Senior Resource Management Planner working on the KDC District Plan, and is a technical report on reserves and open space in the Kaipara District that will be used to inform Council's Section 32 evaluation for the proposed District Plan. Information provided by this report and associated work will inform areas to be zoned as open space in the proposed District Plan, possible District Plan provisions to address any open space deficiencies, and planning tools such as esplanade priority areas to recognise important open space links.

Council and Xyst Ltd have worked together to assign open space land within the Kaipara District Council, (KDC) into the Open Space zones set out in the National Planning Standards 2019 and to categorise land into a national parks categories framework.

In addition to this report, provisional open space zones and parks categories were prepared by Kyle Middleton; a KDC GIS specialist, and information was recorded as GIS files and data provided in spread sheets of open space areas. Open space areas were analysed in spread sheets, and excerpts have been included in this report.

Most of the land recorded as being in public ownership is owned or managed by KDC and Crown managed by the Department of Conservation (DOC). Land parcels in private ownership that are used for open space and recreation outcomes have been included in the spreadsheets, and it is intended that there will be specific consultation with the owners of these parcels as to whether an open space zone aligns with their intended future use of the land. This land may be included in total areas of open space zones where an open space zone is agreed with owners.

In the KDC Operative District Plan, reserve areas and public open spaces are identified as 'Reserve Management Units' which have a planning framework of objectives, policies and performance standards for permitted activities that are additional to the planning framework provided by the underlying zone of the land. Almost all the land identified as a Reserve Management Unit is public land administered by the DOC or KDC. To align with the National Planning Standards 2019, parks and reserves will be recognised as Open Space zones rather than Reserve Management Units.

2.1.2 PARKS CATEGORIES FRAMEWORK

Recreation Aotearoa provides guidelines for parks and open spaces planning that includes the 2017 'Parks Categories Framework'. This guideline provides a list of parks categories that open space can be assigned to, with descriptions and levels of service to assist in planning and management of parks assets. Land in public ownership by KDC and the DOC, has been assigned parks categories as discussed in more detail below.



2.1.3 PROJECT BRIEF AND METHODOLOGY

The full project brief is included as Appendix 1 to this report.

Work completed with KDC included the following:

1. Identifying and assigning proposed open space zones to open space land parcels, both publicly owned, and including some privately owned
2. Identifying and categorising KDC and DOC reserves and open spaces in accordance with agreed management categories based on Recreation Aotearoa categories. A decision was made by the project team that Recreation Aotearoa categories would be used rather than the categories included in the KDC Open Spaces and Facilities Strategic Activity Management Plan 2021-2031.
3. Consideration of levels of service of supply for open space zones where relevant in relation to reserve planning frameworks and benchmarks
4. Assessment of oversupply or undersupply of different types of open space land and where additional open space land is required to support future growth on a nodal and district basis.
5. Identification of esplanade priority areas and connections to significant trails, walkways, cycleways, bridleways and areas where obtaining public access is a priority (for example the Kaihu Rail Trail connections and Esplanade Priority Areas), so these can be shown on planning maps.

2.1.4 LAND AND POPULATION DATA

Parcels of open space land in public ownership have been categorised by zones and parks categories, and areas of these parcels have been established so that these can be compared against benchmarks. This initial analysis is based on data provided by KDC on 11 June 2021.

2021 Infometrics Projection Data¹ was considered to have greater accuracy for analysis and was used where available for the following areas; Baylys Beach, Dargaville, Kaipara Coast, all Mangawhai areas, Maungaru and Poutu. Where this data was not available, 2018 census data was used.

Geographic assessment areas were created from population statistics to align with Kaipara communities and assist in analysis. A map of these areas is included as Appendix 2.

¹ Infometrics 2020 : *Population Projections 2018-2051* Kaipara District Council

3 Proposed open space zones

3.1 Project brief and methodology

3.1.1 IDENTIFICATION OF RELEVANT LAND PARCELS

Council staff carried out an extensive process to identify reserves and open space and to attribute ownership of land parcels using data sets that included the following:

- Reserve Management Units from the Operative District Plan
- previous parks planning records of KDC open space
- Draft Kaipara Spaces and Places Plan
- Statutory actions on titles including the Reserves Act and Conservation Act
- DOC land data
- Land Information New Zealand (LINZ) protected area data
- Quotable Value (QV) and KDC rating land use codes
- public ownership attributes.

While this process establishes a sufficient level of reliability for this work, it is recognised that records of open space in Council ownership and use are not entirely comprehensive, and minor inconsistencies may be picked up during the mapping and public consultation phases of the District Plan review.

3.1.2 OPEN SPACE ZONES

The National Planning Standards proposes three open space zones that are described in Table 1.

Table 1: National Planning Standards Open Space Zones

Natural open space	Areas where the natural environment is retained and activities, buildings and other structures are compatible with the characteristics of the zone.
Open space	Areas used predominantly for a range of passive and active recreational activities, along with limited associated facilities and structures.
Sport and active recreation	Areas used predominantly for a range of indoor and outdoor sport and active recreational activities and associated facilities and structures

The National Planning Standards allows for divergence from the proposed zones, and other Territorial Authorities have proposed or zoned land into fewer open space zones or added additional open space zones. For initial analysis prior to public consultation, the project team has followed the three zones and definitions outlined in the National Planning Standards.

When assigning open space zones to parcels, an assessment was made as to which zone was most appropriate for each land parcel. Where a site had more than one use, the decision on the proposed zone took account of the more intense use of the parcel and the primary purpose of the parcel. Zoning of an entire parcel does not take account of areas that do not contribute to the primary use, for example steep gullies adjoining developed land. While split-zoning is an option that can be considered, ideally parcel boundaries and any relevant Reserves Act classifications align with parcel boundaries. The analysis does not take account of areas that have an exclusive lease and may not be available as open space to the public at this time.

3.1.3 OPEN SPACE ZONES - BENCHMARKS

Open space provision is generally expressed in hectares per 1000 population and differentiates between types of open space with different functions.

The current parks categories framework provided by the NZ Recreation Aotearoa² includes parks categories which are compared against proposed zones in Table 2 below. While the proposed 'sport and active recreation zone' is expected to have very good alignment with the 'Sport and recreation' open space categories, the 'open space zone' and 'natural open space zone' cover a range of traditional open space categories.

Table 2: Relationship between Open Space Zones and Parks Categories Framework

Parks Categories Framework	Corresponding open space zone	Level of service determination
Sports and recreation	Sport and active recreation	Informed by active recreation studies, benchmarking on wider geographic areas also useful
Neighbourhood	Open space	Walking catchment assessment and consideration of demand particularly for higher density residential areas, benchmarks also useful
Public gardens	Open space	Areas may be related to opportunities and financial capacity
Nature	Natural open space	Adequate provision often supplied by available sites and opportunities
Cultural heritage	Open space	Existing heritage sites, cemetery provision informed by cemetery demand studies
Outdoor adventure	Often natural open space, may be sports and recreation	Often supplied by DOC, provision may relate to available sites and opportunities
Civic	Open space or alternative zone	Areas may be related to opportunities and financial capacity, more common in high density areas
Recreational and ecological linkages	Natural open space	Provision of esplanade reserves determined by qualifying areas of coast and riparian margins, other linkages informed by ecological studies and access studies

"Yardstick" is a parks benchmarking database used by many New Zealand Territorial Authorities to quantify and compare the level of service that they provide in parks infrastructure and services. 'Yardstick' comparisons established the basis of 2011 Recreation Aotearoa Parks categories framework³ levels of expected supply, listed in the table below, however this information has not been updated in the current framework.

More recent 'Yardstick' data has been used in this report as a benchmark as described in Table 3 below. The median is derived from 2018 information from 32 contributing territorial authorities.

² NZ Recreation Aotearoa 2017: *Parks Categories Framework*

³ NZ Recreation Aotearoa 2011: *Parks Categories and Levels of Service Guideline*

Table 3: Benchmarks for open space zones.

Benchmark Source	Recreation Aotearoa figures 2011	2018 'Yardstick' Mean ha / 1000 population ⁴	2018 'Yardstick' Median ha / 1000 population
Sport and recreation	1.5 - 3.0	2.8	2.6 ha/1000 used as zone benchmark
Open space zones:			
Neighbourhood	1 - 1.75	1.1	0.83
Public gardens	0.1 - 0.2	0.7	0.35
Cultural heritage	Meets demand	0.6	0.5
		2.4	1.68 ha/1000 used as zone benchmark

Provision benchmarks are of less relevance for nature and historic reserves that correspond with geographic and biophysical features and have higher variability depending on site opportunities. While benchmarks are not provided for these categories of reserves it is noted that KDC has a relatively high ratio of land to be zoned natural open space for the population. Large areas of land proposed to be zoned as natural open space are managed by DOC, including Waipoua forest.

The benchmarks listed above are assessed as providing an adequate level of service not a high level of service for park provision. A neighbourhood park area of 1.4 hectares per 1,000 is commonly used as an aspirational benchmark. Efficiencies in provision can be achieved where open space is co-located, for example where land with a primary utility function provides development buffers to neighbourhood reserve, however land with a primary purpose unrelated to recreation, such as drainage or utilities drainage reserve is unlikely to be suitable for neighbourhood park development. .

3.2 Outcomes

3.2.1 OPEN SPACE ZONES - AREAS

Land that has been provisionally zoned as **Open Space Zone** includes land that is generally owned and managed by KDC as neighbourhood parks, public gardens, cultural heritage and cemeteries. The 'Yardstick' benchmark used for these areas is 1.68 ha per 1000 residents as identified in Table 3 above.

The **Sport and Active Recreation Zone** includes land generally owned by KDC as sports and recreation parks, specialist sports parks including bowling and tennis clubs, and community halls. The 'Yardstick' benchmark calculated as the median of the 30 Territorial Authorities for these areas is 2.6 ha per 1000 residents.

The **Natural Open Space Zone** includes esplanade reserves, nature and scenic reserves, and outdoor adventure areas generally owned by both the DOC and KDC.

Planning rules for Open Space Zones in the reviewed District Plan areas will provide for open space activities, and the owners of private land currently used for open space purposes will have the option of having this land zoned as an open space zone. There is a high level of assurance that KDC and DOC land used for open space purposes will be retained as this land is generally protected by legislation including the Reserves Act, Conservation Act and Local Government Act 2002. In some instances where land owned by other parties is open to the public and protected by Trust Deeds or

⁴ NOTE: in some instances where 2018 data was not available for a Council 2017 or earlier data was used to provide a wider comparison.

similar it has an equivalent function to public open space, however at this time, there is insufficient knowledge of the status of this land, and so private land is not included in this assessment. In general, private open space has smaller areas, although it is noted that there are important private open space assets in Maungatūroto and Dargaville. This land may be included in total areas of open space zones where an open space zone is agreed with owners.

At this time, civic space, defined in the Recreation Aotearoa 'NZRA Parks Categories Framework 2017' as 'areas of open space often provided within or adjacent to central business districts, and developed to provide a space for social gatherings, meeting places, relaxation and enjoyment' is not proposed to be assigned an open space zone, as the planning rules for the surrounding business area are considered to be appropriate for this category of open space.

It is noted that neighbourhood reserves and public gardens are rarely provided outside of urban areas. Beaches make a significant contribution to the open space in coastal areas and are not accounted for in the data collected. Open areas within school grounds contribute to the availability of open space outside of school hours in some areas, however this availability is not assured.

The following table shows the areas of open space zone assigned for each assessment area, and areas per 1000 population established as listed in Table 4.

Table 4: Areas of land provisionally zoned as open space zones

Assessment Area	Open Spaces (Ha)										Total
	Open Space Zone			Sport and Active Recreation			Natural Open Space		Ownership To be confirmed ⁵		
	Public	ha/1000	Private	Public	ha/1000	Private	Public	Private	Public	Private	
Baylys Beach	1.1	3.4	0.0	0.0	0.0	0.0	9.6	0.0	0.0	0.0	10.6
Dargaville	4.4	0.9	1.2	18.6	3.6	8.7	10.2	0.6	0.0	0.0	33.3
Kaipara Coast	34.8	22.8	44.1	1.9	1.2	2.7	13577.5	701.4	0.0	0.0	13614.2
Kaiwaka	0.8	1.1	0.0	7.0	9.8	0.2	12.6	0.0	0.0	0.0	20.3
Kaiwaka rural	1.2	0.8	0.0	2.4	1.7	0.0	454.3	210.8	0.0	0.0	457.9
Mangawhai	0.0	0.0	0.0	0.0	0.0	6.7	6.2	0.0	0.0	0.0	6.2
Mangawhai Heads	72.8	30.5	0.0	34.3	14.4	0.0	22.3	0.0	0.0	0.0	129.4
Mangawhai Rural	5.9	2.4	0.0	0.0	0.0	0.0	572.0	425.0	0.0	0.0	578.0
Maungaru	3.1	1.7	0.0	2.8	1.6	9.1	5777.3	0.0	8.3	0.0	5783.2
Maungatūroto	0.7	0.8	0.0	10.8	11.9	13.8	0.4	0.5	0.0	0.0	12.0
Maungatūroto rural	0.0	0.0	0.0	0.0	0.0	42.4	97.6	0.0	0.0	0.0	97.6
Otamatea	2.4	2.7	54.0	0.1	0.1	0.6	280.2	4.7	2.6	0.0	282.7
Pahi	1.2	4.5	0.0	0.1	0.2	0.0	10.3	0.0	0.0	0.0	11.5
Paparoa	1.5	4.1	0.0	6.8	18.9	7.8	8.5	0.0	0.0	0.0	16.7
Pouto Peninsula	24.6	17.8	0.0	13.3	9.6	2.0	6409.5	0.0	86.7	0.0	6447.5
Rūāwai	1.4	3.0	0.0	4.8	10.3	0.6	0.0	0.0	0.0	0.0	6.2
Tokatoka-Matakohe	14.7	7.5	0.0	4.8	2.4	0.9	525.9	0.0	1.6	0.0	545.3
Te Kōpuru	0.0	0.0	1.4	4.1	8.1	0.1	1.2	0.0	0.0	0.0	5.3
	170 hectares			112 hectares			27,775 ha		99.28 ha		
	7.00 ha per 1000			4.59 ha per 1000							

⁵ Administration of these land parcels to be confirmed by DOC

3.2.2 OPEN SPACE ZONES - ANALYSIS

Using a benchmark of 1.68 hectares per 1000 population, and noting that open space is generally not provided in rural areas the following areas are considered to have low levels of land provisionally zoned as 'open space zone':

- Dargaville
- Kaiwaka and
- Mangawhai,
- Maungatūroto
- Te Kōpuru.

The level of service for the Sport and active recreation zone is equivalent to the sports and recreation category and is considered further in section 3.2.5 below.

3.2.3 OPEN SPACE ZONES - FORECASTING

Infometrics projection data for 2025 and 2031 has been used where available to forecast the availability of land provisionally zoned as open space zone and sport and recreation zoned assessment areas. Except for Maungaru which has a projected deficit for 2026, the assessment areas with a low level of land identified as 'open space zone' remain unchanged through to 2031.

Table 5: Forecasting of land provisionally zoned as open space zone and sport and active recreation zone

Assessment Area	Open Spaces 2021				Open Spaces 2026				Open Spaces 2031			
	Open Space Zone		Sport and Active Recreation		Open Space Zone		Sport and Active Recreation		Open Space Zone		Sport and Active Recreation	
	Public	ha/1000	Public	ha/1000	Public	ha/1000	Public	ha/1000	Public	ha/1000	Public	ha/1000
Baylys Beach	1.1	3.4	0.0	0.0	1.1	3.3	0.0	0.0	1.1	3.4	0.0	0.0
Dargaville	4.4	0.9	18.6	3.6	4.4	0.8	18.6	3.4	4.4	0.8	18.6	3.2
Kaipara Coast	34.8	22.8	1.9	1.2	34.8	22.7	1.9	1.2	34.8	22.8	1.9	1.2
Kaiwaka	0.8	1.1	7.0	9.8	0.8		7.0		0.8		7.0	
Kaiwaka Rural	1.2	0.8	2.4	1.7	1.2		2.4		1.2		2.4	
Mangawhai	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Mangawhai Heads	72.8	30.5	34.3	14.4	72.8	24.4	34.3	11.5	72.8	20.6	34.3	9.7
Mangawhai Rural	5.9	2.4	0.0	0.0	5.9	2.0	0.0	0.0	5.9	1.7	0.0	0.0
Maungaru	3.1	1.7	2.8	1.6	3.1	1.7	2.8	1.6	3.1	1.7	2.8	1.6
Maungatūroto	0.7	0.8	10.8	11.9	0.7		10.8		0.7		10.8	
Maungatūroto Rural	0.0	0.0	0.0	0.0	0.0		0.0		0.0		0.0	
Otamatea	2.4	2.7	0.1	0.1	2.4		0.1		2.4		0.1	
Pahi	1.2	4.5	0.1	0.2	1.2		0.1		1.2		0.1	
Paparoa	1.5	4.1	6.8	18.9	1.5		6.8		1.5		6.8	
Pouto Peninsula	24.6	17.8	13.3	9.6	24.6	17.6	13.3	9.5	24.6	17.8	13.3	9.6
Rūāwai	1.4	3.0	4.8	10.3	1.4		4.8		1.4		4.8	
Tokatoka-Matakohe	14.7	7.5	4.8	2.4	14.7		4.8		14.7		4.8	
Te Kōpuru	0.0	0.0	4.1	8.1	0.0	0.0	4.1	8.1	15.8	31.1	4.1	8.1
	170	ha	112	ha	170	ha	112	ha	186	ha	112	ha
	7.00	ha/1000	4.59	ha/1000								

4 Parks Categories

4.1 Background

4.1.1 PARKS CATEGORIES

Parks planning takes account of the different characteristics and uses of open space land, and categories can be assigned to recognise these uses to assist in development and management decisions. The following Recreation Aotearoa categories were considered relevant to Council parks activities and were allocated to all identified open space parcels owned or managed by KDC:

Sports and Recreation
Neighbourhood
Public Gardens
Nature
Cultural Heritage
Civic Space
Outdoor adventure
Recreation and Ecological Linkages.

These categories do not entirely line up with the categories in the KDC Kaipara District Council Open Spaces and Facilities Strategic Activity Management Plan 2021-2031, some of which (Kaipara Moana and Ripiro Beach) have additional geographic definitions.

The policies and objectives of the 'National Policy Statement on Urban Development 2020' require that planning decisions contribute to well-functioning urban environments, including residential areas having good accessibility to community services, natural spaces, and open spaces. Neighbourhood parks and sport and recreation parks are of primary importance in providing for the play, sport and other recreation needs of local communities.

4.1.2 PARKS CATEGORIES – BENCHMARKS

The following benchmarks from the 2018 median figures of 'Yardstick' data are included in table 3 above:

- Sports and Recreation parks 2.6 ha/1000 population
- Neighbourhood parks 0.83 ha / 10000 population

As noted in Table 2, although benchmarks have been provided for areas of public gardens and cultural heritage areas, provision is usually related to opportunities and financial capacity.

The benchmark for neighbourhood parks has been provided as a ratio of the total population of a local authority, however neighbourhood parks are rarely provided outside of urban centres.

4.2 Outcomes

4.2.1 PARKS CATEGORIES – AREAS

The following tables describe the NZ Recreation Aotearoa categories assigned to land in public ownership.

Table 6a: Parks categories

Assessment Area	NZ Recreation Aotearoa Parks Categories (Hectares)					
	Sports and Recreation		Neighbourhood		Public Gardens	
	Public	ha/1000	Public	ha/1000	Public	ha/1000
Baylys Beach	0.0	0.0	1.2	3.9	0.0	
Dargaville	18.7	3.6	1.9	0.4	0.5	
Kaipara Coast	1.9	1.2	0.4	0.2	0.0	
Kaiwaka	7.0	9.8	0.8	1.1	0.0	
Kaiwaka Rural	2.4	1.7	0.3	0.2	0.0	
Mangawhai	0.0	0.0	0.0	0.0	0.0	
Mangawhai Heads	89.3	37.4	1.9	0.8	0.0	
Mangawhai Rural	0.0	0.0	0.0	0.0	0.0	
Maungaru	2.8	1.6	0.0	0.0	0.0	
Maungatūroto	10.2	11.2	1.2	1.3	0.0	
Maungatūroto Rural	0.0	0.0	0.0	0.0	0.0	
Otamatea	0.1	0.1	1.0	1.2	0.0	
Pahi	0.0	0.0	0.7	2.7	0.0	
Paparoa	0.0	0.0	1.5	4.1	0.0	
Pouto Peninsula	12.0	8.6	2.3	1.6	0.0	
Rūāwai	4.4	9.3	1.2	2.5	0.0	
Tokatoka-Matakohe	5.7	2.9	1.4	0.7	0.0	
Te Kōpuru	4.1	8.1	0.0	0.0	0.0	
Totals (ha)	154.4		15.7		0.5	
Totals (ha/1000)		6.3		0.6		0.0

Note: Figures in red indicate provision levels lower than benchmarks identified in Table 3.

Table 6b: Parks categories

Assessment Area	NZ Recreation Association Parks Categories (Hectares)					
	Nature		Cultural Heritage	Outdoor Adventure	Civic	Recreation & Ecological Linkages
	Public	Unsure	Public	Public	Public	Public
Baylys Beach	8.3	0.0	0.0	0.0	0.0	0.0
Dargaville	1.1	0.0	0.0	0.0	0.0	9.7
Kaipara Coast	13025.1	32.9	0.0	536.8	0.0	50.0
Kaiwaka	0.0	0.0	0.0	0.0	0.0	12.6
Kaiwaka Rural	329.6	0.0	0.4	0.0	0.0	125.2
Mangawhai	0.0	0.0	0.0	0.0	0.0	6.2
Mangawhai Heads	4.0	0.0	0.3	0.0	0.0	28.4
Mangawhai Rural	547.5	0.0	4.7	0.0	0.0	25.8
Maungaru	5780.3	0.0	5.9	0.0	0.0	2.5
Maungatūroto	84.3	0.0	0.1	0.0	0.0	0.4
Maungatūroto Rural	0.0	0.0	0.0	0.0	0.0	13.3
Otamatea	273.6	3.3	0.0	0.0	0.0	10.7
Pahi	0.0	0.0	0.0	0.0	0.0	10.3
Paparoa	2.8	0.0	0.0	0.0	0.0	5.7
Pouto Peninsula	6232.2	0.0	31.8	0.0	0.0	170.1
Rūāwai	0.0	0.0	0.0	0.0	0.1	1.6
Tokatoka-Matakohe	342.1	0.0	8.6	0.0	0.0	182.9
Te Kōpuru	0.0	0.0	0.0	0.0	0.0	1.2
Totals (ha)	26630.7		52.0	536.8	0.1	655.3

4.2.2 PARKS CATEGORIES – ANALYSIS

Areas of neighbourhood parks on a population basis are below provision benchmarks in the District as a whole and in most areas. Neighbourhood parks are an important component of open space as they provide easily accessible open space for children, older people, and households with lower access to cars. Neighbourhood parks are considered further in the following section.

Areas of sports and recreation parks are generally high on a population basis when compared to 2018 'Yardstick' data included in Table 3, however distribution is uneven in some areas. Sports and active recreation facilities are generally provided in larger towns, so a shortage in smaller nodes and rural areas is often not relevant people generally travel to these facilities. Provision was considered in relation to West and East assessment areas as shown in Appendix 2, and was found to be relatively even.

The draft 'Kaipara Spaces & Places Plan' notes that KDC has a:

'high a number of non-Council owned sport and recreation assets such as sports fields and facilities that are owned and maintained by clubs or community organisations. This brings strong community input and feelings of ownership and value. However, it also creates challenges around inconsistent standards of maintenance and levels of access for different communities in the district.'

Other documents relevant to sports and recreation planning in KDC include the 'Kōkiri ai te Waka Hourua' plan.

All three Mangawhai assessment areas have very high figures for projected residential development from 2021 to 2041, and population in these areas is expected to nearly double over this time. Open space distribution is variable in Mangawhai, and additional open space planning in these areas is recommended. This may include the establishment of a hierarchy of parks in urban areas to include 'suburb parks' which are larger areas of open space with larger and more varied play facilities.

4.2.3 PARKS CATEGORIES – NEIGHBOURHOOD PARK DISTRIBUTION

The description of neighbourhood parks in the current Recreation Aotearoa framework⁶ is as follows:

The Neighbourhood Park should be easily accessible, ideally from more than one road frontage. It will be well maintained and free draining with flat or gently undulating grassed areas for play. The park should be safe and provide an attractive welcoming ambiance to the immediate local community (within a ten minute walking distance or 500 metre radius of urban residential properties).

The KDC Kaipara District Council Open Spaces and Facilities Strategic Activity Management Plan 2021-2031 describes neighbourhood reserves and open spaces and provides the following provision guidance:

Neighbourhood reserves and open spaces are primarily for the use of the local residential community. They may provide an open grass area suitable for informal recreation and social and leisure activities as well as other complementary values such as landscape amenity and playgrounds. Some neighbourhood reserves and open spaces may contain buildings, such as community halls, used for local community and recreation functions.

A neighbourhood park typically provides the following experiences

- *multiple kick-around or play spaces*
- *socialising areas, including picnic and BBQ facilities*
- *walking and cycling links.*

The distribution of neighbourhood reserves is important to achieve easy accessibility from residential areas, including for those without access to cars. The KDC Open Spaces and Facilities Strategic Activity Management Plan 2021-2031 provides the following provision guidance for neighbourhood parks:

All residents in urban areas should live within walking distance of a neighbourhood park, located in a central/prominent location within a development or neighbourhood to maximise accessibility.

To consider accessibility of neighbourhood parks, analysis of distribution with respect to walkability is needed. The following maps (figures 1 and 2 below) provide a high-level analysis of neighbourhood parks within Dargaville and Mangawhai.

A complete yellow circle indicates a walking catchment (radius 500m) around a park that is suitable for neighbourhood park development such as a playground. A dotted yellow circle indicates a walking catchment of a park that is less suitable for neighbourhood park development, either because of the size or characteristics of the park area.

Initial analysis indicates that the accessibility to neighbourhood parks by some residential areas within Dargaville and Mangawhai is poor and does not meet the provision guidance of the KDC Open Spaces and Facilities Strategic Activity Management Plan 2021-2031w. It is recommended that neighbourhood park provision in the KDC area including other town centres is the subject of further analysis, and that a strategy to improve this provision is implemented. This strategy may improve land purchase or reallocation of use, and agreements with other providers of open space including schools including maintenance agreements.

⁶ NZ Recreation Aotearoa 2017: *Parks Categories Framework*

Figure 1: Dargaville neighbourhood park distribution

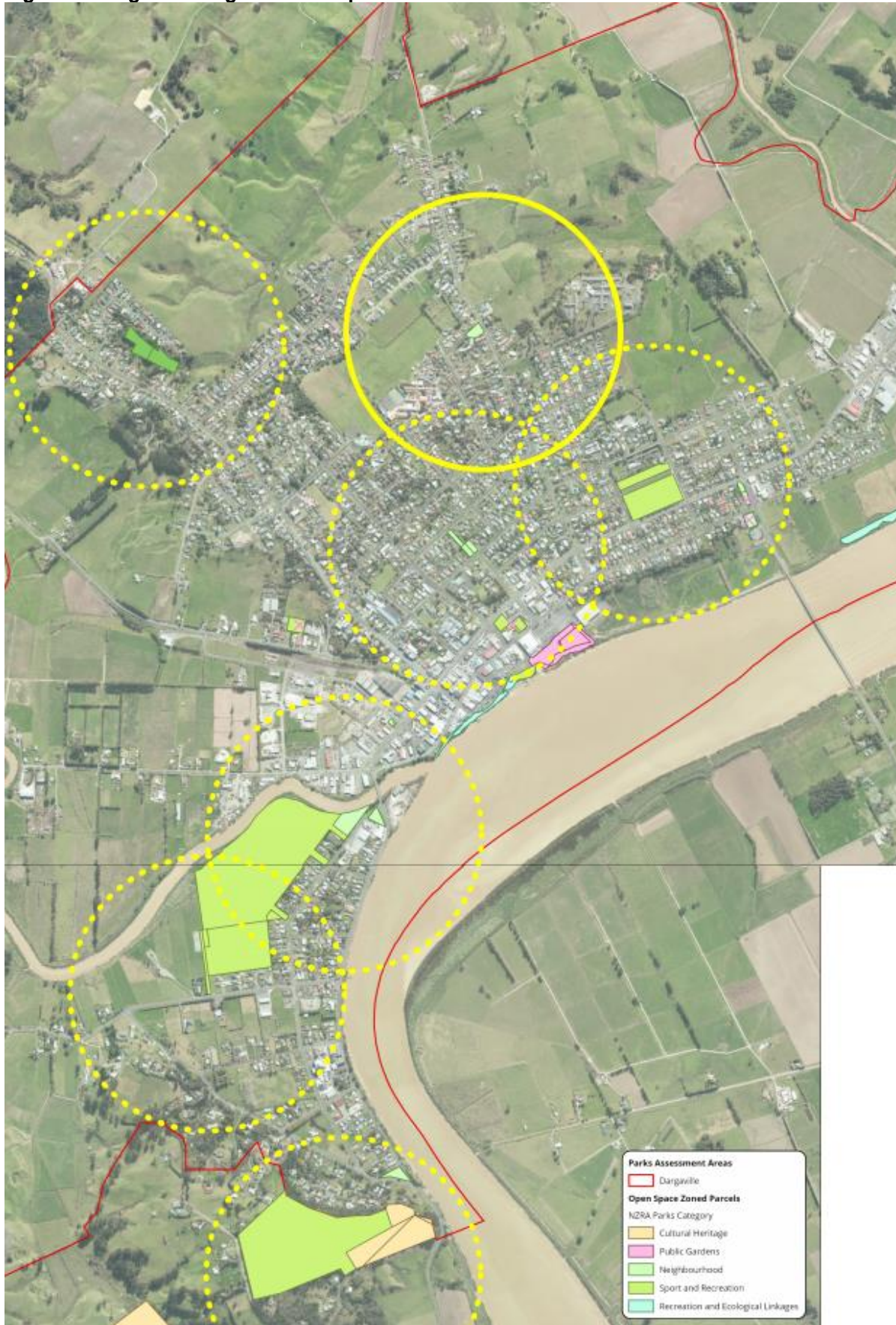
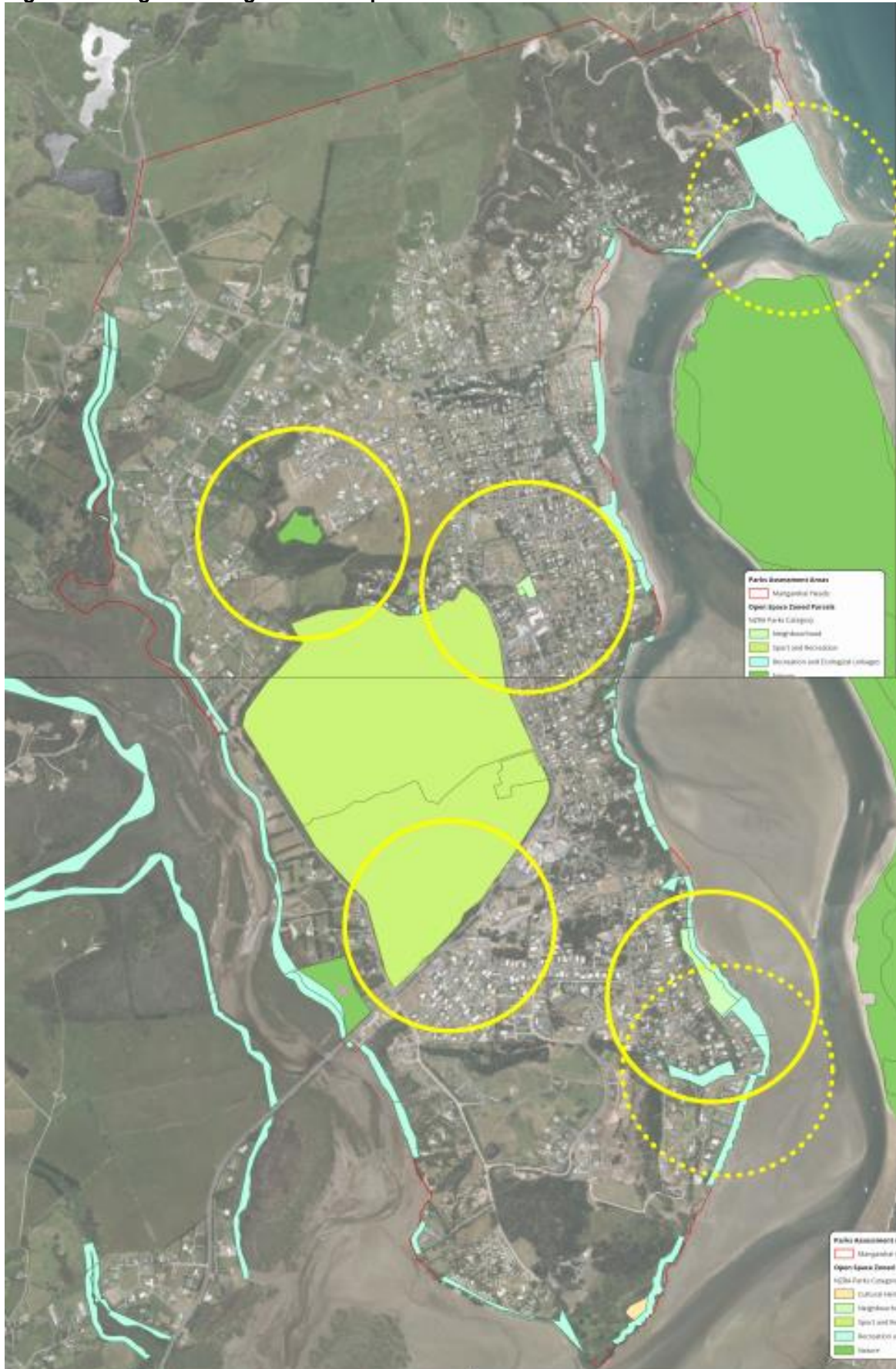


Figure 2: Mangawhai neighbourhood park distribution



5 Open space linkages

5.1 Kaipara District Linkages

5.1.1 DISTRICT WIDE CONNECTIONS

In addition to the provision of discrete areas of open space, access and ecological corridors and links are an important component of open space and can create an open space network.

Kaipara District has an established network of trails, walkways and cycleways that includes the Kauri Coast Cycleway, and sections of the Twin Coast Cycleway and Te Araroa Trail. Existing and proposed walking and cycling routes are identified in both the Northland Walking and Cycling Strategy 2018 and the KDC Walking and Cycling Strategy 2017 and are represented in Figure 3 below.

Future links include the Kaihu rail trail from Dargaville to Donnelly's crossing, and connections to existing trails.

Figure 3: Existing and Proposed Trails



The draft 'Kaipara Spaces & Places Plan' notes that 'provision of a variety of safe walking, jogging/running and bike/cycle routes is an important way to support people in the Kaipara being active'.

Where biodiversity links are being created without the need for public access, other mechanisms including covenants and esplanade strips may be appropriate.

5.1.2 PROPOSED ESPLANADE PRIORITY AREAS

Areas around the coast, rivers and townships of Kaipara were considered in relation to existing esplanade reserves and other access, and possible priority areas to be considered for inclusion in the District Plan.

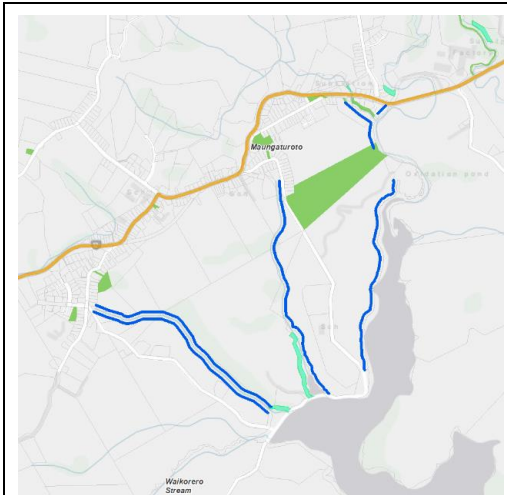
Esplanade priority areas were considered to have greater priority where these

- completed existing esplanade or open space networks
- formed part of proposed or existing walking and cycling trails
- reconnected townships and other community settlements with river or coastal connections
- were needed to create access links.

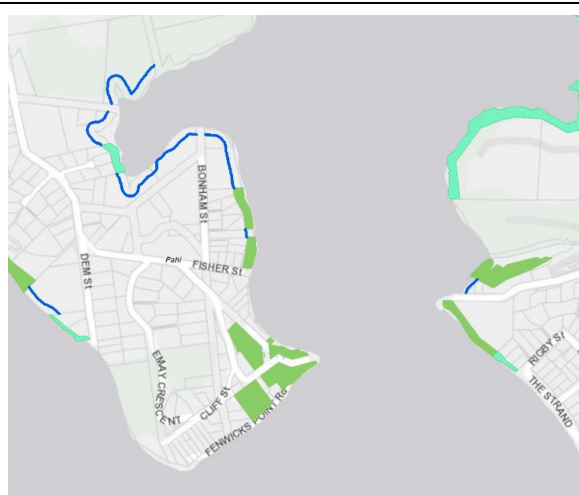
Figure 4 includes maps of proposed esplanade priority areas prepared by Spatialize on behalf of KDC.

Figure 4: Proposed Esplanade Priority Areas (not to scale)

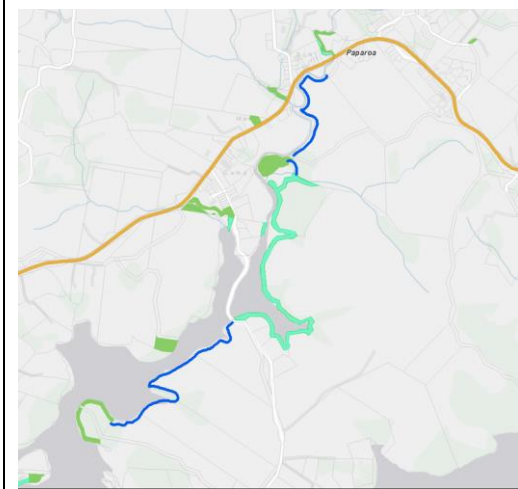




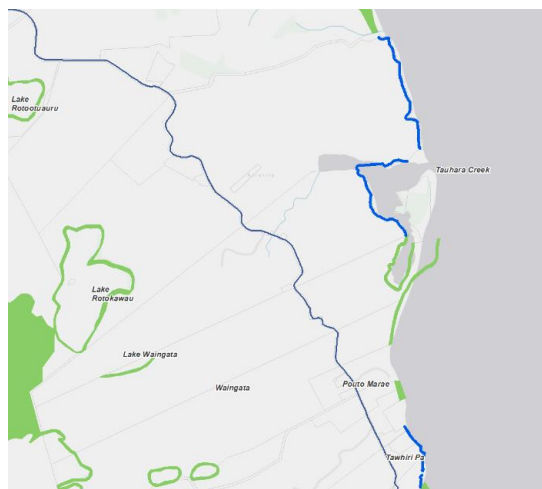
Maungaturoto



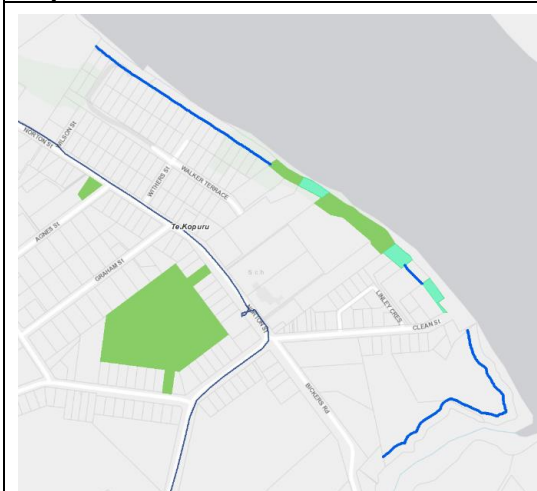
Pahi and Whakapirau



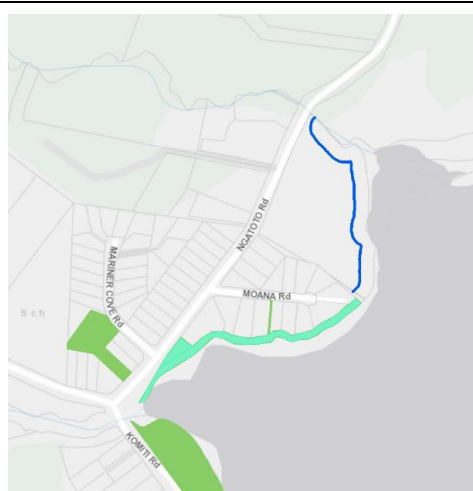
Paparoa



Pouto



Te Kopuru



Tinopai

Key

- Proposed Esplanade Priority Area
- Esplanade Reserve
- District Plan Reserve Management Units
- - - Walking and Biking Tracks
- Future Dargaville to Mangawhai Trail



Appendix 1: Project brief

Tranche One -

Work with council staff to check some of the final property queries you may have around the public land you have identified. This for example may include looking at the gazetting of land to determine its purpose. It has been suggested this could be achieved through a half day workshop. However, we also believe the Council may need support from a property specialist to identify the status of some parcels.

1. Assign zoning to each land parcel (where required) to reflect the National Planning Standards requirements (using Natural Open Space, Open Space, Sport and Active Recreation zones) to be used in the District Plan review.

Categorise your reserves and open spaces in accordance with the draft Open Spaces and Facilities Strategic Activity Management Plan categories which were developed with consideration of the Recreation Aotearoa (previously NZ Recreation Association) categories.

Propose levels of service for each category (area and/or distribution), for confirmation by Council.

Tranche Two –

This will take the information from Tranche One to:

1. Research, evaluate and report a summary of the available background information provided in the relevant Kaipara District Council documents in regards to Reserves and Open Spaces (i.e. The Operative District Plan, the Infrastructure Strategy, the Reserves Strategy, Reserve Management Plans (RMPs), Asset Management Plans (AMPs) and the draft Open Spaces and Facilities Strategic Activity Management Plan).
2. Assess the current areas of Reserve and Open Spaces land available within the Kaipara District and evaluate the supply of land within each of the National Planning Standards requirements (i.e. Natural Open Space, Open Space, Sport and Active Recreation zones).
3. Assess and determine whether there is an oversupply or undersupply of different types of open spaces land and where additional open space land is required to support future growth on a nodal and district basis.
4. Evaluate whether investment in additional reserves and open spaces is needed over a 5 – 10 year timeframe and beyond.
5. Identify significant trails, walkways, cycleways, bridleways and areas where obtaining public access is a priority (for example the Kaihu Rail Trail, Esplanade Priority Areas etc.) and ensure these areas are identified on the planning maps.
6. Prepare a report outlining and addressing the above points, which can be used for Council's s32 purposes and adapted for other Council work.

Appendix 2: Assessment Areas



KEY

BB	Baylys Beach
D	Dargaville
M	Mangawhai
MH	Mangawhai Heads
MR	Mangawhai Rural
Mt	Maungatūroto
Mt Rural	Maungatūroto Rural
Pap	Paparua
R	Rūāwai
TK	Te Kōpuru

In this image, 'west' assessment areas have blue letters, and 'east' assessment areas have black letters, (refer section 4.2.2).

Appendix 3: Policy and legislative context

A. NATIONAL LEGISLATION AND POLICY STATEMENTS RELEVANT TO OPEN SPACE

The National Policy Statement on Urban Development 2020

Objective 1 of this policy statement provides for 'well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future', and policy 1 requires that planning decisions contribute to well-functioning urban environments, including residential areas with good accessibility to community services, natural spaces, and open spaces.

The Reserves Act 1977

The functions of the Reserves Act include the preservation and management of areas for recreational use, and / or the protection of other values including natural ecosystems, landscape amenity or scenic value, the preservation of access for the public to the coastline, islands, lakeshore and riverbanks and to encourage the protection and preservation of the natural character of these areas.

The Local Government Act 2002

The purpose of this Act is to provide for democratic and effective local government, and it provides a framework for decision-making by local authorities and promotes community accountability and good quality local infrastructure, services and regulatory functions. Requirements of the Local Government Act include the preparation of long-term plans and that local authorities must prepare consult the community before agreeing to dispose of park land.

B KDC POLICIES, STRATEGIES AND PLANS

Kaipara District Council Infrastructure Strategy 2021

This document identifies significant infrastructure issues for Kaipara District Council over a 30 year period, including options for managing these issues and the implications of those options.

The infrastructure plan notes that *'in the past the Council has tried to avoid having land vested to avoid maintenance issues, though this has resulted in a disproportionate response to the Levels of Service for maintenance in certain areas and the provision of parks and open spaces for our communities'*.

The strategy proposes an increase in operational budgets to manage reserves vested to the Council. Kaipara District Council has used a set of Medium-High series population projections provided by Infometrics as an indication of future growth.

Kaipara District Council Long Term Plan

The Long Term Plan (LTP) sets out Council's vision, direction, budgets and work plans for a 10 year period, and is reviewed every 3 years. The plan is a requirement of the Local Government Act 2002 and provides a focus for longer-term decisions.

Vision: *Growing a better Kaipara*

Council Mission: *Nurturing our people and place by inspiring a vibrant, healthy and caring community Outcomes*

The vision of Growing a better Kaipara is supported by six community outcomes:

1. *Climate smart - Climate change and its impacts are reduced through community planning.*



2. *Celebrating diversity - Our local heritage and culture are valued and reflected in the community.*
3. *Vibrant communities - Kaipara communities offer an attractive place to live and visit.*
4. *Healthy environment - Our natural environment is protected and open to the community.*
5. *Prosperous economy - Development is encouraged, supported and sustainable.*
6. *A Trusted Council - An open organisation working for our community*

The LTP notes that: *'Many parks and reserves projects are funded by financial contributions. As at 30 June 2020 Council had a future obligation of just over \$7 million in reserve contributions to spend. Council ensures throughout the plan, that contributions received are expensed on qualifying projects as per the Reserve Contributions Policy...'*

The LTP supports an increase in operational budgets to manage reserves vested to the Council.

Significant open space projects approved for funding by the KDC LTP include the following:

- Development of the Kaihu Valley Trail
- Implement the first phase of the Dargaville Township Improvement Plan, including Hokianga Road, riverside cycle path
- Dargaville to Maungatūroto Heartland Trail
- Renewal of the Pahi Wharf
- Develop (in partnership with WDC) the Brynderwyns Cycle Trail and associated Mountain Bike Parks
- the Mangawhai Community Plan including the shared path network.

The Infrastructure Strategy section of the LTP notes that:

'Some local schools provide facilities and sports fields which are available for community use and there are other sports clubs and organisations that provide facilities, including buildings, swimming pools and sports fields',

The Open Spaces and Facilities Activity Statement within the LTP notes the following as risks:

- *'There is a perception of a lack of facilities in some areas*
- *We rely on community-owned and/or managed sports parks. The only Council-owned and managed facility is Memorial Park in Dargaville'*

Kaipara District Council Open Spaces and Facilities Strategic Activity Management Plan 2021-2031 This document provides an overview of Council's strategic and management approach to the provision and maintenance of its infrastructure assets including open spaces

The Kaipara District Council Open Spaces and Facilities Strategic Activity Management Plan 2021-2031 Open Spaces and Facilities section includes the following vision and key objectives:

Vision: To protect and enhance a diverse, well-connected network of reserves and open spaces that reflect the unique nature, and future needs of Kaipara.

Objective 1: Developing and implementing relevant planning documents for existing and new reserves and open spaces.

Objective 2: Identifying priority location or activity based land acquisition and divestment approaches.

Objective 3: Collaborating with community and agency partners to connect and enhance Kaipara's reserves and open space network.

The Open Spaces and Facilities section includes a comprehensive description of open spaces activities including a parks category framework, parks provision guidance, and risks. The plan includes a capital expenditure programme and expenditure forecasts.

Kaipara Spaces and Places Plan Draft 2021

The Kaipara Spaces & Places Plan is a facility-focussed plan that helps support the regional strategy for play, active recreation and sport. and will help inform Kaipara District Council's (KDC's) Long Term Plans (LTPs) and work programmes. It includes an analysis of existing facilities and key district-wide recommendations for sports facilities.

Kaipara Walking and Cycling Strategy 2017

This Strategy provides a framework to encourage walking and cycling participation in the Kaipara district, and includes walking and cycling projects to support this outcome. The vision of the Kaipara Walking and Cycling Strategy is: 'Working together to enhance walking and cycling in Kaipara'

Dargaville Spatial Plan

Key moves related to open space in the Dargaville Spatial Plan are as follows:

- Development of a revitalised and accessible public open space alongside the river
- Identify, establish and protect green and blue networks as part of new developments to protect waterways, create ecological connections and stabilize steep and erodible slopes

Kaiwaka Spatial Plan

The vision for the Kaiwaka spatial plan relevant to open space includes the following:

- Create a new open space and public access network
- Identify, establish, and protect green and blue networks as part of new developments to protect waterways, create ecological connections and stabilise steep and erodible slopes
- Develop a walking and cycling network around new town centre and through existing and new residential area.

Mangawhai Spatial Plan

The aim of the Spatial Plan is to provide a high-level 'spatial picture' of how Mangawhai could grow over the next 20-25 years, Recommended actions relevant to open space include the following:

- Develop a clear strategy for the provision of public open space in Mangawhai...
- Develop a reserves acquisition policy and plan for implementation...

Maungatūroto Spatial Plan

The vision for the Maungatūroto spatial plan includes the following:

- Using the green and blue network as a base, create a multi-use public open space network to improve and preserve the character and amenity of Maungatūroto
- Create a public open space next to the wharf and along the estuary to provide opportunities for people to gather, sit, relax and play.

C KDC RESERVE MANAGEMENT PLANS

Kaipara District Council has four approved reserve management plans:

- **Kai Iwi Lakes (Taharoa Domain) Reserve Management Plan 2019**

The Kai Iwi Lakes are part of a wider dune lake system, and the surrounding area of open space is classified under the Reserves Act as 'Recreation Reserve'. The vision for the is 'to protect and enhance Taharoa Domain as taonga of global significance for the benefit of present and future generations'.

- **Mangawhai Coastal and Harbour Reserve Management Plan 2009**



The Mangawhai Harbour and Coastal Reserves Reserve Management Plan includes land classified as 'recreation reserve' and 'local purpose (esplanade) reserve' located along the coastline of the Mangawhai Harbour. The vision for the reserve management plan encompasses the environmental sensitivity of these sites, provision of open space for passive recreation and waterfront access recreation, and the protection and enhancement of the heritage, ecological and landscape values.

- **Northern Wairoa Memorial Park Reserve Management Plan 2015**

The Northern Wairoa Memorial Park is a large park in Dargaville with sports fields, netball courts, clubroom facilities and a remnant of native Kahikatea forest. The vision for this park is "Memorial Park is to be a multi-code sport and recreation park to cater for the Kauri Coast and wider District."

- **Pou Tu o Te Rangi and Harding Park Reserve Management Plan 2012**

Located at the southern edge of Dargaville, this park includes a pa site, museum and cemetery. Titles are classified under the Reserves Act as 'historic purpose reserve' Local Purpose reserve' The reserve management plan vision includes the site being 'an important enjoyable learning environment rich in natural and cultural heritage' and 'a shared public place for recreation, events, fun and learning'.

D NORTHLAND REGIONAL PLANS

Kōkiri ai te Waka Hourua 2021

The strategy for the Northland region provides a snapshot of the current situation in the region including key demographics, participation trends, challenges, opportunities and advantages related to play, active recreation and sport in the Northland Region. This strategy and its insights will help guide our approach, programme of work and how best to undertake planning for future provision. By working in a collaborative manner, a view of the priorities for future play, active recreation and sport needs has been developed. It is intended this will help guide Councils across Te Tai Tokerau, and relevant funding agencies, in their decision making. It will help the sector as a whole, be better informed as to what the needs, rather than wants, are across the region and its district

The strategy notes regionally significant projects at Pioneer Park, Northern Wairoa Memorial Park and Sportsville Dargaville Precinct, Sportsville Dargaville and Kauri Coast Community Pool.

Northland Walking and Cycling Strategy August 2018

This strategy provides a regional framework for walking and cycling in Northland and supports the implementation of district walking and cycling strategies, records existing walking and cycling routes and proposed new trails.

The overarching vision for the strategy is:

For Northland to be one of the world's best coastal walking and cycling destinations where the journeys and stories are as impressive and memorable as the scenery.